

## MEETING REPORT

**DATE OF MEETING:** February 10, 1994

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

**PERSONS ATTENDING:** Members: Chair Rod Monroe, Susan McLain and Jon Kvistad, Metro Council; Earl Blumenauer, City of Portland; Bernie Giusto, Cities of Multnomah County; Fred Hansen, DEQ; Tanya Collier, Multnomah County; Ed Lindquist, Clackamas County; Craig Lomnicki, Cities of Clackamas County; Roy Rogers, Washington County; Les White, C-TRAN; Dave Lohman (alt.), Port of Portland; Bob Post (alt.), Rob Drake, Cities of Washington County; Gerry Smith, WSDOT; and Bruce Warner, ODOT

Guests: John Kowalczyk (alt. JPACT member), DEQ; Steve Iwata, Lavinia Wihtol, Steve Dotterer and Francie Royce, City of Portland; Dave Williams and George Vidas, ODOT; Commissioner Christy, Mike Borresen and Jerry Parmenter, Washington County; Rod Sandoz, Clackamas County; Richard Ross, Cities of Multnomah County; G.B. Arrington, Tri-Met; Judy Davis, League of Women Voters; Keith Ahola, WSDOT; Dean Lookingbill, Southwest Washington RTC; Xavier Falconi, City of Lake Oswego; Bob Bothman, MCCI; Susie Lahsene, Port of Portland; Nina DeConcini, Jacqueline Fun, Andy Ginsburg and Susan Turner, DEQ; Molly O'Reilly, Citizen; and Kathy Busse, Multnomah County

Staff: Andrew Cotugno, Mike Hoglund, Rich Ledbetter, Allison Dobbins, Gail Ryder, Terry Whisler and Lois Kaplan, Recording Secretary

**MEDIA:** None

### **SUMMARY:**

The meeting was called to order by Chair Rod Monroe who welcomed Multnomah County Commissioner Collier to JPACT (replacing Commissioner Hansen). Her alternate will remain Commissioner Saltzman.

### **MEETING REPORTS**

The December 9, 1993 and January 13, 1994 JPACT Meeting Reports were approved as written.

JPACT

February 10, 1994

Page 2

ANNOUNCEMENT

Mayor Lomnicki announced that on Tuesday, February 15, at 9:00 a.m. in the Metro Council Chambers, the City of Milwaukie and Metro will co-host a presentation by Neal Peirce, a nationally syndicated columnist on urban affairs. Distributed at the meeting was a flier on his two presentations, the first scheduled on February 14 at 2:00 p.m. at the St. Johns Episcopal Church on the topic "Can Cities Survive?" and the second on February 15 on the topic of "Citistates and Survival of the Region."

RESOLUTION NO. 94-1900 - ENDORSING THE NW 112TH LINEAR PARK FOR FUNDING AS PART OF ODOT REGION 1 PRIORITIES FOR TRANSPORTATION ENHANCEMENT FUNDING IN THE 1995-1998 TRANSPORTATION IMPROVEMENT PROGRAM

Mike Hoglund reviewed the Staff Report/Resolution reflecting TPAC's recommendation for endorsing the NW 112th Linear Park for receipt of Transportation Enhancement funds in ODOT's 1995-98 Transportation Improvement Program. He noted that this project received prior approval by JPACT but was remanded back for further consideration by Metro's Planning Committee, deleting the project from Resolution No. 93-1858B which was approved in October 1993.

Mike explained that Transportation Enhancement funds are to be used for projects relating to preservation of scenic or historic sites, beautification projects, rehabilitation of historic buildings, bike/pedestrian enhancements, abandoned railroads, etc. He then reviewed the process the OTC laid out for selection of these projects. He noted that 10 percent of STP funds are in Transportation Enhancement funds. Approximately \$4.4 million comes to ODOT Region I which includes the Metro area.

