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## Meeting Notes 1998-10-08

Joint Policy Advisory Committee on Transportation

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**METRO**

- R E V I S E D -

Meeting: **JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION**

Date: OCTOBER 8, 1998

Day: THURSDAY

Time: 7:30 a.m.

Place: **METRO, CONFERENCE ROOM 370**

- \*1. MEETING REPORT OF SEPTEMBER 10, 1998 - APPROVAL REQUESTED.
- \*2. RESOLUTION NO. 98-2705 - AMENDING THE METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM TO INCLUDE THE TEA-21 HIGH PRIORITY PROJECTS - APPROVAL REQUESTED - Andy Cotugno.
- \*3. RESOLUTION NO. 98-2707 - AMENDING THE 1995 INTERIM FEDERAL REGIONAL TRANSPORTATION PLAN TO REDESIGNATE THE NATIONAL HIGHWAY SYSTEM LINK THROUGH FOREST GROVE FROM HIGHWAY 8 TO THE FOREST GROVE BYPASS - APPROVAL REQUESTED - Andy Cotugno.
- #4. LETTER TO FHWA ON CORRIDORS AND BORDERS PROGRAM - APPROVAL REQUESTED - Andy Cotugno.
- 5. RECAP OF FREIGHT TOUR - Chris Deffebach.

            
\*Material enclosed

#Available at meeting

## MEETING REPORT

DATE OF MEETING: September 10, 1998

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

PERSONS ATTENDING: Members: Chair Ed Washington and Susan McLain, Metro Council; Linda Peters (alt.), Washington County; Sharron Kelley, Multnomah County; Karl Rohde, Cities of Clackamas County; Bob Stacey (alt.), Tri-Met; Greg Green (alt.), DEQ; Rob Drake, Cities of Washington County; Dave Williams (alt.), ODOT; and Don Wagner, WSDOT

Guests: Lou Ogden (JPACT alt.), Mayor of Tualatin; Brian Finneran, DEQ; John Rosenberger, Washington County; Rod Sandoz, Clackamas County; Steve Dotterer, City of Portland; G.B. Arrington, Tri-Met; Gary Katsion, Kittelson & Associates, Inc.; Susan Lee, Multnomah County; and Rod Park, Metro Council-Elect

Staff: Andy Cotugno, Mike Hoglund, Rich Ledbetter, Chris Deffebach and Lois Kaplan, Recording Secretary

### SUMMARY:

The meeting was called to order and a quorum declared by Chair Ed Washington.

### ANNOUNCEMENTS

Andy Cotugno announced that Washington County was presenting an overview of TEA-21 via satellite broadcast on Wednesday, September 23, between 10:00 a.m. and 12:00 noon at the Washington County Public Services Building in Hillsboro. The event is sponsored by the National Association of Counties and is being broadcast from Washington, D.C. A flyer was distributed relating to the event.

\*\*\*\*\*

Another TEA-21 outreach meeting is scheduled on Monday, September 14, at the Ramada Plaza Hotel, 1441 NE Second Avenue in Portland. The U.S. Department of Transportation is sponsoring these listening sessions across the country to provide information on how to implement transit portions of the program. Registration packets were distributed at the JPACT meeting. Andy encouraged JPACT members to take advantage of this opportunity for involvement.

\*\*\*\*\*

Andy announced that the JPACT freight tour will take place on Thursday, September 24, between the hours of 7:30 a.m. and 1:00 p.m. The tour will incorporate movement of raw materials (Reser's Food Processing), a tour of warehousing/distribution facilities, a retail outlet (supermarket), including loading docks, and lunch at Terminal 6.

Councilor McLain asked whether the itinerary had been developed so that JPACT members could join the group at different points of the tour. Andy indicated that it would be possible as the travel times become more certain.

\*\*\*\*\*

Andy cited the need to schedule a JPACT Finance Committee meeting. He felt that a two-hour session was needed to discuss upcoming legislation, the STIP process, and to better understand what ODOT is doing to finance the RTP. Councilor McLain noted that there's an MPAC subcommittee, chaired by Commissioner Hammerstad, that would like to connect with JPACT on the transportation elements and suggested that it might be appropriate for a few members from that subcommittee to be included at the JPACT Finance Committee meeting along with support staff. Andy indicated he would contact Mark Turpel of Growth Management staff.

#### MEETING REPORT

Mayor Drake moved, seconded by Commissioner Kelley, to approve the August 13, 1998 JPACT meeting report as submitted. The motion PASSED unanimously.

#### RESOLUTION NO. 98-2676 - ESTABLISHING A POLICY BASIS AND FUNDING STRATEGY FOR TRANSPORTATION MANAGEMENT ASSOCIATIONS (TMAs) FOR THE MTIP/STIP DEVELOPMENT PROCESS

Andy Cotugno explained that this resolution would adopt a policy framework and strategy for review of funding allocations and implementation of Transportation Management Association proposals through the MTIP/STIP development process. It establishes two stages of TMA development and screening criteria for review of the proposals and places the responsibility for the initial review with TPAC's Transportation Demand Management Subcommittee.

Andy spoke of the differences in responsibilities among TMAs and the research conducted on TMAs around the country. The typical experience has been that they are generally successful when given a clear mission.

The TMAs should be considered in two steps: the exploratory stage, which is to develop the program and define the mission of activities and ensure buy-in; and the operational stage, which

focuses on implementation. Andy clarified that the STIP funds are intended to be seed money for start-up purposes. The exploratory stage includes up to \$35,000 for needs analysis. The total for operations is based on a three-year, phased-down approach, with some agency involvement needed. One-third to one-half of public sector participation is generally needed for continued TMA operations beyond three years. The STIP funds are not available for continued operating costs. In that connection, Councilor Rohde questioned whether the sentence on page 3 of Exhibit A to the resolution, which read as follows, should be omitted:

"Allocation of regional funds would be dependent upon re-application for funding through the MTIP/STIP process."

Upon learning that the statement did not apply, Committee members agreed that the sentence should be deleted from the text.

It was noted that *Transit Choices for Livability* identified the potential for as many as 25 Transportation Management Associations around the region. Andy explained that, during the upcoming MTIP/STIP process, JPACT would decide how much money should be set aside for TMAs. If a particular area applies for TMA funds, the request would be set aside until after the STIP allocation process has concluded. Specific TMAs would be recommended as part of a separate process next year and brought to JPACT for review and approval. The STIP is updated every two years and the TMA program would be re-evaluated at that time.

Bob Stacey agreed that there's need for a policy structure for the TMA program. He commented on Tri-Met's relationship with the TMAs and the success experienced in Tualatin and the Lloyd District area in providing effective shifts in the work force. Getting people out of the single-occupant vehicle to a range of choices is an indication of what can happen. This would set a framework on how we would respond in the future. Bob suggested that the committee think of \$142,500 as a base for the TMAs.

It was clarified that the CMAQ funds plus the local match allow the TMA project to get started. Mayor Ogden asked whether there are other sources of funds that could be programmed in as an ongoing source of regional funding. Andy noted that there is no federal funding for that operating support other than the gas tax and Tri-Met's operating funds. Mayor Ogden felt that Tri-Met was doing a great job in subsidizing TMAs and that the vanpool program provides great leverage for TMAs. He expressed concern about the funds being a flat amount and asked whether there should be flexibility in the program based on size.

Tri-Met is proposing to administer these funds which are reflected in its Transportation Demand Management program. This

proposal would allocate \$142,500 over a three-year period. This program would be competing against bikes, transit and roads.

Councilor McLain felt that people should be aware of the fund limitations and questioned whether some locations should be prioritized over others. She noted that it should be regarded as start-up funds.

The process for funding TMAs will include review and recommendations by the regional TDM Subcommittee, approval through JPACT and the Metro Council, and program administration by Tri-Met. One of the requirements is that there be a sponsoring local government or business for a proposal. A discussion followed on the participation by employers in meeting the ECO Rule and the mandates it places on those employers. Andy Cotugno reported that TMAs across the country are most effective when they are targeted or focused on a specific location and a core set of issues.

Action Taken: Mayor Ogden moved, seconded by Councilor Rohde, to recommend approval of Resolution No. 98-2676, establishing a policy basis and funding strategy for Transportation Management Associations (TMAs) for the MTIP/STIP development process. The following sentence shall be omitted from the third paragraph on Page 3, Exhibit A, which read as follows: ~~Allocation of regional funds would be dependent upon re-application for funding through the MTIP/STIP process.~~ The motion PASSED unanimously.

Chair Washington felt it would be appropriate to have a presentation and discussion on TDM activities at a future JPACT meeting.

#### 2000-2003 MTIP/STIP: FUNDING TARGETS AND PROJECT SOLICITATION

Copies of the 2000-2003 MTIP/STIP solicitation package were included in the agenda packet. Andy explained that the solicitation document was sent out for project nominations. October 16 is the submittal deadline. Andy noted that we now have a clear fix on the dollar amounts.

Table 1, depicting past decisions, resources available, and new funds to allocate, was reviewed. Andy cited the need to program the \$69 m./\$25 m. of TEA-21 funds. He also noted that the funds are overprogrammed to recognize that there is some slippage of projects. The earmarked projects will get 90 percent of the funding. If the remaining 10 percent was assigned, it would come out of the total pot and take away from another project.

It was clarified that this would apply to the fiscally constrained RTP and TIP. Mayor Ogden asked whether JPACT has the ability to reach into regional funds to provide the local match.

