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METRO

- R E V I S E D -

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

Date: **JANUARY 14, 1999**

Day: **THURSDAY**

Time: **7:30 a.m.**

Place: **METRO, CONFERENCE ROOM 370A-B**

- *1. MEETING REPORT OF DECEMBER 10, 1998 - APPROVAL REQUESTED.
- *2. METRO TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) SCHEDULE - INFORMATIONAL - Andy Cotugno.
- *3. COMMENT ON FINAL DRAFT OF ODOT HIGHWAY PLAN - APPROVAL REQUESTED - Carolyn Gassaway, ODOT; Andy Cotugno, Metro.
- 4. REVIEW OF SECRETARY OF STATE AUDIT OF ODOT - INFORMATIONAL - Mike Marsh.
- *5. REVIEW OF REGIONAL TRANSPORTATION PLAN FINANCING - DISCUSSION - Andy Cotugno.
- 6. LEGISLATIVE UPDATE - INFORMATIONAL - Ray Phelps/Mike Burton.

*Material enclosed.

MEETING REPORT

DATE OF MEETING: December 10, 1998

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

PERSONS ATTENDING: Members: Vice-Chair Susan McLain and Jon Kvistad, Metro Council; Charlie Hales, City of Portland; Rob Drake, Cities of Washington County; Karl Rohde, Cities of Clackamas County; Jim Kight, Cities of Multnomah County; Dave Lohman, Port of Portland; Ed Lindquist, Clackamas County; Kay Van Sickel, ODOT; Roy Rogers, Washington County; Sharron Kelley, Multnomah County; Mary Legry, WSDOT; and Fred Hansen, Tri-Met

Guests: Lou Ogden (JPACT alt.), Mayor of Tualatin; Diane Linn and Lisa Naito, Multnomah County Commissioners; Elsa Coleman, Steve Dotterer, and Marc Zolton, City of Portland; Kevin Downing, Ann McManaman, Anne Devane, SMILE; Carolyn Tomei, Mayor of Milwaukie; Rob Kappa, City of Milwaukie; Dan Bartlett, Jim Rustvold, and Gary Michael, City of Milwaukie; Dick Porn and Sister Eileen Brown, Mary's Woods at Marylhurst; Councilor Scott Rice, City of Cornelius; Stan Ghezzi, Multnomah County; Gary Katsion, Kittelson & Associates; Dave Williams and Dan Layden, ODOT; David Bragdon, Metro Councilor; Ron Papsdorf, City of Gresham; Lynn Dinger, Harold Lasley, Karen Schilling and Susan Lee, Multnomah County; Rod Sandoz, Clackamas County; Scott King, Washington County; G.B. Arrington, Tri-Met; and Lee Leighton, Sellwood-Moreland Citizen

Staff: Andy Cotugno, Richard Brandman, Michael Hoglund, Chris Deffebach, Gina Whitehill-Baziuk, and Lois Kaplan, Recording Secretary

Media: Gordon Oliver, The Oregonian; John Dillin, Sellwood Bee

SUMMARY:

The meeting was called to order and a quorum declared by Vice-Chair Susan McLain.

JPACT

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Chair McLain announced that Metro will be acknowledging, through Livable Community awards, those people in the region that have contributed to planning efforts on regional issues. The purpose of the award is to honor citizens who have worked on efforts supportive of clean air and water, access to nature, a strong regional economy, resources for future generations, ability to get around the region, safe and stable neighborhoods, and access to arts and culture. Nominations should be submitted by 5:00 p.m. Wednesday, January 13, to the Metro Council Public Outreach Office.

A letter from Mike Burton, Metro's Executive Officer, describing the nature of the award, was available at the meeting.

Chair McLain reported on the successful turnout at Metro's December 1 "listening post" held at Metro for the purpose of gaining public input following failure at the polls of the South/North Light Rail project. It was the first of a series of four public meetings on regional transportation issues. The remaining three "listening posts" are scheduled as follows:

- . 7:00 p.m., Tuesday, January 12
Beaverton City Hall
4755 SW Griffith Drive, Beaverton
- . 6:00 p.m., Thursday, January 14
Ockley Green Middle School
6031 N. Montana, Portland
- . 5:30 p.m., Thursday, January 21
Clackamas Community Club
15711 SE 90th, Clackamas

ANNOUNCEMENT

Chair McLain announced that the JPACT meeting was not intended as a public hearing but that she would allow some time for those who wished to give testimony.

