

MEETING REPORT

DATE OF MEETING: January 9, 1992

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

PERSONS ATTENDING: Members: Chair David Knowles, Richard Devlin and George Van Bergen, Metro Council; Tom Walsh, Tri-Met; Les White (alt.), C-TRAN; Earl Blumenauer, City of Portland; Bob Liddell, Cities of Clackamas County; Fred Hansen, DEQ; Don Forbes, ODOT; Gerry Smith, WSDOT; Dave Sturdevant, Clark County; Ed Lindquist, Clackamas County; Roy Rogers, Washington County; Pauline Anderson, Multnomah County; Marjorie Schmunk, Cities of Multnomah County; Larry Cole, Cities of Washington County; and Mike Thorne, Port of Portland

Guests: Ray Polani, Citizens for Better Transit; Steve Greenwood (JPACT alt.), DEQ; G.B. Arrington, Claire Cushman and Park Woodworth, Tri-Met; Ed Pickering, Multnomah County; Kim Chin, C-TRAN; Don Adams, Ted Spence, Bill Ciz and Michal Wert, ODOT; Steve Dotterer and Grace Crunican, City of Portland; Bruce Warner, Washington County; Meeky Blizzard and Molly O'Reilly, STOP; Bebe Rucker, Port of Portland; Keith Ahola, WSDOT; Dean Lookingbill, Clark County IRC; and Rod Sandoz, Clackamas County

Staff: Andrew Cotugno, Leon Skiles, Ann Zeltmann, Karen Thackston and Lois Kaplan, Metro

SUMMARY:

The meeting was called to order and a quorum declared by Chair David Knowles.

MEETING REPORT

The December 12, 1991 Meeting Report was approved as written.

RESOLUTION NO. 92-1547 - CERTIFYING THAT TRI-MET'S COMPLEMENTARY PARATRANSIT PLAN CONFORMS TO METRO'S REGIONAL TRANSPORTATION PLAN

Andy Cotugno highlighted the resolution for Metro, the MPO, to certify that Tri-Met's complementary Paratransit Plan is in

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conformance with Metro's Regional Transportation Plan as required by passage of the Americans with Disabilities Act of 1990.

Park Woodworth stated that the Americans with Disabilities Act was signed by the President on July 26, 1990. Some of the impacts on the fixed bus route include:

- . For the Westside light rail system, accountability for the disabled will be required and a complementary paratransit service must be put in place for those who cannot use the fixed route bus system;
- . By 1997, those within three-quarters of a mile of a bus route must receive paratransit service at all hours the fixed bus route operates;
- . Tri-Met will not be allowed to turn down people for rides under the new law (present turn-down rate is 30 people/day) and, by September 1994, hopes to meet all ride requests;
- . There will be a reduction in the advance notice system from 48 hours to the preceding day;
- . By September 1992, hours will be increased to operate between 4:30 a.m. to 2:30 a.m.;
- . Off-peak demand will be met by September 1993; and
- . The fleet size will be increased in the peak hours by September 1993.

Park cited two major Tri-Met concerns: 1) an estimated \$2.5 million of additional costs per year for ongoing operating costs will be required to meet the need; and 2) Tri-Met is concerned about the service outside the three-quarter mile boundary line, a service they will provide, if possible, but not guaranteed.

A discussion followed about how people who were previously eligible for 504 service and are ADA non-eligible persons will be served. Park responded that it is not a problem because Tri-Met's eligibility requirements have been the same as the new ADA requirements for a number of years.

Andy Cotugno remarked that the significance of the 1990 Americans with Disabilities Act is that it is a civil rights bill and we have to provide comparable accessibility to those who cannot use the fixed route bus system. Tom Walsh commented that it is a significant learning experience for Tri-Met.

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Action Taken: Ed Lindquist moved, seconded by Roy Rogers, to recommend approval of Resolution No. 92-1547, certifying that Tri-Met's ADA Paratransit Plan conforms to the RTP as required under the Americans with Disabilities Act of 1990. Motion PASSED unanimously.

PRESENTATION TO DAVID KNOWLES

This being David Knowles' last JPACT meeting, George Van Bergen thanked David, on behalf of JPACT, for his contribution to the region, the respectability of his work, citing him as a "giver" and a "prince of society." In appreciation for his efforts, David was presented with a caricature signed by members of JPACT.

David Knowles expressed appreciation for the caricature, indicating his enjoyment working with JPACT in contributing to regional planning efforts. He also acknowledged the efforts and good work of Andy Cotugno and his transportation staff.

RESOLUTION NO. 92-1549 - ESTABLISHING AND MAINTAINING AN ORGANIZATIONAL STRUCTURE FOR OVERSEEING HIGH CAPACITY TRANSIT STUDIES

A handout was distributed incorporating changes made to the Staff Report/Resolution as a result of TPAC action on January 3. Andy Cotugno reviewed the resolution that would amend the organizational structure for overseeing high capacity transit studies and provided background information on prior resolutions. He noted that this action is needed to refine the previously adopted oversight structure to bring it into conformity with recent decisions by the region in structuring the Pre-AA and Regional HCT studies.

