

MEETING REPORT

DATE OF MEETING: November 10, 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; John Kowalczyk (alt.), DEQ; Roy Rogers, Washington County; Dave Lohman (alt.), Port of Portland; Royce Pollard, City of Vancouver; Bruce Warner, ODOT; Tom Walsh, 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 Tanya Collier, Multnomah County

Guests: Steve Dotterer and Meeky Blizzard, City of Portland; Rod Sandoz, Clackamas County; Jim Howell, AORTA; Dave Williams, ODOT; Barbara Katz, Portland Bureau of Realtors; Bev Bergman, Clark County; Molly O'Reilly, Citizen; Les White (JPACT alt.), C-TRAN; Brian Campbell, Port of Portland; Jim Bevely, ITC; Tom Coffee, City of Lake Oswego; G.B. Arrington, Tri-Met; Brent Curtis, Washington County; Dean Lookingbill, Southwest Washington RTC; Keith Ahola (JPACT alt.), WSDOT; Darin Atteberry, City of Vancouver; Claudiette La Vert, City of Gresham; Ed Washington, Metro Councilor; Richard Ross, the Cities of Multnomah County; John Rat, Clackamas County; Bob Bothman, MCCI; Kathy Busse, Multnomah County; and Bob Stacey, Governor Roberts' office

Staff: Andrew Cotugno, Richard Brandman, John Fregonese, Ken Gervais, Tom Kloster, and Lois Kaplan, Secretary

Media: Gordon Oliver, The Oregonian

SUMMARY:

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

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Commissioner Sturdevant moved, seconded by Gerry Smith, to approve the October 13, 1994 Meeting Report as written. The motion PASSED unanimously.

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RESOLUTION NO. 94-2039 - AUTHORIZING EXECUTION OF A MEMORANDUM OF UNDERSTANDING (MOU) REGARDING CONFORMITY OF PORTIONS OF THE AIR QUALITY MAINTENANCE AREA OUTSIDE OF METRO'S BOUNDARIES

Andy Cotugno explained that the region needs to annually demonstrate that the Transportation Improvement Program conforms to air quality requirements. Approval of this resolution would initiate a Memorandum of Understanding for the areas of Banks, Gaston and North Plains that are geographically located outside Metro's boundaries but within the Oregon portion of the AQMA. This resolution would establish procedures that would assure that any project receiving federal assistance would be in compliance with air quality standards. It also establishes Metro's responsibility to consult with those jurisdictions and acknowledges their responsibility as well. Andy noted that federal sanctions can be imposed or the project can become ineligible to receive federal funds if it's not included in the air quality process, even if locally funded.

Andy noted that if the region doesn't conform, those jurisdictions would have to meet to determine how to correct the problem. He pointed out the sunset clause of September 30, 1995 for renewal by all signatories. That date was chosen to coincide with the update of the TIP.

Action Taken: Councilor Kvistad moved, seconded by Commissioner Lindquist, to recommend approval of Resolution No. 94-2039, authorizing execution of a Memorandum of Understanding regarding conformity of portions of the Air Quality Maintenance Area outside of Metro's boundaries. The motion PASSED unanimously.

REGION 2040 RECOMMENDATIONS

Andy Cotugno reviewed his November 3 memo to JPACT on Region 2040 recommendations relating to roadways, transit, bicycles and pedestrians, freight and intermodal facilities, future analysis and policy issues, and land use. The recommendations reflect TPAC consideration on those issues. Andy noted that MPAC had finalized its recommendations on November 9.

Andy explained that Attachment A represented the JPACT "Consent Agenda" while Attachment B reflected the more substantive comments. The following items were pulled from the Consent Agenda for further discussion: Comment 4 (relating to the RUGGO amendments, submitted by the City of Gresham); Comment 8 (relating to the Western Bypass, submitted by the Greater Hillsboro Chamber); Comments 12, 13 and 14 (relating to HCT extensions, submitted by Clackamas County); Comment 15 (relating to commuter rail for inclusion in the Recommended Alternative, submitted by Tri-Met); and Comment 5 under MTAC comments (relating to "proposed LRT" or

"proposed HCT" links between neighboring cities on the Concept Map, submitted by Jim Zehren) as it was processed by MTAC.

