

A G E N D A

600 NORTHEAST GRAND AVENUE PORTLAND, OREGON 97232-2736



**METRO**

TEL 503-797-1916 FAX 503-797-1930

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

**DATE: Thursday, November 13, 2003**

**TIME: 7:15 A.M.**

**PLACE: Metro Regional Center, Council Chambers**

7:15	Call to Order and Declaration of a Quorum	Councilor Park, Chair
7:15	* Review of Minutes	Councilor Park, Chair
7:20	Citizen communications to JPACT on non-agenda items	Councilor Park, Chair
7:25	* Draft 2004 Regional Transportation Plan (RTP) - <u>INFORMATIONAL</u>	Tom Kloster/Kim Ellis (Metro)
7:40	* South Corridor Downtown Segment Locally Preferred Alternative and Land Use Final Order <u>INFORMATIONAL</u>	Richard Brandman/ Ross Roberts (Metro)
7:55	* Bi-State Committee Bylaws – <u>APPROVAL REQUESTED</u>	Councilor Burkholder/ Commissioner Pridemore
8:10	# DEQ's Clean Diesel Initiative – <u>DISCUSSION</u>	Kevin Downing/ Stephanie Hallock (DEQ)
8:30	* Comments on proposed Special Transportation Area amendments to the Oregon Highway Plan – <u>APPROVAL REQUESTED</u>	Kim Ellis (Metro)
8:50	Federal Updates - <u>INFORMATIONAL</u>	Andy Cotugno (Metro)
9:00	ADJOURN	Councilor Park, Chair

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\* Material available electronically. Please call 503-797-1916 for a paper copy  
\*\* Not all material on this agenda item is available electronically.  
# Material provided at meeting.  
All material will be available at the meeting.

## Freight Rail and the Oregon Economy A Background Paper

Presented to  
Port of Portland

Prepared by  
Lance R. Green, Ph.D.  
Cambridge Systematics, Inc.

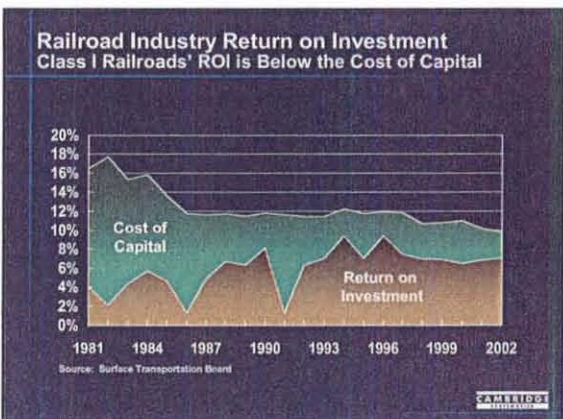
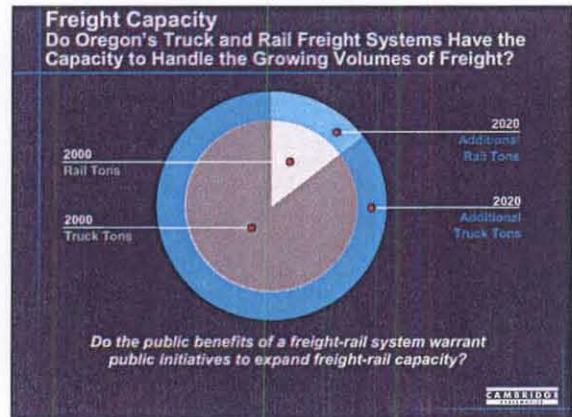
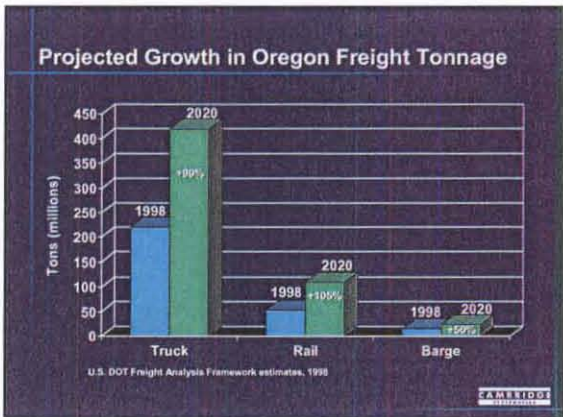
March 2004

**CAMBRIDGE**  
SYSTEMATICS

## Presentation

- Freight Tonnage Forecast
- State of the Rail Industry
- Oregon Rail Commodities
- Rail-Corridor Capacity Issues
- Public Role in Freight Rail

**CAMBRIDGE**  
SYSTEMATICS



### State of the Rail Industry Today

- The rail industry today is stable, productive, and competitive with enough business and profit to operate, but not to replenish its infrastructure quickly or grow rapidly
- Cost of rail infrastructure is huge and relatively fixed
  - Competition has driven rail rates down
  - Shippers and the economy have benefited, but
  - Railroads are not meeting their cost of capital nor attracting long-term investment
- Freight-rail productivity is challenged by congestion and choke points
- Market economics will continue to streamline and downsize the rail system

**CAMBRIDGE**  
SYSTEMATICS

### Top 10 Rail Commodities Terminating in Oregon Inbound Commodities That Impact Production Costs

STCC	Name	Terminating Tons (Received Inbound to Oregon)	Percent
26	Chemicals or Allied Products	4,365,323	22%
1	Farm Products	3,787,833	20%
46	Misc. Mixed Shipments	2,313,239	12%
20	Food or Kindred Products	1,610,532	8%
40	Waste or Scrap Materials	1,228,259	6%
24	Lumber or Wood Products	1,075,828	6%
32	Clay, Concrete, Glass or Stone	966,729	5%
11	Coal	928,720	5%
29	Petroleum or Coal Products	696,365	3%
26	Pulp, Paper or Allied Products	654,177	3%
	All Other Commodities	5,399,398	10%
	<b>Total</b>	<b>19,464,261</b>	<b>100%</b>