Andy responded that federal funds must be matched by a non-federal local source. A discussion on CMAQ and STP funds followed. All freeway-related projects will be ODOT-sponsored, ensuring that the jurisdictions work through ODOT.

In explaining the difference between the Lovejoy ramp and the Broadway Bridge project, Steve Dotterrer, City of Portland staff, noted that the Lovejoy ramp is from Broadway westward and is for the purpose of removing the existing ramp and extending it to 14th. Susan Lee, Multnomah County staff, noted the Broadway Bridge project entails maintenance of the bridge itself. The Broadway Bridge paint job would cost approximately \$30 million.

#### PORTLAND AREA AIR QUALITY UPDATE

Brian Finneran of DEQ distributed updated versions of attainment dates and standards relating to ozone emissions for the Portland metropolitan area. He reported on the ozone levels experienced this summer, the Clean Air Action days and the fact that the standards are changing.

Brian provided background information dating back to March 1978 relating to the history of ozone emissions in the Portland airshed and reviewed the revised EPA ozone standards. He noted that EPA's standard has changed from a one-hour standard at the highest level of 0.12 ppm, allowing no more than three exceedances per three-year period, to a new eight-hour standard of 0.08 ppm averaged over three years. The change will involve looking at the fourth highest level each year and averaging it out over the three-year period. In July 2000, EPA will make new non-attainment designations based on 1997-99 monitoring data.

Monitoring of the ozone levels at the Carus (Clackamas County) site was reviewed. Brian noted that the change in EPA standard is less stringent and that EPA will be looking at the 1997 through 1999 data for air quality compliance. DEQ analysis indicates that the Portland airshed would meet the standard based on an historical review of fourth-highest ozone readings.

It was learned that Carus was picked as an appropriate monitoring site because the predominant windflow is out of the north. The Carus site is located south of Portland and south of Oregon City. Greg Green noted that trends indicate that some exceedances now occur during weekend activity in view of automobile use, barbecues, and lawn mowers. Under the current standard for ozone, if there are more than two exceedances a year, Phase I of the Contingency Plan kicks in. Greg indicated no decision has been made as to whether any additional strategies should be added to the Maintenance Plan.

A discussion followed on the consequences of being in nonattainment. Greg indicated that additional controls would be placed on industry and federal highway funds could be withheld. He noted that some of the strategies in the Maintenance Plan have not been implemented as yet. Greg commented that DEQ has established a public education program, reporting a rise of 5 percent in Tri-Met ridership on Clean Air Action days. He cited the need to be proactive and cautious.

It was reported that Salem and Medford have both exceeded the standard and that it is now a statewide problem. Surprisingly, business represents only 6 percent of the problem.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Mike Burton  
JPACT Members



## STAFF REPORT

### CONSIDERATION OF RESOLUTION NO. 98-2705 FOR THE PURPOSE OF AMENDING THE METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM TO INCLUDE THE TEA-21 HIGH PRIORITY PROJECTS

Date: September 16, 1998

Presented by: Andrew Cotugno

#### PROPOSED ACTION

Approval of this resolution would amend the FY 98 Metropolitan Transportation Improvement Program (MTIP) to include the 10 high priority projects authorized funds in the Transportation Equity Act for the 21st Century (TEA-21), the new six-year federal transportation authorization. The projects and associated schedule of authorized funds are shown in Exhibit A of the resolution. It restricts the normal flexibility enjoyed by staff and project sponsors to request advance of authorized funds in recognition of unique restrictions that come with the high priority project funds. It establishes a mechanism for such advancement should overall needs to obligate the state's federal funds warrant such action. It defers final resolution of high priority project programming to the Priorities 2000 update process.

TPAC and JPACT have reviewed this MTIP amendment and recommend approval of Resolution No. 98-2705.

#### BACKGROUND AND ANALYSIS

TEA-21 authorized funds for 10 "high priority" transportation projects in the Portland area. It approved numerous additional projects throughout the state. All 10 projects are included in Metro's 1995 financially-constrained Regional Transportation Plan. However, five of the 10 projects are not currently included in the MTIP. Additionally, TEA-21 made this class of projects subject to the annual obligation limitation process for the first time. This restriction poses both opportunities and potentially serious difficulties in orderly statewide obligation of federal funds which have not yet been fully assessed by ODOT and regional staff. Therefore, there is a need to proceed with caution regarding obligation of currently appropriated funds.

The high priority funds will be appropriated in six increments through the life of the Act. The first year increment was provided in the FY 98 appropriation and the second increment is expected before the end of the calendar year as part of the FY 99 appropriation. Sponsors of several of the projects have indicated a desire to begin work. To accommodate these requests, the projects and their funding must be programmed in both the MTIP and STIP. The resolution addresses these pressing needs while assuring that the more sensitive questions surrounding the funds will be addressed in an orderly fashion during update of the program during the Priorities 2000 process. Should additional obligation authority be warranted in the interim, the resolution provides that concurrence of TPAC's TIP Subcommittee can approve such action.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE ) RESOLUTION NO. 98-2705  
METROPOLITAN TRANSPORTATION )  
IMPROVEMENT PROGRAM TO INCLUDE ) Introduced by  
THE TEA-21 HIGH PRIORITY PROJECTS) Councilor Washington, Chair  
JPACT

WHEREAS, The new six-year federal transportation authoriza-  
tion bill known as the Transportation Equity Act for the 21st  
Century (TEA-21) was approved in May; and

WHEREAS, TEA-21 authorized funding for 10 "high priority"  
transportation projects in the Portland metropolitan area shown  
in Exhibit A; and

WHEREAS, Each high priority project will be appropriated  
funds over each of the six years of the Act as shown in Exhibit  
A; and

WHEREAS, The first year of funding has been appropriated for  
all the projects and the second year of funding is expected to be  
appropriated before the end of the current calendar year; and

WHEREAS, Some of the projects authorized funds have not been  
approved in the current FY 98 MTIP/STIP; and

WHEREAS, Sponsors of some projects have requested permission  
to begin work on planning and implementation of work on the  
projects; and

WHEREAS, Several issues must still be resolved prior to  
complete programming of all the authorized high priority project  
funds; and

WHEREAS, The Priorities 2000 update of the current MTIP/STIP  
is not expected to address these final details until the middle  
of 1999; now, therefore,

BE IT RESOLVED:

1. The FY 98 Metropolitan Transportation Improvement Program (MTIP) is amended to include all the high priority projects shown in Exhibit A.
2. Only appropriated funds are authorized in the MTIP for obligation and only up to the federal obligation limitation specifically enjoyed by the funds.
3. High priority projects may "use" limitation from other Metro region federal formula funds appropriated by TEA-21 with concurrence of TPAC's TIP Subcommittee or may use state limitation with concurrence by ODOT.
4. All other authorized high priority funds shall be programmed according to the schedule identified in TEA-21 through FY 2000 and all funds made available through FY 2003 may be pooled in the fourth year of the MTIP recognized by the U.S. Department of Transportation for informational purposes only.
5. Final programming of the future year funds will be resolved through the Priorities 2000 update process.
6. Staff are directed to request amendment of the STIP.
7. This amendment is consistent with the air quality conformity determination adopted by Resolution No. 98-2686.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_,  
1998.

\_\_\_\_\_  
Jon Kvistad, Presiding Officer

Approved as to Form:

\_\_\_\_\_  
Daniel B. Cooper, General Counsel

## EXHIBIT A

### TEA-21 HIGH PRIORITY PROJECTS AND SCHEDULED AUTHORIZATION

| PROJECT                               | TOTAL         | 98           | 99            | 00            | 01            | 02            | 03            |
|---------------------------------------|---------------|--------------|---------------|---------------|---------------|---------------|---------------|
| Tri-Met Buses                         | 3.500         | 0.385        | 0.525         | 0.630         | 0.630         | 0.665         | 0.665         |
| Ped to MAX (Gresham)                  | 1.000         | 0.110        | 0.150         | 0.180         | 0.180         | 0.190         | 0.190         |
| Portland Transit Signal Priority      | 4.500         | 0.495        | 0.675         | 0.810         | 0.810         | 0.855         | 0.855         |
| Lovejoy Ramp                          | 5.000         | 0.550        | 0.750         | 0.900         | 0.900         | 0.950         | 0.950         |
| Broadway Bridge                       | 10.000        | 1.100        | 1.500         | 1.800         | 1.800         | 1.900         | 1.900         |
| So. Rivergate O'Xing                  | 13.000        | 1.430        | 1.950         | 2.340         | 2.340         | 2.470         | 2.470         |
| Murray O'Xing                         | 3.750         | 0.413        | 0.563         | 0.675         | 0.675         | 0.713         | 0.713         |
| Tualatin/Sherwood Bypass              | 0.375         | 0.041        | 0.056         | 0.068         | 0.068         | 0.071         | 0.071         |
| I-5/217/Kruse Way Intrchnng           | 7.000         | 0.770        | 1.050         | 1.260         | 1.260         | 1.330         | 1.330         |
| I-205/Sunnybrook Intrchnng            | 19.000        | 2.090        | 2.850         | 3.420         | 3.420         | 3.610         | 3.610         |
| <b>Funds at 100% of Authorization</b> | <b>67.125</b> | <b>7.384</b> | <b>10.069</b> | <b>12.083</b> | <b>12.083</b> | <b>12.754</b> | <b>12.754</b> |
| <b>Funds at 90% of Authorization</b>  | <b>60.413</b> | <b>6.645</b> | <b>9.062</b>  | <b>10.874</b> | <b>10.874</b> | <b>11.478</b> | <b>11.478</b> |
| <b>Difference*</b>                    | <b>6.712</b>  | <b>0.738</b> | <b>1.007</b>  | <b>1.208</b>  | <b>1.208</b>  | <b>1.275</b>  | <b>1.275</b>  |

To obtain 100% of high priority project funding over six years, formula fund obligation authority of this amount must be used.