In discussion on Clause 4, it was agreed to change the language to read: "...move people and goods through and around the region, connect regional centers and the Central City, and connect the region to the statewide and interstate transportation system"; and...

Councilor Kvistad felt that the Western Bypass needs to remain on the region's agenda. He asked that Comment 8 be pulled. Andy Cotugno clarified that the principal focus of the 2040 project is primarily land use. He spoke of key areas where transportation and land use are interrelated: the comprehensive set of transportation improvements and the need to define the rest of the transportation system and that which may not be explicitly shown but will be included in the RTP. Andy emphasized the fact that including or excluding a project is not intended to prohibit that project. He noted that connector routes have been included to reflect their relationship to high-density Regional Centers, neighboring communities and freight movement to and from the region. He pointed out that a bypass through the Tualatin Valley is not needed to serve an expansion of the Urban Growth Boundary. He felt that the need for through movement to I-5 from the Tualatin Valley area should be addressed in terms of road improvements, transit and alternative modes. He also recognized a problem with urban traffic on rural roads and the need to address that issue as part of the RTP process.

Mayor Drake noted that the Washington County Mayors feel comfortable that this issue will receive adequate review through the RTP and public review process. He indicated that updates have been received from the Governor's office and ODOT and wanted to be assured that there will be a proper process.

Councilor Kvistad expressed concern that the 2040 process has offered very little for his district.

Regarding Comments 12, 13 and 14, Andy Cotugno noted that they relate to rail components -- where the density is focused around high-capacity transit (HCT). He cited the need for land use to be served or needed connections. Andy reviewed the three types of designated route categories: planned and existing; proposed LRT; and potential HCT.

Relating to Comment 12, Commissioner Lindquist cited difficulty with traffic on Sunnyside Road and wanted it designated as HCT. He noted that the area is growing fast and most of it is within the UGB. Councilor McLain felt this was a serious concern and was discussed at MPAC as it represents the link between Sunnyside and Damascus.

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Action Taken: Commissioner Lindquist moved, seconded by Mayor Drake, to include the HCT extension to Damascus from the Clackamas Town Center. The motion PASSED unanimously.

Relating to Comment 13, Andy Cotugno noted that it deals with the Southern Pacific Railroad corridor and is not in the Recommended Alternative for HCT. MPAC did recommend it as a potential HCT corridor. Staff's recommendation is not to include that route.

Andy noted that the bus corridor along Kruse Way and A Street is where the higher densities are called for rather than along the SPRR. He noted, however, that it doesn't preclude us from examining it for potential HCT.

Commissioner Lindquist reported that the City of Lake Oswego feels left out of the LRT process. He indicated their support for LRT in the past and noted that we are not doing anything about that quadrant. Mayor Lomnicki concurred about Lake Oswego's concern about being left out of the future of HCT. Commissioner Lindquist pointed out the freight movement through that area and the options available. He felt we should keep the door open and that a lot of it is in Washington County.

Action Taken: Commissioner Lindquist moved, seconded by Commissioner Rogers, to concur with Clackamas County's and MPAC's recommendation to include the HCT extension from Lake Oswego to Durham Road/I-5 interchange. The motion PASSED unanimously.

With regard to Comment 14 (relating to the inclusion of I-205 HCT from I-84 to the Clackamas Town Center as LRT), it was noted that the option will be studied further by MPAC as a Regional Center. Commissioner Lindquist spoke of the need to tie the Regional Centers together and noted that he is not opposed to HCT as an option. A discussion followed on the history of I-205's construction and the fact that the Multnomah County Commission had designated it a transit corridor. Completed concrete tunnels are in place and most of the required right-of-way is there. Commissioner Lindquist was willing to accept the language but had hoped it would be stronger.

Commissioner Rogers asked for clarification on the language in Comment 14 relating to "drop airport and Tigard extensions to HCT category for consistency." Andy Cotugno responded that the I-205 Corridor should be treated the same as the Barbur Corridor. Commissioner Rogers felt we should be addressing regional solutions to regional problems and that the language should be reworded.

Relating to Comment 5 under MTAC Comments, Andy Cotugno stated that "neighbor cities of sufficient size should include a transit

connection to the metropolitan area." The two issues to be addressed are: what can be justified and what can be supported. Commissioner Collier reported that the East County Transportation Committee went along with the TPAC recommendation but noted that MPAC took different action. Richard Ross pointed out the concern and importance of the study on the Urban Reserves and the fact that a lot of issues need to be addressed in the next 6-8 months.

