

## MEETING REPORT

DATE OF MEETING: March 12, 1992

GROUP/SUBJECT: Joint Policy Advisory Committee on Transportation

PERSONS ATTENDING: Members: Chair Richard Devlin and Jim Gardner, Metro Council; Earl Blumenauer, City of Portland; Tom Walsh, Tri-Met; Les White (alt.), C-TRAN; Mike Thorne, Port of Portland; Bruce Hagensen, City of Vancouver; Keith Ahola (alt.), WSDOT; Don Forbes, ODOT; Steve Greenwood (alt.), DEQ; Roy Rogers, Washington County; Ed Lindquist, Clackamas County; Larry Cole, Cities of Washington County; Craig Lomnicki (alt.), Cities of Clackamas County; and Marjorie Schmunk, Cities of Multnomah County

Guests: Brian Campbell, Port of Portland; Bob Post, Dick Feeney, Tuck Wilson, Dan Hoyt, G.B. Arrington and Laurie Garrett, Tri-Met; Howard Harris, DEQ; Dan Clark, FHWA; Dean Lookingbill, Clark County IRC; Kim Chin, C-TRAN; Molly O'Reilly, Citizen; Rick Root, City of Beaverton; Don Adams (JPACT alt.), Denny Moore (Public Transit) and Ted Spence, ODOT; Susie Lahsene, Multnomah County; Rod Sandoz, Clackamas County; John Rosenberger, Washington County; Leeanne MacColl, League of Women Voters; Keith Bartholomew, 1000 Friends of Oregon; Steve Dotterer, City of Portland; Jan Campbell, Chair of Committee on Accessible Transportation; Keith Bartholomew, 1000 Friends of Oregon; and Roger Buchanan, Metro Council

Staff: Andy Cotugno, Keith Lawton, Richard Brandman, John Cullerton, Karen Thackston, and Lois Kaplan, Secretary

### SUMMARY:

The meeting was called to order and a quorum declared by Chairman Richard Devlin. The chair welcomed Bruce Hagensen, Mayor of Vancouver, to his first JPACT meeting.

### MEETING REPORT

The February 13, 1992 Meeting Report was approved as written.

RECOMMENDATION FOR LOW-FLOOR CARS ON MAX SYSTEM

A Tri-Met handout was distributed that outlined options considered by the Committee on Accessible Transportation (CAT) for level boarding in the Westside light rail project. Jan Campbell, Chair of the committee, reviewed the recommendations that would improve service for the disabled and elderly by providing level boarding for light rail. They included:

- . Preference for adopting low-floor light rail vehicles as the single level-boarding technology for the MAX system.
- . Assessing the type of low-floor vehicle best suited for the MAX system after discussions with carbuilders followed by preparation of a revised set of specifications and procurement schedule.
- . Design of the Westside LRT platforms for use with the recommended low-floor cars and modification of the Eastside platforms and other facilities to accommodate the low-floor cars when they become operational.
- . A plan for funding the additional cost of 39 low-floor cars and associated facilities while seeking regional consensus for its support.

Tom Walsh explained that, as the FEIS was proceeding toward adoption by the Tri-Met Board in 1991, the question of accessible boarding was raised and a range of options discussed. It resulted in a recommendation of mini-high platforms. The need to address the problem further became apparent and a citizens advisory committee was formed. A trip to Europe took place to view state-of-the-art projects and look at level-boarding trends. The result of that effort is the recommendation to fund low-floor cars. Tom cited two significant issues to be addressed:

- 1) The estimated additional cost of 39 cars (\$30-32 million); and
- 2) The technical risks.

Tom Walsh noted the fact that European safety and design criteria differs from federal requirements/standards in America. He spoke of the potential risks at being the first to try new technology, but felt that level boarding is the right direction. He felt the technical issue should be addressed by Tri-Met, noting that a committee of Bob Post (Chair), Denny Porter and Dan Caufield would address the issue.

