

## MEETING REPORT

DATE OF MEETING: December 8, 1994

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

PERSONS ATTENDING: Members: Chair Rod Monroe, Jon Kvistad and Susan McLain, Metro Council; Earl Blumenauer, City of Portland; Linda Peters (alt.), Washington County; Royce Pollard, City of Vancouver; Bruce Warner, ODOT; Bob Post (alt.), Tri-Met; Rob Drake, Cities of Washington County; Gerry Smith, WSDOT; Craig Lomnicki, Cities of Clackamas County; Dave Sturdevant, Clark County; Ed Lindquist, Clackamas County; and Bernie Giusto, Cities of Multnomah County

Guests: Steve Dotterer and Meeky Blizzard, City of Portland; Richard Ross, Cities of Multnomah County; Bing Sheldon, Citizen; Leonard Bergstein, Northwest Strategies; Darin Atteberry, City of Vancouver; Dean Lookingbill, Southwest Washington RTC; Mary Legry and Keith Ahola, WSDOT; Peter Fry, Central Eastside Industrial Council; David Rasmussen, CWG No. 1; Jim Howell, AORTA; Robert Harrison, OMSI Board; Tom Gruenfeld, Southeast Uplift Board; Brent Curtis, Washington County; Timothy Baker, Southeast Uplift; Chuck Steinwondel, Ross Island Bag Company; Chris Matthews, Perkins Cole; Brian Campbell, Port of Portland; Joan Kugler, CH2M Hill; Rod Sandoz and Tom VanderZanden, Clackamas County; Les White (JPACT alt.), C-TRAN; Bob Bothman, MCCI; Molly O'Reilly, STOP; Pat Collmeyer, Neil Goldschmidt, Inc.; Brian Campbell, Port of Portland; and Bob Boileau, SERA

Staff: Mike Burton, Executive Officer-elect; Andrew Cotugno; Richard Brandman; Leon Skiles; Heather Nelson; Gina Whitehill-Baziuk; and Lois Kaplan, Secretary

Media: Gordon Oliver, The Oregonian

### SUMMARY:

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

ANNOUNCEMENTS

Commissioner Blumenauer announced that the ECO/Parking Ratio Rule Task Force, led by former OTC Chair Mike Hollern, would hold its final meeting on Tuesday, December 13. Their meetings are focused on recommendations for the next legislative session and the development of rules that will be imposed by DEQ. The implications of those actions could be tied to Region 2040.

Andy Cotugno announced that the hearings have concluded on the Region 2040 schedule and that final adoption is anticipated at the December 8 Metro Council meeting. One of the issues being discussed was how it should be adopted, whether by resolution or ordinance, and that there be further refinement between now and June 1995. Andy noted the many amendments incorporated into RUGGO and the Concept Map but spoke of the need for further consideration which includes public review and technical analysis.

MEETING REPORT

Commissioner Sturdevant moved, seconded by Commissioner Lindquist, to approve the November 10, 1994 Meeting Report as written. The motion PASSED unanimously.

RESOLUTION NO. 94-1989 - DETERMINING THE SOUTH/NORTH LIGHT RAIL TRANSIT ALTERNATIVES TO ADVANCE INTO THE TIER II DRAFT ENVIRONMENTAL IMPACT STATEMENT FOR FURTHER STUDY

Richard Brandman presented the Resolution that would advance the South/North terminus and alignment options in the Tier II DEIS for further study. He then reviewed the Staff Report/Resolution that provided the background and rationale for the recommendations.

Richard reported that the pre-AA decision was made in April 1993 and, since that time, a lot of technical work has been performed toward terminus and alignment options. He indicated that the material has been reviewed by an Expert Review Panel (ERP), that this represents a good, cost-effective project; and that the project addresses the study's criteria and community objectives. Richard noted that the panel was composed of people with expertise in many disciplines from across the United States who expressed strong compliments for the level of detail in the analysis. Their comments indicated that the study represented an in-depth analysis and was of top quality.

Goals and objectives of the study were reviewed and included the following:

- . To provide high-quality transit service;
- . To ensure effective transit system operations;
- . To maximize the ability of the transit system to accommodate future growth in travel demand;
- . To minimize traffic congestion and traffic infiltration through neighborhoods;
- . To promote desired land use patterns and development;
- . To provide for a fiscally stable and financially efficient transit system; and
- . To maximize the efficiency and environmental sensitivity of the engineering design of the proposed project.