Oregon DOT Commodity Flow Database, 1997



### Top 10 Rail Commodities Originating in Oregon Outbound Commodities That Earn Oregon Income

STCC	Name	Originating Tons (Shipped Outbound from Oregon)	Percent
24	Lumber or Wood Products	5,534,421	41%
26	Pulp, Paper or Allied Products	2,390,718	18%
46	Misc. Mixed Shipments	1,757,924	13%
20	Food or Kindred Products	642,963	5%
33	Primary Metal Products	562,729	4%
1	Farm Products	491,888	4%
10	Metallic Ores	387,316	3%
28	Chemicals or Allied Products	366,764	3%
37	Transportation Equipment	332,323	2%
14	Nonmetallic Minerals	304,125	2%
	All Other Commodities	3,030,480	5%
	<b>Total</b>	<b>13,459,413</b>	<b>100%</b>

Oregon DOT Commodity Flow Database, 1997



### Estimated Rail Expenditures by Industry Major Oregon Buyers of Rail Freight Services

Statewide		Portland Metropolitan Region	
Industry	Estimated Rail Expenditures on Originating Freight Involvement	Industry	Estimated Rail Expenditures on Originating Freight Involvement
1	Lumber, wood, paper products \$488	1	Lumber, wood, paper products \$138
2	Transportation equipment \$185	2	Transportation equipment \$105
3	Wholesale trade \$89	3	Wholesale trade \$38
4	Food products \$37	4	Primary metals \$30
5	Primary metals \$31	5	Food products \$19
6	Construction \$19	6	Chemicals \$12
7	Farm products \$16		
8	Mining \$14		
9	Chemicals \$13		
	<b>Total \$772</b>		<b>Total \$357</b>

U.S. DOT, 5TB Carload Waybill data for Oregon, 2002



### Employment by Industry Major Oregon Buyers of Rail Freight Services

Statewide		Portland Metropolitan Region	
Industry	Employment	Industry	Employment
1	Construction 130,680	1	Wholesale trade 25,630
2	Wholesale trade 83,345	2	Lumber, wood, and paper products 13,220
3	Farm products 67,620	3	Transportation Equipment 11,200
4	Lumber, wood, and paper products 43,731	4	Food products 8,800
5	Food products 23,610	5	Primary metals 7,700
6	Transportation Equipment 15,882	6	Chemicals 2,360
7	Primary metals 9,696		
8	Mining 3,233		
9	Chemicals 2,740		
	<b>Total 360,534</b>		<b>Total 97,680</b>

U.S. Bureau of Economic Analysis data, 2001



### Oregon Freight Rail Network and Railroads



Oregon DOT



### Major Oregon Rail Corridors



## Rail Corridors with Significant Capacity Issues



## Oregon Rail Flows on the National Network



## Rail-Corridor Capacity Issues

- **Portland-Seattle Corridor**
  - Constrained line capacity as freight and intercity passenger-rail services expand
- **Portland "Triangle"**
  - Train volumes exceeding existing line, siding, switch, and signal capacity; resulting congestion and delay affecting through traffic and access to marine terminals
- **Willamette Valley Corridor**
  - Inadequate short-line railroad infrastructure
  - Constrained line capacity as intercity passenger-rail services expand

## Rail Corridor Capacity Issues (continued)

- **Klamath/West Coast "I-5" Rail Corridor**
  - Not cleared for domestic double-stack in Oregon; transit time and reliability not competitive with trucking
- **Columbia Gorge Corridor**
  - Preferred water-level route for heavy and transcontinental trains, but congestion increasing with higher volumes

## Industry Rail-Freight Vulnerabilities

- **Lumber, Wood, Paper Products Industry**
  - Needs low-cost shipments to Southern California market
- **Transportation Equipment Industry**
  - Depends on cost-effective inbound movement of heavy castings and components and outbound movements of finished vehicles
- **Wholesale Trade Industry**
  - May need domestic doublestack service, esp. northbound along the West Coast rail corridor, to offset increasing cost of trucking as I-5 congestion builds

## Industry Rail Vulnerabilities (continued)

- **Food Products Industry**
  - Faces intermittent shortages of specialized railcars and containers; will need "I-5" intermodal service to reach Southern California markets
- **Primary Metals Industry**
  - Very sensitive to cost-effective inbound movement of materials, especially scrap metal for recasting
- **Construction Industry**
  - Needs cost-effective movement of clay, concrete, glass, and stone into the Portland metropolitan region for residential, commercial, and industrial development

## Industry Rail Vulnerabilities (continued)

- **Farm Products (Agriculture) Industry**
  - Needs reliable access to marine terminals for grain exports
- **Mining**
  - Depends on low-cost rail service to "export" quarried stone and specialized clays to domestic markets
- **Chemical Industry**
  - Needs low-cost transportation to marine terminals for potash and soda ash exports

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## Public Role in Freight Rail Market-Driven Evolution or Policy-Driven Expansion of the Rail-Freight System?