## STAFF REPORT

### CONSIDERATION OF RESOLUTION NO. 98-2707 AMENDING THE 1995 INTERIM FEDERAL REGIONAL TRANSPORTATION PLAN TO REDESIGNATE THE NATIONAL HIGHWAY SYSTEM LINK THROUGH FOREST GROVE FROM HIGHWAY 8 TO THE FOREST GROVE BYPASS

Date: September 24, 1998                      Presented by: Andrew Cotugno

## PROPOSED ACTION

This resolution begins the process of revising the National Highway System (NHS) designation to the northern leg of the Forest Grove Bypass (new route for Highway 47) between Quince Street to Council Creek. With the revision, the existing NHS designation would be removed east-west from Oregon Highway 8 between Quince and the current route of Highway 47 in downtown Forest Grove and removed north-south from the current route of Highway 47 from Highway 8 north to Council Creek (see Attachment 1). The revision will reflect the status of the Forest Grove Bypass as the key regional north/south route to and through Forest Grove and the east-west connection to the NHS via Highway 8 at Quince.

Also with this revision, the Forest Grove Bypass improvement project will be eligible for NHS funds in order to complete the project on schedule.

With approval of the resolution, a request will be made to ODOT to gain Federal Highway Administration approval of the request and simultaneous amendment of Metro's *Interim Federal Regional Transportation Plan* (RTP).

## FACTUAL BACKGROUND AND ANALYSIS

### **The NHS**

The NHS was authorized under Section 1006 of the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991. The program was retained in the Transportation Equity Act for the 21st Century (TEA-21). The NHS is intended to provide an interconnected system of principal arterials and other highways that will serve major population centers, international border crossings, ports, airports, nationally-oriented public and intermodal transportation facilities, and other nationally significant travel destinations.

The NHS for the Portland Metropolitan Area was developed through a cooperative interjurisdictional process in 1993 and adopted through Metro Resolution 93-1771. In developing the system for the Portland area, JPACT and the Metro Council endorsed a criterion that all cities within the urban area should have direct access to the NHS. Highways 47 and 8 provide that

connection for the City of Forest Grove. Congress ultimately approved the NHS in 1995.

### **Forest Grove Bypass Project**

The Forest Grove Bypass project is a longstanding need identified in the RTP and programmed for construction in the joint Metropolitan/State Transportation Improvement Program (MTIP/STIP) for 1999.

As described in the MTIP, Highway 47 is currently routed through downtown Forest Grove and Pacific University campus. Traffic must negotiate four right-angle turns, five signals, and the one-way couplet of Highway 8, Pacific, and 19th Avenue. Maneuvering trucks is both difficult and unsafe, and the one-way grid is confusing to motorists unfamiliar with the area. The bypass project will continue the southern rerouting of Highway 47 east of downtown Forest Grove by constructing a new road from Council Creek at the north UGB, southeast to Quince Street and then south to the existing Highway 47 Bypass. Once completed, the bypass will be designated the new route for Highway 47 and the existing route will be removed from the state system. The result will be a new Highway 47 and Highway 8 connection at Quince.

The project cost is estimated at \$13.7 million and will be funded through a variety of ODOT STP, Washington County MSTIP, and NHS funds.

### **Recommendation**

The recommendation contained in the attached resolution will re-designate the NHS system from the downtown streets of Forest Grove to the new bypass, consistent with the intent and criteria for the NHS. The designation will also allow NHS funds to be authorized for the project in order to meet cost and schedule.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING ) RESOLUTION NO. 98-2707  
THE 1995 INTERIM FEDERAL )  
REGIONAL TRANSPORTATION PLAN) Introduced by  
TO REDESIGNATE THE NATIONAL ) Councilor Washington, Chair  
HIGHWAY SYSTEM LINK THROUGH ) JPACT  
FOREST GROVE FROM HIGHWAY 8 )  
TO THE FOREST GROVE BYPASS )

WHEREAS, The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) authorized the designation of the National Highway System (NHS) and the program has been retained in the Transportation Equity Act for the 21st Century (TEA-21); and

WHEREAS, The Metro area NHS was submitted through Metro Resolution 93-1771 in 1993 and included the designation of Highways 47 and 8 in the City of Forest Grove; and

WHEREAS, Congress recognized the Metro area NHS in 1995; and

WHEREAS, the Forest Grove Bypass Project will result in a new connection between Highways 47 and 8; and

WHEREAS, NHS funds may be necessary to complete the project; now, therefore,

BE IT RESOLVED,

1. That the *Interim Federal Regional Transportation Plan* be amended to designate the route of the Forest Grove Bypass as the NHS connection between Highways 47 and 8, as shown in Exhibit A.

2. That staff be directed to forward this amendment for ODOT and FHWA review and action.

Approved as to Form:

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Jon Kvistad, Presiding Officer

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Daniel B. Cooper, Metro Counsel

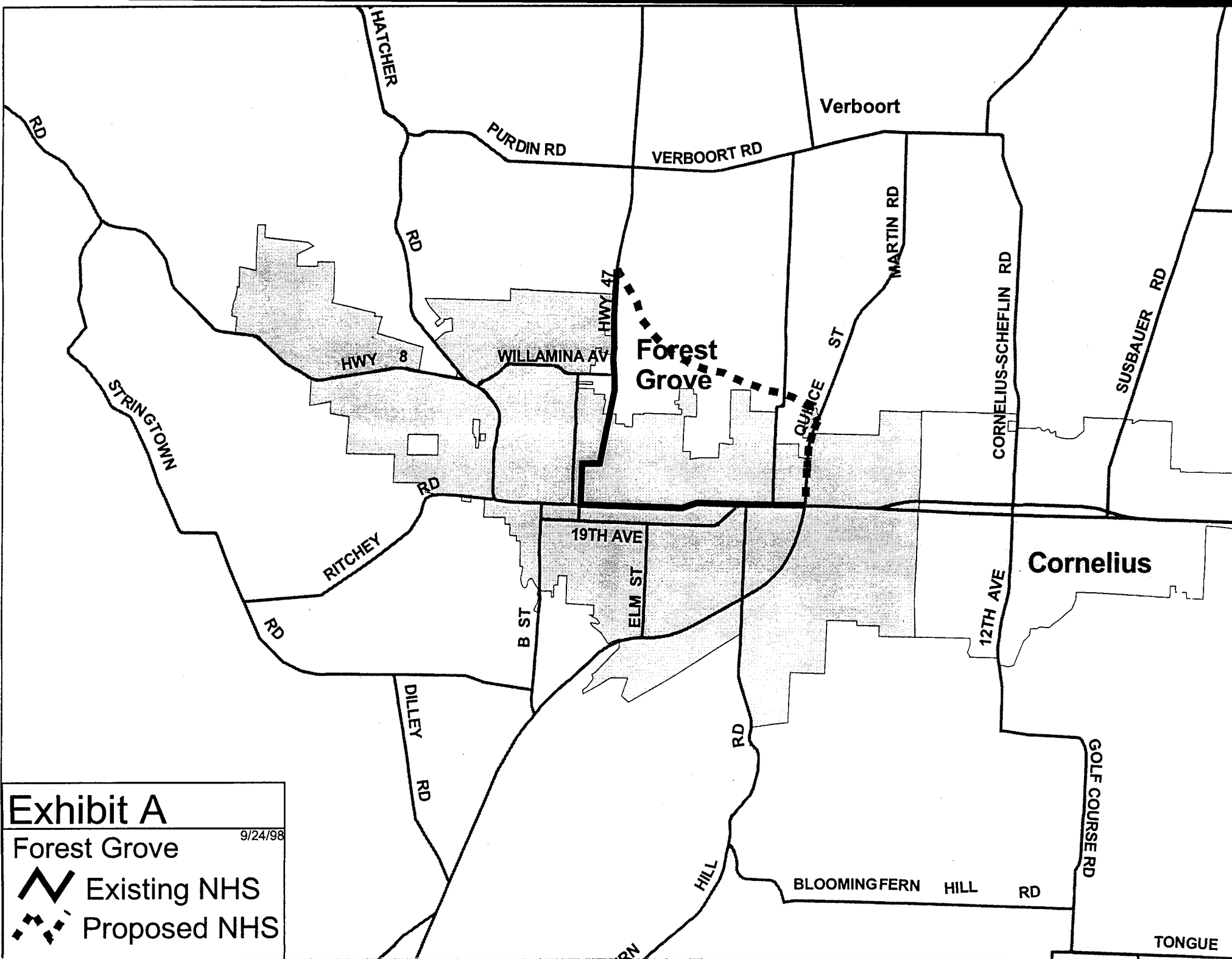
# Exhibit A

Forest Grove

9/24/98

 Existing NHS

 Proposed NHS







METRO

October 8, 1998

Kenneth R. Wykle  
Administrator  
Federal Highway Administration  
400 7<sup>th</sup> Street SW  
Washington, D.C. 20590

Dear Mr. Wykle;

On behalf of Metro and the Joint Policy Advisory Committee on Transportation (JPACT), I would like to express concerns on the National Corridors and Borders Program. Metro is the directly elected regional government that serves more than 1.3 million residents in the Portland metropolitan area. JPACT provides a forum for local and regional elected officials and representatives of agencies involved in transportation to resolve transportation needs in this region.

