

MEETING REPORT

DATE OF MEETING: December 10, 1992

GROUP/SUBJECT: Joint Policy Advisory Committee on Transportation

PERSONS ATTENDING: Members: Chair Richard Devlin, Jim Gardner and Susan McLain, Metro Council; Pauline Anderson, Multnomah County; Earl Blumenauer, City of Portland; Larry Cole, Cities of Washington County; Don Adams (alt.), ODOT; Bernie Giusto, Cities of Multnomah County; Craig Lomnicki (alt.), Cities of Clackamas County; Steve Greenwood (alt.), DEQ; Bruce Hagensen, City of Vancouver; Ed Lindquist, Clackamas County; Roy Rogers, Washington County; Tom Walsh, Tri-Met; and Mike Thorne, Port of Portland

Guests: Keith Bartholomew, 1000 Friends; Leeanne MacColl, League of Women Voters; Howard Harris, DEQ; Lavinia Wihtol and Steve Dotterer, City of Portland; Dave Williams, Bill Ciz, John Rist and Michal Wert, ODOT; Bob Brannan, Parsons Brinckerhoff; Richard Ross, City of Gresham; Jim Beard, OEC; Molly O'Reilly, Citizen; Eric Herst, Oregon Trucking Association; Rick Root and Daryl Steffen, City of Beaverton; Geoff Larkin, The Larkin Group, Inc., Bruce Warner, Washington County, G.B. Arrington and Bob Post (JPACT alt.), Tri-Met; Jim Howell, Oregon Association of Railway Passengers; Kim Chin, C-TRAN; Bob Hart, Southwest Washington RTC; David Lohman (JPACT alt.) and Susie Lahsene, Port of Portland; Kathy Busse, Multnomah County; and Rod Sandoz, Clackamas County

Staff: Andrew Cotugno, John Fregonese, Mark Turpel, and Lois Kaplan, Metro

MEDIA: Jim Mayer, The Oregonian

SUMMARY:

The JPACT meeting was called to order and a quorum declared by Chair Richard Devlin.

In tribute to Mayor Cole and Commissioner Anderson for their longstanding contribution to the regional planning effort and participation on JPACT, caricatures were presented. Each, in

turn, expressed her/his appreciation for being a part of the JPACT process, working with interesting people, and for the caricatures.

MEETING REPORT

The November 12 JPACT Meeting Report was approved as written.

RESOLUTION NO. 92-1706 - ENDORSING ALTERNATIVES FOR EVALUATION IN THE DEIS PHASE OF THE WESTERN BYPASS STUDY (RECONSIDERATION)

Andy Cotugno explained that this resolution was referred back to TPAC on how to implement the recommendation on congestion pricing made at the November 12 JPACT meeting. TPAC recommended that the action be reconsidered, that a congestion pricing analysis be a regionwide effort via a pilot project rather than as part of the Bypass DEIS, or that ODOT undertake and fund a modest evaluation of the relative magnitude of demand reduction possible from congestion pricing as compared to parking pricing as a parallel to the DEIS. They felt this action should be separated from the DEIS on the Western Bypass study, noting there is little data available regarding the impact of congestion pricing and it would need to be extrapolated from the parking approach already included in the five alternatives being considered. TPAC also felt that it is an issue that belongs in a regional approach and was supportive of pursuing a pilot project for congestion pricing to determine its relative effects on travel behavior on a regional scale. The separate analysis would be funded by ODOT and done in conjunction with the DEIS. Information from the 2040 process will be derived by the same process.

Action Taken: Commissioner Blumenauer moved, seconded by Steve Greenwood, to reconsider action taken at its November 12 JPACT meeting and to recommend approval of Resolve No. 5 as a substitute for the previous action, as follows:

5. That ODOT undertake and fund a modest evaluation of the relative magnitude of demand reduction possible from congestion pricing as compared to parking pricing. This should be done separate from the DEIS and be completed when the DEIS is completed and should be coordinated with regional consideration of congestion pricing.

Councilor Gardiner supported the motion and understood the rationale. He questioned, however, the word "modest" describing the evaluation as he felt it diminishes the project. Deletion of the term was then considered and accepted as a friendly amendment. Andy Cotugno clarified that the intent is that it not be

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regarded as a full-blown assessment and not a feasibility study. It would represent a narrow perspective for the effect on travel demand.

Tom Walsh questioned whether this parallel effort and the ISTEPA pilot project would present a conflict. Andy Cotugno responded that there needs to be some linkage. The implications need to be sorted through a regional process. Andy explained that the applicability of congestion pricing would be tested through a pilot project.

