

MEETING REPORT

DATE OF MEETING: September 14, 1995

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

PERSONS ATTENDING: Members: Chair Rod Monroe, Don Morissette and Susan McLain, Metro Council; Linda Peters (alt.), Washington County; Les White (alt.), C-TRAN; Dean Lookingbill (alt.), Southwest Washington RTC; Craig Lomnicki, Cities of Clackamas County; Claudiette LaVert, Cities of Multnomah County; Rob Drake, Cities of Washington County; Dan Saltzman (alt.), Multnomah County; Mary Legry (alt.), WSDOT; Greg Green (alt.), DEQ; and Bob Post (alt.), Tri-Met; and Ed Lindquist, Clackamas County; and Dave Lohman (alt.), Port of Portland

Guests: Ken Sandblast, Citizen; Doug Bollam, Citizen; Kate Deane, Steve Dotterer and Meeky Blizzard, City of Portland; Rod Sandoz, Clackamas County; Maureen Murphy, Citizen; Kathy Busse, Multnomah County; Bill Brandon, City of Happy Valley; Bob Bothman, MCCI; Pat Collmeyer, Office of Neil Goldschmidt; G.B. Arrington, Tri-Met; and Rick Kuehn, CH2M Hill

Staff: Mike Burton, Executive Officer; Andrew Cotugno, Carol Kelsey, Terry Whisler and Lois Kaplan, Secretary

SUMMARY:

The meeting was called to order and a quorum declared by Chair Rod Monroe.

MEETING REPORT

Mayor Drake moved, seconded by Commissioner Lindquist, to approve the August 17, 1995 JPACT meeting report as written. The motion PASSED unanimously.

RESOLUTION NO. 95-2196 - ADOPTING THE PORTLAND AREA AIR QUALITY CONFORMITY DETERMINATION FOR THE FY 96 TRANSPORTATION IMPROVEMENT PROGRAM AND 1995 INTERIM FEDERAL REGIONAL TRANSPORTATION PLAN

Andy Cotugno explained that this resolution concludes the air quality conformity determination with respect to recent actions approving adoption of the interim RTP update and TIP update with the \$27 million allocation. Both documents conform to federal air quality requirements which involved estimating vehicle

emissions with and without those plans. Andy assured the Committee that the Portland metro area will be in compliance with air quality standards.

Greg Green thanked Metro staff for responding to DEQ comments.

Action Taken: Commissioner Lindquist moved, seconded by Councilor McLain, to recommend approval of Resolution No. 95-2196, adopting the Portland area air quality conformity determination for the FY 96 Transportation Improvement Program and 1995 interim federal Regional Transportation Plan. The motion PASSED unanimously.

RESOLUTION NO. 95-2195 - ENDORSING THE OREGON DEPARTMENT OF TRANSPORTATION U.S. 30 INTERIM CORRIDOR STRATEGY

Andy Cotugno explained that this resolution would endorse ODOT's effort to develop a strategy document for the Highway 30 to Astoria corridor. Fred Eberle, ODOT's Project Manager, informed the Committee that this represents a strategy for high level policy goals and objectives for the Highway 30 to Astoria corridor but is only one of 30 corridors being studied by ODOT, five of which are in Region I. It includes the U.S. 26 to Mt. Hood, U.S. 26 west to the coast, 99 west to the coast and Highway 35 corridors.

ODOT's efforts are focusing on what the U.S. 30/Astoria corridor should look like over a 20-year period for all modes in keeping with the Phase II RTP update. It is hoped this will develop an interim strategy that will provide information and guidance for system planning for all the cities and counties throughout the corridor in conjunction with the RTP update. It is hoped the TIP will also follow this strategy.

Action Taken: Commissioner Lindquist moved, seconded by Councilor McLain, to recommend approval of Resolution No. 95-2195, endorsing ODOT's U.S. 30 Interim Corridor Strategy. The motion PASSED unanimously.

RESOLUTION NO. 95-2213 - AMENDING THE FY 1995-96 UNIFIED WORK PROGRAM TO INCLUDE A TRI-MET-SPONSORED TRANSIT FINANCE TASK FORCE

This resolution would amend the FY 95-96 Unified Work Program (UWP) to authorize Tri-Met use of funds allocated in the \$27 million Region 2040 implementation fund for a blue ribbon Transit Finance Task Force. An amendment to the UWP is required for authorization of the funds.

Action Taken: Commissioner Lindquist moved, seconded by Councilor McLain, to recommend approval of Resolution No. 95-2213, amending the FY 1995-96 Unified Work Program to include a

Tri-Met-sponsored Transit Finance Task Force. The motion PASSED unanimously.