MEETING REPORT

Mayor Drake moved, seconded by Commissioner Kelley, to approve the November 12, 1998 JPACT meeting report as submitted. The motion PASSED unanimously.

LETTER OF SUPPORT FOR THE ODOT/WDOT I-5 TRADE CORRIDOR GRANT APPLICATION

Andy Cotugno introduced and reviewed the letter of support that would accompany ODOT's application for a grant for the I-5 Trade

Corridor Study. FHWA is now in the solicitation stage for grants. The letter contains a brief description of the proposed study with more details included on the grant application.

Andy noted that January 11, 1999 is the deadline for grant submittals.

Action Taken: Commissioner Lindquist moved, seconded by Councilor Kight, to approve the letter of support for the I-5 Trade Corridor Study. The motion PASSED unanimously.

SOUTH WILLAMETTE RIVER CROSSING STUDY

Chair McLain cited the importance of knowing the kinds of responses we are seeking on the South Willamette River Crossing Study before we go to the public for input. It focuses on a potential river crossing in the corridor between the Marquam and I-205 bridges. Options for study to define a multi-modal transportation plan for river crossings were approved by JPACT/Metro Council in August 1997. This study is tied to the condition of the Sellwood Bridge and a broader set of questions.

The purpose of the transportation plan is intended to serve the growth in the area that supports the 2040 Growth Concept. Andy spoke of competing values -- trying to use transportation to access the places proposed for growth and the problems created by such access, noting the resulting traffic impact to Tacoma Street, Lake Oswego and Milwaukie in terms of a walkable environment.

Fourteen options were approved for study by JPACT that are being addressed in terms of travel effects, costs and environmental concerns. The information has been compiled and staff is now seeking JPACT direction. A decision needs to be made as to whether an Environmental Impact Statement process should be started for consideration of replacement or construction of a new bridge. In addition, the information needs to be shared with the public as a means of gaining public comment before JPACT is asked to make that decision.

Chris Deffebach reviewed the findings and conclusions of the South Willamette River Crossing Study. She commented that the area between the Marquam and I-205 bridges has increasing population and employment growth and that the crossing demands exceed capacity. Chris noted that the reason we are looking at the study now is because of the status of the Sellwood Bridge. The Sellwood Bridge was built in 1925 and is nearing the end of its structural life span.

Part of the 2040 goals is to provide access to regional centers, town centers, and main streets but the intent is not to provide it at the expense of livability. Chris reviewed the options that include changes to the Ross Island Bridge, Sellwood Bridge and new crossings in Clackamas County. She identified the three possible bridge crossings that were costed out: the Milwaukie crossing, the north Lake Oswego crossing and the Marylhurst crossing. Costs varied greatly depending on bridge design (whether box girder or cable stayed), and reflect a feasible location for two and four-lane crossings and directly related street improvements. The study reflects the *Regional Transportation Plan's* base increase in transit services, a better transit network and better bus service. Chris reported that another option studied was how much of the traffic demand could be accommodated by travel demand management such as additional transit and telecommuting. Also assumed in this demand management option was meeting the ECO Rule, a reduction in per capita vehicle miles traveled (VMT), and a reduction of transit fares.

Depending on the options selected, the next steps in the study would involve how you accommodate the extra traffic, with examples noted of traffic calming measures and different ways of redirecting traffic. Also to be studied further is to see how the changes in traffic volumes affect the 2040 Growth Concept.

Chris reported that one of the findings of the Demand Management and Transit Service Option is that transit use increased by 10 percent and that VMT/capita was also reduced by 0.9 percent/capita. The 2040 Growth Concept was clearly supported by improving transit access to centers and main streets.