Richard noted that the *Tier I Final Recommendation Report* reflects the Steering Group's recommendations. The report has also gone to participating jurisdictions for independent review. Richard then reviewed the Steering Group process which evolved over several months. He spoke of a two-month public comment period, responses summarized, and four public meetings held by the Steering Group (two in the City of Portland, one in Clackamas County, and one in Clark County). Richard indicated that hundreds of people attended the meetings and that newsletters were sent to 22,000 people in the corridor. They wanted the public to be well informed of the project and felt there were good responses and new ideas received.

Richard noted that the public has been very supportive of the light rail moving forward, most people wanting it to come to them. He spoke of the difficult decisions between the Oregon City and Clackamas Town Center area terminus and the 99th Street and 134th Street (WSU) area terminus in Clark County. He noted that the diversity of comments are reflective of the choices the community is willing to make.

Key findings in the 2040 process indicate there will be another 500,000 persons anticipated in the Portland region. The South/North study indicates that 60,000 LRT riders/day are forecast for the year 2015. Richard noted support of the General Bond measure for light rail and indicated that the rail line would be faster and more reliable than buses or cars. Because it is a fixed guideway, it will provide the long-term equivalent capacity of a four-six lane freeway to deal with growth as growth occurs.

Leon Skiles provided an overview of the two alignments in the phased approach proposed by the Steering Group. He noted that the phased approach allows the South/North project to be

affordable and is estimated at \$2.85 billion. It is the most cost-effective project that extends into both counties and can best compete for federal funding while still meeting regional and local goals of the project. The *Tier I Final Recommendation Report* also recognizes the need to ultimately get to the Oregon City and 134th Street termini. Leon noted that the phased approach is consistent with past practices and provides the best opportunity for realizing these ultimate termini.

In justification of the CTC area terminus, Leon indicated that it is the most affordable of the southern termini, most cost-effective, and it recognizes the 2040 direction. Growth is going to happen in the CTC area. The key element to ensure that it will be transit and pedestrian-friendly is to have a direct connection to the light rail. More discussion is taking place on how best to get to Oregon City for the Phase II extension.

The Steering Group chose the 99th Street terminus as they felt it was the most cost-effective, was affordable, and because the travel time benefits in the year 2015 start to drop off north of that point. A key element for the 134th Street terminus is to set up development plans and coordination with the Washington State University campus.

Leon Skiles noted that this resolution would eliminate the PTC alignment south of Milwaukie and west of McLoughlin Boulevard from further consideration in the study of the Phase II extension to Oregon City. To clarify the draft Final Report, Leon distributed a proposed edit that should note explicitly that the Phase II extension would study an I-205 and McLoughlin Boulevard alignment.

Also reviewed and discussed were the river crossing alternatives, the Caruthers and Ross Island alignments. The Steering Group recommended that the Ross Island Bridge crossing be developed for further study in the DEIS with further information needed on the Caruthers area crossing before determining whether it should proceed as well. Leon reported that the Tier I cost estimates indicate that the Ross Island and Caruthers area alignments have similar costs. He cited the Steering Group's objective to achieve a balance between neighborhoods on the Eastside and Westside and for serving high-density redevelopment in the North Macadam area.

Leon pointed out the need for further information on the Caruthers crossing, noting that the Steering Group and jurisdictions received comments relating to the crossing issue. Leon distributed draft resolution language and edits to the draft Final Report that would provide the clarification on this issue requested by both Tri-Met and the City of Portland. It was suggested that the following be included after the last sentence

JPACT

December 8, 1994

Page 5

in Resolve 3a: "Both the Ross Island and Caruthers alternatives will be provided equal consideration through this further evaluation." Further data is needed on the Caruthers crossing relating to the Brooklyn yard alignment, OMSI station, its interaction with the surrounding redevelopment area and the Eastside industrial area, and whether it would serve the North Macadam redevelopment area. Chair Monroe indicated that every effort was made to develop language that was acceptable to everyone.

Commissioner Blumenauer expressed his appreciation to staff who worked on this work plan element to ensure that this entails a fair study process and results in the best decision. He spoke of this being a sensitive area for a variety of reasons. If the two alignments exhibit similar attributes, he felt both should be forwarded into the next tier but wanted to make sure it was justified. He wanted the best decision made in terms of what is going to work and that JPACT would have further consideration on the crossing in the next 4-6 months.