- **Market-Driven Evolution**
  - A rail industry that continues to be stable, productive, and competitive with enough business and profit to operate, but not to replenish its infrastructure quickly or grow rapidly
  - Minimizes state involvement, but may not support state economic development goals
- **Public-Policy-Driven Expansion**
  - A rail industry that provides cost-effective transport needed to serve national and global markets, helps relieve truck pressure on highways, and supports Oregon's economic development
  - Increases state involvement, but must be carefully focused

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## Public Role in Freight Rail Public-Private Freight-Rail Partnership

- Policy-driven expansion of freight-rail service will require a new partnership among the railroads, the state, and the Port
  - The public sector can facilitate or invest in rail improvements, but it cannot provide effective and cost-competitive services that will attract and retain services; the railroads must do this
  - Conversely, the railroads can provide freight-rail services, but they may not be able to assemble the capital support, public policies, and tax incentives to make improvements that benefit the public; the public sector must do this

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## Public Role in Freight Rail Actions and Initiatives for Freight-Rail in Oregon

- **Define policies**
  - Enunciate clear public policies to address freight-rail needs and link public initiatives in freight-rail to Oregon and Pacific Northwest economic development goals
- **Clarify public roles and responsibilities**
  - Convene a Pacific Northwest Freight Advisory Committee
    - Include railroads and rail shippers
  - Focus metropolitan, state, and Pacific Northwest freight-advisory committees on freight-rail issues and opportunities
  - Designate a state freight coordinator

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## Freight Rail and the Oregon Economy A Background Paper

Presented to  
Port of Portland

Prepared by  
Lance R. Greenwood  
Cambridge Systematics, Inc.

June 2004

CAMBRIDGE  
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BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING A BI-  
STATE COORDINATION COMMITTEE TO  
DISCUSS AND MAKE RECOMMENDATIONS  
ABOUT LAND USE, ECONOMIC  
DEVELOPMENT, TRANSPORTATION AND  
ENVIRONMENTAL JUSTICE ISSUES OF BI-  
STATE SIGNIFICANCE

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**RESOLUTION NO. 03-3388**

Introduced by: Councilor Rex Burkholder

WHEREAS, in 1999, the Southwest Washington Regional Transportation Council (RTC) and Metro established a Bi-State Transportation Committee to develop recommendations to the Joint Policy Advisory Committee on Transportation (JPACT) and RTC on bi-state transportation issues; and,

WHEREAS; the June 2002 *Final Strategic Plan* of the I-5 Transportation and Trade Partnership recommended that the Bi-State Transportation Committee "...expand its role to review and advise JPACT, RTC, other councils, commissions and boards on: 1. Management plans, interchange plans and agreements and transit station plans for the I-5 Corridor; and 2. Other transportation, land use and economic development issues of bi-state significance"; and

WHEREAS, the *Final Strategic Plan* of the I-5 Transportation and Trade Partnership recommended that a community enhancement fund be established for use in the impacted areas in the I-5 Corridor in Oregon and Washington and that "The Bi-State Coordination Committee would recommend the specific details in conjunction with the Environmental Justice Work Group..."; and,

WHEREAS, the recommendations of the *Final Strategic Plan* of the I-5 Transportation and Trade Partnership were endorsed by the RTC, JPACT and the Metro Council; and,

WHEREAS, local jurisdiction can be affected by land use, economic development and transportation decisions made by other jurisdictions in the bi-state area, as well as be affected by possible environmental justice impacts resulting from these decisions; and,

WHEREAS, on October 23, 2003, the Bi-State Transportation Committee recommended approval of the draft Charter attached as Exhibit A; and,

WHEREAS, the Joint Policy Advisory Committee on Transportation and the Metro Policy Advisory Committee reviewed and recommended approval of the draft Bi-State Charter attached as Exhibit A; and,

WHEREAS, on November 4, 2003, the Southwest Washington Regional Transportation Council recommended approval of the draft Charter for the formation of a Bi-State Coordination Committee; and

WHEREAS, the Metro Council finds that the opportunity to discuss and make recommendations about issues of bi-state significance through membership on and participation in a Bi-State Coordination Committee would provide more and better information, encourage better cooperation among jurisdictions and better coordinate the investment of public resources; now therefore,

BE IT RESOLVED,

1. That the Metro Council endorses the Bi-State Coordination Committee charter attached as Exhibit "A" and directs the Chief Operating Officer to provide the charter to the other signatories.

2. That upon receipt of resolutions from the other signatories endorsing the Bi-State Coordination Committee charter, the Metro Council will designate a Metro Council representative and alternate for the Bi-State Coordination Committee.

3. That the creation of the Bi-State Coordination Committee will result in it replacing the current Bi-State Transportation Committee.

4. That upon creation of the Bi-State Coordination Committee, Metro, along with the Southwest Washington Regional Transportation Council, shall provide staffing for the Committee.

5. The Bi-State Coordination Committee shall review and provide recommendations concerning land use, economic development, transportation and environmental justice issues of bi-state significance as described in Exhibit A. Further, Bi-State Coordination Committee recommendations concerning land use shall be referred to the Metro Policy Advisory Committee (MPAC). Bi-State Coordination Committee recommendations concerning transportation shall be referred to the Joint Policy Advisory Committee on Transportation (JPACT). Bi-State Coordination Committee recommendations to both JPACT and MPAC may be made where both land use and transportation issues are concerned. When economic development and/or environmental justice issues are a component of land use or transportation topics, recommendations from the Bi-State Coordination Committee may also be included and referred along with the transportation and/or land use recommendations to MPAC and/or JPACT. JPACT and MPAC will forward the issue item along with recommendations to the Metro Council.

6. The Bi-State Coordination Committee shall adopt bylaws for the business conduct of its meetings.

ADOPTED by the Metro Council this \_\_\_\_ day of November, 2003.

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David Bragdon, Council President

Approved as to Form:

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Daniel B. Cooper, Metro Attorney

**Draft Charter  
Establishing Bi-State Coordination Committee**

October 23, 2003 – As Discussed with Bi-State Transportation Committee and Revised

*Participation in the new committee will be accomplished through adoption of resolutions of intent to participate and observe the charter by local jurisdictions, and through letters of intent to participate and observe the charter by state or federal agencies. Operating details for the committee will be established by its membership in the form of bylaws and a work plan once the new committee has been established and convened.*

**Draft Committee Charter Text**

*To be included in resolutions or letters of intent to participate in identical form.*

**Purpose:** This charter defines voluntary participation by jurisdictions within the cross-Columbia River area of the I-5 corridor between Clark County in Washington and Multnomah County in Oregon. This region is linked by economic development and land use objectives, which also drive a shared objective to preserve and add to critical transportation investments. The existing Bi-State Transportation Committee has been constructive in addressing bi-state transportation issues within the corridor. This charter expands the scope of the bi-state effort to include both transportation and land use. Review of land use and transportation issues of bi-state significance may prompt review of these topics in the context of economic development, environmental, and environmental justice issues. It also ensures that regionally significant aspects of transportation – highway, bridge, transit, freight rail, and transportation system and demand management – are considered.