Questions raised by Committee members concerned the long-term operational costs and the technical risks. Tom Walsh explained that the capital cost noted is a one-time capital cost and includes platform modifications. In a further breakdown, Andy Cotugno noted that \$20 million would be required for vehicles, with Eastside modifications totaling \$12 million. Tom Walsh noted that specifications for the new cars would require them to be able to couple with old ones.

Acknowledging the technical risks, Jan Campbell spoke of breakdown problems with the existing system and the committee's objective to provide efficiency, ease of access, and good traffic flow.

Action Taken: Mayor Cole moved, seconded by Commissioner Lindquist, to support in concept the Committee on Accessible Transportation's recommendation for low-level cars. There was committee consensus that the issue of funding would be back before JPACT for consideration.

Discussion followed on the source of funds for the low-level cars. It was noted that new federal funds may be available and that it is likely that the FTA will say it meets ADA requirements and is an eligible project cost at 90/10. However, only \$500 million in the new STA will be available in the next six years.

Commissioner Rogers expressed concern about the technical problems. In response, Tom Walsh reported that the car is well established in Europe and travels at 30-35 mph. What is still being defined is how the vehicle will meet our requirements for strength and fire safety, so Tri-Met needs to proceed cautiously.

Steve Greenwood expressed concerns over the technical issues and was not comfortable in supporting the recommendation.

Councilor Devlin felt the low-level cars was the direction Tri-Met should be following and that they should be looking at possibilities for funding. Les White did not feel there was a reasonable alternative.

Tom Walsh felt the time to make the change is now. He noted that the wayside lifts will not be used. Commissioner Blumenauer felt it is an important vote for the system.

Motion PASSED unanimously.

RESOLUTION NO. 92-1575 - APPROVING THE FY 1993 UNIFIED WORK PROGRAM

Andy Cotugno spoke of the FY 1993 UWP and its many work elements that were based on a \$.43/capita dues level.

Action Taken: Commissioner Rogers moved, seconded by Steve Greenwood, to approve the FY 1993 Unified Work Program. Motion PASSED unanimously.

Don Forbes asked for a progress report on this year's ODOT-funded elements.

RESOLUTION NO. 92-1582 - CERTIFYING THAT THE PORTLAND METROPOLITAN AREA IS IN COMPLIANCE WITH FEDERAL TRANSPORTATION PLANNING REQUIREMENTS

Andy Cotugno explained that this is similar to last year's certification but felt that more documentation would be required in the future.

Action Taken: Larry Cole moved, seconded by Tom Walsh, to recommend approval of Resolution No. 92-1582, certifying that the Portland metropolitan area is in compliance with federal transportation planning requirements. Motion PASSED unanimously.

RESOLUTION NO. 92-1583 - AMENDING THE FY 92 UNIFIED WORK PROGRAM

Andy Cotugno informed the Committee that this resolution would pass through \$26,500 of Tri-Met funds and \$101,200 of FHWA funds toward the LUTRAQ study being developed by 1000 Friends. This would provide the region with an improved capability of a land use model that is linked to transportation. FHWA has reached the same conclusion and is interested in enhancing that capability nationwide.

Andy Cotugno emphasized that the activities do not relate to the 1000 Friends effort to build an alternative to the Western Bypass but will help the technical capability for projects applicable to our work program in the Metro area.

Keith Bartholomew of 1000 Friends emphasized that the resolution up for consideration today is the same as one approved a year ago by Metro, which did not cover all costs. This resolution would allow for completion of that budget. Keith spoke of the station area development process being conducted at Tri-Met and that efforts were combined to include a market analysis on the West-side LRT area and station area guidelines in the study.

Mike Thorne asked how the scope relates to the alternatives and

what it presupposes. Keith Bartholomew responded that it is not a part of the funding package and is much more generic to modeling capabilities.