Don Adams was opposed to linking congestion pricing to the DEIS. He concurred with Keith Lawton's memo on congestion pricing and considers Keith an expert in the field of modeling. He felt we lack direction on how to proceed, questioning the reliability of such data and justification of proceeding with an expensive environmental document without reaching a conclusion. Don also pointed out how this would apply to every project in the region. His concern dealt with projects being held up awaiting review of the pilot project and spoke of projects unable to move forward facing the same dilemma. He stressed the importance of taking a regional approach to address the congestion pricing issue.

Mayor Lomnicki understood that the pilot project would occur first and that data would be used for congestion pricing information for the Bypass study.

Andy Cotugno stated that part of the difficulty is that research is needed and we don't know what will happen on the pilot project. He spoke of national competition for the grant, limited resources, and the uncertainty of what level of effort would be undertaken if the pilot project is not awarded. He cited the importance of learning what might be available on a regional basis first as a determination on whether there will be a large or small-scale effort before the data is applied to the Bypass.

Mayor Lomnicki questioned going forward with the congestion pricing component on the Western Bypass study if the pilot project isn't assured. Councilor Devlin noted that it would be a limited examination of what the impact is on travel demand.

Andy Cotugno pointed out that the information on congestion pricing is needed when the DEIS is produced.

Steve Greenwood noted that, if this motion passes, it in no way commits a pilot project associated with congestion pricing for the Western Bypass. It looks at the relative magnitude of demand management. He acknowledged that there are technical problems

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associated with doing this in the DEIS and was supportive of the motion.

Councilor McLain spoke of the Congestion Pricing Symposium she attended, the need to separate the congestion pricing issue from the Western Bypass study, and the need to respect ODOT's concerns and those concerned with the Bypass. She cited the need to think about the steps that should be taken, that the technology is there, that the concept is not difficult, that data is available in and out of the United States, and was supportive of a parallel study to the Bypass. She felt that the second approach offered by TPAC was the best.

Jim Beard of the Oregon Environmental Council (OEC) felt that the congestion pricing issue is one of responsibility. He spoke of requirements in the DEIS, the fact that congestion pricing has been included in several reports lately, that Resolve 5 represented a good compromise, and, in OEC's view, it is responsible to include some examination of congestion pricing. He cited examples of pricing congestion modeling taking place, notably in Los Angeles.

Mayor Cole did not feel the issue was a substitute for the Western Bypass, was supportive of Resolve 5, but felt congestion pricing should be handled as a separate issue. He cited the need to look toward the future and long-range planning, speaking of projected growth in Washington County and the need and certainty of the Bypass being built.

Motion to amend: Mayor Cole moved, seconded by Roy Rogers, to reconsider action taken by JPACT at its November meeting and remove all references to congestion pricing.

Mike Thorne spoke of the needs of the fastest growing airport on the West Coast, Portland International Airport. He informed the Committee that the vast majority of the cargo is high-tech, one of the realities of the economic future.

Commissioner Lindquist spoke of the importance of examining congestion pricing as a future technology to see how it works and to make it work. He was not supportive of tying it to a project and hesitated holding back projects until the results are known. He noted that there are projects in Clackamas County that will probably be impacted and was not supportive of stopping the whole process. If JPACT ties the Bypass to this congestion pricing issue and finds out what congestion pricing really does, changes may have to be made. Commissioner Lindquist felt we need to proceed based on present technology and resisted tying a project to the congestion pricing issue.

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Commissioner Rogers appreciated the comments made and supported the concept of congestion pricing being modeled on a regional level without linkage to the Bypass, but felt it would be difficult to accomplish through support staff. He supported Don Adams in the belief that it would be a difficult concept to apply and felt that linking it to the Western Bypass study was the wrong approach. He felt that other jurisdictional projects would be affected as well.

Commissioner Blumenauer indicated he would do some field work on congestion pricing. He noted there are lots of certified people doing this in less advanced countries and felt that we must determine whether this technique proves to be a more cost-effective way to solve our problems. He felt the intent of Resolve 5 is to disconnect the issue from the DEIS process of the Western Bypass study. The direct linkage is not made but it indicates the data will be available. He did not feel we would be harming ourselves by proceeding in that fashion. It may not be practically acceptable or politically acceptable but he felt it was a reasonable compromise. He felt that others are reading something into it.

In calling for the question on the original motion, the motion FAILED 6 to 8. Those voting for included: Mike Thorne, Pauline Anderson, Jim Gardner, Earl Blumenauer, Craig Lomnicki and Steve Greenwood. Those against included: Susan McLain, Larry Cole, Don Adams, Bernie Giusto, Bruce Hagensen, Ed Lindquist, Roy Rogers, and Tom Walsh.