Charted for the committee were options that didn't add new capacity across the Willamette River and those that did. Among those that did not add new capacity was the proposal to use the existing Sellwood Bridge as a bike/pedestrian facility only, allowing some seismic retrofitting (\$23 million); to preserve the Sellwood Bridge to maintain its current use (\$40 million); and to improve the Sellwood Bridge to current design standards, allowing for full seismic standards, wider traffic lanes, sidewalks, bike/pedestrian crossings and extending the width (\$72 million). Chris noted that the bike/pedestrian use only option reduces the number of people crossing the river. It would also make some trips longer and would have a significant effect of lowering traffic volumes on Tacoma Street.

Councilor Kight asked about the timeline in terms of constructing a new bridge. Chris responded that an Environmental Impact Statement (EIS) would take a couple of years and then the

question of how you pay for it relative to other priorities evolves. Andy Cotugno estimated it could be done physically in four to six years but that the big issue is funding. Harold Lasley, Multnomah County, felt it would be 10-15 years until construction, given the factors out there. Replacement of the Sellwood Bridge with a two-lane facility (depending on design type) would cost between \$45 and \$59 million.

Chris reported that staff has met with ODOT and City of Portland staff to define the options for the Ross Island Bridge. Neither Ross Island option is enough of a change to draw traffic off the Sellwood Bridge.

Chris Deffebach noted that, on a four-lane Sellwood Bridge facility, traffic would be increased by 15 percent and would also add traffic to Tacoma Street (estimated on the peak two-hour period). Mayor Ogden asked about the relationship of the 0.1 percent increase in all river crossings and the 15 percent increase in traffic on the bridge. Andy noted that the 15 percent does not reflect changes in land use patterns that may result from changes in accessibility. As growth occurs in this corridor, traffic increases would be higher than 15 percent. Chris spoke of how traffic shifts from one bridge to another when you change capacity from one bridge to another. She explained that the change in daily river crossings for all modes reflects the changes that occur on all bridges.

Chris indicated that one of the more significant findings is that, the further south you go, the least effect a new bridge would have on the Sellwood Bridge. The four-lane facility for the north Lake Oswego crossing and the four-lane Marylhurst crossing provide opportunities to improve access to and support for the Lake Oswego/West Linn town centers. But, even with no added capacity, they wouldn't be drawing from the Sellwood Bridge. The cost of each of the "new capacity" four-lane options is upwards of \$100 million. There are many options that would connect to Highway 224. In discussion of options that would add capacity, reportedly, the two-lane crossing in Clackamas County would be as congested as the Sellwood Bridge is today.

Commissioner Hales pointed out that the issue is to decide what should be sent out for public review, not to select an option. Chair McLain assured Commissioner Hales there would be no vote taken on the options at this meeting.

Carolyn Tomei, Mayor of Milwaukie, reported that the same presentation was made before the Milwaukie City Council the prior week. Three Council members felt they should be looking at a crossing in Milwaukie. She spoke of an unworkable situation in Sellwood and the fact that their Council would be willing to work

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with staff on this study. Milwaukie wants to study all the alternatives but is supportive of the Milwaukie option. She noted that Milwaukie is a middle-class town bordered by Waverly Country Club and expensive neighborhoods. If an appropriate, viable place for a crossing could be found, Milwaukie would consider it (even through Waverly Country Club).

Chris Deffebach reviewed JPACT's optional next steps for the South Willamette River Crossing Study, which included: sharing the findings for all options with conclusions but not recommendations; identifying the most promising options for public comment; or developing a recommendation for a specific option.

Councilor Kight asked whether the data could be provided in terms of car counts rather than percentages. Chris indicated it could be done in terms of induced traffic for the entire length of the corridor in daily increases of people and traffic.

