

MEETING REPORT

DATE OF MEETING: May 13, 1993

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

PERSONS ATTENDING: Members: Chair George Van Bergen, Jon Kvistad and Roger Buchanan, Metro Council; Earl Blumenauer, City of Portland; Tom Walsh, Tri-Met; Bruce Warner, ODOT; Dave Lohman (alt.), Port of Portland; Jim Ebert (alt.), Cities of Clackamas County; Les White, C-TRAN; Keith Ahola (alt.), WSDOT; Gary Hansen, Multnomah County; Ed Lindquist, Clackamas County; Steve Greenwood (alt.), DEQ; Bernie Giusto, Cities of Multnomah County; and Rob Drake, Cities of Washington County

Guests: John Godsey (JPACT alt.), City of Hillsboro; Mark Brown, Washington County; Elsa Coleman, Kate Deane, Jessica Marlitt and Steve Dotterer, City of Portland; Dave Williams, ODOT; Eric Herst, Citizen; Bob Post (JPACT alt.), Dick Feeney and G.B. Arrington, Tri-Met; Susie Lahsene, Port of Portland; Dale Chambers, Washington County Land Use Advisory Commission; Gussie McRobert, Dave Eichner, Clay Moorhead, and David Knowles, Gresham; Pamela Reamer-Williams, Oregon Trucking Association; Jim Howell, OFCET; Bob Bothman, MCCI; Dean Lookingbill Southwest Washington RTC; Mary Legry, WSDOT; Kathy Busse, Multnomah County; Peter Fry, Central Eastside Industrial Council; Rod Sandoz, Clackamas County; and John Kowalczyk, DEQ

Staff: Rena Cusma, Executive Officer; Andy Cotugno; Richard Brandman; Leon Skiles; Mike Hoglund; Gail Ryder; Deborah Bernard; and Lois Kaplan, Secretary

MEDIA: Robert Goldfield, Daily Journal of Commerce

SUMMARY:

The meeting was called to order and a quorum declared by Chair George Van Bergen.

MEETING REPORT

Tom Walsh moved, seconded by Bruce Warner, to approve the April 8 JPACT Meeting Report as written. Motion PASSED unanimously.

DEQ TASK FORCE LEGISLATIVE UPDATE

Andy Cotugno introduced Dick Feeney, Tri-Met, and John Kowalczyk, DEQ, for an update on legislation.

Andy noted prior actions taken by JPACT relating to legislation, which included endorsement of the recommendations of the Governor's Task Force on Motor Vehicle Emission Reductions in the Portland metropolitan area and a resolution on an overall transportation financing package.

John Kowalczyk highlighted the Findings and Recommendations of the House Special Task Force on Emissions provided in the agenda packet. He emphasized the fact that the Task Force wanted to recommend a plan that would be approved by EPA.

John noted that a special committee had been appointed to review these bills headed by Representative Tom Brian. He reviewed the seven strategy recommendations endorsed by the House Special Task Force, noting their exception to the motor vehicle emission fee, which they viewed as a tax, and expansion of the inspection/maintenance program boundary lines. In addition, he reviewed additional strategies recommended for implementation as it is expected that the goal will fall short of maintaining the standard. Upon failure to reach air quality compliance, the region would be placed in a new category and sanctions could be placed on non-discretionary highway funds and on industry.

John pointed out that ISTEA funds can help business attain the trip reduction goals. Employers would be given flexibility on how to implement those programs, citing benefits of transit-oriented development, implementation of Rule 12 objectives, and more regional consistency. The possibility of incorporating emission trading programs is being discussed.

Copies of the Willamette Week's April 29 article on Portland's environment were distributed and highlighted. John Kowalczyk felt that the comments therein and the issue of jobs and air quality represented reality, noting that the region had lost 1,000 jobs and a new plant because of air quality. He added that the Task Force recommendations have changed the focus on meeting air quality standards from the motorists to business. There is a state gas tax and a vehicle registration fee being considered in the Legislature. If implemented, credits should be extended for trip reductions.

John also pointed out JPACT's involvement and the need for RTP amendments to follow in order for the document to be consistent with the Clean Air Act. He clarified that EPA will need to

approve a Maintenance Plan within a year of time of submittal.