Leon Skiles, Project Manager for the High Capacity Transit (HCT) studies, reviewed the principles upon which the organizational structure was developed. He emphasized that it builds upon policies already adopted in the region, stating that the most important priority is a decision that the next HCT line will have a terminus in Clackamas County. The North study will determine how it will proceed, either concurrently with or following the Southeast corridor. Leon pointed out that the organizational structure is only made up of representatives of affected jurisdictions. He noted that we are entering into a pre-Alternatives Analysis phase in the North and Southeast corridors -- rather than a full Alternatives Analysis.

Leon indicated that a PMG, CAC and an Expert Review Panel (as required by the State of Washington) are involved in the study. He then reviewed the eight principles defined in the Staff Report

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serving as the basis for the HCT Planning Oversight Structure and Figure 1, "The Organizational Structure for Oversight of HCT Studies." He explained that membership is being developed for the Expert Review Panel.

Leon spoke of the purpose of each phase of the HCT process: the Regional HCT Financing Plan; the Regional HCT Study; and the I-5/Milwaukie and I-5/I-205 Portland/Vancouver Preliminary AAs. He reported that a dedicated source of revenue will be sought for the HCT study.

Leon reported that 80 percent of the costs of the HCT Study will be borne through the Washington State HCT Development Account. Andy Cotugno clarified that the ERP was created under the HCT Development Account and its charge is to advise Oregon decision-makers as well as the Washington State Legislature and Governor.

Andy Cotugno noted that if a corridor is to move into an implementation phase of AA, there is need to ensure linkage with the downtown and that it moves into AA as well. He indicated that the major policy issue is the question of how fast we are going to implement this LRT system, how aggressive we should be, and how we develop that capability. He cited the need to tell the Federal Transit Administration what our financing strategy is so that it can be implemented. Andy asked whether the region will want to pursue a corridor funding strategy or do something broader in scope that is oriented toward the region or toward the regional rail system.

A discussion followed on whether an Expert Review Panel should be promoted in Oregon and whether it would have been helpful in the Westside LRT process. Also discussed was the question of whether other areas of the country have done HCT studies, San Diego being noted as an example. Andy noted that the HCT structure is defined in the FTA's procedural manuals and there is a fair amount of flexibility under their process. It addresses corridor-specific studies that are to be implemented.

In discussion of staging of a system, questions were raised as to how viable the corridors are, when to stage them, and whether it is important to be ahead of the market.

Fred Hansen asked whether there is a standard or process regarding staging issues. Andy pointed out that JPACT will serve as the Oversight Committee and that the regional study defines what the whole system will eventually look like.

Commissioner Blumenauer felt it would be appropriate to summarize what we have been doing informally. He noted that the Surface

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Transportation Act has been finalized and it is timely to put a regional plan in place. Tom Walsh commented that the entities are getting together for a regional system study, noting that the political dimension of the work is of equal importance as the technical side. He felt there was one additional step, giving feasibility and uniqueness to this effort. He cited the need to inform the non-technical constituencies what we are doing and to bring them on board.

Action Taken: Ed Lindquist moved, seconded by Richard Devlin, to recommend approval of Resolution No. 92-1549, establishing and maintaining an organizational structure for overseeing high capacity transit studies. Motion PASSED unanimously.

RESOLUTION NO. 92-1550 - ALTERING THE INTERGOVERNMENTAL AGREEMENT ON THE WESTERN BYPASS STUDY

Andy Cotugno noted that the corrected Staff Report (distributed at the meeting) deleted reference to the Citizens and Technical committees under the second paragraph entitled "Factual Background and Analysis."

Mike Wert, ODOT's Project Development Manager for the Western Bypass Study, clarified that the intergovernmental agreement (IGA) provides an opportunity for the study team to let jurisdictions know what information is being developed, the conclusions of the findings, and ascertain jurisdictional concerns in a timely manner. The IGA was developed between eight cities, Washington County, Metro and ODOT.

Mike reviewed the various decision points in the IGA process flow chart pertaining to defining the purpose and need, developing transportation strategies, analyzing alternatives, and preparing the Draft EIS. The intent of the proposed IGA amendment is to allow the opportunity for review prior to the EIS and prior to endorsement of the alternatives. Mike noted that the only negative comments have been received from STOP and the City of Portland. The cities have requested ODOT to go forward with this amendment.

Responding to STOP's concerns, Mike noted that the IGA amendment was offered through consensus of the jurisdictions; that the IGA does not represent a public involvement function; that there is a separate public involvement process; that the IGA is intended as a mechanism to work with the jurisdictions; that ODOT is only providing staff support regarding notice of jurisdictional meetings; that the City of Beaverton will be holding an open house to

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allow public input and that two more open houses will be held by ODOT staff for public involvement prior to formal action.

Mike spoke of major opposition groups to every alternative.

