

## MEETING REPORT

DATE OF MEETING: April 12, 1995

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

PERSONS ATTENDING: Members: Acting Chair Susan McLain and Don Morissette, Metro Council; Bob Post (alt.), Tri-Met; Earl Blumenauer, City of Portland; Dean Lookingbill (alt.), Southwest Washington RTC; Mary Legry (alt.), WSDOT; Tanya Collier, Multnomah County; Rob Drake, Cities of Washington County; Gregory Green (alt.), DEQ; Ed Lindquist, Clackamas County; Roy Rogers, Washington County; Craig Lomnicki, Cities of Clackamas County; Claudiette LaVert, Cities of Multnomah County; Dave Lohman (alt.), Port of Portland; Les White (alt.), C-TRAN; and Bruce Warner, ODOT

Guests: Clair Bowman, Ada Planning Association, Boise, Idaho; Dennis Mitchell, Jeff Kaiser and Jack Svadlenak, ODOT; Kathy Busse, Multnomah County; Bob Bothman, MCCI; Laurie Garrett, Tri-Met; Max Talbot, John Spencer, Sandra Doubleday and Jane Leeson, City of Gresham; Susie Lahsene, Port of Portland; Rod Sandoz, Clackamas County; Steve Dotterer, City of Portland; and Tom Coffee, City of Lake Oswego

Staff: Mike Burton, Executive Officer; Andrew Cotugno, Keith Lawton, Mike Hoglund, Merrie Waylett, Casey Short and Lois Kaplan, Secretary

Media: Gordon Oliver, The Oregonian

### SUMMARY:

The meeting was called to order and a quorum declared by Acting Chair Susan McLain. She introduced and welcomed Clair Bowman, Executive Director of Boise's Ada Planning Association. Mr. Bowman commented that he represents an MPO that is experiencing the same growing pains as Metro that come with new planning responsibilities.

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Bruce Warner moved, seconded by Councilor LaVert, to approve the March 9, 1995 JPACT meeting report as written. The motion PASSED unanimously.

RESOLUTION NO. 95-2123 - ENDORSING THE CITIZENS ADVISORY  
COMMITTEE FOR THE UPDATE OF THE 1996 REGIONAL TRANSPORTATION PLAN

Mike Hoglund, Transportation Planning Manager, thanked everyone who participated in the citizen selection process for the RTP Update, with special thanks noted to Chair McLain and Councilors Kvistad and LaVert. Mike explained that the committee will assist staff in an advisory capacity and submit its recommendations to TPAC, JPACT and the Metro Council on issues relating to the Regional Framework Plan, Regional Transportation Plan, and Metro Charter.

Mike elaborated on the process of the Nominations Committee and the criteria they considered for citizen participation, which included skills in communication, experience, leadership, knowledge and time. He noted that time was a big factor in that the process would evolve over an 18-month timeframe. An effort was made to bring new people into the process with representation reflecting a broad perspective of interests. The committee will begin to meet in May.

Action Taken: Commissioner Rogers moved, seconded by Bruce Warner, to recommend approval of Resolution No. 95-2123, endorsing the Citizens Advisory Committee for the update of the 1996 Regional Transportation Plan. The motion PASSED unanimously.

ENDORSEMENT OF LOS ALAMOS PROPOSAL FOR PORTLAND AIR QUALITY  
MODELING

Mike Hoglund explained that this represents a scientific proposal from the Alliance for Transportation Research centered at the Los Alamos National Laboratory, a division of the Department of Energy, for an air quality demonstration project for the Portland metro area. It would utilize light-detecting technology (lidar) over a three-year period to better analyze air quality in the Portland metro area airshed. This would later provide modeling that more accurately forecasts pollution concentrations in the airshed.

Portland was chosen for the demonstration project because we have a good history of planning, we have a unique micro climate, we have tall buildings downtown, and we are marginally at the clean air attainment level. Commissioner Blumenauer pointed out that Portland was also picked because they want to deal with the Chair of the Senate Appropriations Committee, noting its political implications. He felt the questions that need to be addressed are whether it represents a priority for the Portland metro area and whether it is a science we want to deal with that must first be approved through the Senate Appropriations Committee.

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In further discussion, it was noted that the technology would be helpful in identifying pollutant problem areas and to evaluate those concentrations across the region. Sensors would be located throughout the region for collection of data over a three-year period before strategies could be developed. The DOE hopes to apply this technology nationwide. It must first, however, be sanctioned by EPA before it is authorized.

Mike noted that we have until mid-May to send a letter of support to the Appropriations Committee. They are asking for \$10-12 million to perform the study and local governments and agencies would be reimbursed at approximately \$1 million per year. He felt we should support the study if it would provide good information.