Dick Feeney distributed a memo summarizing the funding measures before the Legislature (a copy of which is attached). The OTP package relating to transit includes:

- . A 3-cent gas tax for two years
- . A registration fee increase, as follows:
 - a. \$15.00/year effective 1-1-94 for highways.
 - b. \$20.00/year effective 1-1-95 for transit (distribution: 5% - Intercity transit; 5% statewide equity; and 90% county and MPOs). Dick noted that the \$20.00 fee would generate about \$52 million per year and the tri-county area would receive about \$20 million.
 - c. Tri-Met local option (subject to voter approval) to levy a fee or tax on the ownership, operation, and use of a motor vehicle.
- . Constitutional Amendment that would allow fees/taxes on the ownership, operation and use of a motor vehicle to be used for transit. Dick noted that this draws a line between the gas tax, the weight-mile tax and other taxes in that it achieves a reduction in air pollution or vehicle miles.

Dick Feeney explained that any vehicle registration fee after 1995 could be used for purposes other than the highway improvement program.

A discussion followed on Senate Bill 536, which was not included as part of the OTP package. Later in the meeting, Commissioner Blumenauer reported that Senator Phillips has the misconception that the bill has something to do with the Western Bypass and is leading an effort to kill it. He cited the need for someone to make contact and clarify that issue.

Senate Bill 536-A, relating to the Portland area Congestion Pricing Pilot project, is moving through the Senate. It was clarified that this bill does not involve the Western Bypass. Andy Cotugno asked if JPACT members had any additional concerns for inclusion in the memo addressed to the Senate (distributed at the meeting) in support of the project. Hearing no further comments, the memo will be submitted as presented.

Dick Feeney noted that there is \$4 million dedicated for study of the North/South LRT project in the Governor's budget.

ANNOUNCEMENT

At this time, Chair Van Bergen introduced Jim Ebert, alternate for the Cities of Clackamas County as newly appointed to JPACT.

Andy Cotugno reminded JPACT members of the May 14 JPACT Finance Committee meeting at 7:30 a.m.

HILLSBORO CORRIDOR DRAFT ENVIRONMENTAL IMPACT STATEMENT

Leon Skiles, Project Manager for the Hillsboro Corridor AA, provided a brief overview of the alternatives and process to select a Locally Preferred Alternative. He reported that publication of the Hillsboro Corridor DEIS was announced on April 23 in the Federal Register and it represents the decision document.

Copies of the bound Executive Summary, *Hillsboro Choices* (a newsletter) and a briefing document were distributed. The briefing document, highlighted at the meeting, was prepared for the Steering Group for consideration at its May 21 meeting. Leon noted that the project would also have news coverage in the Hillsboro Argus.

The goals of the Hillsboro Corridor study are to improve the transit system; capitalize on major investments in the Westside LRT project; and provide a link of major employment centers in Hillsboro with the Eastside. The alternatives studied include: 1) a No-Build alternative; 2) a Transportation Systems Management (TSM) alternative; 3) an LRT Fairplex Terminus alternative; 4) an LRT Transit CBD Terminus (Washington Street) alternative; 5) an LRT Transit CBD Terminus (Main Street) alternative; and 6) an LRT Transit CBD Terminus Couplet alternative. Leon pointed out the advantages and disadvantages of the various alternatives reviewed.

As diagrammed in the Briefing Document, the study process included the following:

- . A 45-day public comment period that expires on June 7
- . Public hearings on May 24 at 4:00 p.m. and 7:00 p.m. before the Westside/Hillsboro Steering Group
- . A Citizens Advisory Committee (CAC) recommendation on June 8 for the Locally Preferred Alternative
- . A Westside/Hillsboro PMG recommendation on June 9
- . A Steering Group recommendation on June 11

- . Recommendation by the Hillsboro Council on June 15
- . Recommendation by the Washington County Planning staff on June 16
- . Presentation before the Washington County Planning Commission on June 22
- . TPAC consideration of the recommendation on June 25
- . JPACT consideration of the recommendation on July 8
- . Metro's Planning Committee consideration of the recommendation on July 13
- . Metro Council consideration of recommendation on July 22
- . Selection of a Locally Preferred Alternative by the Tri-Met Board on July 28.

