

MEETING REPORT

DATE OF MEETING: September 19, 1991

GROUP/SUBJECT: Joint Meeting of Joint Policy Advisory Committee on Transportation (JPACT) and IRC's Transportation Policy Committee

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

Guests: Bruce Warner, Washington County; Grace Crunican and Steve Dotterer, City of Portland; G.B. Arrington, Tri-Met; Howard Harris, DEQ; Walter Bartel and Ted Spence, ODOT; Erin Hoover Schraw, Citizen; Peter Fry, Citizen; Craig Lomnicki (JPACT alt.), City of Milwaukie; Michael Cunneen and Wayne Kittelson, Kittelson & Associates; Bebe Rucker, Port of Portland; Ray Polani, Citizens for Better Transit; Carter MacNichol (JPACT alt.), Port of Portland; Rod Sandoz, Clackamas County; Kim Chin, C-TRAN; and Ed Pickering, Multnomah County

Andrew Cotugno, Keith Lawton, Leon Skiles, Karla Forsythe, Karen Thackston, and Lois Kaplan, Metro; Gil Mallery, Richard Warren, Robert Hart, and Dean Lookingbill, IRC

SUMMARY:

The meeting was called to order and a quorum declared by Chair David Knowles. He welcomed everyone at the joint meeting, introduced Don Forbes, Director of ODOT (attending his first JPACT meeting) and explained that the first portion of the meeting would address one JPACT agenda item prior to convening the joint session.

MEETING REPORT

The July 11 JPACT Meeting Report was approved as written.

RESOLUTION NO. 91-1498 - ADOPTING THE FY 1992 TO POST 1995
TRANSPORTATION IMPROVEMENT PROGRAM AND THE FY 1992 ANNUAL ELEMENT
EVALUATION OF TIP FOR AIR QUALITY CONFORMITY

Andy Cotugno highlighted the Staff Report/Resolution that would adopt the annual Transportation Improvement Program. He explained that the update reflects all funding decisions of the past year and updated project schedules for FY 1992. He noted that there will be some changes upon passage of the Surface Transportation Act (STA) as assumptions are based on the old STA.

Andy also reviewed the TIP interim conformity guidelines from the Clean Air Act Amendments of 1990. He noted that the level of auto emissions must be less for a TIP condition than a non-TIP condition. We need to demonstrate that the TIP does conform to the air quality guidelines and it is being adopted on the assumption that it does. An ongoing analysis will determine that and, if it doesn't conform, TIP amendments will be necessary for project approvals to occur.

Commissioner Rogers questioned whether there might be a reduction in emissions based on highway options. Andy Cotugno responded that there are two ways air quality measurements are taken: 1) through measurement of air pollution on a year-by-year basis for certain years, a determination will be made on whether or not we are meeting the standards; and 2) based upon the population forecasts and planned improvements, we will project whether we will attain and maintain the standards.

Action Taken: Tom Walsh moved, seconded by Larry Cole, to recommend approval of Resolution No. 91-1498, adopting the FY 1992 to post 1995 Transportation Improvement Program and the FY 1992 Annual Element.

In discussion on the motion, Mike Thorne was supportive of the recommendation but felt there are issues to be raised. He cited the allocation of dollars for corridors to transfer products from one shipping point to another, which produces a lot of congestion. He cautioned the committee to plan accordingly. He asked that we move the products that will strengthen the economy and indicated that the Port will continue to work with everyone to maintain that balance. He noted the Port's concern over Marine Drive.

Ray Polani, representing Citizens for Better Transit and a citizen member of TPAC, spoke of TPAC's consideration and comments on the resolution. He indicated his concern with inclusion of the

Six-Year Highway Improvement Program in the TIP as it pertains to reduction of vehicle miles traveled. In addition, he noted that the High Capacity Transit study does not address the circumferential need as rail and there is no mention of commuter rail. He felt these were two shortcomings.

Andy Cotugno briefed the Committee on the status of the STA. He cited a breakdown in the House bill over the 5-cent gas tax increase and pursuit to recapture 2.5 cents of budget deficits and fold it back into the Trust Fund. He indicated that the STA expires in a few weeks so an interim measure needs to be taken. Andy noted that the Westside project was treated well in both the House and Senate bills.

Motion PASSED unanimously.

WESTSIDE PROJECT APPROVALS

Tom Walsh announced that the Westside FEIS was published in the Federal Register on September 6; that the Letter of Intent was approved by UMTA and the Office of Budget and Management; and that the Letter of No Prejudice will follow immediately after the Letter of Intent. He clarified for the Committee that these events meet the commitment of UMTA and Tri-Met's September 30 deadline. After the new STA passes, a Full-Funding Agreement will be negotiated with UMTA's cooperation. He felt it would be early 1992 before the Full-Funding Agreement is signed. Tri-Met would like Brian Clymer and Senator Hatfield to announce these milestones in October.