Action Taken: Councilor McLain moved, seconded by Commissioner Rogers, that language be provided that "neighbor cities of sufficient size should include a transit connection to the metropolitan area on the Concept Map." The motion PASSED unanimously.

Action Taken: Commissioner Lindquist moved, seconded by Tom Walsh, to approve the remainder of the Consent Agenda. The motion PASSED unanimously.

Jim Howell, representing AORTA, felt that the Powell/Foster alignment was being overlooked as a good HCT corridor, that it shouldn't be excluded from consideration, and that the model showed a significant amount of ridership from the McLoughlin line. Tom Walsh was supportive of that recommendation. Andy Cotugno responded that, for land use-related reasons, we would be looking at increased densities that are not recommended. It is the major traffic street for this feeder and transit on other streets. Discussion followed with no motion to change the recommendation.

Jim Howell also asked that the word "recommended" precede "Growth Concept" in the first line of the new language to be adopted under Comment 30 on page 9 of the memo. After further discussion, the Committee didn't feel it was appropriate and chose to take no action on that recommendation.

Relating to Comment 15, Mayor Lomnicki cited the need for some guidance for Milwaukie's light rail station area planning. He expressed concern about using transit as a connection instead of auto. Mayor Lomnicki noted that he is the region's representative on V-PACT, citing the need for commuter rail and making connections between the region and the Willamette Valley. He felt there should be discussions on commuter rail as part of the intermodal mix and that MPAC's language is not strong enough. He asked that the rail commuter line between Milwaukie and Newberg be included. Commissioner Lindquist, also represented on V-PACT, stressed the importance for all transportation systems to come together. He cited the need for commuter rail on the Westside to connect to the high-speed rail.

Action Taken: Tom Walsh moved, seconded by Mayor Lomnicki, to identify a potential HCT line on the map connecting from Milwaukie/Lake Oswego to Tualatin/Newberg.

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Molly O'Reilly and Councilor Kvistad spoke in support of providing access to Newberg and to areas where there is a significant land use connection.

The motion PASSED unanimously.

A discussion was held on the VMT/capita reduction and the fact that it has been analyzed in the modeling at 12.4 VMT/capita. Andy Cotugno noted that the economic system is being cited as another option to be studied.

Bruce Warner commented on the November 1 memo from Jim Sitzman, representing six state agencies, and its recommendations for amendment of the Region 2040 Concept. Bruce indicated he was supportive of their recommendation and noted that, from the state's perspective, LRT and HCT are regarded all the same in terms of determining the kind of transit. They are regarded as potential HCT corridors. The state will await completion of the analysis to determine the best way to provide service.

Councilor McLain referenced the November 3 memo from STOP and its recommendation relating to the number of Regional Centers. She noted that the issue is being studied and that transportation is supposed to be used in that same mix to see what works best.

Andy Cotugno explained that Attachment B provides the status of the transportation system. The map is not intended to show all the projects. He felt the conclusions are appropriate for direction setting and sought Committee approval of the recommendations.

Action Taken: Mayor Drake moved, seconded by Bruce Warner, that the amended language relating to General Comment 1 (Attachment B) be approved. The motion PASSED unanimously.

Action Taken: Bruce Warner moved, seconded by Tom Walsh, that the language relating to General Comment 2 (Attachment B) be amended to read: "Encourage the state to modify state plans, regulations, activities and related funding to enhance implementation of the Regional Framework Plan and functional plans adopted by Metro. Encourage state agencies and regulatory bodies toward promotion and implementation of these goals and objectives and the Regional Framework Plan." The motion PASSED unanimously.

Action Taken: Mayor Drake moved, seconded by Mayor Lomnicki, to recommend approval of TPAC's recommendation relating to Roadways Comment 3 (Attachment B). The motion PASSED unanimously.

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Andy Cotugno noted that Roadways Comments Nos. 4 and 5 related to connectivity. TPAC recommends consideration of 8 to 20 through-routes per mile as circumstances dictate.

Action Taken: Commissioner Blumenauer moved, seconded by Dave Sturdevant, to approve TPAC's recommendations for Roadways Comments Nos. 4 and 5 (Attachment B). The motion PASSED unanimously.

