

## MEETING REPORT

DATE OF MEETING: June 14, 1990

GROUP/SUBJECT: Joint Policy Advisory Committee on Transportation (JPACT) and Intergovernmental Resource Center Transportation Policy Committee

PERSONS ATTENDING: JPACT Members: Chairman Mike Ragsdale, David Knowles and George Van Bergen, Metro Council; Pauline Anderson, Multnomah County; Marjorie Schmunk, Cities of Multnomah County; Fred Hansen, DEQ; Gary Demich, WSDOT; Jim Cowen, Tri-Met; Scott Collier, City of Vancouver; Clifford Clark, Cities of Washington County; Wade Byers, Cities of Clackamas County; Bob Bothman, ODOT; Earl Blumenauer, City of Portland; Dave Sturdevant, Clark County; Bonnie Hays, Washington County; Ed Lindquist, Clackamas County; and Carter MacNichol (alt.), Port of Portland

IRC-TPC Members: Chairman Dave Sturdevant (JPACT member), Clark County; Paul Grattet, City of Vancouver; Kim Chin (alt.), C-TRAN; and Jim Kosterman, Port of Vancouver

Guests: Busse Nutley, Washington State Representative; John Magnano and George Stillman, Clark County; Don Adams, Ted Spence, Denny Moore and Frank Angelo, ODOT; Susie Lahsene, Multnomah County; Paul Haines, City of Lake Oswego; Tamara DeRidnor, City of Sandy; Keith Ahola, WSDOT; Merlin Hough, Howard Harris and John Kowalczyk, DEQ; Colete Anderson, C-TRAN; Bruce Warner and Dennis Mulvihill, Washington County; Rod Sandoz and Tom VanderZanden, Clackamas County; Richard Ross, City of Gresham; Chuck Williams and Pat Brim-Williams, C-TRAN and Clark County; Marge Kafoury, Grace Crunican, Steve Dotterrer; G.B. Arrington, Tri-Met; Fred Patron, FHWA; Molly O'Reilly, Citizen; Martin Snell, City of Washougal; and Don McDowell, C-TRAN;

Metro Staff: Andy Cotugno, Keith Lawton, Ethan Seltzer, Richard Brandman, Karen Thackston and Lois Kaplan, Secretary

IRC Staff: Gil Mallery and Dean Lookingbill,

SUMMARY:

The first segment of the meeting was called to order by Chairman Mike Ragsdale.

MEETING REPORT

The May 10 JPACT meeting report was approved as written.

CONSENT AGENDA

The following items were introduced:

- . RESOLUTION NO. 90-1268 - FOR THE PURPOSE OF AUTHORIZING FEDERAL FUNDS FOR A SECTION 16(B) (2) SPECIAL TRANSPORTATION PROJECT AND AMENDING THE TRANSPORTATION IMPROVEMENT PROGRAM.
- . RESOLUTION NO. 90-1269 - FOR THE PURPOSE OF AMENDING THE FUNCTIONAL CLASSIFICATION SYSTEM AND THE FEDERAL-AID URBAN SYSTEM.
- . RESOLUTION NO. 90-1275 - FOR THE PURPOSE OF TRANSFERRING \$1,700,000 OF INTERSTATE TRANSFER FUNDS TO THE HAWTHORNE BRIDGE PROJECT FROM THE SKYLINE/SCHOLLS PROJECT.
- . RESOLUTION NO. 90-1276 - FOR THE PURPOSE OF APPROVING AN AMENDMENT TO THE FY 1991 UNIFIED WORK PROGRAM (UWP).

Action Taken: It was moved and seconded to recommend approval of the Consent Agenda as presented. Motion PASSED unanimously.

JPACT BYLAWS AMENDMENT

Clifford Clark referred the Committee to the May 10 JPACT minutes regarding the Washington County cities' position on the bylaws amendment. He felt the issue has created disharmony on JPACT and cited the need to move on.

The Committee agreed to proceed with the rest of the agenda until the full membership was present for action on this matter. Later in the meeting, the following action was taken:

Action Taken: It was moved and seconded to recommend approval of the JPACT bylaws amendment. Motion PASSED, 15 to 1. Clifford Clark dissented. As amended, Section 2 of Article IV (Committee Membership) will read as follows:

Section 2. Appointment of Members and Alternates

b. Members and alternates from the Cities of Multnomah, Washington and Clackamas Counties will be elected officials from the represented cities of each county (except Portland) and will be appointed through the use of a mail ballot of all represented cities based upon a consensus field of candidates developed through a forum convened by the largest city being represented. The member and alternate will be from different jurisdictions, one of which will be from the city of largest population if that city's population constitutes the majority of the population of all the cities represented for that county. The member and alternate will serve for two-year terms. In the event the member's position is vacated, the alternate will automatically become member and complete the original term of office. The member and alternate will periodically consult with the appropriate transportation coordinating committees for their area.

The regular meeting of JPACT was adjourned.

JOINT JPACT/IRC MEETING

The joint JPACT/IRC meeting was convened by Cochairman Ragsdale who stated the purpose of the meeting was to begin developing a single strategy for a regional approach to the bi-state issues. This organizational structure was created through passage of Metro Resolution No. 90-1179 to oversee the high-capacity transit studies.