Andy Cotugno reviewed the four areas of consideration recommended by the Project Management Group (PMG) as detailed in a December 10 memo to JPACT. They related to 1) options that the region should consider further but not in the context of the Sellwood Bridge; 2) options that the region should set aside as they do not address the South Willamette River Study crossing objectives or other needs; 3) options that the region should consider further to meet the South Willamette River crossing needs; and 4) options that the region should consider further to meet the South Willamette River crossing needs in conjunction with adding or not adding roadway capacity. Andy noted that staff and the PMG are recommending that major rehabilitation or minor rehabilitation that preserves the bridge only for bike/pedestrian movement be dropped. Andy also noted that staff recommend setting aside the two crossings in the south (the north Lake Oswego and Marylhurst options) that do not affect the Sellwood Bridge or other needs. He asked committee members to indicate which options should be continued for consideration and what questions should be raised for public response. A key issue is to decide whether or not options that increase capacity should be considered or whether to mitigate the traffic by providing alternatives with better bike/pedestrian improvements. If it is decided that we should expand capacity, there's also need to decide whether a four-lane Sellwood or Milwaukie bridge should go into the EIS.

Fred Hansen expressed concern about dropping options before the study goes out for public comment and what their response might be. He suggested preserving the Sellwood Bridge for bike/pedestrian use only. Andy Cotugno felt that the issue is whether or not the main street needs bridge access to some degree. He felt that the Sellwood Bridge will always need to be retained for some

vehicular use and that the businesses along that main street have expressed concern about losing access.

Commissioner Hales felt that analysis based only on congestion is the wrong way to proceed. Commenting on the meaning of traffic congestion, he felt it meant too many cars, while ODOT's emphasis and concern would be over capacity. He suggested another alternative. He noted that JPACT stands for Joint Policy Advisory Committee on Transportation and suggested taking out for public review only those alternatives based on the policy laid out for the *Regional Framework Plan*. He felt it was an opportunity to base the public's discussions on policy rather than vehicle counts. He recommended taking out for public comment only those alternatives that advance the goals of the *Regional Framework Plan*. He urged returning to an approach where roads and bridges are built to provide needed access to key destinations, not simply to relieve congestion.

Diane Linn, Multnomah County Commissioner, distributed a letter to JPACT recommending that Metro convene a meeting or meetings of elected officials and engaged citizens (representing the most directly impacted districts) from Metro, Multnomah County, Clackamas County, Portland, Milwaukie and Lake Oswego. The objective is to have a clear, unambiguous discussion among involved elected officials and directly impacted citizens on the subject of their communities and a river crossing strategy. The product would be a short document that will focus future community discussions on values and strategies for supporting the area's land use and transportation issues. The letter was supported by Beverly Stein, Chair of the Multnomah County Commission; Sharron Kelley, Multnomah County Commissioner of District 4; and Lisa Naito, Multnomah County Commissioner of District 3. Commissioner Linn thanked the Multnomah County Commissioners for their support in this regard.

Commissioner Linn felt that Metro should convene the meeting and that it would represent an interim step in the process that would encourage an open, deliberative discussion about policy issues. She cited the need for playing a partnership role with Metro and felt it represented an opportunity for the jurisdictions to connect and relate to one another.

Councilor Rohde asked whether any of the TDM options have been costed out. Chris noted that they are not comparable because the TDM option included systemwide costs. One year of operation is over \$40 million for TDM costs. She indicated the numbers could be refined.

Mayor Ogden asked for clarification with regard to costs relating to preservation of current usage. The response indicated that,

for example, preservation would cost about \$40 million in addition to the \$11 million needed for modifying Ross Island Bridge ramps. He noted that the concept of creating a six-lane bridge at Ross Island sounded devastating. He felt that a reasonable portion of the increase will go on alternative modes but that there will be people in cars.

Commissioner Hales commented on the earlier history of the Willamette River bridges based on the need to connect places. The later phase of this study has dealt with the movement of cars. He felt that Milwaukie needs to be better connected to the rest of the region and that land use planning is about connecting places. He was not supportive of taking options out for public review that were corrosive to the transportation plan.

Chair McLain cited the need to have a complete picture and to be direct and clear with respect to public strategy.

Commissioner Rogers took exception to Commissioner Hales' comments about congestion. He noted that, in parts of Washington County, congestion might be delivery vans and trucks. He felt too many cars aren't always the issue. Commissioner Rogers cited the need to also address trucks, delivery vans and commerce.

Commissioner Lindquist commented that the study should also include analysis of bus-only and HOV lanes for a four-lane Sellwood Bridge facility as an option.