TPAC's recommendation on Transit Comment 6 was in opposition to ODOT's recommendation (relating to the Regional Centers definition).

Action Taken: Mayor Lomnicki moved, seconded by Mayor Drake, to approve TPAC's recommendation on Transit Comment 6 (Attachment B). The motion PASSED unanimously.

Andy Cotugno noted that Transit Comments 7 and 8 represent two routes but the recommendation reflects that only one should be picked. In discussion on this comment, Councilor Kvistad asked at what point in the process the projects will be listed, and it was noted that it's unscheduled.

Action Taken: Tom Walsh moved, seconded by Commissioner Lindquist, to approve TPAC's recommendation for Transit Comments 7 and 8 (Attachment B). The motion PASSED unanimously.

Commissioner Blumenauer spoke of the lack of vision concerning progress on mode splits, suggesting that the issue be revisited. He referenced correspondence received from the Bicycle Transportation Alliance and STOP regarding this issue. He noted that the bike model is not as artful as it could be but hoped that there is enough vision to make some sense in terms of a bike/pedestrian mode split. Commissioner Blumenauer felt that we do a disservice for a mode split projection that captures that effort and questioned where we want to be in the next 50 years.

In response, Andy Cotugno indicated that some policy language was included on page 5 of Attachment A under the heading of Bicycles and Pedestrians relating to Comment 18 that read as follows: "...The Regional Transportation Plan will establish objectives to substantially increase the share on these modes." While language was provided, Andy didn't feel we have the basis for setting targets yet although TPAC has discussed an 11 percent benchmark. Discussion followed on what the components are for getting us further toward the 20 percent level.

Mayor Drake felt that the City of Beaverton citizens don't want to drive and bike. Portland's Eastside has a better grid system. He wasn't opposed to being aggressive but he worried about too

aggressive an approach. He commented that the City has a Bike Task Force and he has difficulty in getting people to serve on it. He also noted limited dollars for Washington County. He felt the Committee needs to acknowledge that there are different community needs and what may be right for the City of Portland may not be right for Washington County or parts of Clackamas County. Mayor Drake welcomed more input from the bike lobby but it just doesn't happen. He cited his responsibility to respond to the needs of his constituency and the need to maintain a balance.

Molly O'Reilly noted that the most repeated comment on the 17,000 fliers was for more facilities to ride bikes. She pointed out that the region just voted favorably, by a 66 percent majority, for the South/North light rail. She noted good use by strollers and bikes on Scholls Ferry Road when a 12-foot lane was provided. She cited the need to change structure to achieve this target and felt it would come in time. Councilor Kvistad commented that bike lanes are required to be provided in consideration of projects but felt that, due to limited dollars, differences in the communities should also be taken into account.

Commissioner Blumenauer cited the need to do a better job in the bike/pedestrian effort. He pointed out that, while the surveys indicate there is keen interest, facility modification and public education are necessary. He was willing to work with staff to narrow this down. He asked that Molly O'Reilly's memo be reviewed again to see whether some targets could be set that are achievable.

Councilor Kvistad expressed support in moving forward with the bike/pedestrian mode depending on the urban form and resources available. He didn't have a problem changing the mode split if the investment were made.

Action Taken: Commissioner Blumenauer moved, seconded by Commissioner Lindquist, to recommend approval of TPAC's proposed language on page 5 relating to Comment 18 (Attachment A) Under Bicycles and Pedestrians to read as follows: "...The Regional Transportation Plan will establish objectives to substantially increase the share on these modes." The motion PASSED. Councilor Kvistad and Mayor Drake were opposed.

Commissioner Lindquist felt that this issue should be regarded as a higher priority.

Relating to Future Analysis and Policy Comments 9 and 10, Andy Cotugno cited the need to work out a relationship with the neighbor cities concerning the jobs/housing balance and development along those corridors. No action was taken by the Committee.

Action Taken: Gerry Smith moved, seconded by Mayor Lomnicki, to recommend approval of the staff recommendation on Future Analysis and Policy Comment 11 (relating to the consolidation of air quality activities). The motion PASSED unanimously for item 3 on page 18 of RUGGO to read: "The region, working with the state, shall pursue close collaboration of the Oregon and Clark County Air Quality Management Areas."