A discussion followed on whether there is some way to provide for future development in Washington County with less cost and impacts. Mike Thorne spoke of an enormous growth in air cargo attributed to Washington County. Keith Bartholomew indicated that they are sharing the same objectives as the Western Bypass Study.

Commissioner Rogers was concerned about the timing of the analysis but was supportive of a motion for approval. Regarding the timing issue, Keith Bartholomew reported that, at a recent OTC meeting, Mike Wert and he were instructed to have all their information and data for the July OTC meeting in readiness for the DEIS process.

Action Taken: Commissioner Rogers moved, seconded by Tom Walsh, to recommend approval of Resolution No. 92-1583, amending the FY 92 Unified Work Program. Motion PASSED unanimously.

#### WESTSIDE LRT FUNDING

Andy Cotugno reviewed a March 11 memo for JPACT (distributed at the meeting) outlining the issues/background, policy options and related issues for Westside LRT funding. He spoke of the timing issue and the objective to execute a Full-Funding Contract between the Federal Transit Administration (FTA) and Tri-Met.

Andy reported that the Westside project is moving forward with final engineering. It is federally eligible but being conducted with local funds. Andy spoke of the importance in gaining consensus on an overall funding framework in order to get federal funds into the project. He asked Committee members to review the concepts so that a funding framework can be approved.

Issues to be resolved based on past actions include the need for the region to define how the second phase of the project (to Hillsboro) will be funded. Andy spoke of a significant amount of political interchange to get the project approved to 185th and noted the task ahead for Hillsboro. He spoke of frustration in pursuing future corridors because of the limitation set by one corridor at a time.

The policy options reviewed included a status-quo approach, separation of 185th from the Hillsboro project, and acceleration of the Hillsboro project.

Andy spoke of the state being in the process of its update of the Six-Year Program and questioned whether alternative sources of funds could be utilized but pointed out that choices would have to be made. Tri-Met's Section 9 funds are generally used for bus replacement but there is an opportunity to seek FTA Section 3 funds for bus-related purposes.

Andy felt that the region needs to address the issues of how we fund a bus improvement program in the Metro area and what kinds of revenues we need for arterial-related programs.

Dick Feeney spoke of a recent trip to Washington, D.C. to confer with Senator Hatfield and Congressman AuCoin on a funding proposal for the Westside LRT project. He stated that the flexibility issue is very intense in Washington and there is strong interest that the Hillsboro segment of the project be put into a high degree of resolution and the process expedited. Senator Hatfield and Congressman AuCoin were supportive of using flexible funds but would like a regional unified position by JPACT before any Congressional closure in resolving this issue.

Moving the third corridor into the EIS process was also suggested. Also discussed was the burden of using STP or Section 9 funds. Senator Hatfield supports a future bus program under Section 3 funds. Dick Feeney noted the willingness of both Hatfield and AuCoin to support completion of the agreement with FTA if that is the path JPACT has approved.

A discussion followed on the need to get the project built and operational, avoiding major conflicts with FTA. It was clear that both Hatfield and AuCoin were recommending increased local responsibility of the funding. Commissioner Rogers stated that Washington County assumes that the Westside LRT project will continue to Hillsboro, spoke of the need to move forward, and indicated there would be support for local funding if it were necessary to accelerate the project.

Commissioner Blumenauer supported giving the Hillsboro project a degree of certainty so that the region can get on with other projects and would enable us to take a stronger position.

Mike Thorne expressed concern and cited commitment and the value of economic opportunity as criteria in making a decision, noting the importance of costing out the alternatives and benefits.

Andy Cotugno pointed out that the issue at hand relates to a one-third commitment of \$20-25 million of regional funds and what the alternatives are for that action. Total allocation of regional funds is \$60-70 million and are flexible funds which can be used

for needs such as arterials, sidewalks, bike paths, LRT or any service transportation improvements. Andy indicated that the same circumstances exist with the Six-Year Program with a Modernization Program totaling \$537 for this region. He felt the region needs to make a choice to commit funds for this purpose and that it is a legitimate choice for the rest of the projects in that the funding level available to the region and state has increased significantly. In this regard, Mike Thorne noted that there has to be a basis and criteria developed for making those choices, noting economic implications and other issues to be addressed. The Committee was informed that there was a 30 percent incremental increase statewide over the past year in the Six-Year Program.