Cochairman Sturdevant introduced Paul Grattet (City of Vancouver), Kim Chin (C-TRAN), and Jim Kosterman (Port of Vancouver) as members of the IRC Transportation Policy Committee (TPC), noting the absence of T. Mason Smith, and guest attendance of Representative Busse Nutley. He also spoke of the need for a regional approach to bi-state issues and the commitment of \$646,000 of local revenue to the following four interrelated studies: 1) retrofitting of LRT on the I-205 Bridge; 2) high capacity transit options in the I-5 Corridor; 3) high capacity transit options in the I-205 Corridor; and 4) the Bi-State Study.

Metropolitan Growth and Transportation Issues

Keith Lawton, Technical Manager at Metro, presented an overview of the regional growth patterns, regional travel, future travel patterns and a short analysis of MAX effects. He indicated the data sources for regional employment and population growth were based on Bonneville Power Administration/Northwest Power Planning Council forecasts.

Keith noted that the allocation of future growth by subarea was done by planners based on vacant land and their comprehensive plans. On the Oregon side, it is limited to the Urban Growth Boundary.

Keith pointed out that growth in vehicle miles of travel, which serves as an important measure of congestion, would be proportional to the increase in households (about 40 percent by 2010). He suggested that an issue to think about is an increase of acceptability for congestion which may be different from the one-hour level-of-service increase.

With regard to MAX, Keith noted that gains of as much as 6,000 new riders from the outer east service area appear to have been offset by losses elsewhere in the system, a part of which could be due to reduced service hours to meet revenue constraints.

Keith spoke of the need to find innovative ways to move people, proposing smaller buses, demand-actuated timed routing, and perhaps a modernized jitney system. He used the example for a market niche approach of the school bus system, which may be a cost-efficient way of providing such service.

Commissioner Blumenauer felt it would be beneficial to know what other communities or western cities are doing with their congestion problems and that it would be a useful discussion scenario.

Chairman Ragsdale felt it important that the policy-makers understand the sophistication of data analysis. He pointed out that our technical capabilities in terms of talent and equipment are getting better and that it is incumbent upon us to remember those tools and ask the necessary questions.

#### Regional Transportation Plan Overview

Andy Cotugno noted that the Regional Transportation Plan recognizes four major elements needed for the transportation system: major highway corridors; major transit corridors; the arterial improvement program; and bus service expansion. The RTP represents a mixture of the four types of corridor improvements based on demand. The objective is to tailor the plan for the travel patterns intended to serve. The important thing is to advance those programs and finance them.

Andy reviewed the studies being analyzed and arterial improvements being implemented. It was noted that, if all improvements happen, the dollar figure for capital alone for transit and highways would be about \$2 billion for a 10-year program. Andy

indicated that, if all improvements were made, the transportation system would be slightly worse than it is today, but in some selected corridors, it would be better.

Fred Hansen spoke of the need to do something fundamentally different.

Chairman Ragsdale cited the need for voter approval as well as funds and strategies to be developed.

Clifford Clark questioned whether we could change the traffic flow so that we spend less time in gridlock. He spoke of the business community and industry staggering business hours to alleviate congestion. He felt there was a lot of existing capacity. In response, Andy Cotugno spoke of demand-management approaches in splitting the peak hour and carpooling. He thought we might be successful in using the existing capacity in a better way if LRT was connected from Hillsboro to Gresham and a major concentrated development is placed there and from changes as the land use pattern evolves.

Bob Bothman felt that we are presently at the optimum with an excellent working system. His concern stemmed around the growth issue and how to accommodate that growth (2-3 percent a year in metropolitan areas). He noted that Keith Lawton's graphs depicted a trend away from transit and a shift back to cars (with the exception of MAX).

Dean Lookingbill spoke of the traditional transportation planning process on the Washington side of the river. He distributed a statement of purpose, goals and process focused on mobility, developing policies and goals, and the RTP process. The current focus has been the issue of bi-state accessibility as it relates to the Portland-Vancouver high-capacity transit corridors in Portland and the I-205/Glen Jackson Bridge and retrofitting it for LRT.

#### Status of State of Washington Programs

Gary Demich reported that the State of Washington has experienced much growth, and elaborated on the transportation planning process. He emphasized that WDOT is in the mobility business, focusing on safety, efficiency and reliability. Eight issues are identified in the Washington State Transportation Policy Plan: transportation planning coordination, system preservation, urban mobility, rural mobility, movement of freight and goods, economic development, finance for transportation improvements, and a committee on land use. They are trying to do something about capacity at 100 percent.

Gary Demich spoke of high occupancy vehicle (HOV) lanes being used in the Puget Sound area to shorten the trip time. However, he noted that less than 10 percent of the vehicles use the HOV lanes.

Mr. Demich emphasized Washington's commitment to transit and HOV lanes, service to the handicapped and elderly, \$50,000 to the bi-state issues, and policies being discussed on how to work with land use. He noted that the suburban to suburban movement is there. He spoke of encouraging the in-filling rather than serving the need that is there.

