

## MEETING REPORT

DATE OF MEETING: November 8, 1990

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

PERSONS ATTENDING: Members: Chair George Van Bergen, Richard Devlin and Jim Gardner, (alt.) Metro Council; Pauline Anderson, Multnomah County; Earl Blumenauer, City of Portland; Don Adams (alt.), ODOT; Clifford Clark, Cities of Washington County; Bob Post (alt.), Tri-Met; Gary Demich, WSDOT; Bonnie Hays, Washington County; Bob Liddell, Cities of Clackamas County; Ed Lindquist, Clackamas County; Marge Schmunk, Cities of Multnomah County; and Les White (alt.), C-TRAN

Guests: Craig Lomnicki (JPACT alt.), Cities of Clackamas County; Howard Harris, DEQ; Paul Haines, City of Lake Oswego; Tom Walsh, Dick Feeney, and G.B. Arrington, Tri-Met; Tuck Wilson and Bebe Rucker, Port of Portland; Gussie McRobert (JPACT alt.), Cities of Multnomah County; Richard Ross, City of Gresham; Rod Sandoz, Clackamas County; Dennis Mulvihill, John Rosenberger and Jerry Parmenter, Washington County; Gil Mallery, Intergovernmental Resource Center; Ted Spence, ODOT; Don McDowell, C-TRAN; Ray Polani, Citizens for Better Transit; Jim Howell, OREARP, Robert S. Simon, Attorney; Felicia Trader and Steve Dotterer, City of Portland

Staff: Andy Cotugno, Casey Short, Martin Winch, Karen Thackston, and Lois Kaplan, Secretary

### SUMMARY:

The meeting was called to order and a quorum declared by Chair George Van Bergen. He introduced Tom Walsh, the new General Manager-elect from Tri-Met.

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The minutes of the October 11, 1990 JPACT meeting were approved as written.

REGIONAL GOALS AND OBJECTIVES

Andy Cotugno reviewed the revised draft of the Regional Urban Growth Goals and Objectives which reflects comments made at the October 11 JPACT meeting. This recognizes the region's first step toward the adoption process of the Regional Goals and Objectives and acknowledges that JPACT would like to participate in some of the follow-up activities. These goals will affect what goes into the Regional Transportation Plan (RTP) and, perhaps indirectly, the comprehensive plans of the region.

Andy then reviewed the memo directed to the Urban Growth Management Plan Policy Advisory Committee (PAC), citing the impacts on the transportation system and the RTP. He noted that the economic activity centers and infill/redevelopment are compatible with and will help implement the land use concepts in the RTP. Another area of concern was the urban reserves and how it interfaces with infill/redevelopment.

Commissioner Hays wanted the record to be clear that JPACT is supportive of the "concept" of the urban reserves and economic activity centers while not being specific.

Staff is recommending that JPACT approve the revised comments while noting its concerns on the Regional Urban Growth Goals and Objectives for transmittal to the Urban Growth Management Plan PAC.

Commissioner Blumenauer expressed concern about the overlap between the UGM PAC and JPACT and the possibility that they are headed in different directions. He hoped we would not lose an opportunity to move both of these processes forward. As soon as the transportation component can be brought into the process, he felt it would be easier to build on the land use and framework of state law and that there was need to be more specific on the functional plans. He noted that we are not taking advantage of the JPACT and state land use process given us.

Councilor Gardner noted that the UGM PAC is addressing periodic review of the Urban Growth Boundary which led to the Regional Urban Growth Goals and Objectives. The state is supportive of what the UGM PAC is doing and is therefore going to relax its UGB deadline. Councilor Gardner felt that we should have a self-imposed deadline for adoption of the Goals and Objectives and direction on its implementation. He was also supportive of Commissioner Blumenauer's suggestion that JPACT be more specific in its recommendation, one that focuses on transportation and land use.

A discussion followed on the possibility of merging the two committees.

Andy Cotugno spoke of the need to move forward with these comments, to logically conclude that we do agree with the Goals and Objectives, and to agree that more work is needed to translate them into specifics.

Commissioner Hays suggested utilizing the Washington County Transportation Coordinating Committee (WCTCC). Commissioner Blumenauer wanted to speed up the process in building on the transportation component by expanding the concept of the transportation functional plan to include land use issues related to transportation.

Action Taken: It was moved and seconded to transmit the Regional Urban Growth Goals and Objectives memo to the Urban Growth Management PAC.

In discussion on the motion, it was noted that materials should be prepared well in advance so that time will be allowed for sharing information with the smaller cities of each jurisdiction.

Clifford Clark was inclined to reflect rather than be specific and did not want to see JPACT pressured into taking action. He spoke of the regional policies' impact on the smaller cities and felt that Commissioner Hays' suggestion to include the WCTCC in the process would broaden participation from the cities of Washington County. Mayor Liddell of West Linn also cited the importance of giving the smaller cities of Clackamas County an opportunity for input on this issue.