I am writing to you regarding the National Corridor Planning and Development Program and the Coordinated Border Infrastructure Program included in TEA-21. On behalf of JPACT, I recommend that the Federal Highway Administration (FHWA) establish separate and discrete funding for the Corridor Program and the Border Program. TEA-21 describes these two programs separately. Congress intended the two programs to address different but related problems. They should have specific funding allocations.

Establishing separate and discrete programs will ensure that neither program gets a disproportionate share of the funding. It will also provide FHWA staff with a clear target for each program and remove the need for subjective judgments by FHWA about whether or not "enough" projects have been selected for each program.

JPACT believes that both trade corridors and border crossings have important infrastructure needs. We believe that establishing separate and discrete programs for each is the best guarantee that our country's goods movement needs can be met.

Sincerely,

A handwritten signature in black ink, appearing to read "Ed Washington". The signature is fluid and cursive, with a long horizontal stroke at the end.

Ed Washington  
Metro Council  
JPACT Chair

**JPACT Freight Tour**  
**Thursday, September 24, 1998**  
**7:30 am to 1:00 pm**

Tour Objective:

To better understand goods movement in our region and the role of freight in the regional economy. The tour will focus on food products as an industry surrogate for goods movement in other industrial sectors. JPACT members will have an opportunity to view an industry in action and the mechanics of moving goods from manufacturer to consumers.

Itinerary:

7:30 AM Leave Metro Regional Center (NW Irving and Grand)

On the bus, Councilor Washington will welcome the JPACT members and guests, Andy Cotugno will review the relevance of the freight tour to JPACT's activities, Chris Deffebach will review the itinerary for the day and lead introductions and Susie Lahsene will distribute and review a briefing packet with background freight information.

8:00 AM Arrive at Reser's Fine Foods at SW 158<sup>th</sup> and Jenkins

Reser's distribution and production managers will lead a tour of the food processing areas and the loading/distribution areas. Reser's, a nationally based and locally owned company, makes potato and other salads on site and loads them and other Reser's products onto both 18-wheel trucks and route vans.

9:00 AM Leave Reser's

John More, from Tektronix, will review the similarities and differences in the production and distribution process between the food industry and the high tech industry.

9:45 AM Arrive at Albertsons Distribution Facility at NE San Raphael and 181<sup>ST</sup>, south of I-84

Albertson's Portland Distribution Center General Manager will lead a tour through the perishable area, mechanized dry good area while explaining the role of the center in serving stores in the Western Region. Coffee and doughnuts will be served.

10:45 AM Leave Albertsons

10:55 AM Arrive at Albertsons Grocery Store at 181<sup>st</sup> and Glisan

This quick view of the store's loading bays will complete the food industry tour.

11:05 AM Leave Alberstons Grocery Store

Informal question and answer time on the bus.

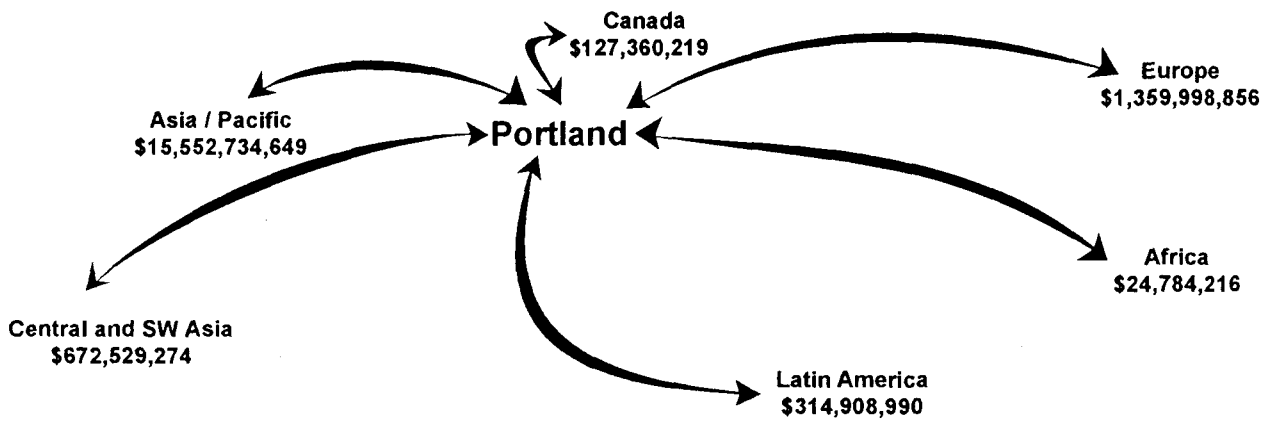
11:45 AM Arrive at Terminal 6 at Rivergate

Port of Portland Executive Director Mike Thorne will lead a tour of the container terminal facility and describe the export and import role in the goods movement process. Lunch will be provided.

12:45 PM Leave Rivergate

1:00 PM Arrive at Metro Regional Center

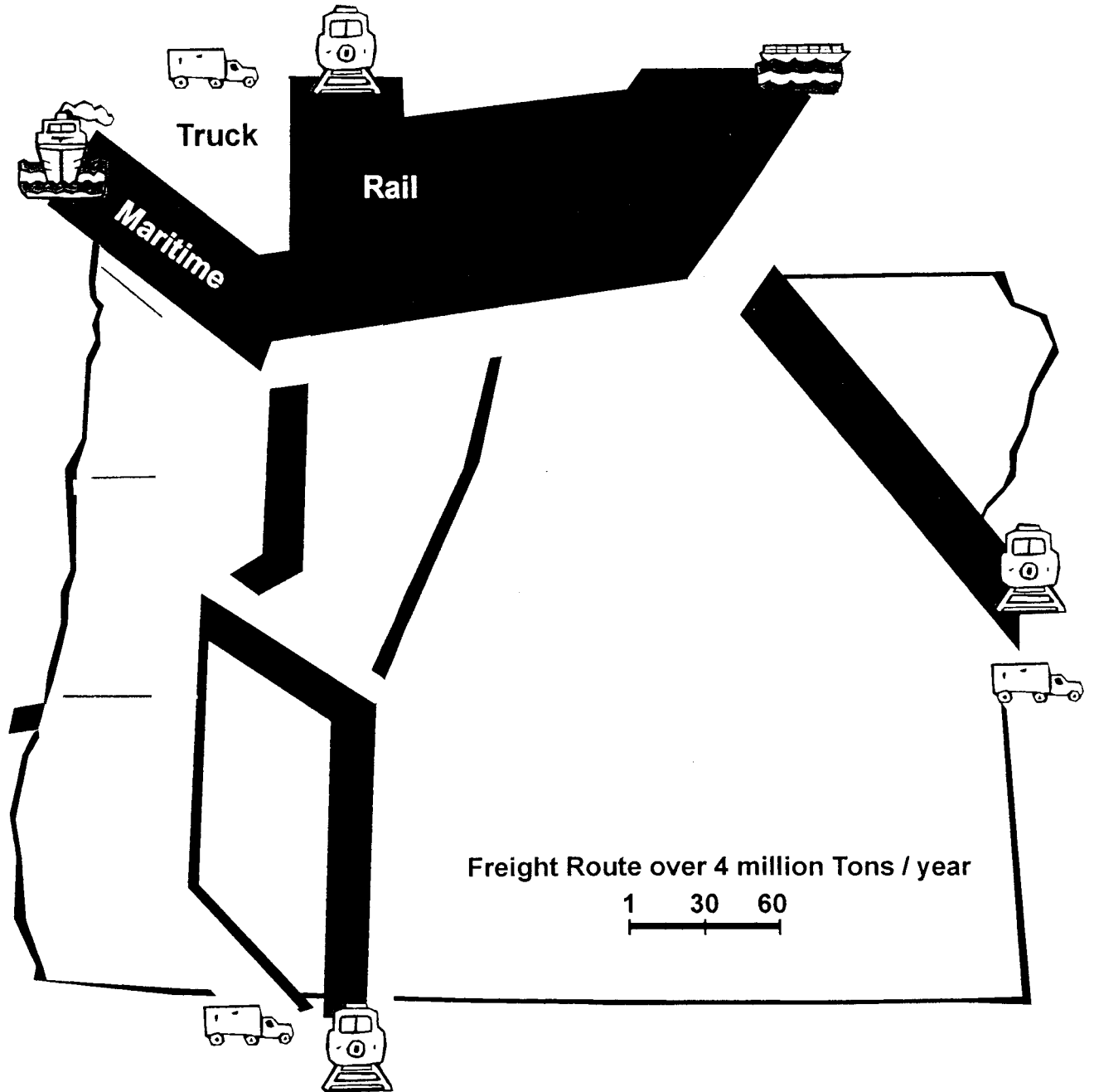
# Oregon's Trading Partners



**JPACT Freight Tour  
September 1998**

# Major Multimodal Commodity Flow Corridors

Millions of Tons Shipped in 1992



Source:

-Interstate Commerce Commission, 1992 Waybill Sample

-ODOT Transportation Development Branch

-U.S. Army Corps of Engineers, Waterborne Commerce of the U.S. 1992

# Freight is Important to Our Economy

## Portland's Regional Economy

- 6 County Metropolitan Area
- 1.7 million residents
- 1 million workers
- 50,000 businesses with a payroll
- \$60 billion gross regional product
- The Portland regional economy is now bigger than the rest of Oregon put together

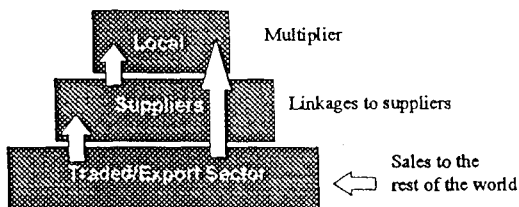
*Regional Connections*

## 1996 -- Oregon

- Oregon firms' exports totaled \$9.8 billion (a 92% increase in value since 1991)
- High tech firms exported \$4.7 billion (200% increase in 5 years)
- Agricultural products \$2.4 billion (up 75% in 5 years)
- Wood products \$1.2 billion

*Port of Portland 1997*

## Traded Sector Drives Growth



*Regional Connections*

## Employment in Traded Industries

|                               |                |
|-------------------------------|----------------|
| Electronics/software          | 54,593         |
| Metals/ Machinery             | 45,209         |
| Nursery                       | 8,137          |
| Other Mfg.                    | 14,832         |
| Printing                      | 9,052          |
| Professional services         | 34,071         |
| Wood products                 | 18,033         |
| <b>Primarily Export</b>       | <b>183,927</b> |
| Temp. Employment              | 22,161         |
| Agricultural/Food Processing  | 18,031         |
| Recreation related            | 16,229         |
| Transportation & Distribution | 74,739         |
| <b>Export and Local</b>       | <b>131,160</b> |

*Regional Connections*

## Transportation: Key to Oregon Businesses Competitiveness

- Freight Movement occurs
  - to move products from origin to place of higher value
  - over a variety of modes
- Transportation and logistics account for 20-25% of product cost
- Average delivery time today: 2-3 days
  - compared to: 30 days in 1960s, 10 days in 1980s
- By 2000, 50% of all products will move 'just in time'

*Part of Portland 1998*

## Oregon's Economy Relies on a Good Transportation System

- 60% of Oregon's workers have jobs in businesses that depend on the transportation system for their operation
- "Traded sectors" drive the economy in the Portland region and the state
  - 2nd largest wholesale distribution center on the west Coast
  - 10th largest exporter in the United States
  - 20th largest industrial center in the United States
- Wholesale/distribution jobs are the highest wage earning jobs in the state

*Part of Portland 1998*

# Reser's Fine Foods

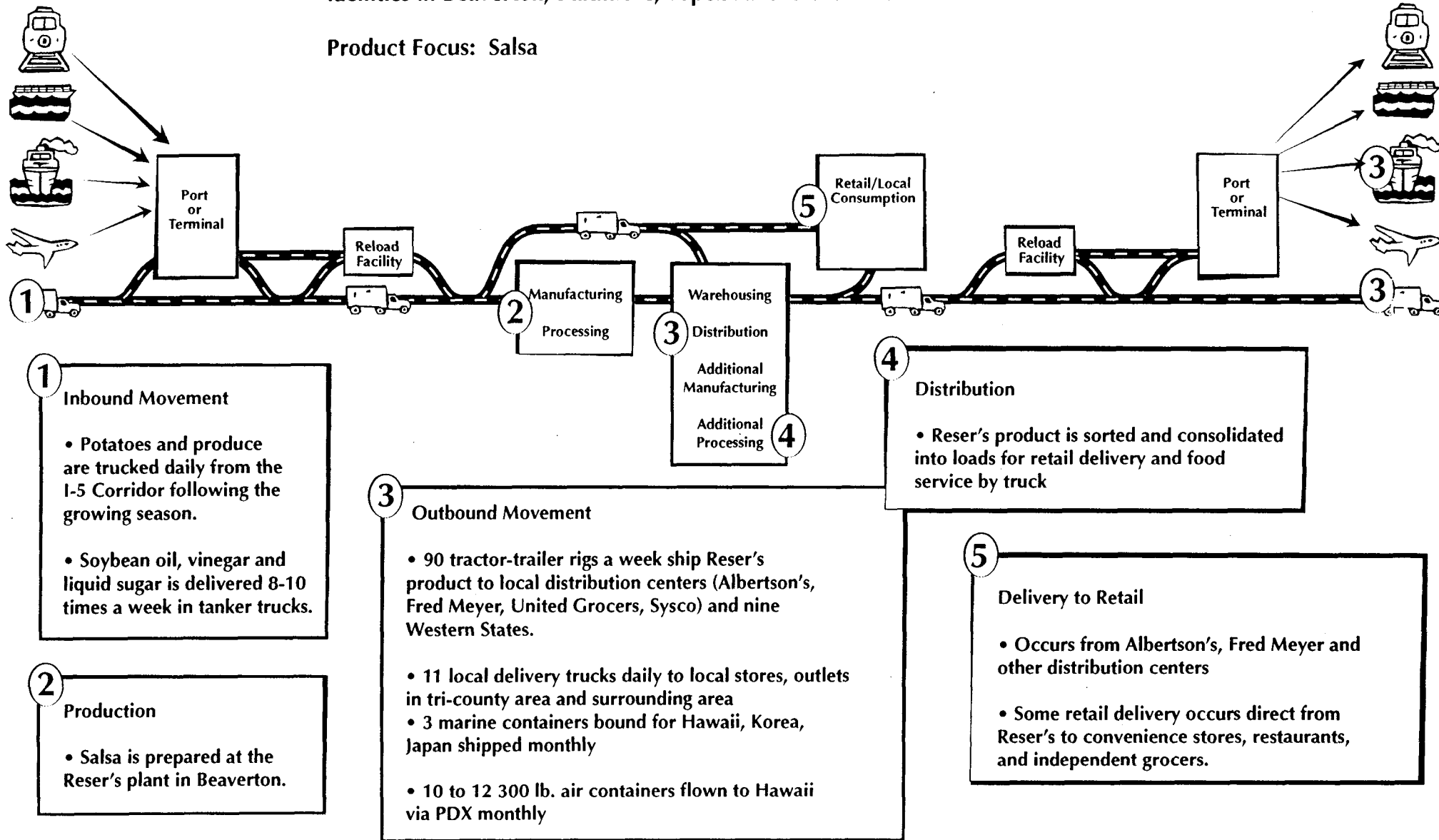
Headquarters: Beaverton, Oregon

"Reser's, you've got it made!"

Reser's manufactures and distributes refrigerated salads, sauces, dips, desserts for retail food service, deli and club store customers.

Reser's serves both eastern and western U.S. markets with production facilities in Beaverton, Baltimore, Topeka and Cleveland.

Product Focus: Salsa



**1 Inbound Movement**

- Potatoes and produce are trucked daily from the I-5 Corridor following the growing season.
- Soybean oil, vinegar and liquid sugar is delivered 8-10 times a week in tanker trucks.

**2 Production**

- Salsa is prepared at the Reser's plant in Beaverton.

**3 Outbound Movement**

- 90 tractor-trailer rigs a week ship Reser's product to local distribution centers (Albertson's, Fred Meyer, United Grocers, Sysco) and nine Western States.
- 11 local delivery trucks daily to local stores, outlets in tri-county area and surrounding area
- 3 marine containers bound for Hawaii, Korea, Japan shipped monthly
- 10 to 12 300 lb. air containers flown to Hawaii via PDX monthly

**4 Distribution**

- Reser's product is sorted and consolidated into loads for retail delivery and food service by truck

**5 Delivery to Retail**

- Occurs from Albertson's, Fred Meyer and other distribution centers
- Some retail delivery occurs direct from Reser's to convenience stores, restaurants, and independent grocers.

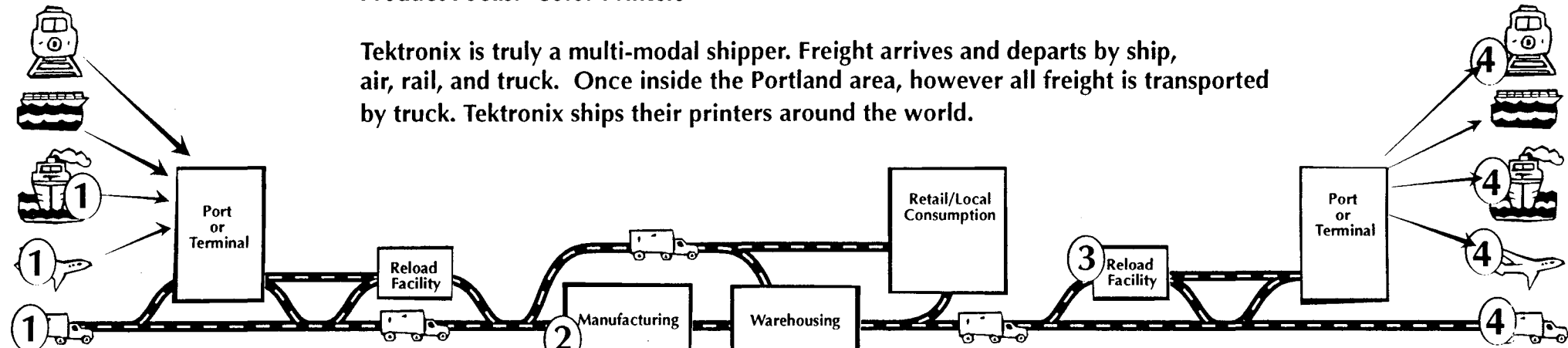


Headquarters: Wilsonville Oregon

Tektronix manufactures more than 3,000 products within three broad groups: measurement, color printing, and video and networking.