Leon Skiles reported that the process follows the model set up by the Westside Corridor study. Tri-Met will make its recommendation after all recommendations are in. The three actions required by Tri-Met include: 1) a land use public hearing; 2) a land use final order required under state statute for funding; and 3) LPA choice as required by the Federal Transit Administration.

Following advancement of the project into Preliminary Engineering if a Build alternative is selected, the Final Environmental Impact Statement (FEIS) would be completed around March of 1994. An opening date would be within a year of the opening date of the Westside project.

The funding package for the Hillsboro Corridor is comprised of one-third Section 3 funds, one-third STP funds, and one-third local funds. Leon emphasized that the project is consistent with ISTEA and is a model for the country.

Leon noted that a more detailed briefing and update on the public process would occur in June.

Steve Greenwood questioned the numbers used for the LRT extension. He felt that the further out one lives, the more likely one is to use MAX and the greater the benefit. Richard Brandman responded that the numbers being utilized are from the FTA-approved demand forecasting model which underestimates ridership on the existing MAX line. It does not fully account for trips inside the corridor. Also, it is a conservative model based on

the year 2005. A lot of congestion inside Hillsboro is going to happen outside the year 2005. Richard also noted major investments to extend LRT to downtown Hillsboro. He pointed out that the Westside and Hillsboro projects should be viewed as a single project. He noted that you have to keep in mind how FTA set up the model for the forecasts and you need to look at how many trips are produced in the Hillsboro portion of the corridor: within the CBD alternatives, almost 8,000 Westside LRT riders would be generated within the Hillsboro Corridor.

Chair Van Bergen thanked Leon Skiles for his presentation.

RESOLUTION NO. 93-1805 - REQUESTING TO THE U.S. CONGRESS THAT RESTRICTIONS ON SECTION 3 FUNDS BE AMENDED SO THAT SUCH FUNDS CAN BE EXPENDED FOR TRANSIT-RELATED PROJECTS IN OR NEAR THE CITY OF GRESHAM

Tom Walsh provided background information on the Project Break-even proposal which emerged after the Banfield light rail line was opened in 1986. Project Breakeven was the site of a proposed regional shopping area in Gresham that was an exciting concept but ran into difficulty when the real estate market fell apart and there was internal opposition to the project within UMTA. It was to have been a cooperative effort for Tri-Met, Safeco and Winmar.

Gresham is now making a real effort to develop an alternative that is transit-oriented, and it represents a promising project. This resolution encompasses a joint request from Tri-Met and the City of Gresham to secure Congressional action to amend the restrictions placed on the Section 3 funds for development of Project Breakeven for use on alternative transit-related projects in or near the City of Gresham. This request would be channeled through Senator Hatfield's office for reprogramming of funds. If this doesn't occur, in the 1994 Appropriations cycle, the Federal Government would do the reprogramming and the funds would probably be allocated to the Westside project.

Dick Feeney commented on recent discussions with Mark Vandewater of the Senate Appropriations Committee on options available to spend the funds on transit-oriented projects. He felt it would be risky in putting this matter off for another month because of the timeframe in getting it incorporated into a senate bill. Senator Hatfield is requesting JPACT concurrence before he proceeds to change the statute.

Dick Feeney pointed out that this is the first year we are asking for significant construction funds for the Westside LRT project. If other funds previously appropriated are available, he was confident that funding would be deducted from the project money. Gresham has worked with Tri-Met to maintain part of the original agreement, to leverage transit-oriented development in this area.

Dick Feeney explained that the land would be provided by Gresham with construction funding provided by Tri-Met. \$4.5 million would be provided with Section 3 and local resources for the park-and-ride facility with \$13.5 million programmed toward double-tracking from Ruby Junction east to the Gresham-Cleveland station.

Gussie McRobert, Mayor of Gresham, cited the importance and value of the project to the Westside project as much as the Eastside benefits.