Commissioner Blumenauer felt that we need to both reflect and broaden participation in order to be constructive.

Commissioner Hays felt that JPACT should keep acceptance of this process in mind with the understanding that the Regional Goals and Objectives may be amended at some future time.

In calling for the question, the motion PASSED unanimously.

SURFACE TRANSPORTATION ACT POSITION - PORTLAND URBAN AREA

Andy Cotugno explained that, earlier in the year, a process was started to determine what kinds of objectives we should pursue in the STA update. Included in JPACT's agenda packet are concepts being discussed from a federal viewpoint, comparisons of proposals to what's in place today, an overview of the FHWA/UMTA

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proposals with an evaluation of the resulting impacts on urban areas and recommendations for changes.

Andy indicated that the STA process includes initial acceptance by the Administration, a national bill being drafted, followed by introduction of the STA to Congress in February. Staff is recommending that JPACT accept some key principles as their objectives for the STA update and review the material to effectively participate in the statewide process. JPACT will be asked to adopt a more formalized position in January. Don Adams felt JPACT's final review could possibly be in February because of the state's timetable.

Andy Cotugno then reviewed the current STA components, the FHWA/UMTA proposal, and JPACT Alternatives 1 and 2. He spoke of trying to achieve four principles: 1) urban area funding assurance; 2) a federal Discretionary program for NHS and New Starts; 3) flexibility to meet objectives for the most cost-effective alternative; and 4) comprehensive Congestion Management requirements being a joint responsibility of the state and urban areas. Andy noted that these proposals have been discussed with the Conference of Mayors, NARC, APTA, National League of Cities, and National Association of Counties.

Ray Polani indicated that Citizens for Better Transit like the flexibility of what they see. He noted that they are a little disappointed that the emphasis is not on inter-city and intra-city travel. He felt the concept should be to fund what is most efficient, most sustainable, most environmentally sound, and with equal funding for the mode chosen.

Jim Howell, representing Oregon Association of Railway Passengers, pointed out that there is no provision in the national law for inter-city transit and he felt it was a serious flaw. He suggested a fund for inter-city transit, rail and bus and felt the options should be expanded to include that.

Gary Demich spoke of standardizing match ratios to eliminate mode bias. He also felt the 75/25 match ratio was too low as proposed on page 7 of the document under B.2.

Les White noted that the Rail Modernization Program is one of the issues that hasn't been addressed. A way must be found to access funds for maintenance of the older rail systems by supporting legislation that would include rail modernization funds for all rail cities. He also pointed out that allocation of funds should be discussed for the 5-cent gas tax that was passed.

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Don Adams indicated that a state alliance will be established that will include those people that have a buy-in on the transportation side, citing the business community, users, and local government. An attempt will be made to establish a statewide position on some key principal issues.

Bob Post commented that shifting New Starts to the General Fund is a significant problem for an urban area looking at a rail funding source.

Councilor Gardner questioned whether a decision should be made between Alternatives 1 and 2, but a discussion centering on the need for flexibility between the two options.

Action Taken: It was moved and seconded to approve this position paper and to participate in ODOT's statewide process. Motion PASSED unanimously. A more formalized position paper will be considered in February.

Andy Cotugno suggested further discussion between ODOT and the JPACT Chair regarding representation on the state's committee. Clifford Clark expressed concern over the vagueness of the alliance, questioning whether it will happen. He suggested that it begin on January 1. Don Adams agreed to meet with the JPACT Chair to solve the issue of regional representation. He assured the Committee there would be representation from the business community, JPACT, LOC, OTC, AAA, Highway Users and ORCA.

#### METRO/TRI-MET MERGER REPORT

At its July 12, 1990 meeting, JPACT decided to appoint a subcommittee with the task of studying the Metro/Tri-Met merger issue. The subcommittee, chaired by Earl Blumenauer, included Jim Cowen, Bob Bothman, Clifford Clark, George Van Bergen, David Knowles, Bonnie Hays, Charlie Williamson and John Frewing.

Copies of the JPACT committee report were distributed prior to the November 8, 1990 meeting for review by the full committee. Based on the tight timeline, a thorough analysis was not possible.

Commissioner Blumenauer reviewed the collective opinions of the Committee with regard to problem definition, process/timing, financing, service, planning and governance. In conclusion, he summed up the following:

- . That consideration of a Tri-Met merger should be delayed until the fall of 1991 (after negotiations are completed for the Westside light rail Full-Funding Agreement);

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- . That the Metro merger committee should work with JPACT to develop a reasonable work plan for a merger study; and
- . That the work plan should include: identification of a problem; the study process; identification of the region's transit goals; development of alternatives and review criteria; involvement of public and affected jurisdictions; the decision process; and adequate timelines.