The new Committee, the Bi-State Coordination Committee, replaces the Bi-State Transportation Committee. It serves as a forum to share information, coordinate review, and discuss implications of significant legislative land use and transportation issues which may have environmental, economic development and environmental justice implications for actions taken within the corridor. It encourages regional collaboration to facilitate decision making by individual jurisdictions on issues affecting the broader corridor. The results of the Committee's deliberations are advisory to the Southwest Washington Regional Transportation Council (RTC), Metro's Joint Policy Advisory Committee on Transportation (JPACT), and Metro, on issues of bi-state transportation significance. On issues of bi-state land use and economic significance, the Committee advises the local and regional governments appropriate to the issue.

The Committee holds no regulatory authority, but builds and sustains regional dialogue and works together on solving problems related to evolving linkages among transportation, land use, and economic development. Member jurisdictions retain their full existing authorities, but consider carefully and give weight to Committee recommendations. Jurisdictions also agree, according to their authorities, to create their own strategies and plans that contribute to managing land uses and economic development to protect transportation investments throughout the corridor.



**Membership:** The Bi-State Coordination Committee consists of elected officials from the jurisdictions within the corridor, as well as leadership from key agencies and organizations. The membership structure includes:

- Cities of Portland, OR and Vancouver, WA
- Clark and Multnomah Counties
- One smaller city each in Multnomah and Clark Counties
- Oregon Department of Transportation
- Washington State Department of Transportation
- Ports of Vancouver and Portland
- Tri-Met
- C-Tran
- Metro

The Committee may, as desired, create ex-officio (non-voting) memberships for state and federal agency representatives. Input from other interests in the corridor, such as communities, businesses, and civic and interest groups, is actively sought by the Committee to augment the perspectives of members. Such additional stakeholder involvement is to be obtained through encouraging public comment and input, and through project-level involvement and existing or new working groups or subcommittees, advisory to the Bi-State Coordination Committee. Member organizations provide leadership-level representatives, and participate actively and consistently in Committee meetings and activities. The Committee is primarily staffed by RTC and Metro professionals, calling on land use and economic development resources from each jurisdiction as needed. Meetings are noticed and open to the public, and the Committee meets regularly at intervals determined in its bylaws.

**Geographic Scope:** The Committee's focus is the area of the I-5 corridor bounded in the south by the Fremont Bridge on I-405, and in the north by 179<sup>th</sup> Street. Its scope to the west extends to include important freight transport and economic development activities, especially along the river. Consideration of the area east of the immediate corridor extends as far as I-205, as indicated by linkages and impacts to I-5 corridor investments and communities.

**Agenda Setting:** The Committee work plan will define issues to be addressed, including significant baseline policy issues for the region such as comprehensive and subarea plans and interchange management plans. Members bring, prior to adoption, significant management plans to the Committee for review. More specific projects and policy issues are nominated by each jurisdiction that desires Committee review, and the Committee establishes its agenda collaboratively. The committee does not address issues related to quasi-judicial applications for specific land use projects, once applications are submitted.

**Decision-Making Process:** Committee decisions on its recommendations are made by consensus, or if necessary a majority vote of its quorum membership, defined as 2/3 of total membership. Such decisions on Committee recommendations are advisory to JPACT/Metro, RTC, and local and regional agencies, and have no legal or regulatory authority. The Committee's process for introducing and agreeing on revisions to this charter, including changes to membership, is also by consensus or majority vote. All such revisions at the charter level are

## STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 03-3388, FOR THE PURPOSE OF ENDORSING A BI-STATE COORDINATION COMMITTEE TO DISCUSS AND MAKE RECOMMENDATIONS ABOUT LAND USE, ECONOMIC DEVELOPMENT, TRANSPORTATION AND ENVIRONMENTAL JUSTICE ISSUES OF BI-STATE SIGNIFICANCE

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Date: November 5, 2003

Prepared by: Mark Turpel

### BACKGROUND

The *Final Strategic Plan* of the I-5 Transportation and Trade Partnership recommended that the Bi-State Transportation Committee "...expand its role to review and advise JPACT, RTC, other councils, commissions and boards on: Management plans, interchange plans and agreements and transit station plans for the I-5 Corridor; and 2. Other transportation, land use and economic development issues of bi-state significance." It further recommended that a community enhancement fund be established and that "The Bi-State Coordination Committee would recommend the specific details in conjunction with the Environmental Justice Work Group."

Accordingly, after interviewing members of the Bi-State Transportation Committee, a draft Bi-State Coordination Committee charter was written. At its October 23, 2003 meeting, the Bi-State Transportation Committee reviewed a draft of a charter and approved the charter with some recommended changes that are reflected in the draft charter attached as Exhibit A to resolution 03-3388. At the November 4, 2003 Southwest Washington Regional Transportation Council (RTC) approved by unanimous vote "Adoption of (RTC) Resolution 11-03-30 "Bi-State Coordination Committee Charter", that once supported by member local government and agency resolutions, would be established." The charter adopted by the RTC is identical to that attached as Exhibit A to proposed Metro Resolution No. 03-3388.