In discussion on the motion to delete references to congestion pricing, Don Adams commented that he would be supportive of a regional ODOT/Metro staff effort to study congestion pricing. He felt it would serve as a back-up to the pilot congestion project but noted there being no guarantee in getting the grant.

Mayor Cole noted that he would support a congestion pricing study being conducted by ODOT but didn't feel there's enough information to implement the concept.

Councilor Gardner felt that part of the concern on the earlier vote was that this proposed study of impacts of demand reduction that would be running parallel to the DEIS would hold up the Bypass project.

Motion: Councilor Devlin entertained a motion, seconded by Councilor McLain, to reconsider the JPACT action taken at its November 12 meeting, that the term "modest" be deleted preceding "evaluation" in proposed Resolve 5, that the reference to congestion pricing be deleted from Resolve 5, and that the

amended Resolve 5 be approved striking language as follows: ~~and be completed when the DEIS is completed.~~ The motion FAILED by a vote of 4 to 10. Susan McLain, Jim Gardner, Pauline Anderson and Earl Blumenauer voted for. Mike Thorne, Craig Lomnicki, Steve Greenwood, Larry Cole, Don Adams, Bernie Giusto, Bruce Hagensen, Ed Lindquist, Roy Rogers and Tom Walsh voted against.

In calling for the question on Mayor Cole's motion to amend by deleting references to congestion pricing, the motion PASSED by a vote of 9 to 4. Those voting against included: Pauline Anderson, Steve Greenwood, Jim Gardner and Earl Blumenauer.

Action Taken: Councilor McLain moved, seconded by Commissioner Lindquist, that ODOT be asked to do an evaluation of congestion pricing as compared to parking pricing.

Larry Cole suggested that ODOT and Metro staff work together on the congestion pricing issue.

In calling for this question, the motion PASSED unanimously.

Councilor Devlin indicated that a new resolution would be distributed at next month's JPACT meeting to clarify action taken.

TRIBUTE

Andy Cotugno acknowledged Ted Spence's retirement from ODOT, commenting on his contribution to the regional planning process and the fact that he will be missed. A caricature was presented to Ted signed by members of TPAC and JPACT.

ANNOUNCEMENT

Andy Cotugno announced the January 23 deadline for submittal of the congestion pricing application. He felt there is interest in doing the study and it will be back for approval next month.

RESOLUTION NO. 92-1718 - ENDORSING THE RECOMMENDATIONS OF THE GOVERNOR'S TASK FORCE ON MOTOR VEHICLE EMISSION REDUCTIONS IN THE PORTLAND METROPOLITAN AREA

Andy Cotugno reviewed the Staff Report/Resolution for endorsement of the Governor's Task Force recommendations on vehicle emission reductions. He emphasized that some sort of constitutional amendment needs to be referred to the voters. He noted that this will form the foundation of the State Implementation Plan.

Action Taken: Tom Walsh moved, seconded by Mayor Cole, to recommend approval of Resolution No. 92-1718, endorsing the recommendations of the Governor's Task Force on Motor Vehicle Emissions Reduction in the Portland metropolitan area.

Andy Cotugno noted that there's confusion about what a Contingency Plan strategy means.

Mike Thorne spoke of the need for clarification on Exhibit A regarding employers of 50 or more employees. A discussion followed on how they intend to access those employers to determine what is reasonable and what can be accomplished. Mike felt there needs to be a vehicle to address those issues and that appropriate language is needed. Andy Cotugno concurred that the 5 percent reduction target language should be included.

Commissioner Lindquist indicated that he monitored the Governor's Task Force and that one of the problems they faced was that the Tri-Met and Metro boundaries do not match. If there is an employer with 50 employees or more, carpooling may only be what is available. Commissioner Lindquist added that he had problems with certain parts of the recommendations but felt it would be further refined by the time it proceeds to the Legislature. He felt you can't require it of an employer unless there are other alternatives.

The other change had to do with the entire three counties. You need to identify a certain boundary for vehicle inspection. Commissioner Lindquist cited Government Camp as an example that needs to be worked out.

Jim Howell, representing the Oregon Association of Railway Passengers, felt that the Task Force had overlooked another strategy, that being VMT reduction via highway expansion containment and downsizing. He felt the strategy should be addressed and that there is evidence that highway capacity and VMT are related. He suggested that this strategy be added to the Contingency Plan.

Steve Greenwood supported TPAC's recommendations, the Task Force's recommendations, as well as the boundaries for vehicle inspection as a package. He noted that one of the industrial members on the Task Force opposed the mandatory trip reduction recommendation. It was felt that 5 percent is a modest amount that employers can accomplish.