Chair Knowles adjourned the JPACT deliberations and convened the joint JPACT/IRC Transportation Policy Committee meeting. He cited the purpose of the meeting to review the status of project planning and implementation.

JOINT MEETING REPORT OF FEBRUARY 14, 1991

The February 14 Joint JPACT/IRC Transportation Policy Committee Meeting Report was approved as submitted.

Andy Cotugno indicated that these joint meetings came about as a result of a controversy over a third bridge. There was concern expressed about programmed projects in the I-5 corridor and an RTP that included future light rail between Portland and Vancouver and the Banfield LRT and the Portland International Airport. Three tasks were set in motion: 1) to provide an evaluation of how the existing bi-state system works; 2) to evaluate how we expect the system will work if the RTP is implemented; and 3) to determine whether or not additional

improvements should be included in the plan that are not in the RTP. Andy Cotugno spoke of the Albina Community Plan and the High Capacity Transit studies in Clark County that are underway.

RESOLUTION NO. 91-1501 - AMENDING THE FY 92 UNIFIED WORK PROGRAM TO INCLUDE THE I-5/I-205 PORTLAND/VANCOUVER PRELIMINARY ALTERNATIVES ANALYSIS WORK ELEMENT (later renumbered 91-1501A as a joint JPACT/IRC resolution)

Andy Cotugno reviewed the Staff Report/Resolution that would amend the FY 92 UWP to include the I-5/I-205 Portland/Vancouver preliminary AA work element. He cited the need for the I-205/Milwaukie study to be compatible and coordinated with the I-5/I-205 Portland/Vancouver preliminary AA study. A common Expert Review Panel (ERP) will be formed for both studies for better coordination of tasks related to development of methodologies, background data and financial analysis. The two projects will share the same oversight committee, the Project Management Group. Funding for the I-5/I-205 Portland/Vancouver preliminary AA study will be provided through C-TRAN's High Capacity Transit funds; no federal funds are involved. Andy Cotugno commented that he was pleased with the progress made so far on these studies. He pointed out that, based on discussions at the September 6 TPAC meeting, a more clear definition on decisions to be reached for the north, south and the High Capacity Transit studies will be provided JPACT at a later date.

Action Taken: Dave Sturdevant moved, seconded by Earl Blumener, to recommend approval of Resolution No. 91-1501 (later renumbered 91-1501A), amending the FY 92 Unified Work Program to include the I-5/I-205 Portland/Vancouver preliminary Alternatives Analysis work element.

The motion PASSED unanimously by JPACT and the IRC Transportation Policy Committee.

Because of the noise level at the airport and the Albina Community Plan, Mike Thorne questioned whether there would be further dialogue. He indicated that the Port would be compelled to monitor the noise as well as the air quality. David Knowles pointed out that, although this is an important issue, it is part of the City of Portland's planning responsibility.

Commissioner Rogers and Mayor Liddell asked for clarification on the priorities of the LRT corridor in view of UMTA's one-corridor stance, questioning how UMTA will address the I-5N and I-205 studies. Andy Cotugno responded that UMTA is not concerned at this step of the process, which is prior to the Alternatives

Analysis, and the conclusion to both of these studies will determine when we want to start the AA. Mayor Liddell wanted to be assured that this wouldn't be causing a problem.

Les White noted that UMTA will have to reformat their approach if the Surface Transportation Act (STA) passes. The one-corridor rule will have to be forgotten and there will have to be a departure because of the air quality mitigation measure.

Ray Polani stressed the importance of proceeding with short-term bus improvements in the interim as the logical prerequisite to building ridership.

BI-STATE STUDY

Wayne Kittelson and Michael Cunneen of Kittelson & Associates provided an overview of the Bi-State Study. The bi-state issues included:

- . Existing and future traffic patterns, highway capacity and improvements;
- . Creation of a bi-state forecast model;
- . Adequacy of Metro and Clark County RTPs for 2010; and
- . Relationship of bi-state to regional economy.

Project issues discussed included:

- . The consultant study analysis of existing (1992) traffic conditions;
- . Existing (1992) traffic patterns;
- . Short-term solutions;
- . Future traffic conditions (2010);
- . Future solutions; and
- . Methodology to evaluate the relationship between the bi-state access and the regional economy.

Michael Cunneen reviewed the assumptions:

- . I-5 widening (Main Street to 134th;
- . New I-5 interchange at 99th Street;
- . New I-205 interchange at 18th Street; and
- . LRT from downtown Portland to downtown Vancouver.

Mr. Cunneen also reviewed the 2010 RTP assumptions for Portland. The focus was on evening peak hour for the volumes forecasted for the trans-Columbia p.m. peak-hour traffic northbound by 2010.