### ANALYSIS/INFORMATION

1. **Known Opposition**                      None known.
2. **Legal Antecedents**
  - Metro Resolution No. 99-2778 (establishing, along with the Southwest Washington Regional Transportation Council, the Bi-State Transportation Committee)
  - Metro Resolution No. 00-2991 (revising agreement on roles and responsibilities of Bi-State Transportation Committee)
  - Metro Resolution No. Resolution 02-3227A (endorsing the I-5 Strategic Plan and directing staff to incorporate the I-5 Strategic Plan recommendations)

3. **Anticipated Effects** Increased coordination and cooperation with jurisdictions in Southwest Washington. Replacement of the Bi-State Transportation Committee with a new Bi-State Coordination Committee
4. **Budget Impacts** Continuing staff support to Committee.

**RECOMMENDED ACTION**

Adopt Metro Resolution No. 03-3388.

**Bi-State Transportation Committee Resolution 10-23-03**  
(revised)

**For the Purpose of Endorsing a Bi-State Committee to Discuss  
and Make Recommendations about Transportation and Land Use,  
With Consideration of Economic Development, Environmental,  
and Environmental Justice Issues of Bi-State Significance and  
Recommending Creation of Such Committee**

WHEREAS, in 1999, the Southwest Washington Regional Transportation Council (RTC) and Metro established a Bi-State Transportation Committee to develop recommendations to the Joint Policy Advisory Committee on Transportation (JPACT) and RTC on bi-state transportation issues; and,

WHEREAS, jurisdictions on both side of the Columbia River can be affected by land use, , transportation, economic development, environmental, and environmental justice decisions made by other jurisdictions in the bi-state area; and,

WHEREAS; the June 2002 *Final Strategic Plan* of the I-5 Transportation and Trade Partnership recommended that the Bi-State Transportation Committee "...expand its role to review and advise JPACT, RTC, other councils, commissions and boards on: 1. Management plans, interchange plans and agreements and transit station plans for the I-5 Corridor; and 2. Other transportation, land use and economic development issues of bi-state significance"; and

WHEREAS, the *Final Strategic Plan* of the I-5 Transportation and Trade Partnership recommended that a community enhancement fund be established for use in the impacted areas in the I-5 Corridor in Oregon and Washington and that "The Bi-State Coordination Committee would recommend the specific details in conjunction with the Environmental Justice Work Group..."; and,

WHEREAS, the recommendations of the *Final Strategic Plan* of the I-5 Transportation and Trade Partnership were endorsed by the RTC, JPACT and the Metro Council; and,

WHEREAS, the Bi-State Transportation Committee finds that the opportunity to discuss and make recommendations about issues of bi-state significance concerning land use and transportation, with particular consideration of economic development, environmental, and environmental justice issues, by a Bi-State Coordination Committee would provide more and better information, encourage better cooperation among jurisdictions and coordination of scarce public resources; now therefore,

BE IT RESOLVED,

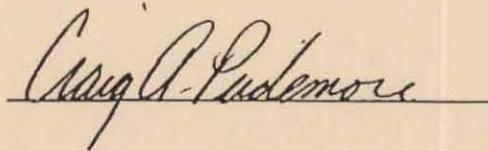
1. The Bi-State Transportation Committee endorses the creation of a Bi-State Coordination Committee as described in the draft Charter, labeled Exhibit A and attached hereto.

2. The Bi-State Transportation Committee recommends that the RTC, JPACT and Metro Council, formally endorse the creation of a Bi-State Coordination Committee and approval of the Charter.

3. The Bi-State Transportation Committee recommends that RTC, JPACT and the Metro Council authorize the release of the draft Charter for local government consideration.

4. The Bi-State Transportation Committee recommends that RTC, JPACT and the Metro Council, upon receipt of local government resolutions of support for the draft Charter, adopt the draft Charter and create a Bi-State Committee, replacing the Bi-State Transportation Committee.

ADOPTED by the Bi-State Transportation Committee this 23rd day of October 2003.

A handwritten signature in cursive script, reading "Craig A. Pridemore", written over a horizontal line.

Craig A. Pridemore, Chair Bi-State Transportation  
Committee, Clark County Commissioner

A G E N D A

600 NORTHEAST GRAND AVENUE PORTLAND, OREGON 97232-2736



**METRO**

TEL 503-797-1916 FAX 503-797-1930

**MEETING:** JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION  
**DATE:** Thursday, September 18, 2003  
**TIME:** 7:15 A.M.  
**PLACE:** Metro Regional Center, Council Chambers

7:15	Call to Order and Declaration of a Quorum	Councilor Park, Chair
7:15	* Review of Minutes	Councilor Park, Chair
7:20	* Citizen communications to JPACT on non-agenda items	Councilor Park, Chair
7:25	RTP Update – <u>INFORMATIONAL</u>	Tom Kloster (Metro)
7:45	OTIA III – Local Bridge Solicitation – <u>INFORMATIONAL</u>	Paul Mather (ODOT)
8:00	* Transportation Finance Discussion – <u>INFORMATIONAL</u> <ul style="list-style-type: none"><li>• Legislative Recap</li><li>• TriMet Payroll Tax – Next Steps</li><li>• Recap Florida Trip</li><li>• Transportation Finance Task Force – Next Steps</li><li>• ACT Update/Discussion with OTC</li></ul>	Sen. Starr/Sen. Metsger Fred Hansen (TriMet) Richard Brandman (Metro) Councilor Rod Park, Chair Councilor Rex Burkholder (Metro)
8:45	Transit Service Development – Past, Present, Future	Fred Hansen/Phil Selinger (TriMet)
9:00	Adjourn	

- \* Material available electronically. Please call 503-797-1916 for a paper copy  
\*\* Not all material on this agenda item is available electronically.  
# Material provided at meeting.

All material will be available at the meeting.