Councilor Devlin felt that the legislation would be prepared and resubmitted for a formal recommendation at a later date. Whether the Task Force was supportive of the concepts was also discussed.

In calling for the question, the motion PASSED unanimously.

RESOLUTION NO. 92-1719 - ENDORSING THE OREGON TRANSPORTATION
FINANCE PLAN

Andy Cotugno elaborated on the extensive process the Oregon Transportation Plan went through to lay out the vision, targets and objectives of the plan. This resolution would endorse a comprehensive multi-modal, statewide strategy for funding of the OTP and incorporates the Roads Finance Committee's recommendations. Recommendations deal with transit and highway funding and considerations for this Legislature or initiated for adoption at future Legislatures. Both highway and transit needs are addressed. Andy cited the flexible use of funds. He also pointed out the two recommended ODOT-administered local programs for bridges and replacement of STP funds used for transit purposes. Also included is the emissions fee as a revenue measure with the acknowledgement that some constitutional amendment will be needed. It takes a policy endorsement toward moving toward a constitutional amendment.

An errata sheet was distributed noting TPAC's recommendation for an additional bullet to be incorporated on Exhibit A to the resolution to read as follows:

- . Requires further work to specify bike and pedestrian needs in order to meet the VMT reduction goal implied in this recommendation as a high priority.

Action Taken: Commissioner Lindquist moved, seconded by Tom Walsh, to recommend approval of Resolution No. 92-1719, endorsing the Oregon Transportation Financing Plan with inclusion of the language from the errata sheet of the additional bullet to page 4 of Exhibit A.

Mike Thorne pointed out that Port access was not originally considered and that lottery funds were conceived as a finance resource. He spoke of direct access recently in place to New York, the fact that Portland is a gateway to the Pacific Rim, and the Free Trade Agreement nearing reality. He added that the Bonneville Locks are being widened which will further accelerate commerce. Also noted as a new activity for Portland is the creation of a generic train that would reposition cargo from the Long Beach/Los Angeles area. He wanted an opportunity to discuss these future issues at an upcoming JPACT meeting. He didn't feel a complete integrated concept has been developed. He suggested that, as the Legislature is approached, it should be incumbent upon us to ask for fee increases or to find fees that can be tied to a productivity factor. While the Port is supportive of this effort, they feel some pieces are missing.

In calling for the question, the motion PASSED unanimously.

Councilor Devlin concurred that the Port be given an opportunity to schedule a presentation on these issues at a future JPACT meeting.

RESOLUTION NO. 92-1712 - DESIGNATING THE REGIONAL GROWTH CONCEPTS TO BE EVALUATED IN PHASE II OF THE REGION 2040 PROJECT

Andy Cotugno explained that the purpose of the resolution is to adopt regional growth concepts for further evaluation in the 2040 planning process resulting from public involvement efforts and technical analysis. He described the choices and tradeoffs in the metropolitan area that Concepts A, B and C represent. He indicated that the three concepts will be compared to a base case.

This resolution begins to introduce the evaluation criteria which needs to adapt to new requirements defined in the Metro Charter. Andy further elaborated on the implications, economic effects and population base of the three concepts.

Minor revisions to the resolution proposed by RTAC were reviewed.

Action Taken: Tom Walsh moved, seconded by Commissioner Lindquist, to recommend approval of Resolution No. 92-1712, designating the regional growth concepts to be evaluated in Phase II of the Region 2040 project, with the following changes as recommended by RTAC:

- . That Resolve 5 read as follows: "5. That a study of growth pressures will be completed in two parts. The first part will identify and analyze factors, both internal and external, which influence growth rates and which describe how the growth options respond. The second part of the study will identify possible actions which may be taken to discourage or encourage growth and the feasibility of application."
- . That Resolve 8 read as follows: "8. That for each of the regional growth concepts, Region 2040 shall develop a further level of detail which facilitates evaluation in terms of livability, density, economic, governmental and social costs, benefits and impacts, including the evaluation of public and private costs...."
- . That Resolve 9 read as follows: "9. That the Region 2040 project shall be amended to 2045 to ensure requirements of the Metro Charter related to development of a "Future Vision" are addressed including establishment of a "Future Vision Commission" and the required framework plan."

- . That the first sentence on page 2 of Exhibit A be changed to read as follows: "LUTRAQ and the Livable City projects would provide more specific local models for how land use intensification could occur in this concept focused on high-capacity transit lines ~~intersections~~ and transit "Main Streets"."

In discussion on the motion, Tom Walsh commented that the AIA has expressed a lot of interest in the 2040 designation. He spoke of the need to be aggressive in seeking funding for this effort as he felt it is an underfunded study.

The motion PASSED unanimously.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma
Dick Engstrom
JPACT Members