Leon Skiles commented on the need to make good choices in downtown Portland between a surface alternative versus a subway alternative and to reach a determination as to which fits the best within the downtown environment. If it is concluded during the next six months that a 5th/6th Avenue surface alignment cannot be developed that satisfies the principles outlined by the Steering Group, additional alternatives would be studied in the DEIS. He noted that it would cost \$275 million more and would be less cost-effective to have a subway alignment and would be harder to justify in terms of securing federal funds. Discussions are ongoing as to whether a surface alternative can work.

Leon noted that the Association for Portland Progress (APP) prefers the subway alternative, recognizes the financial constraints, is supportive of the Steering Group recommendation, and is committed to working together to make the surface alignment work. At this time, all efforts are concentrated on making a surface alignment on the transit mall work. Some of the considerations include the office and retail buildings in the Central City Plan and Tri-Met's existing transit mall. It is not the Steering Committee's recommendation to assign the alignment to a secondary street but to provide the highest and most cost-effective ridership.

Leon reported that the North Portland community is not ready to make a decision concerning I-5/Interstate Avenue alignments. Further dialogue and additional information are needed before they can move forward there. Discussions continue on variations of travel times and a difference of \$114 million. Toward Clark County, the Steering Group recommended the I-5 alignment over 99E because of the higher speed, ridership, and less disruption. In

addition, further study is needed of a station area that interacts best within the community.

TPAC recommended the need to add language recognizing that a Phase II project doesn't get priority over an extension to the airport. It was clarified that the Phase II project to Oregon City does not have priority over any other projects discussed.

Also noted was the need to proceed through an RTP amendment process and a resolution drafted on what is to move forward and what is being funded.

Another commitment discussed was JPACT's prior decision that there be a road program, bridges, and a bike-pedestrian program funded before any other program goes forward.

Action Taken: Mayor Lomnicki moved, seconded by Commissioner Lindquist, for a language change in the *Tier I Final Recommendation Report* for clarification purposes to Clause 2 under Section 2.2.2 "Phase II South Terminus" to read as follows:

2. In conjunction with the analysis described in Section 2.2.1.2(b), staff will evaluate the I-205 alignment from the CTC area terminus and McLoughlin Boulevard alignment from the Milwaukie CBD for the Phase II extension to Oregon City and establish a preferred Phase II alignment for consideration by Metro Council for inclusion in the RTP and Regional Framework Plan....

The motion PASSED unanimously.

Action Taken: Commissioner Blumenauer moved, seconded by Commissioner Lindquist, to amend Resolve 3a of Resolution No. 94-1989 by adding the following sentence:

Both the Ross Island and Caruthers alternatives will be provided equal consideration through this further evaluation.

and to modify the draft *Tier I Final Recommendation Report* in Section 2.4 as proposed in the handout at the meeting (which is attached hereto and becomes a part of this record).

The motion PASSED unanimously.

Action Taken: Bruce Warner moved, seconded by Commissioner Lindquist, to recommend approval of this joint Metro/C-TRAN resolution, determining the South/North light rail transit alternatives to advance into the Tier II DEIS for further study, with the two amendments adopted at this meeting.

A discussion followed on the Port of Portland's concerns regarding clarification during the Phase II EIS process. Commissioner Lindquist felt there was adequate language provided on page 6 of the *Tier I Final Recommendation Report* and the matter will be taken up in Phase II.

Councilor Kvistad wanted to go on record in support of an East-side alignment that bypasses the downtown as he felt it would be easier to fund.

Councilmember Pollard reported that the Southwest Washington Regional Transportation Council passed a resolution of support as did the City of Vancouver and Clark County. The Southwest Washington RTC recommended their approval to the C-TRAN Board who have unanimously endorsed and supported the proposed resolution.

The motion PASSED unanimously.

#### WESTSIDE STATION AREA PLANNING PRESENTATION

Brent Curtis, Washington County's TPAC representative and Chair of the Westside Station Area Planning Management Committee, provided an overview and slide presentation on development of station area plans. The plans were developed by the Westside LRT Station Area Planning Management Committee and focused on the following station sites: 1) Goose Hollow; 2) Sunset Transit Center; 3) Beaverton Transit Center; 4) Tektronix; 5) Murray West and Merlo Road; 6) 170th and El Monica; 7) 185th (Willow Creek); 8) Quatama (205th); 9) Orenco and Hawthorn Farm and Fairplex; and 10) downtown Hillsboro.

Brent emphasized that this effort represented an intergovernmental process toward development of interim station area planning provisions and master plans. A lot of time was spent planning for employment and residential activities with a focus on growth and how we manage growth in the future. Compliance with ISTEPA, the Clean Air Act Amendments (CAAA), the Transportation Planning Rule (TPR), and the Urban Growth Boundary (UGB); regional government commitments; and how issues affect the broader region were planning considerations.