M E M O R A N D U M

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736  
TEL 503 797 1700 | FAX 503 797 1794



**METRO**

DATE: September 8, 2003  
TO: JPACT Members and Interested Parties  
FROM: Tom Kloster, Transportation Planning Manager  
SUBJECT: 2003 Regional Transportation Plan Update

\* \* \* \* \*

Metro is required to complete a periodic update of the Regional Transportation Plan (RTP) in order to maintain continued compliance with the federal Clean Air Act. The U.S. Department of Transportation (DOT) and the U.S. Environmental Protection Agency (EPA) approved and acknowledged the 2000 RTP air quality conformity determination on January 26, 2001. Under federal regulations, the RTP must be updated every three years to ensure that the plan adequately addresses future travel needs and is consistent with the federal Clean Air Act. As a result, a new plan demonstrating conformity with the Clean Air Act must be approved and acknowledged by US DOT and US EPA in a formal conformity determination by January 26, 2004, when the current US DOT/US EPA conformity determination for the 2000 RTP conformity determination expires.

Because the 2000 RTP was adopted so recently, and represented a major update to the plan, this update will represent a "housekeeping" effort that is limited to required changes necessary to meet state and federal planning requirements. Since early May, Metro staff have been preparing an updated revenue forecast and compiling a comprehensive set of draft amendments to the RTP policies and implementation requirements generated from corridor refinement plans, local transportation system plans, special studies and other JPACT and Council policy actions approved since the 2000 RTP was adopted three years ago.

The RTP work program calls for Metro to work with local jurisdictions during the next few months to develop a comprehensive inventory of updated plan designations and project descriptions called for in local transportation plans and special studies adopted since the 2000 RTP was completed. In most cases, Metro has already commented on such changes as "friendly amendments" to the RTP.

Attached, please find the following work program materials for the 2003 RTP update, including:

detailed task description of required elements of the 2003 RTP

general process flow chart for completing the update

schedule of key activities during the next four months

JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION

August 14, 2003

MEMBERS PRESENT

AFFILIATION

Rod Park	Metro Council
Matthew Garrett	Oregon Department of Transportation (ODOT – Region 1)
Fred Hansen	TriMet
Carl Hosticka	Metro Council
Bill Kennemer	Clackamas County
Royce Pollard	City of Vancouver
Craig Pridemore	Clark County
Bill Wyatt	Port of Portland
Larry Haverkamp	City of Gresham, representing Cities of Multnomah County
Rex Burkholder	Metro Council
Roy Rogers	Washington County
Rob Drake	City of Beaverton, representing Cities of Washington County

MEMBERS ABSENT

AFFILIATION

Karl Rohde	City of Lake Oswego, representing Cities of Clackamas County
Stephanie Hallock	Oregon Department of Environmental Quality (DEQ)
Don Wagner	Washington State Department of Transportation (WSDOT)

ALTERNATES PRESENT

AFFILIATION

Paul Slyman	Oregon Department of Environmental Quality (DEQ)
Mary Legry	Washington State Department of Transportation (WSDOT)
James Bernard	City of Milwaukie, representing Cities of Clackamas County

GUESTS PRESENT

AFFILIATION

Robin McArthur	Oregon Department of Transportation (ODOT – Region 1)
Phil Selinger	TriMet
Rod Monroe	Metro Council
Karen Schilling	Multnomah County
John Rist	Clackamas County
Dean Lookingbill	SW Washington RTC
Dave Nordberg	Oregon Department of Environmental Quality (DEQ)
Sam Seskin	Citizen
Sharon Nasset	NPBA
Ron Papsdorf	City of Gresham
Mike Clark	Washington State Department of Transportation (WSDOT)
David Calver	Parsons Brinckerhoff
L.A. Ornelas	OHSU



GUESTS (cont.)

AFFILIATION

Michael Ray	Oregon Department of Transportation
Robin Katz	Port of Portland
Deborah Murdock	Portland State University
Kathryn Webb	Senator G. Smith's Office
Marianne Fitzgerald	Oregon Department of Environmental Quality (DEQ)
Denise Gour	Ways to Work Program

I. CALL TO ORDER AND DECLARATION OF A QUORUM

Chair Park called the meeting to order and declared a quorum at 7:18 a.m.

II. REVIEW OF MINUTES

ACTION TAKEN: Commissioner Roy Rogers moved and Commissioner Bill Kennemer seconded the motion to approve the meeting minutes of July 12, 2003. The motion passed unanimously.

III. CITIZEN COMMUNICATIONS TO JPACT ON NON AGENDA ITEMS

There were no citizen communications.

IV. LETTER TO DELEGATION REGARDING TRANSPORTATION ENHANCEMENT FUNDS

Mr. Andy Cotugno presented a letter to the delegation regarding Transportation Enhancement Funds (included as part of this meeting record.)

Mr. Matthew Garrett concurred with the letter to the delegation.

Mr. Fred Hansen advised staff to check actions within the US House to verify timing on the letter.

V. LETTER TO OTC REGARDING OTIA III

Mr. Andy Cotugno presented a letter to the Oregon Transportation Commission regarding OTIA III (included as part of this meeting record.)

Mr. Andy Cotugno presented a draft letter to the Oregon delegation regarding transportation enhancement funding (included as part of this meeting record.)

Mr. Matthew Garrett stated that he concurs with the importance of the letter to the Congressional delegation regarding transportation enhancement funds expressed the importance of those funds and the valuable projects that have been funded. He advised Andy Cotugno to verify the amount of funding available for local maintenance and operations.

Mr. Andy Cotugno suggested removing mention of the local maintenance and operations funds since it is money allocated on a formula basis to cities and counties and would not require JPACT consultation.

Mr. Matthew Garrett stated that the Oregon Transportation Commission would be reviewing the language of OTIA III at their next work session in October. He further stated that they would then provide policy direction to ODOT staff regarding next steps. He said that the focus in October would be bridges; both state and local because the selection and allocation process could begin immediately. He concluded by stating that although the Freight Advisory Committee would be providing a list of suggested projects for funding, it would be the OTC members involved in the comprehensive discussion on how the local portion \$100 million is allocated.