Rob Kappa, a Milwaukie Councilor, indicated he was not supportive of bigger and better roads in getting from point A to point B. He was opposed to subsidizing the auto and spoke of its impact to the city of Milwaukie. He noted that, in their *Riverfront Master Plan*, there is no bridge scenario. He also commented that he was a strong supporter of light rail but expressed his concern that the voters and citizens sent a message that they are not committed. He cited the need to form better partnerships with the citizenry and support of commuter rail to Oregon City. Councilor Kappa believed in forming a better partnership with the respective jurisdictions so that there's a consensus around the region to buy into. He didn't want to spend another four to five years of time to wait for a measure that might fail and not be supported by its citizens.

Lee Leighton, a Sellwood-Moreland resident, commented on the need for an enhanced mode split for a variety of modes. He spoke of an element of retraining. He felt that an alternative mode strategy such as suggested by Commissioner Hales can work. Lee likened the 2040 concept to a composting process for the region, commenting that this could have a positive effect. He felt a four-lane Sellwood Bridge could be problematic and would be

detrimental to Tacoma Street. He was not here with any ultimatums, spoke of wanting to work with his Milwaukie neighbors, and was supportive of a policy-driven solution.

Kevin Downing, Chair of the Sellwood-Moreland Neighborhood Transportation Committee, questioned why there was continued consideration of the four-lane Sellwood Bridge option. He commented that the Sellwood-Moreland neighborhood is concerned about a four-lane facility's impacts and its surrounding neighborhood. The neighborhood is not afraid of growth. They have a vital business district, good housing, connectivity and many alternative modes. The neighborhood has supported South/North light rail, participated in the 2040 planning process, and has been held up as a model community. He believed that it is the only neighborhood that has an adopted neighborhood plan that calls for increased density. He questioned how an expanded Sellwood Bridge would support the 2040 Growth Concept. He suggested more thought be given to how we are going to grow and mature in this region.

Motion: Commissioner Kelley moved, seconded by Commissioner Hales, that Metro convene a meeting or meetings of elected officials and engaged citizens (representing the most directly impacted districts) from Metro, Multnomah County, Clackamas County, Portland, Milwaukie and Lake Oswego. The objective is to have a clear, unambiguous discussion among involved elected officials and directly impacted citizens on the subject of their communities and a river crossing strategy. The product would be a short document that will focus future community discussions on values and strategies for supporting the area's land use and transportation issues.

In discussion on the motion, Commissioner Hales indicated his support as long as the smaller group would take up the policy issue of building bridges to support the land use plans, not just relieve congestion.

In further discussion on the motion, Fred Hansen suggested that the piece missing should include the effect of this facility on the rest of the transportation system, the movement of people, and its connectivity. He felt that some of the options will be eliminated based on whether it achieves the goals of the 2040 Growth Concept. The need to consider different river crossing impacts would have a bearing on those choices.

It was also suggested that the committee be expanded to include Tri-Met and ODOT.

Commissioner Lindquist proposed that the bridge options south of Milwaukie, Marylhurst and Lake Oswego be omitted.

Andy Cotugno suggested that Page 2 in the December 10 JPACT memo (options that the region should consider further but not in the context of the Sellwood Bridge and options to set aside as they do not address South Willamette River crossing or other needs) be approved as part of the motion. He felt the real debate would be on the Sellwood versus Milwaukie crossings, or neither choice. In addition to the north Lake Oswego and Marylhurst crossing, this includes setting aside the pedestrian/bike only use of the existing Sellwood Bridge and the full rehabilitation of the existing bridge options.

Chair McLain felt that Andy Cotugno's suggestion was good "middle ground."

Councilor Kvistad agreed with Commissioner Hales on the need to focus on urban form and connectivity. He felt it made sense not to concentrate on capacity-driven issues when dealing with inner-city and cross-jurisdictional movement and the way we want to grow.

Before taking up the vote, it was clarified that this action is to decide what will be moved forward for discussion at a general public meeting. Policy issues will be discussed at the meeting.