Action Taken: Councilor Kvistad moved, seconded by Bruce Warner, to accept TPAC's recommendation on Future Analysis and Policy Comment 12 (relating to CO2 emissions and greenhouse gases). The motion PASSED unanimously.

Andy Cotugno explained that TPAC didn't take action on Comments 13 and 14 because they were land use-oriented. A discussion followed on the concern about the number of Regional Centers and the need to lower the number. Andy noted that the new language is the recognition that it is a priority statement on transportation investments. He cited the need to ensure that market and transportation issues are important considerations.

Commissioner Blumenauer felt that we've reached the point of concentrating our resources and need to be narrowing our choices. He didn't feel the language was helpful. He cited the importance of the study process, that we are headed in the right direction, but emphasized the need to reduce the number of Regional Centers to capitalize on 2040. He suggested the following sentence in addition to that proposed in Land Use Comment 14: "As we finish the 2040 process, an effort be made to reduce the number of Regional Centers to concentrate our regional resources and make the plan more functional."

Tom Walsh proposed that, in the near term, we concentrate our investments, prove the concept and always have the opportunity to expand upon the Regional Centers.

Mayor Lomnicki spoke in favor of Oregon City being designated a Regional Center, citing its historical background as one of the oldest cities in the state, the possibility of light rail being extended to Oregon City and a high-speed train station being located there, and it being the end of the Oregon Trail. He supported it being studied for a Regional Center but was unsure about Gateway. Committee members seemed in agreement about limiting the number of Regional Centers.

Commissioner Blumenauer noted that Gateway was recommended as a Regional Center because it is located at the intersection of two interstate freeways. It would be connected by light rail, nine bus lines, and two interstate freeways and supported by a huge population and existing roadways. He felt it is a potential Regional Center. He cited the need to set criteria for a limited

number of centers. If Gateway doesn't match up, it would drop off the list. He felt that the stricter the criteria, the better, noting that it would make people more objective. It was the consensus of the Committee that there be a fewer number of Regional Centers with tougher criteria. Councilor Kvistad also felt that Gateway needs to be looked at because of its transportation mix and population density. As we move toward the Regional Framework Plan, there will be a gradual narrowing of centers. He hoped that we are not setting up expectations that can't be achieved. The consultants will have to make the case in terms of investment, planning and development, and what local governments are willing to do in terms of investment for housing and transportation.

Andy Cotugno spoke in terms of clarification on MPAC's consideration and the general principle of what is being adopted. He noted there would be further consideration of these components in the future. Approval of 2040 allows us to set this benchmark but enables us to return and revisit our concerns which include the issue surrounding Gateway and Oregon City.

At this time, the map would include eight Regional Centers during the six-month evaluation period. Andy suggested language that proposes that the number of study areas be reduced to three or four by using strict criteria for final selection.

Action Taken: Commissioner Lindquist moved, seconded by Mayor Lomnicki, that the following language be incorporated: "As such, the eight Regional Centers should be considered candidates and ultimately the number should be reduced or policy established to phase in certain other Regional Centers earlier than others." The motion PASSED unanimously.

Councilor Kvistad made a commitment that there wouldn't be anything in the concept that is not viable. He assured the Committee that they would only stick with the Regional Centers that make sense.

Commissioner Blumenauer didn't think it was adequate and expressed concern about the six-month timeframe with particular fairness to Oregon City. He requested that we work on this to get it down to a phasing mechanism. John Fregonese commented that there is no specific criteria for a Regional Center although there are three to four Regional Centers that have already risen to the top that have high density and good accessibility, citing Beaverton, Washington Square, Gresham and the Clackamas Town Center. He cited examples of a second tier below that that might include cities such as Oregon City, Milwaukie and Hillsboro. There is a place inbetween that is ready for transit and performs an important function of jobs/housing balance. The third tier would include the Town Centers and Village Centers.

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Action Taken: The Committee agreed to accept TPAC's recommendation for Comments 13 and 14 (as underlined) in addition to language proposed by Andy Cotugno suggesting that the number of study areas for Regional Centers be reduced to three or four by using strict criteria for final selection.

Andy Cotugno thanked all the jurisdictions for their participation and effort in the 2040 planning process.

Councilor Kvistad thanked everyone at Tri-Met for leading a successful light rail bond measure effort.

It was announced that the next JPACT meeting would be held December 8.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma
Dick Engstrom
JPACT Members