Also discussed were issues pertaining to the study's relationship to getting a maintenance plan adopted, the need for further discussions with Senator Hatfield and New Mexico representatives, and whether it represents good science and good modeling. Keith Lawton felt that it would be a worthwhile effort to enhance our land use and air quality models.

Councilor McLain noted that this proposal was reviewed at a Metro Council worksession and their concern was that lending support might jeopardize other projects. Andy Cotugno felt that the technical expertise would provide added value and finer information. He noted, however, that we don't want to bump something that might help air quality rather than support something that only measures air quality. The feedback from Senator Hatfield's office should be the key criteria.

Dave Lohman asked about use of the information. Andy Cotugno responded that now it is more of an airshed situation and EPA is not concerned in allowing episodic controls. This would provide a better predictor of when pollutants will happen. Greg Green commented that, from a scientific standpoint, it would be important to DEQ as they would have a better idea if the strategies they are implementing are working. However, he felt the proposal should be supported on the national level rather than the regional level.

Commissioner Blumenauer did not feel this proposal represents a priority for the region and is part of a repositioning of a defense agency that wants to stay alive. In terms of the maintenance plan, he felt it would be disruptive and that some of the businesses might not be supportive. Regarding the issue of feedback from Senator Hatfield, Commissioner Blumenauer cited the need to be cautious as he felt that, if this proposal were endorsed, federal dollars might not be available for another regional project that has higher regional priority.

Mike Burton concurred with Commissioner Blumenauer's comments but felt there might be tradeoffs. He urged further discussion with Senator Hatfield on how he would like us to proceed. Commissioner Blumenauer felt that if it is a regional priority, Senator Hatfield would be helpful but he wanted to ensure that only regional priorities are put on the agenda.

Bruce Warner felt that there's no need for referral back to JPACT unless Senator Hatfield wants it reconsidered and supported. He didn't feel there was committee support for it at this time nor identified as a regional priority. If it is later identified politically, it will be referred back for reconsideration.

Commissioner Blumenauer spoke of an April 19 testimonial breakfast for Senator Hatfield, encouraging committee attendance.

No Committee action was taken on the Los Alamos proposal.

RESOLUTION NO. 95-2134 - ENDORSING THE WASHINGTON COUNTY MAJOR STREETS TRANSPORTATION IMPROVEMENT PROGRAM SERIAL LEVY

Andy Cotugno reported that Washington County has asked for regional endorsement of their Major Streets Transportation Improvement Program (MSTIP) serial levy. Enclosed in the agenda packet was information relating to the projects and their relationship to the Region 2040 process. The serial levy will be presented to the voters in May of this year. Andy noted that MSTIP fits in with other state and regional efforts and is consistent with various transportation finance components. The only concern he noted was the need to ensure that the design characteristics in the higher density areas are pedestrian-friendly.

Commissioner Peters of Washington County reviewed the proposed Major Streets Transportation Improvement Program which addresses roadways, bikeways and sidewalks in Washington County. She explained that this represents the third installation of a transportation improvement program, citing past improvements that have benefitted Washington County. Washington County is seeking endorsement of the program by the transportation community regionwide. A video, under the sponsorship of Washington County and Tualatin Valley Community Access, was then presented of 27 proposed transportation improvements for Washington County.

Commissioner Peters noted that several open houses were conducted throughout the county to gain citizen input prior to selection of the 27 transportation projects. She indicated there are design features on each of the projects that remain negotiable. She felt it represented more than a road plan, represents a cooperative relationship, and continues the work done by MSTIP 1 and 2 toward a system of major streets that can be traveled by bike and

foot. The program addresses immediate congestion and safety problems and is a critical component in reinvesting in Washington County's major transportation system.

Bruce Warner felt that, from a regional perspective, any given testimony should be limited to consistency with the RTP and Region 2040.

Loretta Pickerall of STOP asked Metro not to endorse the MSTIP 3 program because it would add capacity and, while it does provide bike/pedestrian improvements, it doesn't focus on the modal split. She felt it wouldn't increase options where people live. Loretta cited the need for Metro to have high standards in approving projects that are consistent with Region 2040. Commissioner Peters responded that it is Washington County's intent to improve the modal split, accessibility of one neighborhood to another, and make it easier to exercise the bike option.

Transportation improvements were broken down as follows: 83 percent for road improvements, 10 percent for bike needs, and 7 percent for pedestrian improvements. Commissioner Peters pointed out that the 83 percent allocation would also include bike/pedestrian enhancements along with travel lanes. She felt the MSTIP 3 program represented a good balance and hoped to continue working with STOP.