Product Focus: Color Printers

Tektronix is truly a multi-modal shipper. Freight arrives and departs by ship, air, rail, and truck. Once inside the Portland area, however all freight is transported by truck. Tektronix ships their printers around the world.



**1 Inbound Movement**

- Printer engines and printer components arrive in containers via ship from Asia and are transported by truck to the Wilsonville site
- Some print engines also arrive by air at PDX, Seattle-Tacoma and San Francisco
- Air shipments that arrive in Seattle or San Francisco are transported by truck to the Wilsonville site

**2 Production**

- Printer engines and printer components are assembled and tested

**3 Reload Facility**

- Assembled printers are transported via truck by a freight forwarder to a reload facility
- Printers bound for overseas are either stuffed in containers or prepared for air shipment

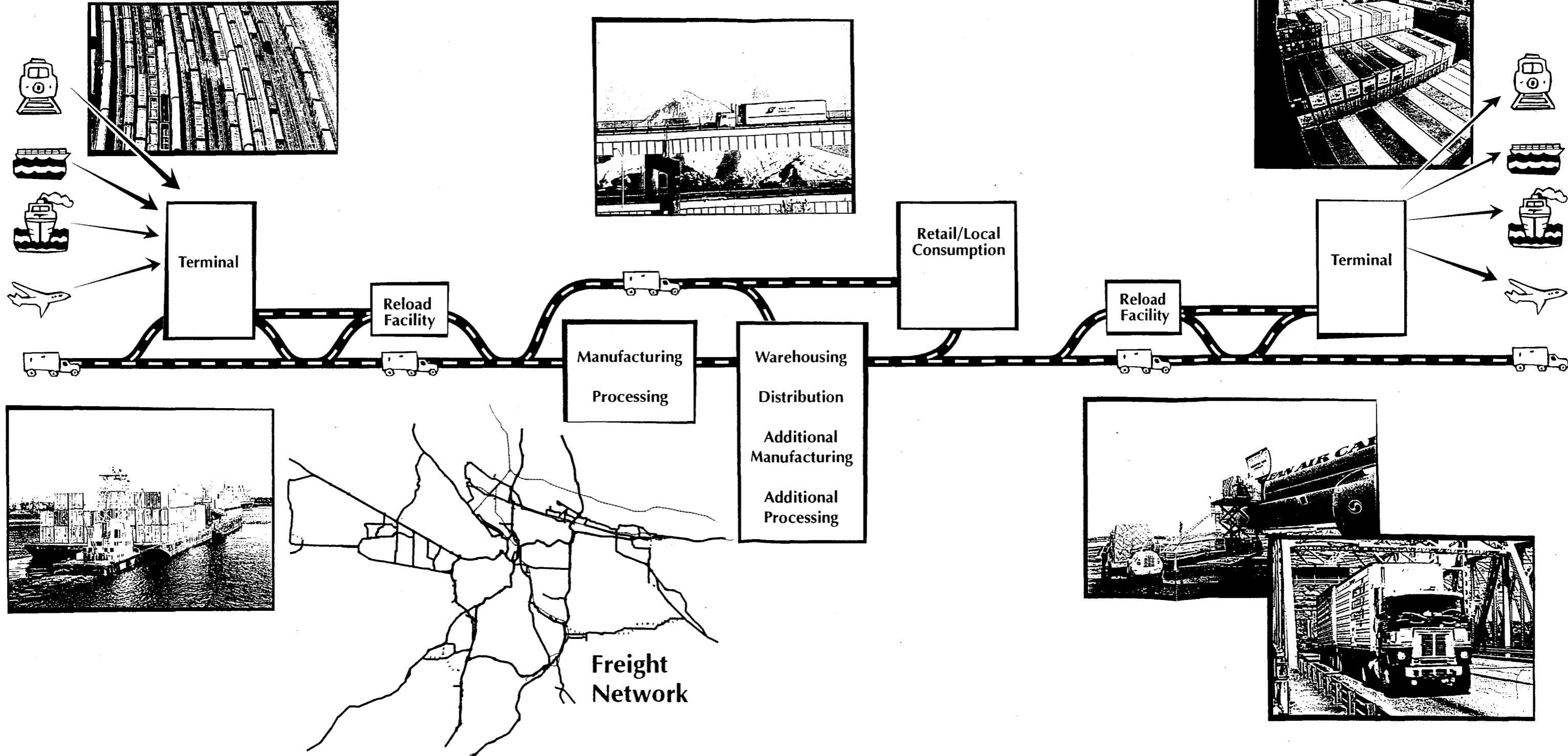
**4 Outbound Movement**

- Printers are shipped out of the region by several modes
- Air cargo is shipped out through PDX. For destinations not served by PDX, the air cargo must first be transported by truck to other nearby west coast airports such as Seattle-Tacoma or San Francisco
- Containers are shipped out through Terminal 6. As with air cargo, some containers are transported by truck out of the region before being loaded onto a container ship. For European bound freight, containers are trucked to Vancouver BC and sent rail intermodal to Montreal. From there they are transported by container ship to Rotterdam and on to Tektronix' European distribution center in Heerenveen, Netherlands

# The Flow of Commerce

**Imports**  
Domestic International

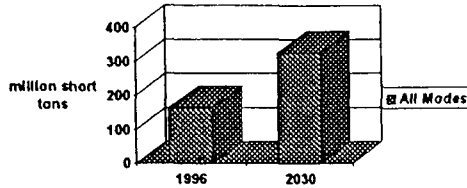
**Exports**  
Domestic International





# Commodity Flow Today and Tomorrow

## Doubling of Commodity Volumes



## What Commodities Move in Oregon

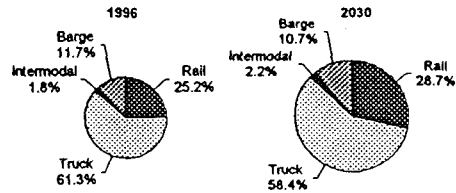
- Agricultural/farm products
- Lumber/wood/paper products
- Minerals
- Food/Fish products
- High tech machinery/electrical products
- Transportation equipment
- Textiles/Apparel/Leather

*Port of Portland 1998*

## Functioning Multi-modal System Critical for Freight

|                   | Truck | Rail | Barge | Ship | Air |
|-------------------|-------|------|-------|------|-----|
| Grains            |       | X    | X     | X    |     |
| Minerals          | X     | X    |       | X    |     |
| Electronic Equip. | X     | X    |       | X    | X   |
| Transport. Equip. | X     | X    |       | X    | X   |
| Food Products     | X     | X    | X     | X    | X   |
| Lumber/Paper      | X     | X    | X     | X    |     |

## Trucks Link All Modes



## All Modes Will Carry Higher Volumes

- Truck is the predominant mode of moving product (about 60 %) in the state and nationally
- Rail carries the next highest volume (about 28%) of product but plays a significant role in the state's competitiveness
- Barging contributes to price competition and allows products from the interior of the state to reach markets cost effectively

*Port of Portland 1998*

# *Why JFACT' Should Care*

## **Freight Moves the Oregon Economy**

- The state's economy relies on it
- Trends suggest efficient freight movement will drive the nation's economy
- Growth in the state and diminishing transportation investment threaten a competitive advantage and role we have had in the global marketplace

## **Transportation: a Competitive Advantage We Could Lose**

- The relative purchasing power of Oregon Transportation dollars has decreased 33% since 1970.
- Investment in modernization of the system has diminished over the last five years
- Of the 15 states cited as "economic overachievers," Oregon ranks last in transportation investment

## **Trucks on the System**

- Work horses for freight movement
- Operate off peak (usually midday)
- Represent 6-10% of the daily traffic
- At midday, represent 20% or more of total traffic
- Need thoughtful/strategic investments to keep industry humming

## **Regional Freight Network Conditions In 2015**

- Truck trips in region are projected to increase 66%, auto trips 47%
- Truck travel time up 22%, compared to 12% for autos
- PM peak truck hours of delay up from 6% today to over 16%
- Over 1/3 of the major truck routes will be congested, compared to 12% today

## **Future Steps**

- Apply freight criteria for MTIP/STIP investments
- Increase understanding of freight movement through Commodity forecasts, truck model and dialogue with businesses.
- Get business involved in transportation investment process
- Select projects that demonstrate the region's commitment to maintaining competitiveness for region's businesses

# December 1, 1997 Figure 2.6

(Version 4.0)

The land uses depicted on this map reflect an analysis of the Metro Region 2040 Growth Concept. The boundaries have not been adopted by the Metro Council or local government agencies, and are for the purpose of analysis only.

