

MEETING REPORT

DATE OF MEETING: May 18, 1995

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

PERSONS ATTENDING: Members: Chair Rod Monroe, Don Morissette and Susan McLain, Metro Council; Roy Rogers, Washington County; Dean Lookingbill (alt.), Southwest Washington RTC; Craig Lomnicki, Cities of Clackamas County; Ed Lindquist, Clackamas County; David Ripma (alt.), Cities of Multnomah County; Rob Drake, Cities of Washington County; Tanya Collier, Multnomah County; Mary Legry (alt.), WSDOT; John Kowalczyk (alt.), DEQ; Bruce Warner, ODOT; Earl Blumenauer, City of Portland; Tom Walsh, Tri-Met; and Dave Lohman, Port of Portland

*Handout
@ 6/8
mtg*

Guests: Henry Hewitt, OTC; Howard Harris, DEQ; Dennis Mitchell, ODOT; Bernie Bottomly, G.B. Arrington and Laurie Garrett, Tri-Met; Matthew Garrett, Office of Senator Hatfield; John Greiner, Ben Altman and Ralph Brown, City of Cornelius; Tom Evans, Cornelius Chamber of Commerce; Tom Coffee, City of Lake Oswego; Linda Bauer, Pleasant Valley Neighborhood Association; Maggie Collins, City of Milwaukie; Mark Brown and Kathy Lehtola, Washington County; Timothy Baker, Southeast Uplift; John Rist and Rod Sandoz, Clackamas County; Elsa Coleman, Steve Dotterer, Kate Deane and Meeky Blizzard, City of Portland; Ron Bergman, Clark County Public Works; Richard Ross, Cities of Multnomah County; Kathy Busse, Multnomah County; Gussie McRobert, City of Gresham Mayor; Susie Lahsene and Jane McFarland, Port of Portland; and Bob Hennessey, C-TRAN

Staff: Andrew Cotugno, Richard Brandman, Mike Hoglund, Merrie Waylett, Tom Kloster, Gina Whitehill-Baziuk, Rich Ledbetter, Allison Dobbins, Scott Bricker and Lois Kaplan, Secretary

Media: Gordon Oliver, The Oregonian

SUMMARY:

The meeting was called to order and a quorum declared by Chair Rod Monroe. He introduced and welcomed John Kowalczyk, representing DEQ, and Troutdale Councilor David Ripma, alternate for the Cities of Multnomah County.

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Commissioner Lindquist moved, seconded by Councilor Morissette, to approve the April 12, 1995 JPACT meeting report as written. The motion PASSED unanimously.

RESOLUTION NO. 95-2133 - RECOMMENDING CONGESTION MITIGATION/AIR QUALITY (CMAQ) FUNDING FOR THE CEDAR HILLS/HALL BOULEVARD "ALTERNATIVES TO HIGHWAY 217 BIKE LANE SYSTEM"

Andy Cotugno reviewed the Staff Report/Resolution that would amend the Transportation Improvement Program (TIP) to allocate CMAQ funds to the following projects identified on Exhibit A: 1) completion of bike lanes and sidewalks on both sides of Cedar Hills Boulevard between Bowmont Street and Butner Road and construction of a missing sidewalk link on the west side of Cedar Hills Boulevard between Walker Road and Berkshire Street; and 2) bike lane striping and signal modifications on SW Hall Boulevard from Fanno Creek to the SPRR right-of-way and the widening of SW Hall Boulevard from the Fanno Creek Bridge to SW Ridgecrest Drive to provide for six-foot bike lanes.

Andy elaborated on the public review process undertaken by Washington County, its cities, and neighborhood associations; the questions raised during testimony; and the fact that this action consummates that process.

Action Taken: Bruce Warner moved, seconded by Tom Walsh, to recommend approval of Resolution No. 95-2133, amending the TIP to recommend CMAQ funding for the Cedar Hills/Hall Boulevard "Alternatives to Highway 217 Bike Lane System." The motion PASSED unanimously.

RESOLUTION NO. 95-2138 - ADOPTING THE 1995 INTERIM FEDERAL REGIONAL TRANSPORTATION PLAN (RTP)

Andy Cotugno explained that federal certification of our Regional Transportation Plan expires May 26 and, in order to spend federal funds in this region, a new RTP needs to be in place. He noted that there are some exempt funds (examples given such as bike, safety and transit projects) but that highway-related projects that have air quality impacts cannot be approved by FHWA unless they're included in a certified transportation plan. The old RTP cannot be readopted because the new RTP must be financially constrained. Andy spoke of the work involved in defining what resources will be available and how those funds might be spent.