The report indicated that 27 percent from Vancouver to Portland use transit. Mr. Cunneen reviewed 2010 freeway problem areas and

noted: the I-5 Interstate bridge; I-5, SR 14 to SR 500 in Vancouver; I-5, Lombard to Denver in Portland; and I-205 and I-84 westbound to Columbia Boulevard in Portland.

Michael Cunneen reported that recommendations are being developed, noting that both freeways function very well with the exception of I-5 near the Interstate Bridge. With the forecast given, the network isn't bad under the Regional Transportation Plan.

Commissioner Rogers questioned the margin of error in the projections. Mr. Cunneen responded that the assumptions are based on Metro's and IRC's forecast. The question was also raised as to whether there are comparable kinds of movements elsewhere in the region or whether this is a unique situation. Mr. Cunneen responded that there are other corridors in which traffic is heavier but noted that this is a heavy growth area.

Andy Cotugno spoke of three factors involved: land use, transportation operation, and taxes. To clarify, Andy noted there is more of a non-peak traffic because of the Washington sales tax but less commuter traffic because of the Oregon income tax. Commissioner Rogers questioned whether we would be changing the economics if we are shifting transit incentives. Gil Mallery felt we shouldn't be losing perspective and that we are moving toward a global economy, pointing out the need to have a very developed transportation system in place to serve the economy. He spoke of the Portland/Vancouver region being interrelated and the need to accommodate that.

Mayor Liddell asked whether the study should be looked at beyond the year 2010. Michael Cunneen responded that 2010 was the parameter of the study. He spoke of I-5 being extremely congested at the West Linn point.

As the market center for the region, Mike Thorne felt there was an adequacy problem in certain corridors relative to the economy based on the underlying driving assumptions. Michael Cunneen responded that they are looking at capacity and safety issues. Mike Thorne indicated a potential impact on the river system and questioned whether those factors were looked at. A discussion followed on the economics of this level of demand based on forecasted employment growth. A component of that includes person and goods travel to the airport from the distribution facilities. The truck assumptions are status quo and don't reflect a major shift off barges or oceanliners. Mike Thorne pointed out that it is an element that is changing. Andy Cotugno felt that we are well covered for the person to the airport but goods are reflected based on status quo conditions.

Mike Thorne informed the Committee that there is tremendous interest in Portland as a water and air cargo shipping center. Michael Cunneen spoke on the issue of much larger trucks being on the road today, noting that its implications are enormous. He felt the large truck issue is very crucial. Kittelson's calculations are based on there being no problem with the larger trucks although the highways become more vulnerable.

The report indicated that the data on population/employment growth was from Metro and based upon input from the Oregon and Northwest Planning Council on an industry-by-industry basis. Some industries have a slower growth rate than others and plant announcements change that dramatically.

Chair Knowles thanked Wayne Kittelson and Michael Cunneen for their presentations.

HIGH CAPACITY TRANSIT STUDY

Les White, Executive Director of C-TRAN, reported on activities of the Washington State Legislature that will impact the study to date. He spoke of changing conditions and implications from the High-Speed Rail Act which establishes a High-Speed Rail Commission from both sides of the river. He indicated a \$1 million feasibility study for high-speed rail (150-250 mph) to Vancouver, B.C. with limited stops to relieve air traffic between Portland and Seattle. He reported that 35-40 percent of Northwest traffic are commuter flights. Sea-Tac does not wish to expand its airport and, if landings are turned away because of capacity constraints, it will greatly impact the Portland International Airport.

Les also spoke of transportation demand management and its relationship to the Clean Air Bill, indicating there would probably be a vehicle inspection program. He noted two successive growth management bills with concurrency requirements. Once a land use plan is developed and 2010 build-out is established, the level-of-service must be established for the transportation system and no development can deteriorate that system.

Les also spoke of various versions of the High Capacity Transit Act with the ability to fund busways, develop high capacity transit systems and set a process for planning through the federal process by means of taxing authority; motor vehicle taxing authority; sales tax authority; and an employer tax authority based on a regionwide plan for high capacity transit, among others.

Les reported that the C-TRAN Board voted to not move the I-205 corridor (179th to Portland International Airport) north into pre-AA because it is a land use decision. They voted to study the I-205 corridor to include all options up to an expanded bus scenario. A cross-county connection between I-5 and I-205 was explored with no resulting recommendation to proceed into pre-AA. He further indicated that bus improvements in these corridors plus LRT in the I-5 corridor should be considered further in the pre-AA.

Chair Knowles thanked Les White for his presentation and announced that the next joint JPACT/IRC Transportation Policy Committee meeting would be convened in March.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma
Dick Engstrom
JPACT Members