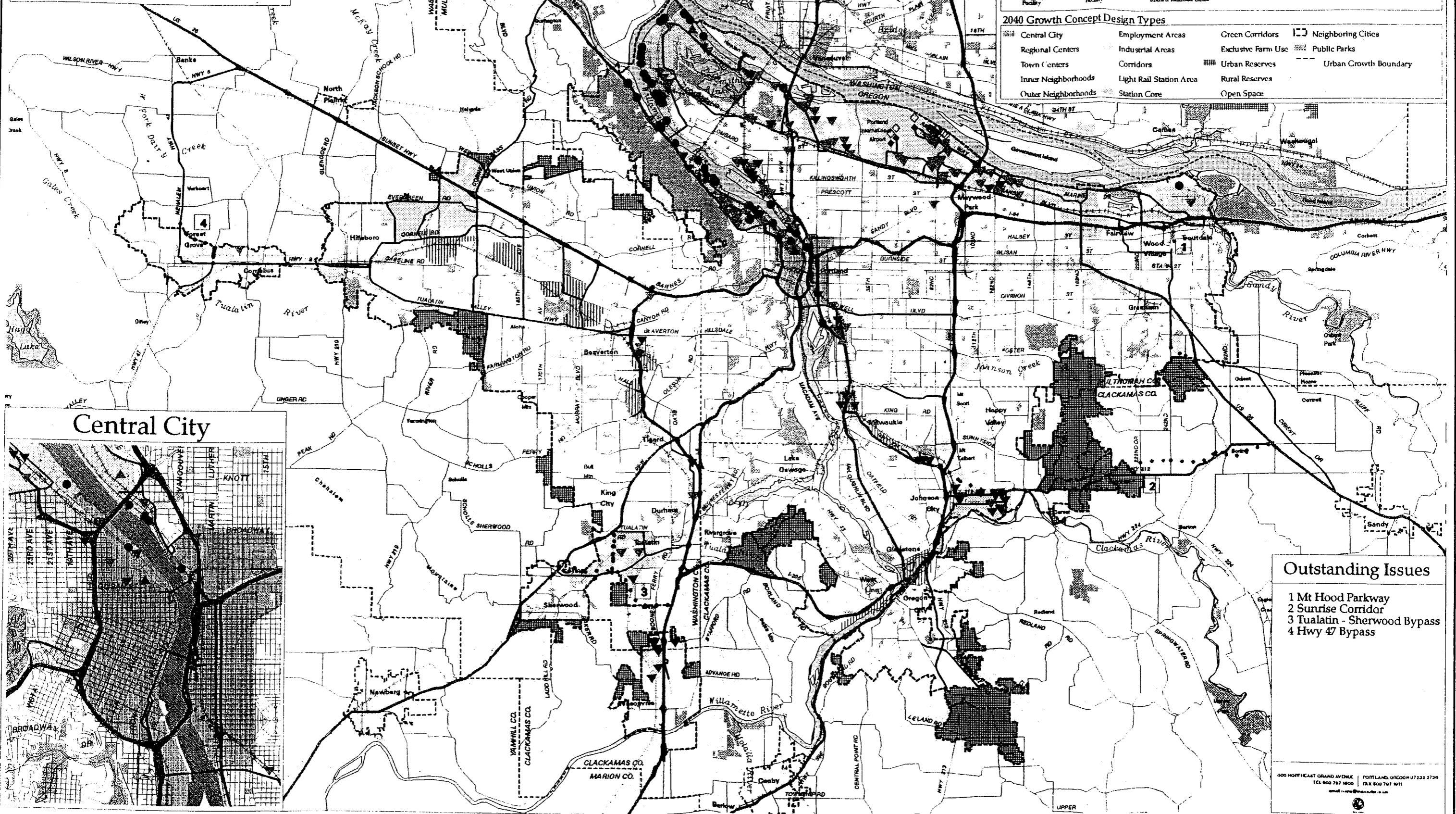
# Regional Freight System

## Transportation Key

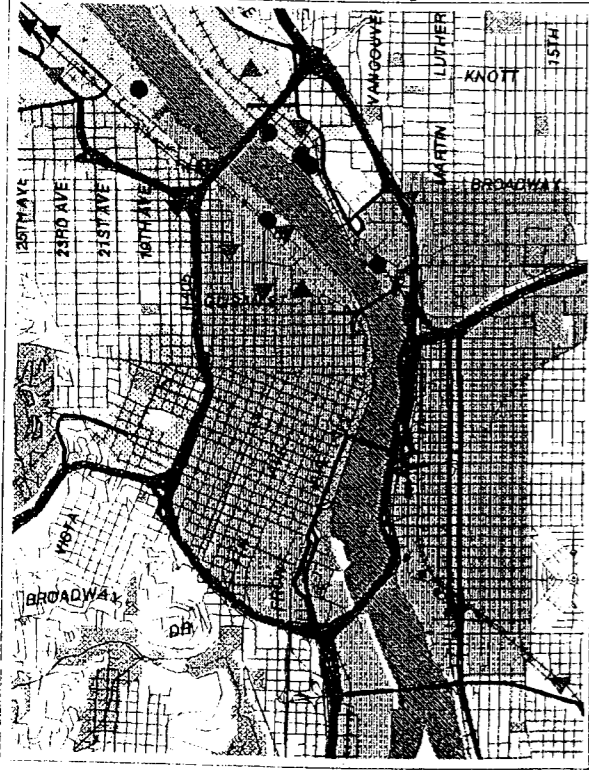
- |                      |                         |  |                       |                                 |   |
|----------------------|-------------------------|--|-----------------------|---------------------------------|---|
| ● Main Facility      | ▼ Inland Facility       | — Main Railroad Lines<br>Note: A Green line over an orange line is a Main Railroad Line. | — Main Roadway Routes | •• Proposed Road Connections    | ▨ Current industrial uses within light rail station areas or regional centers |
| ◆ Intermodal Yard    | ▼ Truck Terminal        | — Branch Railroad Lines  | — Road Connections    | •• Proposed Main Roadway Routes |   |
| ◆ Air Cargo Facility | ▼ Distribution Facility |  |                       |                                 |   |

## 2040 Growth Concept Design Types

- |                       |                           |                      |                         |
|-----------------------|---------------------------|----------------------|-------------------------|
| ▨ Central City        | ▨ Employment Areas        | ▨ Green Corridors    | ▨ Neighboring Cities    |
| ▨ Regional Centers    | ▨ Industrial Areas        | ▨ Exclusive Farm Use | ▨ Public Parks          |
| ▨ Town Centers        | ▨ Corridors               | ▨ Urban Reserves     | ▨ Urban Growth Boundary |
| ▨ Inner Neighborhoods | ▨ Light Rail Station Area | ▨ Rural Reserves     |                         |
| ▨ Outer Neighborhoods | ▨ Station Core            | ▨ Open Space         |                         |

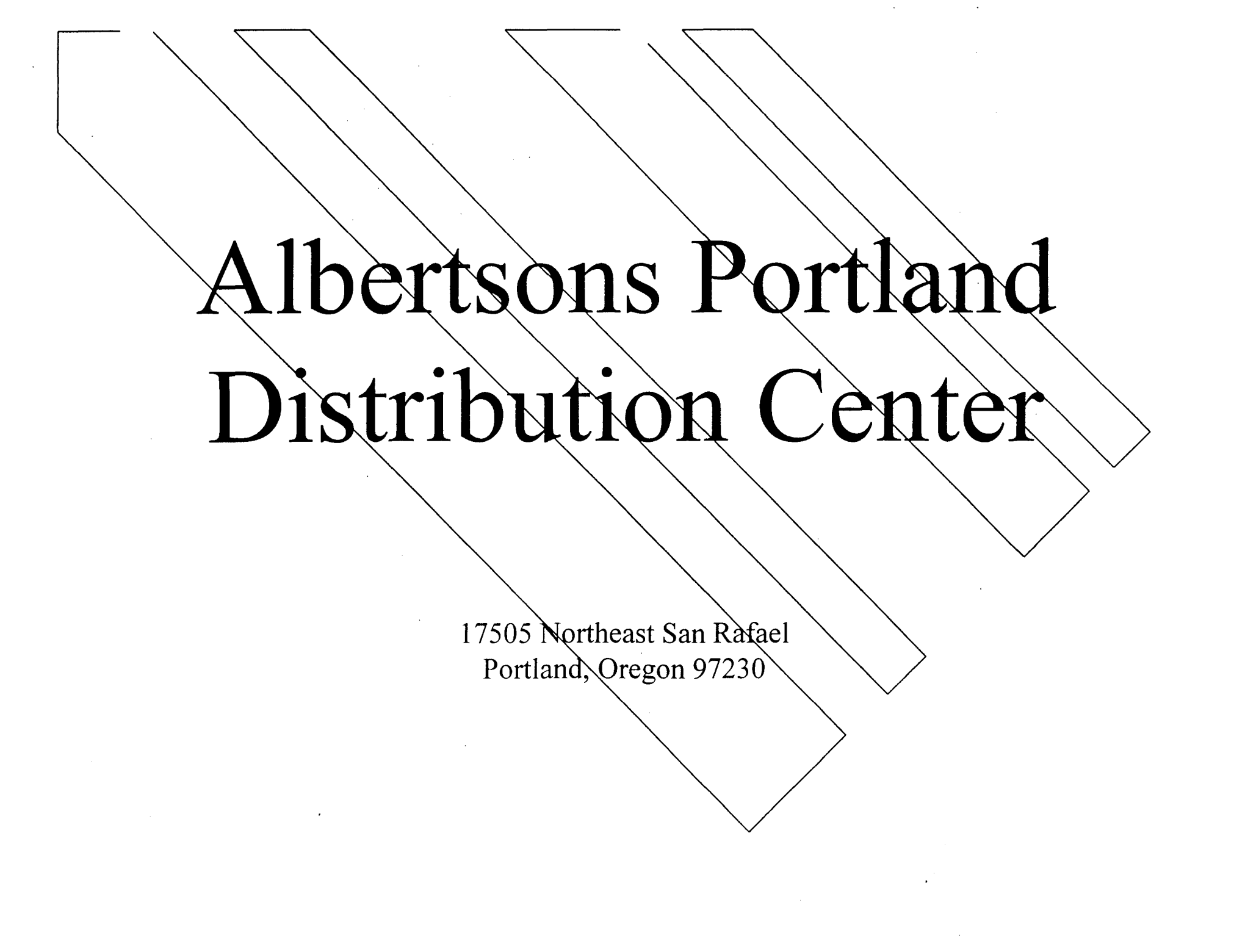


## Central City



## Outstanding Issues

- 1 Mt Hood Parkway
- 2 Sunrise Corridor
- 3 Tualatin - Sherwood Bypass
- 4 Hwy 47 Bypass



# Albertsons Portland Distribution Center

17505 Northeast San Rafael  
Portland, Oregon 97230

# Albertsons Portland Distribution Center

- Opened original 550,000 square feet in 1988 employing 300 employees and servicing 88 stores.
- Currently 800,000 square feet employing 614 employees and servicing 129 stores in Oregon, Washington, and Northern Idaho.