Commissioner Lindquist stated that Congress has given states the opportunity to use the flexibility capability offered by ISTEA for use on rail, trucking, shipping, etc. He acknowledged that some of the projects in the Six-Year Program might slip, that there may be need to find other local funding, but recognized that the challenge is here in support of proceeding with the Hillsboro project.

Les White noted that one of the things that can bring the region to a more positive view in generating funds is to create a greater degree of momentum. He cited the need for support if the project is to be accelerated. He also concurred with Mike Thorne on priorities and the need for a cost benefit analysis on alternatives, but he cited the Westside project as the region's No. 1 priority and felt we should move aggressively forward.

The Westside LRT project will be back before JPACT in April as an action item.

Mike Thorne announced that, in the future, Brian Campbell will be representing the Port as a more active participant in transportation planning matters.

#### REVISION OF OREGON BICYCLE MASTER PLAN

Richard Brandman reported that ODOT is in the process of updating the Oregon Bike Plan in terms of strengthening it and tying it to the Intermodal Surface Transportation Efficiency Act (ISTEA). A meeting of the local bike coordinators on March 5, 1992 offered some minor changes.

Discussion of federal funding in the Bike Plan recognized the Enhancement Fund category. Richard noted that staff is recommending combining bike funding categories 3 and 4 in MPO areas to allow greater flexibility where there is the greatest need. He reported that the City of Portland has also made a recommendation

that Category 1 funds, which are used for bikeway projects built concurrently with road projects, be made available for discretionary purposes and that concurrent construction come from project revenues.

Richard also spoke of more detailed language with respect to the Transportation Planning Rule and how it relates to construction. Further discussion will take place before the Oregon Transportation Commission.

A discussion followed on when it would be feasible to update the Regional Bike Plan. Mayor Cole cited the need for a map update and it was noted that there is a work program this year for the RTP update that could include such revisions. Andy Cotugno stated that the Greenspaces Master Plan will be developed this year and has a "trails" component that could be included as part of the Bike Program. He emphasized the need for all jurisdictions to make those revisions in light of Rule 12. Andy noted that Clackamas County has set a fine example in that it allocates 10 percent of its road funding for bike and pedestrian improvements.

#### SIX-YEAR PROGRAM PRIORITIES

Andy Cotugno indicated there are three major components that affect project recommendations for the Six-Year Program:

1. Transportation Enhancement funds -- which will go through a solicitation and evaluation process so that something can be adopted by JPACT in June prior to adoption by the OTC in July. Each jurisdiction in the three counties and Portland was asked to notify park and other appropriate groups relating to historical, scenic and bike issues.
2. Air Quality/Congestion Mitigation funds -- Andy explained that ODOT has an existing TDM Committee and it is hoped that their responsibilities will be broadened to suggest programs.
3. Modernization funds -- to undergo a "flagging" of new projects where alternatives might be considered over the next six months.

Andy explained that, as these questions are settled, the Six-Year Program priorities will be back for JPACT consideration in June.

#### STATUS OF REGION 2040 PROJECT

Andy Cotugno noted that the April 21 Regional Growth Conference's afternoon session is oriented around defining alternatives for



Region 2040. He encouraged everyone to participate in the process. Andy noted that Ethan Seltzer and Mark Turpel have been meeting with local governments in the region and there is a high degree of interest in the process. Region 2040 is seen as the vehicle to respond to all of the issues to be addressed by the Transportation Planning Rule, RUGGO, ISTEPA, and the Clean Air Act. As a result of the new federal requirements, it will try to address what we are trying to build from and to help define the transportation investments.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma  
Dick Engstrom  
JPACT Members