Another concern raised was the fact that the old RTP does not begin to implement policy directions set by ISTEA, the Transportation Planning Rule and Region 2040. Andy noted that efforts were made to incorporate into the Interim Federal RTP those

policy directions relating to Region 2040 adopted by JPACT/Metro Council last December.

An interim transportation plan is being recommended for adoption. It is envisioned that an extended 12-18 month timeframe will be needed to incorporate all policy direction and that this document should be viewed as a first draft for longer term review. Andy noted that the RTP has had full-scale distribution since April 7.

Included in the agenda packet were TPAC recommendations relating to comments received on the Interim Federal RTP. At the conclusion of TPAC's review, the Committee chose to submit some issues for JPACT discussion and adoption, with others to be approved on a "Consent Agenda."

Andy Cotugno suggested it would also be helpful for JPACT to have a discussion on the subject of financial constraint.

Councilor Ripma noted that a memo from the Cities of East Multnomah County had not as yet been addressed and asked that a new resolve be added to the resolution that would allow TPAC to consider comments regarding RTP text or policy language from the Cities of East Multnomah County that do not affect the RTP air quality conformity process. Any resulting RTP amendments must be forwarded by TPAC for JPACT/Metro Council consideration no later than July 1995.

Andy had no specific concern about the proposed amendment. He noted that the list of projects that represent the financially constrained analysis must go through an air quality conformity analysis to determine that the vehicle emissions meet air quality standards. Until that is determined, the modeling can't be done. It's recommended that those amendments not be considered until the air quality conformity analysis is complete. Most of the East County comments are policy-related matters that will not impact the air quality analysis.

Richard Ross noted that the projects on the constrained list represent projects of regional significance.

Action Taken: Tom Walsh moved, seconded by Mayor Drake, to recommend approval of the "Consent" list minus Comment 110 (requested for removal by John Kowalczyk). The motion PASSED unanimously.

Action Taken on Comment No. 110: John Kowalczyk moved, seconded by Mayor Drake, that the following disclaimer be noted as text to the project matrices in Chapters 5 and 7 of the RTP and at the end of the fourth paragraph on Page 1 of Chapter 5: "This process represented a first step toward establishment of a financially constrained system. As additional information is

developed on overall system performance and there is a better understanding of the needs to implement the land use goal of Region 2040, the modal mix and list of projects in the financially constrained transportation program may change significantly." The motion PASSED unanimously.

Comment No. 1 under Discussion Items related to the use of the term of accessibility in lieu of mobility in the RTP and what the focus should be. Discussion followed on the need for accessibility and mobility language included in systemwide goals and objectives.

Action Taken on Comment No. 1: Bruce Warner moved, seconded by Tom Walsh, that language in the RTP provide for adequate levels of mobility and accessibility not only for the transportation disadvantaged but that accessibility and mobility also be reflected under systemwide goals and objectives. The motion PASSED unanimously.

Comment No. 2 dealt with replacement of language relating to the cost/benefit analysis text. Andy Cotugno felt that the concern needs to be highlighted but not adopted. Economists believe that all objectives can be translated into a cost/benefit ratio. Others believe that there are various goals that are never quantified so there is an academic debate as to whether the cost/benefit analysis is the only measure.

Action Taken on Comment No. 2: Councilor McLain moved, seconded by Bruce Warner, to accept TPAC's recommendation that there be no change to the current text. The motion PASSED unanimously.

Action Taken on Comment No. 3: Councilor McLain moved, seconded by Mary Legry, that Goal 1 of Chapter 1 of the RTP reflect the following language: "promote walking as the preferred mode for short trips." The motion PASSED unanimously.

Comment No. 4 stemmed from the feeling that the policy link between the federal RTP and the Region 2040 Growth Concept is too weak. Andy Cotugno noted that the final Growth Concept map will not be complete until July.

Action Taken on Comment No. 4: Commissioner Blumenauer moved, seconded by Mayor Drake, that the following language be added to the RTP in Chapters 2 and 4: "The region will give top priority to strategic transportation investments which leverage and reinforce the urban form outlined in this plan." The motion PASSED unanimously.