Motion to Amend: Commissioner Rogers moved, seconded by Mayor Drake, to recommend that Page 2 of the December 10 JPACT memo be incorporated into the motion and that ODOT and Tri-Met representatives be included in those conversations.

Commissioner Rogers indicated he was interested in convening a group of invited citizens engaged in this planning process to discuss the tradeoffs between Milwaukie and Sellwood Bridge considerations. Mayor Drake noted that his first concern is about how the public will get back in the process.

In calling for the question on the Motion to Amend, the motion PASSED.

In calling for the main motion as amended, it PASSED unanimously.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Mike Burton
JPACT Members



METRO

* * * * *

BEFORE THE JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION
FOR THE PURPOSE OF APPROVING THE REPLACEMENT OF COMMISSIONER ED WASHINGTON
AS CHAIRMAN OF THIS ADVISORY BODY

Introduced by Councilor Jon Kvistad, JPACT Chair

WHEREAS, Pursuant to Title 57, Code of Federal Regulations (CFR) Part 372, Metropolitan Planning Organizations are required to rotate the bodies that occupy the biggest chair on a regular basis; and

WHEREAS, The federal ISTEA promotes the use of bicycles by competent cyclists as an alternative to driving; and

WHEREAS, It is unclear whether Ed Washington qualifies under the federal definition of "competent" pending final examination of the remains of his bicycle helmet; and

WHEREAS, Initial forensic evidence from the accident scene shows tire marks linked to a vehicle registered under the name of "Jon Kvistad"; and

WHEREAS, The assignment of JPACT chair is generally considered to be a form of cruel or unusual punishment; now, therefore,

BE IT RESOLVED,

That JPACT hereby declares:

1. That Councilor Ed Washington is formally removed from the "big" JPACT chair, and relegated to the "little" or "crappy" JPACT chair, to be designated by Lois Kaplan.
2. That Councilor Washington be equipped with a new helmet to protect him against injury should the little and/or crappy chair collapse unexpectedly.
3. That Councilor Washington be required to complete the "lil' tykes" bike safety certification program at Peninsula Elementary School before riding his bicycle again.
4. That Councilor Jon Kvistad be sentenced to chairmanship of JPACT for his alleged involvement in causing Councilor Washington to disembark from his bicycle in a sudden and unexpected fashion resulting in bodily injury and damage to said helmet.

ADOPTED by the members of JPACT on this 14th day of January, 1999.

Jon Kvistad, Chairman



* * * * *

BEFORE THE JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION
FOR THE PURPOSE OF APPROVING THE RETIREMENT OF COMMISSIONER ED LINDQUIST
FROM THIS ADVISORY BODY

Introduced by Councilor Jon Kvistad, JPACT Chair

WHEREAS, Pursuant to Title 23, Code of Federal Regulations (CFR) Part 450 and Title 49 CFR part 613, Metropolitan Planning Organizations are required to oust County officials from committee assignments as frequently as possible; and

WHEREAS, The federal ISTEA requires county jurisdictions where the number of four-wheel drive pickup trucks exceeds the population to secede from their respective MPOs; and

WHEREAS, The interim federal Regional Transportation Plan maps establish that areas located south of the Multnomah County line consists of large expanses of ocean populated with dragons and other sea monsters; and

WHEREAS, More Clackamas County voters wrote in "Jesse Ventura" than voted for John Kitzhaber in the most recent general election; and

WHEREAS, Commissioner Ed Lindquist was unable to make it to this final JPACT meeting due to the broken axle on the County car sustained while driving over crater-like potholes on some unnamed County road in Gladstone; and

WHEREAS, Commissioner Ed Lindquist has more than "done his time" as the longest serving member of JPACT; now therefore

BE IT RESOLVED,

That JPACT hereby declares:

1. Ed Lindquist to be an ex-member of JPACT.
2. That staff is instructed to incorporate frighteningly large potholes in addition to dragons and other hazards in the unknown area located south of Multnomah County on Metro maps.
3. That a special tax be levied on pickup trucks and sport utility vehicles registered in Clackamas County to permit construction of a 14-lane freeway in the South/North corridor.
4. That Clackamas County Commission fleet vehicles be equipped with bags of asphalt patching compound and shovels to allow for emergency road repairs and for officials to avoid delays when attending meetings.