Mike reported that a workshop was held to review requirements, and grants were submitted for evaluation in August 1993. He described the process the Region 1 review panel (comprised of representatives of five counties, ODOT and Metro) followed in reviewing and prioritizing the candidate projects. The five categories included: intermodal relationship; relationship to other plans and programs; benefits to the community and environment; statewide significance; and match level, source, public/private commitment. The projects were rated according to those standards.

Mike described the proposed 112th Linear Park, to be located south of Cornell Road, as 2500 feet in length ranging from 50 to 600 feet. The project was initially intended to mitigate the 112th arterial project. The project would provide a quality

JPACT

February 10, 1994

Page 3

pedestrian connection to the property from the neighborhoods to the north of Cornell Road. Washington County's initial request was for \$706,000. ODOT recommended that \$308,000 cover the transportation elements.

Mike responded to the issues raised relating to the project's technical score, bicycle lanes, funding, intermodal relationship and the fact that it is not presently in Washington County's Comprehensive Plan. He cited a minority report and some testimony in opposition to the project. However, a Washington County hearing drawing approximately 100 attendees found a majority in support of this project. Mike also noted that a number of projects are not yet in comprehensive plans but are consistent with the comprehensive plan. Mike reminded the committee that JPACT had initially recommended this project for Transportation Enhancement funds.

Mike spoke of a procedural oversight in not notifying those parties who testified previously of an opportunity to speak at the TPAC meeting, but notification was sent to interested parties inviting comment for the February 10 JPACT, February 17 Planning Committee and February 24 Metro Council hearings. JPACT's consideration is whether or not to recommend that this project, located within the Metro area, be included in the Transportation Enhancement Program. If it is not recommended for approval, the funds would be applied to the Barlow Road project in rural Clackamas County. That project is first on the Region I contingency list.

Mike explained that the 112th Linear Park qualifies under ISTEA requirements and under the OTC guidelines and staff and TPAC recommended it for Transportation Enhancement funds. It is suggested that this project, which is tied to the arterial project, should be so acknowledged in the resolution.

Chair Monroe then opened the meeting to a public hearing.

Kathy Christy, Washington County Commissioner, testified that there have been 30 years of discussions relating to construction of the 112th Avenue project. She noted that the project meets federal guidelines for bicycle/pedestrian improvements through the Peterkort property to the Sunset Highway; is consistent with Washington County's Comprehensive Plan; and there is project support from the 112th Avenue residents. She commented on a public hearing held in Washington County, attended by 100 people, which drew wide agreement that the park has significant merit as a source of mitigation. She noted there are always some detractors, adding that a road project with an attitude has been

created. Commissioner Christy asked for JPACT support of the resolution that would grant Transportation Enhancement funds for the 112th Avenue Linear Park.

Action Taken: Commissioner Rogers moved, seconded by Mayor Lomnicki, to recommend approval of Resolution No. 94-1900, endorsing the NW 112th Linear Park for funding as part of ODOT Region 1 priorities for Transportation Enhancement funding in the 1995-1998 Transportation Improvement Program.

Motion to Amend: Councilor Kvistad moved, seconded by Commissioner Lindquist, to amend the resolution with the following new "Whereas" and "Resolve", respectively:

"WHEREAS, JPACT and the Metro Council recognize that the NW 112th Linear Park Transportation Enhancement funds are to support mitigation of the NW 112th/113th arterial project.

"4. That obligation of Transportation Enhancement funds for the NW 112th Linear Park project is restricted to mitigation support for the NW 112th/113th arterial project. If the arterial project does not proceed, the Transportation Enhancement funds should be transferred to the contingency projects identified for Region 1."

In discussion, Councilor McLain indicated her support of the proposed amendment as she felt it is part of the package already approved and addresses the glitch in the process. She spoke of citizen participation at the different levels and felt it was inappropriate for the JPACT chair to have decided not to hold the public hearing. She did not wish these funds to represent a slush fund if the project is not built. Whether the project is located inside the UGB or not, she cited the importance of honoring the contingency list.

In calling for the question on the proposed amendment, the motion to amend PASSED unanimously.