Comment No. 5 related to the roles of the different elements of the RTP including plan goals, objectives and maps. Andy Cotugno cited the need to decouple the Interim Federal RTP from the old

RTP in order to comply with state land use plans. He noted that the old plan remains in effect. The companion ordinance will remove all federal transportation references until we have a completed transportation plan that meets Rule 12, ISTEA and TPR requirements.

Action Taken on Comment No. 5: Tom Walsh moved, seconded by Mayor Drake, to accept the staff recommendation for language to be incorporated in the Introduction of the RTP relating to the "Role of Federal RTP Goals, Objectives and Maps" as defined on the Exhibit B Addendum. The motion PASSED unanimously.

Action Taken: Commissioner Blumenauer moved, seconded by Commissioner Lindquist, to recommend approval of Resolution No. 95-2138, adopting the 1995 Interim Federal Regional Transportation Plan (RTP), incorporating all amendments approved at this meeting, and to accept the City of Gresham's recommendation on behalf of the East County cities for inclusion of the following new resolve: "TPAC will consider key East County Cities comments regarding text or policy language for inclusion in the Interim Federal RTP and will forward necessary amendments for JPACT/Metro Council consideration by no later than July 1995." The motion PASSED unanimously.

Mayor Lomnicki commented that, at a prior JPACT meeting, it was agreed that Figure 4-4 in the RTP, relating to the primary transit network, be revised to reflect the McLoughlin alignment from Milwaukie to Oregon City as a "red" line.

Action Taken: Mayor Lomnicki moved, seconded by Commissioner Blumenauer, to amend Figure 4-4 in the RTP to include a red line from the Milwaukie CBD to the Oregon CBD as a potential route in Phase 2 of the South/North extension study. The motion PASSED unanimously.

Andy Cotugno then provided an overview of the RTP revenue sources available through federal, state Highway Trust Fund (such as LRT lottery funds) and local revenues. In terms of how those funds are spent, it is divided into categories relating to transit; operating, maintenance and preservation (state and non-state); and system expansion (state and non-state). A discussion followed on what the situation would be if there was no increase in the gas tax.

Andy Cotugno explained that the "constrained" matrix represents the constrained network. This resolution would adopt the RTP with a fiscally constrained system as noted in Chapter 7. Andy emphasized the need to create a truly constrained plan based on what can be accomplished within existing funding levels. He acknowledged that everyone in the state knows that the Modernization projects will have to be dropped. Henry Hewitt, OTC

Chair, noted that the graphics need to depict what will happen if we don't receive an increase in funds.

Councilor McLain commented on the need to give a reasonable presentation of potential projects but cautioned removing our needs from federal contention.

Commissioner Blumenauer commented that the RTP illustrates a 20-year projection and emphasized the need to be effective regional partners, questioning how we comply with federal requirements and maintain our sense of vision. He cited the need to collectively refine our tools in communicating with our constituents. Andy Cotugno noted that the vision is reflected in policy direction and the land use context in Chapter 5 of the RTP. He suggested that a supplement accompany the RTP if assumptions aren't met. Henry Hewitt stressed the need for a different mechanism to fund those objectives.

Bruce Warner pointed out that the project list is based on reasonably expected revenues and a quick analysis. He spoke of the inability to do any Modernization projects by the year 2001 without additional revenues.

In view of the recent success at the polls in Washington County on MSTIP 3, concerns were raised on the issue of regional equity and the question of whether Washington County should be penalized with respect to their successful efforts. It was felt that more time should be spent addressing allocation issues. In this connection, Commissioner Blumenauer distributed a memo from the City of Portland relating to allocation of MTIP regional funds. It pointed out that the City of Portland represents 38 percent of the region's arterial collector roads, carries 44 percent of the region's vehicle miles traveled (VMT) on those arterials, and contains 42 percent of the region's households and 55 percent of its jobs. The City feels it should receive more than the 10 percent allocated by the fund. Commissioner Blumenauer questioned whether Washington County should be rewarded or penalized for doing a good job in Washington County. He felt there are serious issues of equity, leveraging of funds, and gaining public support in the future. He suggested that it be revisited as a group before a regional measure is passed or it will be contentious.

In calling for the question on Resolution No. 95-2138, the motion and all amendments considered thereto PASSED unanimously.