ADOPTED by the members of JPACT on this 14th day of January, 1999.

Jon Kvistad, Chairman

**METRO**

Date: December 23, 1998

To TPAC and Interested Persons and Organizations

From:  Andrew C. Cotugno, Transportation Director

Re: Priorities 2000 Project Selection Process

Metro solicited transportation project nominations from local jurisdictions in early September. The cutoff for nomination of new projects was October 16, though Metro continues to accept clarifying materials. Enclosed is a preliminary schedule for the remainder of the project selection process. It identifies the expected date for release of draft technical rankings by project mode, dates of TIP Subcommittee meetings, dates of TPAC, JPACT and public workshop meetings to consider project technical and administrative ranking factors, and the anticipated date of full program approval by JPACT and the Metro Council.

Staff proposes that the TIP Subcommittee meetings scheduled for review of both the technical and administrative factors also be used to clarify several issues related to transit and TDM applications and bike/pedestrian/boulevard, bridge maintenance and ITS (Intelligent Transportation System) project funding requests.

These dates may change if consensus approval cannot be achieved during any portion of the selection process. Agendas for specific meetings will be sent beforehand.

If you have questions or wish to schedule an additional information briefing, please call Terry Whisler at 797-1747.

ACC:TW:lmk

Enclosure



METRO

DRAFT

January 14, 1999

Ms. Carolyn Gassaway, Highway Plan Manager
Planning Section
Oregon Department of Transportation
555 13th St. NE, Suite 2
Salem, OR 97301-4178

Subject: *Portland Metro Area Comments on the Oregon Highway Plan:
Public Hearing Draft*

Dear Ms. Gassaway:

These comments on the 1998 *Oregon Highway Plan (OHP), Public Hearing Draft, January, 1999*, are submitted on behalf of local governments represented through the Joint Policy Advisory Committee on Transportation (JPACT) for the Portland metropolitan area. We thank you for the opportunity to comment.

General Comments

JPACT is supportive of the changes that have been made over the last year to prior draft versions of the plan and we thank ODOT staff and the OHP advisory committees for incorporating the vast majority of our earlier comments. We feel the most recent draft provides a more focused strategy for ODOT to pursue in the areas of multi-modal systems, the relationship of state highways to adjacent land use, access management, and funding strategies. The draft reflects the complex nature of those inter-relationships and will be a far more useful document than the adopted 1990 Highway Plan.

We also appreciate that the new draft OHP continues to recognize the growth management and transportation planning efforts we are pursuing in the Portland metropolitan area. These are most notable in the land use/transportation and highway level-of-service/mobility standards. This draft also better emphasizes inter-governmental coordination and provides more flexibility in dealing with complex issues.

As with any evolving or draft document, a number of issues of concern to Portland metropolitan area governments are still outstanding. Those are listed below.

Specific Issues

Following are our specific comments on outstanding issues. They are listed in the order they appear in the draft OHP.

- State Highway Functional Classification System (Policy 1A). We support the proposed ODOT study to further evaluate and refine the functional classifications of State highways shown in the draft OHP. For example, we anticipate amendments are needed for a number of Portland area classifications such as Highway 43 through West Linn; the Highway 47 network in Forest Grove; and lack of planned routes in the Tualatin-Sherwood and Mt. Hood Parkway corridors.
- Land Use and Transportation (Policy 1B). The introduction to this chapter, and the action areas of this policy, as appropriate, should be expanded to better state the use of the OHP land use policies for ODOT planning purposes as opposed to the role of local governments in making final land use decisions. We suggest highlighting and expanding the bullets at the bottom of page 29 and top of page 30. The ODOT role, as stated on page 30, is the responsibility to develop and manage the highway system. We would add the following clarification that "the land use policies guide ODOT decisions for access management, highway design and investment decisions, and local plan review, but do not direct particular land use decisions by local governments. Land use actions, including the designation of functional classifications within Transportation System Plans are the responsibility of local governments." To this end, Metro should be included in the definition of "local governments," to be consistent with the local government definition contained within ORS 197.015 (13) relating to land use decision-making.