In calling for the question on the amended motion, it PASSED unanimously.

Councilor Kvistad noted that the Planning Committee will ask that, in the future, the local communities and jurisdictions have a report outlining the citizen involvement process. He cited the importance of citizen involvement being at the local level rather than at the MPO level. He didn't feel the MPO should be the primary government for that task, noting that it is not built into the process. He felt we need to make sure the local governments are aware that it is a concern.

JPACT

February 10, 1994

Page 5

Councilor McLain questioned how choices should be made on a "cut list" and hoped there would be regional review. She clarified that she wasn't questioning Washington County's process but did not want the MPO to merely rubber-stamp a project. She felt that JPACT should have a process for review so it can fulfill its role as an advisory group to Metro Council.

Andy Cotugno noted that the issue of public involvement, its process, and its approach are being established by members of a subcommittee with representatives from TPAC and Metro's Committee on Citizen Involvement (MCCI). They are trying to establish the right process at the regional and local level before projects are finalized. Andy indicated a recommendation would be forthcoming. It was agreed that there may be times when regional review needs to be made, and that issue is being addressed. Commissioner Rogers felt the issue must also be addressed by JPACT. He commented that JPACT is represented by many local jurisdictions and the MPO needs to respect and be sensitive to each jurisdiction's process. He felt that if someone was to oversee each jurisdiction's process, JPACT would become fragmented. He commented that there have been 30 years of process on the 112th Avenue effort.

Commissioner Blumenauer shared some of Commissioner Rogers' concerns. He felt it would be necessary to identify something that would require regional intervention. He attributed JPACT's success because it focuses on substance, and he didn't want it to become bogged down on process, noting that there should be less concern because a proper framework is in place. Chair Monroe agreed in the need to maintain balance in the region.

RESOLUTION NO. 94-1905 - AMENDING THE FY 1994 METRO TRANSPORTATION IMPROVEMENT PROGRAM TO ALLOCATE FUNDS TO SUPPORT THE OREGON TRANSPORTATION FINANCE COMMITTEE PUBLIC OUTREACH PROGRAM

This resolution would amend the FY 94 Metro TIP to allocate \$8,700 of regional STP funds to the OTFC in support of a public outreach program.

Action Taken: Commissioner Blumenauer moved, seconded by Commissioner Lindquist, to recommend approval of Resolution No. 94-1905, amending the FY 1994 Metro TIP to allocate funds to support the Oregon Transportation Committee's public outreach program. The motion PASSED unanimously.

VOLUNTARY DUES

Andy Cotugno explained that there have been long discussions about voluntary local government dues. Metro Council has initiated a process to seek other sources of funds to comply with

JPACT

February 10, 1994

Page 6

the recommendations of the Tax Study Committee. He noted that staff is seeking appointment of one representative from JPACT, MPAC, TPAC and MTAC to determine whether voluntary dues should be sought or other sources of revenue considered as part of the budget.

Chair Monroe commented that, in discussion with local governments and groups, several have indicated that voluntary local dues should still be considered as we go through the budget process. He reported that Metro Council is budgeting more tightly than ever before, trying to keep the budget at a minimum. He noted that a shortfall is anticipated and they are deliberating on whether a new tax should be put in place or other possible sources of revenue should be sought. He questioned whether the time is right for Metro to be supporting a new tax, citing the importance of a dues contribution. He asked that each jurisdiction put aside a contingency amount that would be accessible for local dues if support is there for the services provided. He reported that MPAC supported a growth-related tax.

Councilor Giusto stated that, in East Multnomah County, there needs to be another answer to the funding issue. He noted that there isn't total resistance to voluntary dues but cited the need for a more stable way of planning. A discussion followed on the tone of the proposed letter and the suggestion that it be reworded to state "you consider budgeting" instead of the language that read: "that you include the voluntary payment..."

Andy's memo to JPACT explained that Metro's Planning Department will not be able to meet its federal, state and regional planning mandates on a "base-level" budget unless some services are either eliminated or reduced. To be addressed are which programs should be funded, at what level, and how they're to be paid.