Action Taken: Commissioner Lindquist moved, seconded by Councilor McLain, to recommend approval of Ordinance No. 95-607, adopting revisions to the Regional Transportation Plan. The motion PASSED unanimously.

RESOLUTION NO. 95-2139 - AMENDING THE FY 1995 METRO TRANSPORTATION IMPROVEMENT PROGRAM TO ALLOCATE \$1.026 MILLION TO VARIOUS PLANNING ACTIVITIES AND TO SET PRIORITIES FOR THE REGION 2040 RESERVE

Chair Monroe preferred, and encouraged, public testimony at the May 25 Metro Council public hearing but indicated he would open the meeting up for comments limited to three minutes following discussion on the resolution.

Andy Cotugno explained that this action would approve allocation of \$1.029 million of the Region 2040 Reserve for Metro's planning activities identified in the FY 96 Unified Work Program and identified on Exhibit A of the resolution. Activities for use of these funds would begin on July 1.

In addition, this action would grant approval for further consideration a list of projects totaling approximately \$50.3 million (identified as the "short list") for allocation from the remaining 2040 Regional Reserve. Andy Cotugno noted that Exhibit A to the resolution represents the funds that would support Metro's FY 96 planning program and Exhibit B represents the short list of projects, totaling \$50.3 million, for further consideration. A subsequent action must be taken by JPACT for narrowing of the short list.

Andy reported that, at the May 4 public hearing, extensive testimony was received on seven projects not reflected in Resolution No. 95-2139, which he identified in his May 9 memo to Chair Monroe and distributed at the meeting. In addition, he spoke of the Region 2040 Reserve memo requesting that the Highway 43 projects be dropped from consideration; that a new resolve be added to the resolution requesting that the \$3.2 million MACS Reserve be committed to implement the Highway 43 MACS Corridor Study; and that the Beaverton Creek TOD project be considered further as an element of the Metro TOD Program or as a stand-alone project.

Also received was a letter from Mayor Drake, noting that the Mill Avenue/Henry Street Connection project submitted by Beaverton had not ranked high as a road project but could have been considered as a TOD project, asking for reconsideration.

Also noted was receipt of a letter from the Department of Energy for a telecommuting project which did not rank well and is not reflected on the short list. Andy reported that we have funded a telecommuting pilot project in the past and this would be a supplemental study.

Action Taken: Commissioner Lindquist moved, seconded by Mayor Drake, to recommend approval of Resolution No. 95-2139, amending

the FY 1995 Metro TIP to allocate \$1.026 million to various planning activities and to set priorities for the Region 2040 Reserve.

In discussion on the motion, Mayor McRobert of the City of Gresham urged JPACT members to prioritize projects in keeping with Tri-Met language that states that the region will give top priority to strategic transportation investments which leverage and reinforce the Region 2040 Growth Concept. She noted that MPAC will soon be considering a resolution in support of that concept, citing the need to bring transportation dollars to that development if the Region Centers are to be successful.

Chair Monroe opened the meeting to receive public testimony limited to three minutes.

John Greiner, City Manager of Cornelius, testified that Cornelius is severely impacted by T.V. Highway. It divides the community and creates south/north accessibility problems. The City of Cornelius is requesting \$60,000 to fund preparation of a coordinated highway design plan and improvement program, which they feel is a project of regional significance.

Timothy Baker, representing Southeast Uplift, explained that his organization is comprised of members of 22 neighborhood associations who are in support of the Foster Road Realignment project (SE 162nd Avenue to Jenne Road). He cited its importance in accommodating a lot of traffic as it filters to the Central City. He felt there should have been some points given for "accident ratings" in the project ranking process. Mr. Baker also felt that the amount of population that would be served should have a bearing on the ranking of the Foster Road Realignment project. He also spoke in support of the Hawthorne Bridge bike lanes and pedestrian improvements for Woodstock Boulevard.

Written testimony was received from David Tiley, 8820 SE 162nd Avenue, also requesting reconsideration of the Foster Road Realignment project. It noted that the project is a consequential project affecting two counties, the city, thousands of daily commuters and shoppers, school districts and multi-modal traffic, including substantial equestrian cross-over traffic. As an arterial corridor, Foster Road would serve as the metro area's main corridor to the Inner-Valley Region depicted in the Region 2040 Growth Concept.

