

MEETING REPORT

DATE OF MEETING: January 15, 1998

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

PERSONS ATTENDING: Members: Chair Jon Kvistad, Susan McLain and Ed Washington, Metro Council; Karl Rohde, Cities of Clackamas County; Ed Lindquist, Clackamas County, Lou Ogden (alt.), Cities of Washington County; Jim Kight, Cities of Multnomah County; Tom Walsh, Tri-Met; Roy Rogers, Washington County; Greg Green (alt.), DEQ; Dave Lohman (alt.), Port of Portland; Don Wagner, WSDOT; Dean Lookingbill (alt.), Southwest Washington RTC; Grace Crunican, ODOT; and Gary Hansen, Multnomah County

Guests: Joe Walsh and G.B. Arrington, Tri-Met; Steve Dotterer and Mark Lear, City of Portland; Meeky Blizzard, Sensible Transportation Options for People; Jim Laubenthal, Port of Portland; John Rosenberger, Washington County; Ron Papsdorf, Cities of Multnomah County; Jim Howell, AORTA; Deb Wallace, C-TRAN; Scott Rice, Cornelius City Council; Paul Silver, City of Wilsonville; Rod Sandoz and John Rist, Clackamas County; Dave Williams, ODOT; and Susan Lee, Multnomah County

Staff: Andy Cotugno, Larry Shaw, Michael Morrissey, and Lois Kaplan, Secretary

Media: Gordon Oliver, The Oregonian

SUMMARY:

The meeting was called to order and a quorum declared by Chair Jon Kvistad.

Chair Kvistad introduced Karl Rohde, Councilor from Lake Oswego, who will represent the cities of Clackamas County due to the vacancy created by Mayor Lomnicki. In addition, Gary Hansen, Commissioner from Multnomah County, was introduced as Multnomah County's replacement for Tanya Collier.

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Tom Walsh moved, seconded by Councilor Kight, to approve the December 11, 1997 JPACT meeting report as submitted. The motion PASSED unanimously.

RESOLUTION NO. 97-2583B - ESTABLISHING AFFORDABLE HOUSING
POLICIES FOR THE REGIONAL FRAMEWORK PLAN AND IMPLEMENTING
FUNCTIONAL PLAN PROVISIONS

Councilor Washington explained that the intent of the resolution introduced and adopted by the Metro Council on November 20, 1997, relating to affordable housing policies for inclusion in the Regional Framework Plan, was to define the relationship between jobs, transportation and housing. This would serve as a toolbox in tying transportation to affordable housing. He asked for jurisdictional input for ideas on how it might be implemented under that scenario. He emphasized that no decisions have been made at this time.

Larry Shaw, Metro's Senior Assistant Counsel, reported that an Affordable Housing Technical Advisory Committee is being formed this month. The resolution, sponsored by the Metro Council, was discussed with stakeholders and incorporated as Policy 1.3 under Goals and Objectives, *Housing and Affordable Housing*, of the *Regional Framework Plan*.

The cities of Hillsboro and Gresham and Clackamas County have filed LUBA appeals that have been consolidated into one case. Larry noted that the issue raised, which is about to enter into mediation, has been targeted at the charter authority for the toolbox-of-solutions approach in the policies. In explaining its principles, Larry noted that the *Regional Framework Plan* is similar to the RUGGOs in that the affordable housing policies apply to Metro but not the local governments until there are *Functional Plan* provisions adopted. He emphasized that such provisions could be recommendations as well as requirements. The RFP, inclusive of the segment on the affordable housing policy, was sent to LCDC to determine whether it is in compliance with statewide goals.

Larry then provided an overview of the ten major policies in the *Regional Framework Plan*, some repetitive of what is in the *Regional Urban Growth Goals and Objectives* (RUGGOs). He reviewed the elements of Policy 1.3 and spoke of the controversy relating to numerical "fair share" affordable housing targets. He also noted that a performance standard requiring a density bonus incentive remains a very controversial issue and has been discussed by MPAC. Both voluntary and mandatory inclusionary zoning approaches are defined, but Metro will develop a voluntary inclusionary approach.