Councilor McLain cited the importance of jurisdictional support of the funding package and the need to recommend that the cities provide these funds in their tentative budgets.

Bob Post cited the need for a permanent solution, noting that it shouldn't have to be dealt with on a year-to-year basis, commenting on the importance of the projects. He asked whether it would be timely for an income tax surcharge on the ballot or a real estate transfer tax.

Action Taken: Bob Post moved, seconded by Commissioner Lindquist, to approve the proposed letter on voluntary dues drafted by Andy Cotugno.

JPACT

February 10, 1994

Page 7

In discussion on the motion, Mayor Drake emphasized inclusion of the word "voluntary" in the letter. He pointed out that if a decision had to be made at the local level between providing a police officer over Metro planning, his first consideration would be for the police officer. He cited the need for a stable source of funding for Metro. In trying to pare back Beaverton's budget, he liked the idea of putting the funds in a contingency budget but didn't like the tone of the letter. Some of the jurisdictions in his county are more resistant to support voluntary dues than they were a year ago.

In response to the issue relating to the "tone" of the letter, Andy noted that the first memo, citing the importance of the dues, was drafted to JPACT and MPAC and the second letter to local governments. He felt that the tone of the letter to local governments was of a voluntary nature.

Mayor Drake felt that the focus is right but anticipated a firestorm. He indicated that the real estate tax is not the only contingency in the City of Beaverton.

In calling for the question, the motion PASSED unanimously.

Chairman Monroe announced that he would be asking one member of JPACT to serve on the dues committee with representatives from TPAC, MPAC and MTAC.

#### ISTEA PRIORITIES

Andy Cotugno reported that ODOT has organized a process on statewide ISTEA priorities regarding disbursement of NHS funds, as outlined in a memo distributed at the meeting. He noted that we have been asked to identify our regional priorities.

At issue is whether new projects should be added to ISTEA or funding increased on existing projects. Andy reviewed the Oregon projects currently earmarked for funds and noted that they are the kinds of projects that can't be funded within normal state and regional mechanisms.

Andy felt that the comments made on page 3 of the memo were more cautious in content. Concerns are noted about the I-5 Salem Bypass and the U.S. 101 scenic byway located outside the metro area because they could potentially affect the region.

An order of priority is needed to get these projects integrated with other ODOT statewide projects. He noted that this matter has not been considered by TPAC. Andy felt that the top five statewide priorities will probably be considered.

Les White explained that the process was initiated by the Public Works Committee with authorization to be funded off of rescissions. He indicated that the ability to rescind money from a revenue stream is almost zero, noting that the hearings will start on February 24. Les did not feel that the process would result in an Authorization Bill but that it would set the discussion for FY 96.

Les reported a disturbing trend relating to rail projects in that there has been a downscoping of funds. He hoped that this mechanism would help reverse that trend.

Bruce Warner noted that the Federal Government is looking at ways to fund the earthquake damage in Los Angeles. It is therefore important to emphasize only the most important projects so they can survive potential funding cuts.

Dave Lohman expressed the Port's appreciation in having the Columbia Slough Intermodal Bridge in Rivergate on the list. He indicated that he was supportive of the high-speed rail project but, in terms of priorities, he was unclear of the benefits in terms of reduced travel time and projected ridership. He felt it would be useful to have additional information. In response, Andy Cotugno recommended supporting an incremental approach to high-speed rail, stating that that kind of information is needed in order to be tied in to the implementation proceedings. The intent of this recommendation is that the project funds be treated as a placeholder.

Commissioner Blumenauer noted that we are trying to send signals about direction and this is a mechanism to get behind our recommendation. He felt it was the least we could do. Les White pointed out that we can't identify amounts at this time as the scope is undetermined. He cited the importance of the Portland to Seattle segment of the High-Speed Rail project and how it impacts the region. He noted that we want to make sure the train is not leaving without Portland tied to it. Les acknowledged that running time and ridership are factors to be looked at. He felt that it is of high enough priority that we should alert Congress.