Action Taken: Tom Walsh moved, seconded by Earl Blumenauer, to recommend approval of Resolution No. 93-1805, requesting to the U.S. Congress that restrictions on Section 3 funds be amended so that such funds can be expended for transit-related projects in or near the City of Gresham.

In discussion on the motion, Andy Cotugno highlighted the Staff Report and Resolution and spoke of the need for follow-up TIP and RTP amendments.

Jim Howell, representing OFCET, noted the following concerns: 1) he felt the project is contrary to regional policy to achieve a reduction in VMT, also citing the need for an adequate bus system; 2) he felt it was somewhat ludicrous to request \$13.5 million when the Federal Government is broke; (he also didn't feel it would cost that much for the improvements and to double-track); 3) he thought the widening of the Wallula Street bridge would be counterproductive; and 4) he felt the Federal Government should be a partner, and that there was no justification for this expenditure.

Clay Moorhead, Community Development Director of Gresham, agreed with the position taken by Jim Howell relating to VMT reduction. He stated that it is Gresham's position that the installation of the parking garage is quite necessary to meet the Rule 12 requirements for dealing with overall reduction of parking spaces. He pointed out that Gresham must become a city that develops standards that will limit surface parking area as well as addressing transit-oriented development for the area. Because of the agreement reached between Gresham and Tri-Met, there is a

significant possibility of this proposal being approved by Congress.

The motion PASSED unanimously.

I-5 RELOCATION

A memo was distributed commenting on the relocation of the Eastbank Freeway for submittal at the May 18 Portland City Council hearing. During discussion, Commissioner Blumenauer noted the need for further clarity in the memo; the need to fold 2040 into the process of the I-5 relocation; that 25-50 years was a better Future Vision horizon than a 25-year plan; and that the City of Portland would like to be a good regional partner. Commissioner Blumenauer reminded the Committee that he requested that JPACT express its concerns over the Eastbank Freeway at last month's meeting.

Andy Cotugno explained that the memo being reviewed reflected the comments expressed at the April 30 TPAC meeting. He asked for additional comments and whether or not the Committee wished to support the memo as written. Andy elaborated on the concerns dealt with in the memo relating to accessibility into the McLoughlin Corridor, connections, higher densities, truck traffic movements, LRT, functionality, uncertainty of the project and its impact on other parts of the system, and financing. In terms of financing, he felt that if there is a significantly more expensive project, it needs to compete with other regional needs and stand on its own merits. Andy felt that it would be worthwhile to incorporate Commissioner Blumenauer's comments into the memo.

In discussion about removing the section of freeway in 25 years, committee members questioned whether money should be spent on a project that does not have a useful life span of 20-25 years. Andy Cotugno was supportive of integrating the issue of what happens to the Eastbank Freeway into the 2040 planning process.

Dave Lohman spoke of the impact on the economy as another important issue. He noted that Portland is the secondmost important distribution center on the West Coast and this region needs to protect that status. He commented further on "just-in-time" delivery and its impact on the region, citing the importance of the distribution system here.

Also discussed was this project's impact on the other key transportation projects and their importance.

Dave Lohman commented on paragraphs 1 and 4 which dealt with the issue of removal. He felt that the question of removal is simply

not feasible in terms of distributing truck traffic. He suggested a statement indicating that light rail might be able to accommodate the growth problem but it cannot handle all the system functions now served by this segment of I-5 nor the freight movement functions.

Tom Walsh noted that he was on the Task Force that considered moving the freeway. He felt that a decision was made in 1989 and cited the need to move forward. He indicated that a conclusion was reached at that time after looking at all the alternatives.

Chair Van Bergen felt that the matter is really an urban redevelopment issue rather than a transportation issue.

The Committee agreed that relocating I-5 to continue its present functions would cost significantly more than the currently proposed East Marquam projects.

Action Taken: It was the consensus of JPACT members that the Eastbank Freeway memo be amended to reflect the discussion held at the meeting. Andy Cotugno was directed to incorporate the comments in question.

Les White reported that a delegation from C-TRAN, Metro and the Southwest Washington RTC met with the HCT Committee and that \$4 million was awarded for the South/North alternatives analysis.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma
Dick Engstrom
JPACT Members