A laundry list of considerations for requirements has been developed for the Affordable Housing TAC to consider, including fair share targets, whether timelines should be provided, the issue of penalties, and the linkage to transportation funding.

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In this connection, JPACT is asked to assist the Metro Council to recommend whether there should be a link, incentives, or a point system developed for Metro Transportation Improvement Program (MTIP) considerations. There has been some opposition expressed to the language in provision 1.3.1, which reads: "Metro shall link regional transportation funding to affordable housing policy and achievement of affordable housing targets to the extent allowed by law." One exception being taken is in regard to the language "to the extent allowed by law."

Councilor Kight suggested that one answer might be to remove the language relating to the link between transportation and land use.

Commissioner Rogers reported that his commission is very divided on this issue and he is inclined not to participate in the LUBA appeal filed by Clackamas County and the cities of Gresham and Hillsboro. He felt that Metro should have an opportunity to see this issue through. He expressed concern, however, about linking transportation issues to affordable housing. Commissioner Rogers felt it would be difficult for a county to potentially implement that policy. He noted that Washington County is a cooperative county and it would be difficult to find the cities within the county penalized in any fashion because they couldn't meet the standards. Commissioner Rogers suggested that more clarification be provided. He was hoping resolution could be made as he felt that this could impact their relationship with JPACT.

Discussion that followed revealed that entering into mediation would allow a more thorough discussion of the issues. On an historical note, Larry noted that when Metro has set a policy that is both new and controversial, prior to its implementation, there often have been changes to the policy in the RUGGOs and RFP. The Technical Advisory Committee is being formed to review implementation of the affordable housing policies and nothing has been decided at this time.

Councilor McLain spoke of meeting with Gussie McRobert and MPAC leadership with consensus on the need for more clarity and specificity on these policy issues. Discussions have centered on examples such as connecting 2040 projects to funding in the STIP criteria as supportive of the 2040 Growth Concept. She noted that discussions over the last two years favored some type of support of affordable housing in many venues for central and suburban cities. The Metro Council wants to know what concerns and issues there are in order to make this policy work on the ground.

Mayor Ogden asked about the relationship between JPACT and the Metro Council. He didn't understand how affordable housing could

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be linked to transportation in any manner. Andy Cotugno explained the advisory role of JPACT to the Metro Council.

In the MPO decision-making process for use of federal transportation funds, JPACT must submit its recommendation to the Metro Council. The Metro Council then has the option of approving the recommendation or returning it to JPACT. They cannot change it unilaterally. The issue of how you link transportation to affordable housing is therefore up to JPACT. Under the current process, criteria is used to prioritize projects that can be transportation-related such as road conditions, delay, safety, bridge conditions, and 2040 criteria dealing with density goals, regional centers, achieving better connectivity, and incorporating multi-modal components of the transportation system. Some projects receive a lot of transportation points and no 2040 points, or vice versa. Because the funds in question are federal, they can only be spent on eligible projects. A discussion followed on the possibilities of transportation projects that might be oriented toward affordable housing. Examples cited include areas where a second car might not be available, where it is better for the debt calculation for qualifying for mortgages, and areas developed around light rail stations such as in Gresham and central Beaverton.

Another issue Andy raised is the fact that our federally-funded projects through the MTIP must be in agreement with the statewide TIP which is approved by the Oregon Transportation Commission. Therefore, there must be approval by the OTC of our MTIP as well.

Mayor Ogden asked that any linkage of transportation funding to affordable housing consider parameters that support this function in the same manner as when land use supports transportation -- and not for political goals.

Councilor Washington noted that, in dealing with these critical issues, he was sensitive to the needs of the jurisdictions. He wanted to make that point clear. He assured the committee that the intent of the policy was not to be punitive and noted that the Metro Council is seeking input in that regard. He felt the region could be creative in its approach to affordable housing and asked for jurisdictional concerns to be shared.