OREGON'S INTERMODAL MANAGEMENT SYSTEM

Dave Lohman cautioned Committee members about making transportation decisions without considering the consequences on freight movement. He felt more detailed understanding was needed relating to freight needs and its impact on the economy. ISTEA required six management systems, one of which is the Intermodal Management System (IMS). Metro, ODOT and the Port have been working together to develop elements of an IMS that will provide a description of intermodal connections and standards for operation that relate to all intermodal connections.

Rick Kuehn, CH2M Hill, briefed the Committee on the findings of interviews held with stakeholders and shippers. Interviews were conducted with the bus lines, Amtrak, Greyhound, bus station operators, and air line facilities. CH2M Hill, working in consultation with BRW, VZM, Intergraph, Jean Lawton, Gene Leverton & Associates, and ADA, reported that the interview results represent a catalog of problems, one of which was identified at the Port's Terminal 6. Rick cited the need for trucks to be able to get in and out of Terminal 6 more efficiently and is a problem they hope will be addressed by the Committee.

Rick reported that a database is being established on IMS facilities. He indicated that 80 stakeholder interviews were held, 50 percent of which were in Portland. He noted that performance measures will be developed as they address passenger and freight issues of the IMS. In the rest of the state, only the IMS is being addressed. The consultants are also looking at the freight element of the RTP in the Portland area, the main connections that affect freight generator corridors.

There is a statewide advisory committee that will oversee intermodal issues.

Relating to freight, interviews were conducted with operators of rail yard and container facilities, bulk facilities, auto loading facilities, freight handling companies, truck lines/barge lines/air cargo, and large freight generators.

The Port of Portland has also conducted a shippers' survey and has talked to 34 other stakeholders which included manufacturers, freight forwarders, drayage haulers, distributors, warehousers, carriers and integrated carriers. From all those interviews, it was found that the factors that really affect mobility performance relate to time savings, reliability, safety, cost and connectivity.

Findings have identified needs relating to operating deficiencies, policy and operational problems, and capital investment being provided entities for infrastructure. Rick spoke of congestion being a major problem in the Portland area, noting that 25 of the projects on the IMS in the Portland area relate to RTP elements that don't exist in other cities.

Relating to passenger needs, Rick spoke of seamless transfers; the need for closer location of rail/bus terminals; the need for some integration of ticketing/baggage services; connectivity between air, rail and bus services; and facilities that promote intermodal mass transit at PDX.

Some of the findings on freight revealed that barge usage is low-cost and reliable; ocean freight is low-cost and reliable; and there's a problem with reliability of railroad facilities. Road congestion constitutes a major problem and affects production which is measured in turns/day. It also affects the cost of shipping. Rick pointed out that the facilities in the Portland area affect operations all around the state.

Communication between the Port, the railroad and Terminal 6 is a problem in terms of hours of operation, time of use of facility, and operation and methods being used within the facility.

The question was raised whether any regulatory or financial fees were addressed during this study. The response indicated it was not an issue discussed but will be addressed in another phase of the analysis. Mary Legry commented on truckers leaving I-84 on SR-14 to the Oregon side to avoid the fees.

Susie Lahsene noted that performance measures will be discussed at the October 12 JPACT meeting.

ENDORISING RUGGO AMENDMENTS FOR ADOPTION OF REGION 2040 GROWTH CONCEPT

Andy Cotugno, Metro's Transportation Director, highlighted the components of the proposed amendments to RUGGO and the Region 2040 Concept Map. Included in the packet were the Executive Officer's recommendation to the Metro Council, the proposed transportation-oriented revisions to the Growth Concept Map, the proposed growth management-oriented revisions to the Growth Concept Map, additional RUGGO and 2040 map amendments recommended by TPAC, proposed 2040 map amendments recommended by MTAC, engrossed RUGGO amendments, and a revised 2040 Growth Concept Map.

Action by JPACT would constitute a recommendation for approval of RUGGOs and the Growth Concept Map. Andy noted implications relating to HB 2709 and its relationship to the Urban Growth Boundary.

The engrossed copy of the RUGGOs has been the main focus of MPAC. Andy Cotugno reviewed some of the transportation elements of that document. He cited the importance of the transportation/land use connection, noting that transportation needs to follow the land use plan and the demands it creates but that it is also important for the transportation system to function successfully if we hope to have successful implementation of the land use plan. Andy also noted that transportation leads land use as well. He cited the need to implement transportation investments that produce the land use efforts you hope to accomplish. He asked Committee members to recognize that transportation investments will lead land use and stressed the importance of good communication between MPAC and JPACT.