Action Taken: Commissioner Blumenauer moved, seconded by Les White, to approve the letter of ISTEPA priorities for forwarding to ODOT. The motion PASSED unanimously.

#### DISCUSSION OF AIR QUALITY PLANNING IN THE PORTLAND REGION

John Kowalczyk, Acting Director of DEQ's Air Quality Division, provided an overview of three major air quality planning



JPACT

February 10, 1994

Page 9

activities to interact with the planning and transportation program. He reported that, over the next several months, TPAC and JPACT need to become involved with the State Conformity Rule, Carbon Monoxide Maintenance Plan for the Portland area, and Ozone Maintenance Plan for the Portland area. In addition, DEQ will be involved in Metro activities related to the Region 2040 decision, the Transportation Planning Rule (TPR) requirements and TDM measures, and the major update of the Regional Transportation Plan (RTP). All Metro and DEQ activities are on similar schedules while working through the various committees.

John explained that the State Conformity Rule is a process to ensure that transportation planning is consistent with air quality planning. The new state conformity rule must be adopted by November 1994. John then reviewed the conformity change timelines and requirements. Andy Cotugno noted that conformity for the three different projected time periods are based upon implementation of the TIP and already includes financial constraints. He indicated that it is the long-range plan that has not been entirely financially constrained in previous conformity determinations. In 1996, conformity will need to be tied to the new maintenance plans for ozone and carbon monoxide. If there are disputes regarding conformity analysis, final resolve is through the Governor's office.

With regard to the CO Maintenance Plan, the metro area currently measures in attainment. DEQ is working on the plan with the City of Portland for a 10-year maintenance plan for the Central City based on a high-growth scenario. The City is trying to attract 8 percent of regional housing. John reviewed the CCTMP strategies, noting that oxygenated fuels are costing consumers between \$5-10 million per year. If the CO Maintenance Plan is based on the high-growth scenario and the RTP continues to have the existing pattern of traffic, there could be nonconformity for the Central City. Bruce Warner felt there shouldn't be a difference between the two plans.

Fred Hansen stated that conformity status also has a bearing on where funding goes, as well. The question was raised whether air quality in the state of Washington (Clark County) is being coordinated with the region's effort. John Kowalczyk indicated that was the case and then reviewed the Ozone Maintenance Plan strategies which included: an enhanced vehicle inspection program; new area source emission standards for lawn and garden equipment, consumer products, architectural coatings and auto refinishing; land use/TPR credit; employee commute options rule (ECO); regional parking ratios; and a contingency plan for reformulated fuels and congestion pricing. Andy Cotugno noted

JPACT

February 10, 1994

Page 10

that three of the Ozone Maintenance Plan strategies are transportation-related measures.

John Kowalczyk noted that, with the 2006 RTP, DEQ is anticipating an increase in emissions but, with implemented strategies, they hope to attain the emissions standard. He cited the need to balance the strategy package required to achieve the needed reduction in emissions. John noted that local governments are scheduled to adopt their pedestrian/bike/transit-friendly ordinances in May 1994. He added that, in trying to meet TPR requirements, you can take advantage of the ECO and parking ratio rules as part of base credit.

Risks cited in delaying the Maintenance Plan included: recurrence of nonattainment; delays of industrial growth impediments; and more reductions required past the 2006 maintenance date. Fred Hansen reported that CO will continue to come down. He noted that we're barely going to attain ozone requirements in 2006, indicating that more strategies will be needed. This assumption is based on current national ozone standards although there is the possibility of EPA revising the standard further.

Commissioners Blumenauer and Rogers expressed appreciation for the clarity of the outline and information provided by DEQ.

Steve Iwata of the Portland Bureau of Transportation, distributed a pamphlet entitled "Assuring Growth with Livability - Central City Transportation Management Plan." He provided history of CO in the 1970's and its violations. Following that period, a Downtown Plan and a Downtown Parking Circulation Policy were adopted, resulting in adoption of the parking lid for downtown Portland for management of surface parking lots and structures.