Councilor McLain spoke of ridership being a key criteria in tying transportation to land use and in terms of transportation investment dollars. She noted that more density means more ridership and both density and ridership affect affordable housing positively. The question is whether it is a reasonable connection for transportation funding consideration. Ridership might be one of the criteria that could attain some results for affordable housing.

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Commissioner Rogers noted that affordable housing is one of Washington County's No. 1 priorities. A homeownership plan established through a federal subsidy is in the offing. They don't see how it ties into the commuter rail project but it has huge affordable housing benefit. He questioned whether it has any tie to the Port of Portland light rail project but acknowledged that he saw the connection with transit. Washington County has housing areas that are not affordable with pleas for mass transit. They are worried about implementation, and there are few options. Commissioner Rogers wanted to know when the provision would be addressed in more detail. The response indicated that the TAC would be appointed this month and it would involve an ongoing process but the recommendations would be reviewed by JPACT. This policy is in the preliminary stage and no commitments have been made.

Chair Kvistad suggested that JPACT develop the criteria for that policy rather than the Affordable Housing Technical Advisory Committee that does not share the same transportation-related background. In terms of deadlines, Andy noted that the STIP follows a process that develops over the next six months, defining what criteria should be used.

Tom Walsh could not make a link between affordable housing and transportation. He viewed it as economic policy rather than land use policy and felt the same connection could be made to education. While he felt they were important issues, he suggested not making a link where it doesn't exist.

Grace Crunican cited the need to make the linkage where transportation exists and where affordable housing is located. In that linkage, it becomes a more integrated package as a balance between jobs and housing, livability and economic opportunity. She suggested not abandoning that effort, emphasizing the need to make sure that transportation nurtures those issues. She felt the integration and the balance are what's missing. The state's point of view is to take all those concerns, follow Metro's lead with its advisory committee, namely JPACT, and be supportive of local goals which are a blend of transportation and land use. Grace felt it should be a thoughtful and creative process to ensure the linkage.

Councilor Rohde felt that the real debate is about a component of affordable living and accessibility to transportation and public transit. He didn't feel there was a direct connection to affordable housing. His "read" of affordable housing targets was in terms of an incentive or punitive program.

Councilor Washington thanked the JPACT members for sharing their concerns.

PASSING OF THE GAVEL

Chair Kvistad informed the committee that, at this time of year, the Metro Council reorganizes its committee structure and that Councilor Washington will begin to serve as chair of JPACT and Metro's Transportation Planning Committee. He noted that he would continue to serve as a member of JPACT. Chair Kvistad felt that his experience on JPACT had provided him a good opportunity to work closely with the representatives on issues of a regional nature, resulting in a broader perspective.

In accepting the gavel, Councilor Washington spoke of the challenge ahead and looking forward to learning more about the region's transportation issues. He asked for jurisdictional support in resolving those issues and thanked Andy Cotugno for his past supportive efforts on behalf of JPACT.

Grace Crunican thanked Councilor Kvistad for his service and contribution on behalf of the region, proposing a round of applause on his behalf.

RESOLUTION NO. 98-2601 - FILLING A VACANCY ON THE TRAFFIC RELIEF OPTIONS TASK FORCE

Andy Cotugno explained that this resolution evolved from the vacancy created by Bob Scanlan on the Traffic Relief Options Task Force. Mr. Albert R. Bullier, Jr., Senior Vice President of Colliers International, has been recommended as his replacement.

Action Taken: Grace Crunican moved, seconded by Councilor Kvistad, to recommend approval of Resolution No. 98-2601, filling a vacancy on the Traffic Relief Options Task Force. The motion PASSED unanimously in support of Mr. Bullier's appointment to the Traffic Relief Options Task Force.

OVERVIEW OF PDX LIGHT RAIL PROJECT AND PROCESS

Jim Laubenthal of the Port of Portland noted that the PDX light rail project provides a key component of an overall PDX access strategy. He spoke of limited roadway capacity both on the regional system and on Airport Way, providing passengers with a range of choices, connections of PDX with the existing system, and a transit-oriented Portland International Center (PIC) development. This project has been in PDX plans for the last 15 years and incorporated in the 2040 planning process.