John Fregonese, Metro's Growth Management Director, reported that MPAC had concluded its work on the RUGGOs and Growth Concept Map at its September 13 meeting. He noted that they have addressed 129 changes on the map and 80 specific revisions to RUGGO. John noted that MPAC has worked thoroughly and laboriously through the RUGGOs and that it has been a consensus-building process. They adopted both the Growth Concept Map and RUGGOs unanimously and wish to forward them to Metro Council. MPAC is now working on a list of measures toward implementing Region 2040, and they are pushing for early 2040 implementation. To increase that sense of urgency, MPAC wanted to have a list of measures forwarded for Metro Council's consideration for their next meeting. These measures will deal with increasing densities and decreasing the size of the Urban Growth Boundary.

John asked that TPAC/JPACT work with MPAC by developing a list of transportation measures that need to be implemented and ways in which they could be implemented more rapidly. Metro's Land Use Committee will hold its final hearing on October 19 which will be followed by Metro Council consideration on November 16.

Commissioner Peters commented that there may be a number of things on the list that we already have in place that we may want to bring forward right away, citing the issue of buildable land. She noted that MPAC wants JPACT involved in coming up with measures that they can agree to on the transportation side.

Chair Monroe felt this is timely in terms of the arterial and bridge funding measure. This decision will be formulated early enough for a May vote so that all projects are in conformity with 2040.

Mike Burton addressed the "next steps" in the implementation process for Region 2040. He commented on the unprecedented population growth we are experiencing in this region, noting that little growth was experienced in the 1980's with an Urban Growth Boundary of approximately 234,000 acres. He cited the need to

redevelop and redefine to ensure a 20-year supply of buildable land and noted a strong sense of commitment toward that end from the local jurisdictions.

Mike spoke of factors affecting that population growth and his recommendation for a maximum UGB expansion of 4,000-9,000 acres over a 20-year period. He asked Committee members to read his September 7, 1995 memo relating to the transportation/land use linkage and to give consideration to freight issues that impact our economy.

It was noted that Governor Kitzhaber has asked the Oregon Transportation Commission to consider itself a growth management agency and to ensure that the projects in their six-year plan are not only consistent with comprehensive plans but are in line with growth management objectives. In that regard, they have been asked to work for an integrated growth strategy with the Department of Land Conservation and Development (DLCD). Metro must adhere to 2040 as a government agency and include use of dollars for transportation needs.

Mike also spoke on the Arterial Program and its compatibility to Region 2040. If we are to raise dollars for road needs, he cited the need to address its impacts on 2040. He stressed emphasis on the implementation procedures, to keep in mind our goals and values in terms of change, and to make decisions measured in terms of those issues.

Mayor Drake felt that more emphasis should be placed on 2040 improvements. He noted that, at the September 11 Washington County Coordinating Committee meeting, a discussion took place on what is needed to open up downtown Beaverton. Discussion there centered on the need to support jump-start projects that meet the 2040 Growth Concept criteria.

Mayor Drake noted grid and infrastructure problems in Clackamas and Washington Counties. If 2040 is to work and the concept is to be embraced, he felt that the Regional Arterial funding proposal should be a vehicle to accommodate TOD-type projects and those road infrastructure projects that enhance the 2040 Growth Concept. Mayor Drake felt it would increase the likelihood of successful passage of the ballot measure. He indicated he was not giving up on roads but cited the need to do something different if we are going to access high density areas. He pointed out that people are buying higher density housing, are moving into something smaller, and the market is there. Mayor Drake felt we need to provide an incentive to get this development going.

Mayor Drake cited the public's support of regional greenspaces and rail and hoped they would be supportive of projects in

support of the 2040 concept as well. He suggested targeting the \$300 million for roads but going beyond that for 2040 jump-start projects.

Mike Burton felt that JPACT is headed in the right direction on the Arterial Program. He cited the need for a balance that would encompass upgrading the existing road infrastructure as well as jump-start projects in support of the 2040 Growth Concept. He felt the program could meet both objectives. He noted that freight access and moving people by auto are still important considerations. Mike wanted to remind everyone of the benefits of working together in a united effort. He asked that they keep the 2040 Concept in mind in formulating their jurisdictional lists and hoped the process would be endorsed.

A discussion followed on the "A" and "B" lists and it was felt the "B" list would be representative of 2040 jump-start projects. Further discussion revealed that each jurisdiction will be compiling an A/B list but ultimately a decision and recommendation will be reached at the JPACT meeting.

Mayor Drake commented that this proposal had been reviewed and embraced by the Beaverton Chamber of Commerce as a message to be relayed to other jurisdictions. He felt that, as a rule, Chambers of Commerce, are progressive, and Beaverton's was supportive of the 2040 Growth Concept and the idea of reinforcing development in downtown Beaverton. Councilor McLain, who also attended the Washington County Coordinating Committee meeting, pointed out that the Metro Council is receptive to the kinds of concepts embracing 2040. She felt it carries through the education process of land use/transportation and gives priority to the types of projects we want for the 2040 Growth Concept. A discussion followed on what should be regarded the top priorities that concern roads and the 2040 concepts.