Brent explained that the plans were developed to maintain and enhance downtown Portland, Regional Centers, and corridors to reflect the recommended 2040 concept. In the 20-year concept, the forecast projects an increase of 135,000 jobs in Washington County and a diversified economy.

It was noted that the effort is proceeding through regional system planning with Washington County, Metro, Tri-Met and ODOT working together in an advisory capacity.

JPACT

December 8, 1994

Page 8

An economic analysis concluded that the Westside Corridor has been one of the fastest growing areas in the Northwest, that it will continue to be, and there will be opportunities in the corridor to accommodate that growth.

Brent explained that a station area is roughly half a mile in radius. He indicated that the purpose of such planning is to assure that transit-supportive development occurs near planned LRT station sites during preparation of permanent station area plans. Provisions in the plan prohibit low density, auto-oriented uses. Some of the requirements for residences include 12 units/acre within one-quarter mile of a station site and 9 units/acre within one-half mile of a station site. Other considerations include design standards for parking lot locations and entrances to transit facilities.

Some of the goals targeted include: maximizing community development, transportation mode choice, and air quality improvement opportunities while contributing to its operation. The work program is comprised of setting goals and objectives; adopting interim development regulations; developing a work program; review; defining planned study area boundaries; and data collection.

Brent commented that the next station area development opportunity will be the Sunset Transit Center which already has very transit-supportive land use. What happens in Beaverton is key to what happens to other development in Washington County.

Mayor Drake spoke of "range wars" as transitioning occurs along the light rail lines.

Commissioner Blumenauer indicated he was impressed with the care and sensitivity given to enhancing the property around the station area sites. If it becomes successful, people will understand it. He cited the need to show examples so that people can experience how it feels. Commissioner Blumenauer praised Washington County in its effort in working with the neighborhoods.

Brent discussed some of the input provided by the public in response to station area planning. Where residents had 7,000 square foot lots, they didn't want a street connection to the smaller lots proposed. Washington County took advantage of the 2040 profile and opportunity to go out in the community before the public hearing to discuss the planning issues and the changing nature of public policy in contrast to their expectations. Some of the alternatives discussed include: do nothing, an apartment complex, or detached single-family dwellings. Brent felt it would be a long transition period. If well accepted, he spoke of the impacts on future neighborhoods.



Bob Bothman expressed concern about the high investment in light rail and the fact that the densities are too low. He spoke of light rail being discussed in the Laurelhurst area 20 years ago. He questioned where all the people anticipated in 2040 will go. Bob felt that townhouses are consistent with the light rail investment and that the region is being short-sighted. It was noted that the density in the long term is still being discussed. The station area plan will determine the densities, citing examples such as the Peterkort property, downtown Hillsboro, and Beaverton. Brent pointed out that these are just interim provisions.

Chair Monroe thanked Brent for his informative presentation.

Bob Post underscored the importance of this program. He cited the difficulty in getting the Hillsboro project federally approved and the competition across the country trying to get through that process. He noted that Hillsboro was given a "red light" because of its density compared to other projects and the cost-effective numbers. Bob spoke of receipt of a letter from the FTA Administrator granting approval for a Full-Funding Agreement for the Hillsboro project, a commitment made in terms of land use station area planning densities. He felt that this kind of work is what's going to carry the region a long way toward getting those funds.

#### OTHER BUSINESS

Dave Sturdevant announced that the C-TRAN Board of Directors approved putting the light rail funding issue before the voters on February 7. The committee to promote the effort was formed two weeks ago and collections gathered for the campaign. The growth management process will be concluded and the Board of Directors will be adopting their comprehensive plan by the end of December. Relating to finance, a 0.3 percent sales tax and a 0.3 percent motor vehicle excise tax is allowed to provide for capital and operations. In addition, a huge bus element is included that will provide increased access to the C-TRAN system.

\*\*\*\*\*

Chair Monroe noted that this was Bernie Giusto's last JPACT meeting as he is no longer on the Gresham City Council. He wished him well in his future endeavors and thanked him for his positive contribution to the region.

Councilor Giusto expressed his appreciation and enjoyment while working on the many JPACT activities.

\*\*\*\*\*

JPACT  
December 8, 1994  
Page 10

Chair Monroe announced that the next JPACT meeting would be held on January 12, 1995.

\*\*\*\*\*

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Mike Burton  
JPACT Members

lmk

Attachment