Jim noted that there has been tremendous growth at the airport and spoke of the opportunity afforded by Bechtel's proposed development. He elaborated on the terminal development to 82nd Avenue, using Public Facility Charges (PFCs); the development

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area from 82nd and I-205, to be paid for by Bechtel who would have a long-term lease; and the third LRT piece that would be sponsored by Tri-Met and the City of Portland with cost-sharing for preliminary engineering. The preliminary engineering phase would ensure that the project can be built.

Public review would follow. Tri-Met's hotline indicates 90 percent support of the project. Approvals need to be sought from the Federal Aviation Administration (FAA) for the lease agreement and use of PFCs. There is also a NEPA process to move through, a land use effort, and completion of the ridership information.

Joe Walsh of Tri-Met reviewed the alignment and process to be followed. He commented on it being a fast-track project and, through a digital enhancement drawing, displayed the completed project. The next 8-9 months will involve a study period followed by public review; preliminary engineering with Bechtel; a finance plan; a Portland International Center (PIC) land use plan; a decision on whether to move forward with the project; the design/build construction contract (between Tri-Met and Bechtel); an agreement between Portland and Bechtel on the development agreement leases; light rail construction; development by Bechtel at the PIC; and light rail operation. There is no process of approval laid out because they do not plan to go through the federal authorization process. Bechtel views this as a short, concentrated project.

A discussion followed on the issues of baggage handling and ridership. Joe Walsh explained that the baggage/luggage issue is a big one and spoke of the difficulty in terms of hotel locations. It's planned that there would be a single station in the baggage claim area. A subarea transportation plan will be considered.

Commissioner Hansen was excited about extending to the terminal. He noted concerns raised in East Multnomah County as to its impact on the park-and-ride stations and the local Eastside transportation service. He encouraged having some East County residents on the review committee so that local issues would be addressed and asked whether there would be representation from that area.

Commissioner Lindquist felt that, if handled properly, this project could enhance the South/North light rail project, the metropolitan area transportation system, and its funding.

Grace Crunican complimented the Port and Tri-Met for working so effectively together on this project. She spoke of connectivity in the long term in that the Central City will be connected to the airport, citing the possibility of freight linkage. The Port

has also had discussions with ODOT about the transportation demands that development places on that area. As competition gets higher for road dollars, she cited the need to be mindful of those needs. She noted that it is being done within the Urban Growth Boundary.

Dave Lohman spoke of the hurdles ahead. Gaining approval from the FAA on the use of PFCs and the land use issues were noted. Building light rail lines is another big issue to FAA that could present potential difficulties. Dave felt the key is providing key access to the terminal. The terminal roadway is currently four lanes, and this development would provide another four lanes. More shuttle service is needed and, ultimately, more parking needs to be addressed.

Jim Howell, representing AORTA, suggested that schedules be addressed in consideration of getting more people to use the transit as well as an interface with C-TRAN. He felt there is an opportunity to use the right-of-way for the southbound connection to Gateway from C-TRAN over the Glenn Jackson Bridge. Jim suggested that the rest of the system be on a 24-hour schedule for most effective use.

Andy Cotugno pointed out that there are several actions to be taken by JPACT. This light rail project is in the Regional Transportation Plan but there are two classifications for light rail transit depending on its certainty:

1. The "proposed" classification must be cost-effective based on the merits of the project; and
2. The "planned" classification endorses the financial plan for that project. Andy indicated that JPACT would need to act on this amendment.

Andy spoke of JPACT's support for pursuit of the airport light rail project. Although pursued as a non-federal project, the project must also meet air quality conformity requirements. For extended vehicle emissions, it must be included to stay within those air quality conformity requirements.

Chair Washington thanked Jim Laubenthal and Joe Walsh for their presentation.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Mike Burton
JPACT Members