The plan should also eliminate or clarify the use of the terms "designate" and "designating" (pages 38, 44, 45) from ODOT's responsibilities. These terms indicate a "land use designation" which would be a land use action that can be appealed under Oregon law. In actuality, ODOT is "classifying" road segments for ODOT's access management, highway design, investment, and local plan review decisions separate from local plan roadway designations. Again, this would clarify that the appealable land use decisions associated with designating ODOT highways and adjacent land uses would occur at the local level.

We strongly recommend that the adopted 2040 Growth Concept areas of Central City, Regional Centers, Town Centers, Station Communities, and Main Streets automatically qualify for Special Transportation Area (STA) status. The STA characteristics described on page 39 are consistent with the region's adopted and acknowledged objectives for the above 2040 concept areas. We understand that eligibility is the first requirement for STA consideration and look forward to working with ODOT to develop coordinated management plans for the State highways within our STAs. We recommend the status of our 2040 concept areas can be further clarified on page 30 of the draft Highway Plan.

Regarding the Commercial Center concept, we suggest clarification that the centers are intended for commercial or mixed commercial, retail, and residential activities. As currently defined, industrial/warehouse areas and office parks would qualify as commercial.

- State Highway Freight System (Policy 1.C). In general, we feel the modifications to the freight system map make for a more useful document. However, we support the proposal for ODOT to develop a Freight Plan to provide a more detailed freight classification map that is comprehensive in reviewing key freight routes important to the state both on and off the state system.

We also encourage ODOT to work with local governments and MPOs to adequately address issues related to smaller trucks and commercial vans and traffic. For example, the Metro area will be addressing this issue later this year and hope to have ODOT as a study partner.

- Highway Mobility Standards (Policy 1.F). We appreciate the effort of ODOT staff to work with the Metro region as we revise our highway level-of-service policies. As such, we appreciate and support the inclusion of the mobility standard table specific to the Portland area within the Highway Plan (page 66). However, we wish to continue to work with ODOT staff on methods to apply our new two-hour standard approved by the OTC for the optional LOS standard in Title 6 of Metro's Functional Plan.

From a technical standpoint, the two-hour mobility standards represent two hours of demand divided by two hours of capacity. Table II.4 indicates analyzing two separate one-hour conditions. Initial meetings with ODOT staff indicates we can work through this subtlety. In addition, as the region, including ODOT, completes corridor studies and system planning we may return with revised standards in certain corridors consistent with Policy 1F. Any revisions would be based on a thorough examination of the cost and environmental and physical constraints to meeting a higher mobility level.

- Access Management. The region is supportive of the access management policies contained in the draft Highway Plan. However, regarding the proposed spacing standards, both public streets and private streets which allow public access should be included in the standards.
- Alternative Modes. Within the funding scenarios, the draft Highway Plan should recognize the importance to the state of maintaining adequate funding of alternative modes, particularly under low investment scenarios. It is under low investment conditions that it is critical to maintain alternative mode funding in order to limit demand on an already crowded State highway system. That direct benefit should be acknowledged in the plan as necessary under limited investment scenarios. It should be recognized that it is in the state's interest to at least maintain status quo conditions for alternative modes if all you can do is maintain status quo conditions

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for roads. In addition, as noted on Page 139, if the "highest priority" for investing in the transportation system includes adding new capacity to address critical congestion conditions, improvement to alternatives to the state highway should be acknowledged as one way to accomplish that.

- Funding Scenarios. We appreciate the funding scenarios and believe they add significant value to the plan. In fact, they should be a major component of the plan upon its adoption. It would be helpful, however, to differentiate between public cost and private cost within each scenario. For example, it was not intuitive as to how user costs would go up if public taxes and fees would remain the same. The draft plan did not explain that private costs for maintenance, etc. would likely rise as the condition of the system deteriorates.

Again, we look forward to working with ODOT to address our outstanding issues and thank you for this opportunity to comment.

Sincerely,

Jon Kvistad,
JPACT Chair