Action Taken: Commissioner Rogers moved, seconded by Councilor Morissette, to recommend approval of Resolution No. 95-2134, endorsing Washington County's Major Street Transportation Improvement Program serial levy. The motion PASSED unanimously.

Commissioner Rogers thanked JPACT members for their support, noting that this represents a regional effort in response to the needs of Washington County and the transportation system. He acknowledged that it represents a significant investment and a delicate balance. He cited the need for facilities to move freight and commerce and the desire to be good partners in consideration of the Regional Transportation Plan.

Bob Post expressed appreciation for Washington County's efforts to provide good sidewalks in conjunction with the use of transit. Dave Lohman felt the video was well done.

#### GRESHAM CIVIC NEIGHBORHOOD REPORT

Max Talbot, Community Development Director for the City of Gresham, provided an overview of the transit-oriented development plan for the site bounded by Burnside on the north, Eastman Parkway on the east, Division Street on the south, and Highway 212 on the west. He noted that the site is bisected by the MAX line.

As background to the report, Max reported that Gresham's City Council had adopted a regional shopping center overlay on the Winmar site in 1988, which proved unfeasible. They consequently went through a comprehensive process to develop a financially feasible transit-oriented plan that focused on large public investment with light rail. Max elaborated on the nine-month planning process and the issues addressed which culminated in a unanimous recommendation to proceed with the TOD. He noted that a new land use plan has just been developed for downtown Gresham that is transit-oriented.

John Spencer, Project Manager, explained that the Winmar site was identified as one of the Regional Centers in Region 2040's *Growth Concept Report*. A market analysis was undertaken that indicated big box retail and commercial development along major arterials and multi-family residential development would be supported. Therefore, the decision was made to find ways to take advantage of the opportunities to make a mixed use urban neighborhood complementary to the downtown in developing the plan. The three components of the plan included: creation of a new north/south collector street through the middle of the development to be used as a main street; developing a new light rail station to be used as the focal point for high density use; and the land use elements permitting a mix of use.

As part of the comprehensive plan, a street pattern was developed composed of a grid of streets that fits the scale for the pedestrian elements of the plan. They also tried to establish minimum thresholds for density that would accommodate the mixed use and office development. About 24 percent of the site is reserved for streets and public right-of-way.

Max Talbot noted that the first phase of the project will provide for approximately 700 residential units and they anticipate that the project will become the hub of an activity center. The total cost of the project is \$110 million. The three main components are the north/south street, the new light rail station, and the plaza. Max reported that the plan will be adopted in June by Gresham's City Council with development anticipated in the fall. He then reviewed the summary of financial recommendations contained in the *Gresham Civic Neighborhood Development Plan* document.

Mayor Drake asked whether the proposed tax abatement was intended strictly for the City of Gresham, and Mr. Talbot indicated it was. Another question raised was whether the project included affordable or subsidized housing, and the response was that the Steering Committee felt it should be market-driven. Commissioner Peters noted that Washington County needs to address the issue of integrating affordable housing and she expressed interest in working together on that aspect.

Chair McLain thanked Mr. Talbot and Mr. Spencer for their presentation.

FY 96 MTIP/\$27 MILLION REGION 2040 RESERVE ALLOCATION

Andy Cotugno stated that all the proposals applied for during the solicitation and technical ranking process were included in the agenda packet. He emphasized that there are \$160 million of good ideas that need to be pared down to \$27 million, noting that this is the critical input phase. Other factors to be considered include congestion, level of bike or transit use, safety, connection to 2040, whether the project is multi-modal, the level of support in the community, and whether the project can be implemented in the 1998 timeframe.

Andy noted that this allocation will be considered for adoption at the April 28 TPAC meeting.

Chair McLain announced that four Priorities '95 meetings have been scheduled in the metro area to gain public comment and include the following:

- . Thursday, April 13, 4:00-9:00 p.m.  
Pioneer Community Center  
615 Fifth Street, Oregon City
- . Monday, April 17, 4:00-9:00 p.m.  
Metro Regional Center  
600 NE Grand Avenue, Portland
- . Monday, April 17, 4:00-9:00 p.m.  
Gresham City Hall  
1333 NW Eastman Parkway, Gresham
- . Tuesday, April 18, 4:00-9:00 p.m.  
Beaverton City Hall  
4755 SW Griffith Drive, Beaverton

RTP UPDATE

Copies of the draft 1995 *Interim Federal Regional Transportation Plan* were distributed. Andy Cotugno indicated that the document is just a stepping stone toward a full Regional Transportation Plan (RTP) and will serve as a springboard to gaining public input. He cited the need to adopt something in April to ensure that federal certification for the transportation plan doesn't lapse.