ACTION TAKEN: Councilor Rex Burkholder moved and Mr. Fred Hansen seconded the motion to approve the letter to the delegation regarding Transportation Enhancement Funds (as amended) and approve the letter to OTC regarding OTIA III (as amended). The Motion passed unanimously.

Councilor Rex Burkholder recommended that each local jurisdiction also sends a letter to their delegation members regarding Transportation Enhancement Funding.

VI. RESOLUTION NO. 03-3360 AMENDING THE UNIFIED WORK PROGRAM TO INCORPORATE THE I-5 TRADE CORRIDOR WORK PROGRAM

Mr. Matthew Garrett presented Resolution No. 03-3360 (included as part of this meeting record).

Councilor Rex Burkholder asked what the timing was for the project.

Mr. Matthew Garrett replied that within the next six to 12 months they would begin negotiations for a flexible service contract which would provide a list of individuals that could provide the needed functions.

ACTION TAKEN: Commissioner Craig Pridemore moved and Commissioner Bill Kennemer seconded the motion to approve Resolution No. 03-3360. The motion passed unanimously.

VII. RESOLUTION NO. 03-3351 AMENDING THE 2002-05 MTIP AND DEMONSTRATING CONFORMITY FOR THE SOUTH CORRIDOR LIGHT RAIL PROJECT

Mark Turpel presented Resolution No. 03-3351 (included as part of this meeting record).

Mr. Paul Slyman stated that DEQ was satisfied with the conformity determination.

Commissioner Bill Kennemer thanked the City of Milwaukie for their support of this project.

ACTION TAKEN: James Bernard moved and Mayor Rob Drake seconded the motion to approve Resolution No. 03-3351.

Mayor James Bernard accorded thanks to JPACT, Clackamas County, TriMet, and the region for their support of the transit center in Milwaukie.

ACTION TAKEN: The motion passed unanimously.

#### VIII. STATE TRANSPORTATION IMPROVEMENT PROGRAM (STIP) CRITERIA COMMENTS

Tom Kloster presented State Transportation Improvement Program (STIP) Criteria Comments (included as part of this meeting record).

Tom Kloster presented a memo to JPACT from Chair Park regarding STIP Comments (included as part of this meeting record).

Mr. Matthew Garrett stated that the STIP Stakeholders group that is referred to is a group that truly represents the breadth and depth of all the individuals around the state that are willing to engage in the transportation conversation. He further stated that the representatives from Metro have been productive in those conversations. He said that the TDM discussion is an appropriate conversation to have. However, one concern he has is with the preservation piece. He reminded the committee members that by enhancing the preservation program, it reduces the amount of funding available for modernization. He further stated that those enhancements also change the preservation definition, beyond the way that ODOT defines it. He would caution that with HB 2041, the money raised is partly due to using some of the modernization amount of funding, \$25 million, and bonding it. Therefore, the modernization money that would be shared equitably will shrink by half. He finished by stating that beginning the discussion on the issue is good and should continue.

Mr. Fred Hansen conceded that the preservation issue could continue later but stated that it was important to carry forward the message. He said that it was difficult to explain to people why a project is being done at three different processes and is not being in a more comprehensive way. He also wanted to stress the importance of coordinating between agencies on the various projects. He stated that they have had difficulty with coordination on past projects.

Commissioner Roy Rogers asked for explanation of the last sentence of the memo where it states "revitalize business district where substandard public facilities currently discourage private investments". He said that the language seems harmless, however is concerned that placing criteria before knowing how it is applied may cause alarm and confusion with how it may benefit certain areas and/or discourage or redirect monies from other areas.

Mr. Andy Cotugno replied that Canyon Road in downtown Beaverton was a good example for the business district.

Mr. Tom Kloster stated that another example in Hillsboro would be the Main Street project where the city would require a half street improvement developed along Main Street by going in and rebuilding the street for the community. He said that where there is an outdated facility that needs to be upgraded, it should be subsidized in the interest of spurring investment from the private sector.

Commissioner Roy Rogers asked how that would affect the more modern areas such as Wilsonville that has a lot of new infrastructure and that have needs because of growth. He asked if the money would be directed away from those communities because they do not fit the criteria. He also asked how the criteria would be applied and weighted so that each jurisdiction has a fair way to look at the money.

Mr. Andy Cotugno stated that the reference comment is included to say that amongst the prioritization factors, the economic development of a project should include Greenfield type industrial locations but should also include redevelopment locations as well.

Commissioner Roy Rogers asked if one project would have more weighting than the other.

Mr. Tom Kloster stated that the comment was not intended to put more weight on one project over another. The goal was to illustrate that some projects would have an obvious transportation benefit but a project that has a less obvious transportation benefit should also be looked at if it has an economic development impact.

Commissioner Roy Rogers stated that if Gresham has a great project that is in a revitalized area, it would not then be penalized based upon the comment. He asked for assurance that projects would not have "compete" with one another.

Councilor Rod Park stated that they were trying to do was have the STIP recognize economic development as one item. He said there are several projects that create construction jobs but have no long-term economic development benefit. However, if a road project opens a potential industrial site then that project would create a long-term benefit for the region and the state.

Commissioner Bill Kennemer asked for explanation of the language on page 6, attachment 2, which discusses JPACT vs. ODOT vs. Congressional priorities and potential shortfalls of funding.