Public testimony was then closed.

Councilor McLain complimented City Manager Greiner on the City of Cornelius partaking in this planning process and the great job he has done in promoting walking as the preferred trip. She cited

the need for strong neighborhoods and communities and noted that options for small communities are limited.

1st Motion to Amend: Councilor Morissette moved, seconded by Mayor Drake, to delete Highway 43 from consideration on the short list and add \$3.2 million of MACS Corridor funds committed to Highway 43.

In discussion on the proposed amendment, Bruce Warner indicated there is consensus among the counties and the two major cities involved.

The first motion to amend PASSED unanimously.

2nd Motion to Amend: Mayor Drake moved, seconded by Commissioner Blumenauer, to add the Mill Avenue/Henry Street Connection project to the Region 2040 Reserve allocation short list. The second motion to amend PASSED unanimously.

3rd Motion to Amend: Mayor Drake moved, seconded by Commissioner Lindquist, to add the Beaverton Creek TOD project for further consideration of Region 2040 Reserve funds. The third motion to amend PASSED unanimously.

With regard to the Department of Energy's request for a telecommuting project, no action was taken. JPACT members decided to weigh the merits of the first pilot project before any additional funds are recommended. John Kowalczyk felt that the employee-to-commute option may need to be more aggressive as the Parking Ratio Program is not gaining support. He was hopeful the Committee was not cutting off support of telecommunications in the region.

With regard to consideration for the City of Cornelius, Andy Cotugno reported that there is an unknown on the TGM grants. The Legislature is still giving consideration for such projects and he felt the Cornelius/Tualatin Valley Highway Corridor Enhancement Plan would be a good project for TGM consideration. He suggested that it be placed on the short list in the meantime.

4th Motion to Amend: Councilor McLain moved, seconded by Mayor Drake, to add the City of Cornelius's \$60,000 T.V. Highway Corridor Enhancement Plan on the short list subject to its availability of TGM funds.

In discussion on this motion, it was noted that there is a new wave of leadership in Cornelius that is more progressive.

The fourth motion to amend PASSED unanimously.

5th Motion to Amend: Commissioner Blumenauer moved, seconded by

Commissioner Collier, to include a scaled-down Foster Road Realignment project (SE 162nd Avenue to Jenne Road) to the short list with a cost not to exceed \$600,000.

Discussion on this motion centered on the fact that this represents a safety project.

The fifth motion to amend PASSED unanimously.

With regard to the Port of Portland's proposal for Marine Drive to Terminal 6, Dave Lohman felt that it represented an important project but that other projects were of higher priority. No action was taken by JPACT.

No action was taken by JPACT regarding the Hillsdale Pedestrian Improvement project nor on the Gresham Pedestrian to MAX project.

Mayor McRobert emphasized the need to look at the technical rankings again in terms of 2040 criteria to ensure that the project is sound, that land use/transportation connections are made, and that phasing of projects is considered. In response to Gussie McRobert's comments, Andy Cotugno noted that the projects were considered in the ranking process as to their benefits to the Region 2040 plan. JPACT concurred with Mayor McRobert's recommendation that consideration be given to the efforts taken by each jurisdiction to help implement the Region 2040 Growth Concept.

Mayor Lomnicki requested that JPACT members be provided a revised short list. He spoke of some technical ranking concerns to be addressed and, with new information available, would find such a list helpful for reference.

Also discussed was the fact that TPAC had recommended that phasing of projects be considered and that projects not be considered on an all-or-nothing basis.

Commissioner Blumenauer cited the need for valiative aids for use with constituents in terms of 2040 compliance. Andy Cotugno asked whether additional information should be provided on what the jurisdiction is doing to support 2040 beyond the project.

Andy Cotugno indicated it would take two weeks to update the information and to finalize the list. The revised short list will be submitted for consideration at the June 30 TPAC and July 13 JPACT meetings. There will also be opportunity for discussion at the newly formed Metro Council Transportation Planning Committee meeting.

Tom Walsh commented on the importance of the process and the signals we send.

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In calling for the question, the main motion and its subsequent amendments PASSED unanimously for approval of Resolution No. 95-2139, amending the FY 1995 Metro Transportation Improvement Program to allocate \$1.026 million to various planning activities and to set priorities for the Region 2040 Reserve.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Mike Burton
JPACT Members

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