Councilor Morissette noted that each jurisdiction is creating a list based on needs and how they want those funds spent. He asked whether this would preclude another jurisdiction from going in another direction. Mayor Drake responded that each jurisdiction would have to determine its needs as he acknowledged that there are some areas that are very road poor or need to be enhanced. He cited the need to put in some infrastructure in Beaverton if they hope to open the corridor and make it workable. He felt it's easy to push the road concept but he wanted some structure to do both in the county. Mayor Drake felt the voters want the land left open, as evidenced by their support of the greenspace measure, and want denser development. He suggested an "A" list for roads and a "B" list for 2040 with prioritization within. He cited the importance of making the right case in order to gain public support. This concept would help us preserve what we have. It would preserve existing neighborhoods but allow redevelopment along corridors.

Commissioner Peters asked how to proceed to consider a change in criteria so that the "B" list is predominantly redevelopment jump-starts.

Mike Burton reported that lists are being developed and debated in the jurisdictions. In order to give emphasis to 2040, the jurisdictions must enlist public comment. Andy Cotugno noted that we have until the end of November for an outreach process in order to gain feedback in terms of advocacy for the ballot measure. If jurisdictions aren't thinking about 2040, we need to identify those jurisdictions.

Councilor LaVert reported that the East Multnomah County cities have already put together their A/B lists based on the 2040 Growth Concept.

Councilor Morissette expressed Clackamas County's intent to fix the Highway 217/I-5 interchange, noting that they are looking for resources for that \$38 million interchange and willing to work with others toward that end.

Dave Lohman referenced page 37 of the RUGGO draft, line 1197, 19.1. System Priorities, in that he felt "industrial areas" should be added among system priorities in addition to city centers and regional centers. The Committee concurred.

Mayor Lomnicki raised a question regarding the role of cities and the governance issue within the Metro boundary. He cited the need for clear recognition of counties outside the urban area. It dealt with the provision of services and withdrawal from urban services within special districts. A discussion followed on how the county should provide the infrastructure for urbanization in establishing Urban Reserves and how those services should be paid for. The county needs to protect the rural reserves and to work with others to provide for ultimate urbanization for those who come into the urban areas. Mayor Lomnicki asked whether there is a philosophy within RUGGOs and within the UGB that all areas should eventually be incorporated.

John Fregonese responded that the role of the Boundary Commission is not discussed. He felt that the Boundary Commission should be the vehicle for that. The role of governance hasn't been thoroughly discussed. In the Metro Charter, the Metro Council was directed to examine the Boundary Commission question. Commissioner Peters indicated that the Boundary Commission Work Group, a subcommittee of MPAC, is working on questions relating to the role and function of the Boundary Commission. The next two meetings, scheduled for 4:00 p.m. at Metro on October 2 and October 9, will involve hearings. Commissioner Peters encouraged jurisdictional attendance and involvement from the tri-county area and asked that their concerns and issues be addressed at

those hearings. Issues relating to a structure of authority, funding, role and functionality in providing an adequate level of urban services will be addressed. The result of those hearings will be utilized in updating RUGGOs and related legislation.

Doug Bollam, a citizen of Clackamas County, reported that Clackamas County comprises 50 percent of the Urban Reserves. He expressed concern about the Damascus area falling through the cracks and wanted it dovetailed into the process.

Action Taken: Commissioner Lindquist moved, seconded by Councilor McLain, to recommend approval of the RUGGO amendments and the Growth Concept Map as laid out and to add "industrial areas" to the list of system priorities identified on Line 1197, Page 37 of RUGGOs, under Section 19.1.

In discussion on the motion, Mayor Lomnicki spoke of proposed changes to Growth Management amendments 1, 2 and 4 of Attachment C; TPAC amendment 128 of Attachment D; and MTAC amendments 118-119. After further discussion, he requested deferring those amendments and would submit them in writing for consideration at the October 12 JPACT meeting.

Councilor Morissette felt the process is still underway with the Land Use Committee and felt he couldn't support the RUGGOs and Growth Concept Map as submitted.

The motion PASSED. Councilor Morissette dissented. Mayor Lomnicki's proposed amendments relating to Clackamas County were tabled until the October 12 JPACT meeting.

ANNOUNCEMENT

Meeky Blizzard of Commissioner Blumenauer's office reminded everyone about the upcoming Rail-Volution conference beginning Saturday, September 16, through Monday, September 25, and encouraged their participation. She felt it would prove to be an exciting event and noted that registration could be arranged for partial attendance.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Mike Burton
JPACT Members