# Albertsons Portland Distribution Center Employees

|             |     |
|-------------|-----|
| Management  | 55  |
| Clerical    | 53  |
| Warehouse   | 276 |
| Maintenance | 38  |
| Drivers     | 176 |
| Truck Shop  | 16  |



# Albertsons Portland Distribution Center Organization Chart

**See Handout**

# Albertsons Portland Distribution Center Warehouse Operating Schedule

- Approx.. 98% of all warehouse employees work 4 days a week.
- Dry Groc. and Froz. Shipping - 7 days a wk. 5 AM - 3:30 PM
- Dry Grocery Receiving - 5 days a week on two shifts
- Perishable Shipping - 7 days a week 4:00 PM - 2:30 AM
- Perishable Receiving - Sun - Fri 5 AM - 3:30 PM



# Albertsons Portland Distribution Center Warehouse Tonnage

- Average shipping week - 1.1 million cases
- 22 million pounds
- Average inventory - \$42,000,000

# Albertsons Portland Distribution Center Transportation

- Deliver all product from the Distribution Center, or approx. 80% of everything on our Store's shelves.
- Clean out the store's back rooms of cardboard and plastic for recycling.
- Pick up backhauls - We pickup approx. 25% of all product purchased by the Distribution Center

# Albertsons Portland Distribution Center Transportation Fleet

- 97 Tractors
- 193 Trailers
- 3 Yard Tractors
- 1 Shop Pick-up
- 1 Service Van



# Albertsons Portland Distribution Center Operating Area

- South to Klamath Falls, Oregon
- North to Bellingham, Washington
- East to Baker, Oregon

## Major Cities We Service

- Portland
- Eugene
- Seattle
- Spokane

# Albertsons Portland Distribution Center

## Store Delivery Schedules

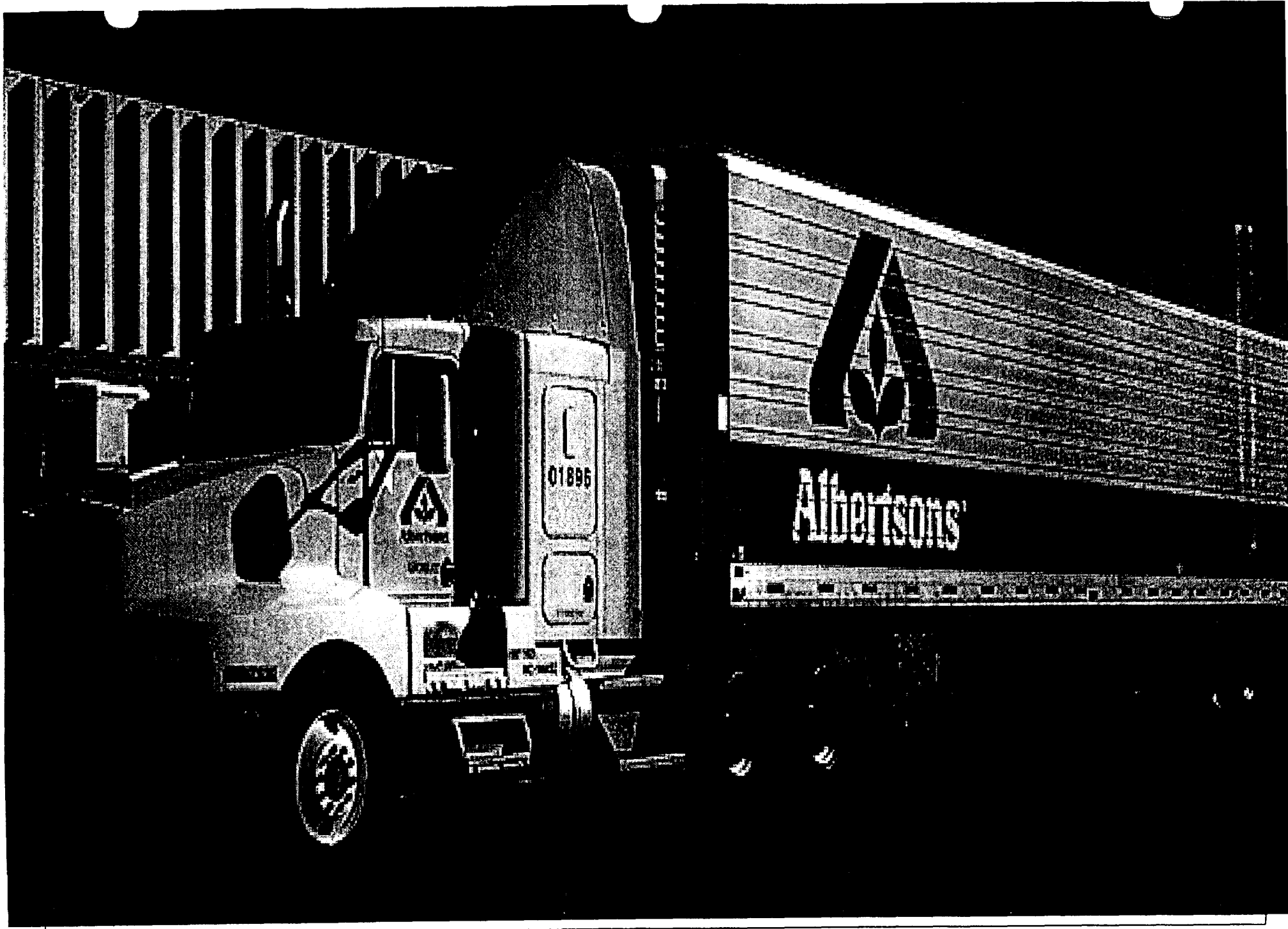
Typical Stores

- Meat, Produce, Dairy 5-8 AM, 3-4 days weekly
- Dry Grocery and Frozen Grocery 4- 10 PM every other day
- We have approx. 30 stores with curfews, or restricted access due to residential neighborhoods

# Albertsons Portland Distribution Center

## Average Number of Outbound Loads Weekly

- Grocery/Frozen 310/Wk.
- Meat/Produce/Dairy 285/Wk.
- Total Average Loads Weekly = 595
- Average Weekly Miles = 225,000
- In 1997 our fleet ran just under 12,000,000 miles



COMMITTEE MEETING TITLE JPACT

DATE 10-8-98

NAME

AFFILIATION

| NAME                      | AFFILIATION                |
|---------------------------|----------------------------|
| ✓ ROB DRAKE               | CITIES OF WASH. CO.        |
| ✓ Mary heagy              | WSDOT                      |
| ✓ Shannon Kelly           | Multnomah County           |
| ✓ Chris DeFebach          | Metro                      |
| ✓ Betsy LaHsene           | Port                       |
| ✓ Dean Lookingbill        | RTC alt. City of Vancouver |
| ✓ KARL RONDE              | C <sup>s</sup>             |
| ✓ Susan McLain            | Metro                      |
| ✓ Fred Hansen             | TRI-MET                    |
| ✓ Ed. WASHINGTON          | METRO                      |
| ✓ Jim Right               | 4. Cities, E. County       |
| ✓ Kay VAN SICKEL          | ODOT                       |
| ✓ Tony McCauley           | Govt                       |
| ✓ Karen Schilling         | Mult. County               |
| ✓ Dove Williams           | ODOT                       |
| ✓ Susan Lee               | Multnomah Co.              |
| ✓ STEVE DOTTERER          | CITY OF PORTLAND STAFF     |
| ✓ RAN SANDER              | CHACKAWAS COUNTY           |
| ✓ Kathy Lehtola           | Washington County          |
| ✓ Harold Sailey           | Multnomah County           |
| ✓ Pat Collmeyer           | Neil Goldschmidt, Inc.     |
| ✓ GB ARNSTON              | Tri-met                    |
| ✓ Bob Stracy / Dick Feary | Tri-met                    |



COMMITTEE MEETING TITLE JPACT

DATE 10-8-98

NAME

AFFILIATION

|                 |                        |
|-----------------|------------------------|
| ✓ Ron Papsdorf  | Cities of E. Mult. Co. |
| Michael Hoglund | Metro                  |
| Chris Pettebach | Metro                  |
| ✓ Susie Kahsene | Port                   |