Steve indicated that the focus of the Central City Transportation Management Plan includes the land use vision, economic development and overall livability. Development of transportation and economic strategies are needed to ensure that community goals for mobility and livability are met. To assure growth with livability, transportation planning must address the issues and impacts of parking management, traffic circulation, transit, urban design, air quality and livability.

In terms of the high-growth scenario that was developed, he noted its impacts on transportation and air quality. He felt we could meet the CO standards even with a high-growth scenario but noted that congestion management is needed in the Central City. Steve emphasized expanded transit use and service as critical to the build-out of the Central City. They also concluded that an

increase in Central City housing would have a positive impact on transportation.

Steve reviewed the CCTMP adoption schedule, as follows:

- . Public meetings . . . . . February 1994
- . City Planning Commission. . . . . April 1994
- . City Council. . . . . May 1994
- . DEQ/Metro CO Maintenance Plan . . . . . November 1994
- . EPA Approval of CO Maintenance Plan . . . . . 18-24 months

A discussion followed on the pattern of ozone violations. It was noted that overall vehicle travel utilizing these parking management strategies would help ozone and CO standards. Commissioner Blumenauer noted that VMT in the region has an impact.

Steve Iwata added that the CCTMP has been incorporated into the Transportation Plan; the Land Use Plan has already been adopted; and the Zoning Code would need to be amended.

Regarding Metro's 2040 air quality projections, Andy Cotugno explained that there are two kinds of pollution to worry about: 1) CO, which he noted was manageable; and 2) ozone, which is an airshed-wide program. He reviewed the contributing pollutants, including non-road vehicles, trains, buses, lawn mowers, etc. He stressed the need for a continuing program after 2006 but noted that growth will be an issue to be dealt with thereafter.

John Kowalczyk added that ozone is caused by four kinds of nitrogen and volatile organic compounds. Fred Hansen added that every industry who wants to expand needs to have air quality offsets. They also have to utilize the best available technology and those burdens force some companies to move. Those restrictions are not without a Maintenance Plan. He cited the need to deal with those growth restrictions.

Commissioner Rogers spoke of the parking ratios in Washington County, noting that Metro is exploring this issue. He asked that input be provided at the local level to facilitate talks with business, community and legislators. John Kowalczyk indicated that there is substantial coordination between Metro and DEQ. A discussion followed on how to get the stakeholders to the table. It was suggested that a technical and advisory group of representatives from industry and government be formed to discuss the specifics of the parking ratios and employer trip reduction requirements DEQ is charged with. The first step is for the technical staffs to work together. Committee members did not feel there was a problem with long-term coordination.

JPACT

February 10, 1994

Page 12

Les White reported that Washington's major industries have crafted trip-reduction coordinators to see that ratios are in place. Their six major businesses have already met and developed 1995 goals.

Committee members agreed in the need to solve the problem in their own respective communities, that it should be a single coordinated effort, and that a mechanism should be sought to link this to a single effort. Commissioner Blumenauer was supportive of Commissioner Rogers' comments, expressing his willingness to work with Commissioners Rogers and Lindquist toward one coordinated effort. Fred Hansen was receptive to one process for the effort and wondered whether the parking ratios could be dealt with in the 2040 plan. He was open to new ideas but felt the region would suffer if the effort to get to a Maintenance Plan was postponed. Commissioner Blumenauer responded that he didn't wish to delay the process or to do it improperly but encouraged having a coordinated public information/public outreach effort.

#### ANNOUNCEMENT

Bob Post announced that a low-floor bus parked outside Metro was being considered by Tri-Met because of increased wheelchair use. Tri-Met is looking at alternatives for those who presently have trouble getting on and off their buses.

#### NEW MEETING TIME

Committee members agreed that next month's meeting will convene at 7:15 a.m.

#### ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma  
Dick Engstrom  
JPACT Members