Mr. Matthew Garrett stated that as ODOT and the OTC engaged in conversations last year trying to identify projects about reauthorization. They discussed what their strategy was going to be. He said that their first priority was to increase the formula dollars that flow back into the State of Oregon because that is where everyone wins. He further stated that history dictated that earmarks accounted for 5% for the money in TEA-21, yet it takes a lot of energy and focus because everyone goes for those priority projects. He said that the OTC made a decision to be strategic and focused and they identified nine projects with the sole criteria being how soon they could begin construction. He said their understanding was that the projects they chose could be constructed within the lifespan of the reauthorization bill. Further, he said that the OTC then gave the full financial commitment of the agency to make a project whole if the delegation could

only partly fund a project. The OTC agreed to be disciplined and create a small list that they could take to the delegation and tell them that the OTC would make sure the listed projects could be delivered with no problems.

Mr. Matthew Garrett further stated that the OTC understood that there would be other jurisdictions after the same money and further understood that the delegation members themselves would be after their own projects. Therefore, the OTC agreed that they the conversation of whether or not to fund projects that were not on their priority list would have to happen as those situations arise.

Councilor Rex Burkholder commented that under state law there is a law that requires upgrade facilities must include bicycle and pedestrian improvements when they are reconstructed. He said it has been too easy to call a project a preservation project rather than have to deal with a reconstruction project even though the pavement is being torn up and there is the opportunity to include needed improvements.

Mr. Tom Kloster suggested a more neutral sentence to address Commissioner Rogers concerns. "The criteria should also include the ability of transportation projects that stimulate business districts where inadequate public facilities currently discourage private investment in both vacant and redevelopment areas."

ACTION TAKEN: Commissioner Roy Rogers moved and Mayor Rob Drake seconded the motion to approve the State Transportation Improvement Program (STIP) criteria comments as amended. The motion passed unanimously.

IX. RESOLUTION NO. 03-3364 SEEKING APPOINTMENT OF METRO AND JPACT AS AN AREA COMMISSION ON TRANSPORTATION BY THE OREGON TRANSPORTATION COMMISSION

Councilor Rex Burkholder presented Resolution No. 03-3364 (included as part of this meeting record).

Chair Rod Park stated that this resolution is scheduled to be presented to the full Metro Council on September 18, 2003.

Commissioner Roy Rogers thanked Councilor Rex Burkholder for his leadership through this process. He further expressed concern for the communities located outside of the Metro boundaries and the amount of funding that is allocated to them and stated that the resolution should recognize that the Counties would coordinate with their cities.

Mr. Matthew Garrett stated that the current 80/20 split of funding for communities outside of the Metro boundary would continue. He further stated that JPACT and the Metro Council would make recommendations for the Metro region and that ODOT Region 1 would be responsible for those areas outside of the Metro Boundary. He also stated that it would be a good idea to formalize the process in a resolution.

Mr. Andy Cotugno stated that the same issue was raised in the subcommittee as it was recommended that the County commissions be used as advisors to ODOT. He further stated that the resolution and the staff report could be revised to reflect that.

ACTION TAKEN: Mayor Rob Drake and Commissioner Bill Kenemer seconded the motion to approve Resolution No. 03-3364 Seeking Appointment of Metro and JPACT as an Area Commission on Transportation by the Oregon Transportation Commission. The motion passed as amended with Matthew Garret abstaining.

Mr. Matthew Garrett stated that the Oregon Transportation Commission would be meeting in Portland on September 17, 2003. He further stated that he would be happy to arrange time on the agenda for JPACT members to address the OTC on this item.

X. RESOLUTION NO. 03-3353 AMENDING THE 2002-05 MTIP TO INCORPORATE WAYS TO WORK PROGRAM

Ted Leybold and Denise Gour presented Resolution No. 03-3353 (included as part of this meeting record).

Ms. Mary Legry asked how many loans were provided to applicants per year.

Ms. Denise Gour replied that they provide on average sixty to seventy loans per year.

Mr. Fred Hansen stated that he was supportive of the resolution and asked if other transportation alternatives had been looked at considering the high cost of automobile ownership.

Mrs. Denise Gour replied that they try when possible to provide bus passes and transit passes to those that needed assistance. However, she further stated that most of the people they see requesting help are single mothers working odd shifts that need to transport children and there is not usually adequate public transportation to help them.

Larry Haverkamp match for this; three foundation grants, volunteer loan committee; their times is in kind;

ACTION TAKEN: Mr. Fred Hansen moved and Commissioner Roy Rogers seconded the motion to approve Resolution No. 03-3353 Amending The 2002-05 MTIP to Incorporate Ways To Work Program. The motion passed.

Mayor Rob Drake expressed his thanks to Denise Gour for her work with the non-profit program and stated that it is difficult to run a non-profit on so little money.

XI. COMMENTS ON EPA PROPOSED 8-HOUR OZONE STANDARD AND IMPLICATIONS FOR FEDERAL FUNDING

Mr. Andy Cotugno presented the Comments on EPA Proposed 8-Hour Ozone Standard and Implications for Federal Funding (included as part of this meeting record).

Mayor Rob Drake stated that when he was in Washington, D.C. discussing homeland security he had several conversations with senior staff of the Oregon delegation members. They advised him that they were not aware of the proposed changes, but would investigate the implications.

Mr. Andy Cotugno stated that although he disagrees that the obligation to conformity be discontinued he does agree that complications have arisen due to the odd aspects of conformity. He further stated that additional changes needed to happen to improve the conformity process and make it more sensible.

Mr. Fred Hansen expressed his concerns with the implications of the changes. He further complimented DEQ and Metro staff for the outline and complimented the contents of the letter.

Chair Rod Park agreed that staff did a great job capturing the significance of the implications. He also expressed his concerns regarding the backsliding provision and the affect the changes would have of the economy.

Chair Park informed the JPACT committee that his assistant and former JPACT Coordinator, Rooney Barker resigned.

#### XI. ADJOURN

There being no further business, Chair Park adjourned the meeting at 9:00 a.m.

Respectfully submitted,  
Renée Castilla