Andy explained that the region has been able to operate under the current RTP but emphasized the federal requirement for a fiscally constrained document. Metro is looking for feedback on which

parts of the RTP should be adopted that represent fiscal constraint. Following adoption of the Interim RTP, an air quality conformity analysis will be undertaken to determine whether federal standards have been met. A determination must first be made on what constitutes a fiscally constrained RTP.

Mike Hogle noted that the interim document sets the stage for work to be done over the next 18 months and will require further refinement. He reviewed Chapter 1 (covering new goals and policies) which now includes a freight perspective and bike performance objectives; and Chapter 4, which upgrades system maps and identifies major through routes. Mike noted that the issue of what happens in the Regional Centers and the networks to be developed is an issue yet to be addressed.

Mike reviewed the maps contained in Chapter 4 relating to roadway functional class, the National Highway System, the freight element and freight network, the primary transit network, and the regional bicycle network. He noted that the freight element draft map includes the essential facilities (highway and rail) but also includes the connections from those major facilities to freight generator areas. The need for adequate interconnections is indicated. Current zoning for industrial land reflects the need for further refinement.

Mike noted that the primary transit network map represents a good system for LRT or HCT from the transit centers to the Regional Centers. He explained that this is more of a preferred system and that a constrained system would be less than that. Mayor Lomnicki questioned whether the route from Milwaukie and Oregon City along McLoughlin shouldn't be marked by a dotted red line between those sections, and Mike indicated the change would be made.

Mike thanked all the participating jurisdictions for their involvement on the bike network.

In Chapter 7, an effort was made to identify available funding for projects identified in Chapter 5.

An overview of the fiscally constrained Regional Transportation Plan and its implications was provided by Bruce Warner, ODOT's Region 1 Manager. He described what the regulations require; available state and federal funding resources through the state Highway Modernization Program and federal and state transit capital and operating assistance; and what those estimates mean in terms of metro area highway improvements on the state system in the 20-year RTP.

Bruce emphasized that, based on available revenue sources and ISTEA regulations for a fiscally constrained plan, there are

dramatic impacts on what can be built. He noted that the new federal legislation requires that the plan needs to be based on "reasonably expected revenues." In estimating what the needs are in the region, equal amounts would be spent on operations, maintenance, preservation, and modernization of the system.

Bruce noted that preservation in Region 1 is going up which means less for modernization. The funds to be expected for modernization needs over a 20-year period is \$1.8 billion. Region 1's share is \$544 million assuming construction projects in the TIP will already be built. The Region 1 share of the statewide total would be \$544 million, with \$435 million allocated to the Metro portion of Region 1. Approximately \$110 million would be identified for improvements in areas outside the Metro area. In addition, Metro would also receive approximately \$160 million in other federal funds through the year 2015. These amounts are based on anticipated 1-cent gas tax increases every year and a 2-cent gas tax every fourth year. Because of inflation, Bruce anticipated no new modernization projects in the State of Oregon by the year 2001. He cited the need to take a hard look at what we are going to be able to provide.

Commissioner Blumenauer asked if a packet of slides could be generated for jurisdictional and common usage. Bruce Warner indicated the request could be accommodated.

Bruce noted that, in the existing RTP, \$1.4 billion of improvements are identified. He then reviewed some of the proposed RTP projects. He noted that the fiscally constrained list was based on conversations with the jurisdictions. Every attempt was made to honor JPACT priorities on projects including second-phase programmed improvements (citing examples such as the climbing lane to Highway 217 and the I-5/217 interchange); continue the regional ATMS plan but at a slower pace; address the need for efficient freight movement; reflect the access needs of Regional Centers identified in the 2040 plan; address the worst freeway safety and operational problems; implement low-cost TSM improvements in several corridors that need to be addressed; provide for bike/pedestrian improvements on the state system; provide local matching funds for state facilities and NHS routes not on the state system; and necessary recon/EIS work preparatory to funding for projects such as I-5N and I-205. Recommendations were based partly on geographical equity and an attempt not to compete with the South/North light rail project.

Bruce noted that the recommendation does not reflect the bridge needs. It does, however, reflect how ODOT feels the state and federal funds should be spent. There are \$600 million of projects in the development program. Should work be suspended on those projects? Bruce stressed the need to prioritize in an informed way, figure out how to advance some of the projects not

on the list, address the Urban Arterial Fund, and not count on the state.

Commissioner Lindquist cited the need to reach out to the business community for involvement in the Arterial Fund.

Bruce thanked Dennis Mitchell for putting together the information for the presentation.

Dave Lohman commented on the Marine Drive extension and the relief it has afforded trucks going through St. Johns. He noted that it has been a difficult project collaborated through efforts of the Portland Department of Transportation, DEQ and the Port, announcing that a celebration of the project's opening will be held on May 4 at 3:00 p.m.

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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