In addressing Steve Dotterer's comments for deferral of decisions due to lack of critical information, which would delay the strategy, Mike stated that ODOT is continuing to incorporate elements of the Transportation Rule, Clean Air Act, and RUGGO. In addition, she clarified that the jurisdictions have recommended changing the decision point in the process. She noted that the selection criteria were reviewed at the May 3 TPAC meeting, apologizing to Steve for not talking to him prior to that time although she did not feel it was significant enough to do an outreach program.

Molly O'Reilly, President of STOP, spoke of JPACT and Metro as important decision-makers in this process and asked that they be comfortable with their actions. She emphasized the need to be supportive of good public and jurisdictional review during the stages of developing transportation strategies and analyzing alternatives. She acknowledged that there will be modifications in the strategies but that STOP is concerned with the procedures and that presentations and public comment be included in the process. Molly noted that all of the strategies increase VMT by 50 percent.

From the perspective of the local jurisdictions, Mike noted that they will have to vote on strategies for elimination. She pointed out that all of the jurisdictions are represented on the TAC and the Steering Committee.

Mark Greenfield, a land use consultant, has the task of looking at the different strategies as they arise and making recommendations -- checking fatal flaws that would prevent any of the alternatives from going forward. He will be checking how the Transportation Rule applies to specific projects. Regarding the VMT reduction rule, it was noted that it does not apply on a project-by-project basis but must be weighed against other projects.

Commissioner Blumenauer expressed some concern over the lack of sensitivity about how we are going to be specific in dealing with the Transportation Rule. Mark Greenfield indicated that judgments will be made on a regional basis. He noted that the Transportation Rule does provide for improvements to highways and new road systems in regard to reducing VMT and that it is constantly being evaluated. Other factors to consider necessitate a lot of

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information that is not as yet available. He pointed out that more information will be available in the DEIS stage. Mike Wert indicated that, as the process is more clearly defined, they hope to take projects forward and adhere to the Transportation Rule.

Ray Polani, a citizen member of TPAC and Citizens for Better Transit, stated that the IGA resolution was approved by TPAC with two opposing votes. He noted that the amendment to the IGA would allow the elimination of "obviously unreasonable alternatives." He questioned what is "obvious and unreasonable" and spoke of the need for circumferential rail to complete the transit system and tie in the subarea. He also noted that the Burlington Northern and Southern Pacific Railroads are for sale and thought the price was reasonable when compared to the highway alternatives. He also cited the fact that the public already owns several rail lines in the Portland area and felt that circumferential rail is an obvious and reasonable alternative that should be explored. He spoke of the need to do this early in the process.

Andy Cotugno indicated that, in the process of eliminating strategies, all the information will be evaluated in order to make a decision. The focus is only on the ones being eliminated.

Councilor Devlin cited the importance of not confusing issues; he emphasized that the intergovernmental agreement is the issue at this time, not a strategy. He pointed out that the best data for strategies is inconclusive until the alternatives are looked at. Councilor Devlin commented that he has seen a number of local articles against arterial expansion and did not feel it was productive to confuse the issues as the jurisdictions are only dealing with broad public concerns at this time.

Meeky Blizzard of STOP commented that the TAC and the CAC felt there was sufficient information to move forward.

Action Taken: Roy Rogers moved, seconded by Larry Cole, to recommend approval of Resolution No. 92-1550, altering the intergovernmental agreement on the Western Bypass Study.

In discussion on the motion, Les White commented that C-TRAN will be looking at all the strategies as to which advance into Alternatives Analysis. He suggested that the words "and for further study under the region" be included. Andy Cotugno responded that he didn't feel it should be included in the intergovernmental agreement and that we haven't looked at the alternatives yet.

Mike Wert stated that the LUTRAQ and ODOT study schedules should conclude at the same time. 1000 Friends is using ODOT's database and ODOT is working with FHWA. If there is a viable land use

alternative before the Environmental Impact Statement, it will become part of the Draft EIS.

Fred Hansen spoke of the need for a comprehensive approach for a fundamental way to apply the Transportation Rule on a regionwide basis. He felt that trying to find a "fix" should be a thing of the past.

Commissioner Blumenauer stated he was convinced that, as this develops in Washington County, we need to start solving a problem. He felt we are missing an opportunity to see how we can avoid compounding the problem. He hoped to broaden that discussion, and indicated that he was uncomfortable voting for the amendment today.

Commissioner Rogers pointed out that the strategies are difficult and controversial but reminded the Committee that we are now dealing with the IGA. He suggested that there was no reluctance of the jurisdictions to vote. It was noted that this was a carefully crafted compromise and that it is a good process that allows us to look at a whole range of strategies and alternatives. This attempts to bring some rationale and analysis into the process.

Chair Knowles felt it would be appropriate at another time to discuss how we implement the new Transportation Rule as a region.

Motion PASSED unanimously.

ANNOUNCEMENTS

Andy Cotugno announced that contracts had been let for Region 2040 with ECO Northwest, Cambridge Systematics and Ernie Munch.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma
Dick Engstrom
JPACT Members

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