Also included in the document (Attachment A) were jurisdiction and Committee member comments pertaining to the proposed merger study.

Commissioner Blumenauer felt the consensus of the subcommittee was that there isn't a problem to be solved and they didn't see how a proposed merger would benefit the region. There were strong concerns about not interfering with the Full-Funding Agreement for the Westside light rail project. There were additional concerns regarding financing because costs and resources have not been identified. Commissioner Blumenauer noted public concern over public finance and there needs to be discussion with the public on those implications. If the Metro Council wishes to pursue the study further, he suggested that the public be encouraged to participate fully.

Commissioner Blumenauer noted that local changes should come about with identified problems, and the subcommittee did not feel that this is the case in question. He noted that there isn't a good model of elected regional governance for transit districts in this country. Commissioner Blumenauer felt that the subcommittee had responded to the directive from JPACT within the timeframe allowed. He was agreeable to working on this issue in the future with Tri-Met and Metro to give it the attention it deserves, acknowledging appreciation for the efforts of the jurisdictions who participated to ensure that it was a constructive process.

Commissioner Hays commented that, as they worked through the process and discussed the issue of transit service delivery to the region, the City of Portland and Washington County came up with alternative transit options and new opportunities for transit. She did not feel governance is the major issue but rather to do a major transit analysis.

Clifford Clark concurred that the consensus of the subcommittee was that they did not see a problem and that the merger solution was being offered in search of a problem. He acknowledged that it is an excellent transit system that has been recognized nationally, that it may need more work, that it does not need a

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new system of governance, that it does not need a group of elected officials tinkering with it, and that an appointed board works very well. In fact, the subcommittee did not understand why they were going through the process except for Metro's statutory authority.

Chair Van Bergen felt he was in the minority at Metro but agreed to give the Council the opportunity for this review. He was hopeful that, as they go further into detail, they will have more answers on this issue. He indicated that the attitude of the majority of the Metro Council is known.

Councilor Gardner spoke of a letter directed to Commissioner Blumenauer as chair of the Merger Subcommittee from Councilor Knowles, dated November 5, taking issue with the conclusion of the report that the proposed merger would be a "disruptive" change and with the "findings" that were based on a collection of opinions rather than facts. He, therefore, did not concur in the Subcommittee's recommendation to JPACT. Councilor Gardner indicated that the Metro Council did not feel that Tri-Met had a serious problem to respond to. He noted that the process was started because of consistent comments of dissatisfaction through editorials, resolutions passed by smaller cities in the region who were dissatisfied with the service, and response to citizenry with such concerns. He felt the tone of this report was what bothered Councilor Knowles and him. It collected the thoughts of JPACT members which were represented as facts and later turned into findings.

Mayor McRobert expressed support of Mayor Clark and Commissioner Blumenauer's recommendation, noting disapproval of the tone of Councilor Knowles' letter to the Subcommittee. She felt that the process would be more creditable if Metro would forego its excise tax on transit.

Jim Howell questioned why Toronto's transit system was not analyzed as it is considered the best in the nation in terms of governance. It was later noted that it was included in the subcommittee report. He also referenced a survey performed by the City of Portland without mention in the document.

Councilor Devlin spoke of a suburban transit study previously done that was never implemented. He did not feel there was intent to identify a problem with Tri-Met and questioned whether it was an appropriate time to start a process on this issue. He emphasized that the Metro Council did not feel there was a necessity in identifying the problem.

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Action Taken: It was moved and seconded to accept the report and transmit it to the Intergovernmental Relations Committee for presentation.

In discussion on the motion, Commissioner Lindquist commented that this report was an excellent effort within the timeframe allowed.

Ray Polani felt that Tri-Met has been in a holding mode for the past eight years while improvements have steadily been made to the highway system.

Tom Walsh, General Manager-elect for Tri-Met, emphasized the point that there is a major transportation problem facing the region in the next 10 months -- the Full-Funding Agreement -- and for JPACT to sense the urgency and focus its energy on this single task. The task at hand is how to mobilize a Full-Funding Agreement by September 30, 1991. He did not feel that resources are available to look at the merger issue during that timeframe and that the main focus should be on obtaining the 75 percent federal funding. Chair Van Bergen concurred in the need for JPACT to target its efforts toward that goal, which should be discussed further at the December 13 JPACT meeting.

In calling for the question, the motion PASSED. Councilor Gardner dissented. Councilor Devlin voted for the motion but wanted the record to be clear that his vote was not an endorsement of the Subcommittee report but rather to transmit the report to the Metro Council. It was also agreed that the November 5 letter from Councilor Knowles and the November 7 letter from Commissioner Hays accompany the report.

#### NOTE OF THANKS

Bob Post thanked everyone involved for their efforts and support of the successful Westside light rail ballot measure.

#### ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma  
Dick Engstrom  
JPACT Members