Mr. Demich spoke of regional transportation planning organizations that are modeled after the MPOs that cover more than the urban areas and the fact that state funds are available to participants of such organizations.

#### Status of State of Oregon Programs

Bob Bothman distributed an ODOT packet that defined its leadership role and strategies in shaping transportation in the state of Oregon, including port and river traffic. He emphasized that the highway funding effort is on the Access Oregon projects (representing one-third its revenue for 1,300 miles). Because its emphasis is on freeways rather than the corridors, it has definite impacts on the Portland region.

Bob felt that ODOT is on track of the city-to-city travel. He spoke of the LCDC focusing on this growth and felt that the problem is in the urban areas. He pointed out multi-modal issues and developing long-term strategies to build 55 mph highways, mentioning the Six-Year Program process.

Mr. Bothman cited the need for real leadership with respect to land use/transportation issues, questioning whether to hold to land use plans, and noting the fact that the state works in cooperation with LCDC. He emphasized the need to think beyond the 20-year horizon at a time when the population will be doubled. Bob reported that the State Coordinating Council, created by the Governor, is trying to determine what state government can do toward a long-term vision of population growth and employment.

#### Washington State Growth Strategies Legislation

Representative Busse Nutley explained that the Puget Sound region represents half the population of the state. A Growth Strategies Commission was developed to deal with gridlock. Issues discussed

included transportation, trade and economic development, environmental affairs, housing, and local affairs. Substitute House Bill 2929, a Growth Management Act, was enacted from a local perspective rather than a state perspective and requires comprehensive plans in the 12 fastest growing communities of Washington. She reviewed SHB 2929 that included: planning goals, mandatory elements of comprehensive plans, impact fees on development, a real estate excise tax, subdivision changes, coordination and consistency of local comprehensive plans within a region, the encouragement of growth statewide, and creation of the Growth Strategies Commission.

During discussion, Andy Cotugno indicated that the financial element of the RTP and how additional revenue will be raised on land use issues will be assessed. Chairman Ragsdale cited a requirement that a strategy must be adopted that delivers the service and spoke of readjusting the land use plan. It was noted that, in the state of Washington, the concurrency only relates to the transportation portion of the plan. Bob Bothman felt that the implementing mechanism is in place in Oregon at this time. Chairman Ragsdale cited the importance of both Washington and Oregon having the same land use densities in moving forward toward light rail in their joint effort and felt the Growth Management Act (SHB 2929) was a positive step.

#### Metro Urban Growth Management Program

Ethan Seltzer explained that the Urban Growth Boundary (UGB) is part of the statewide planning process. It separates urban land from rural land and its size is related to the projected need for urban land over a 20-year period. He indicated that the UGB has been in place for about 10 years and is now undergoing periodic review. Ethan noted that 24 cities, three counties, the state, special service districts, and Metro are involved in the planning process.

Ethan indicated that a number of issues have led Metro to develop regional urban growth goals and objectives as part of periodic review. Population growth outside the UGB is creating urban service requirements in rural areas. The pattern of land use outside the boundary will have long-term implications for future urban expansion. The development pattern inside the UGB is not necessarily occurring at comprehensive plan densities, especially since those plans specify density maximums rather than minimums. He noted that there is a dispersion of employment and population to the fringes of the urban area.

Regional urban growth goals and objectives are being developed for this region with the assistance of a Citizens Advisory Committee (CAC) and a Policy Advisory Committee (PAC). Their four key concepts are: 1) need for more attention to issues of urban form; 2) the need to be concerned with a much finer level of planning and design detail in order to maintain and enhance the urban quality of life; 3) the need to take a long view, incorporating a planning horizon of at least 50 years; and 4) coordination of transportation to housing improvements and public development. The regional urban growth goals and objectives center around the built environment, the natural environment, urban form and the planning process and will be used as a policy framework for managing the UGB and guiding all of Metro's regional planning efforts.

Ethan reported that the Goals and Objectives will be reviewed by the public in August and September, revised, and then sent to the Metro Council for adoption in late October.

Chairman Ragsdale then concluded the formal agenda.

Commissioner Hays applauded Mike Ragsdale, on behalf of JPACT, for his past leadership and efforts for the committee and congratulated him in his future endeavors with the State of Oregon, noting that this was his last JPACT meeting.

The meeting was then reconvened.

#### STATUS REPORT OF T-2000 IGA SUBCOMMITTEE

Chairman Ragsdale reported that the T-2000 IGA Committee has concluded its business regarding statutory requirements for the vehicle registration fee. He asked that the charge of the committee be broadened in scope to review future financing strategies and options for transportation purposes not limited to the upcoming ballot. He appointed Commissioner Lindquist as the new chairman and likened the responsibility to that of the former JPACT Finance Committee. It will be the committee's tasks to focus on available funding and recommend to JPACT the Tri-Met General Obligation bond for the purpose of providing the local share/match for the Westside LRT -- \$85-200 million; to allow for administration of the statutory intergovernmental agreements to move forward after the Westside LRT project has been decided; and to pursue monies for preliminary engineering and right-of-way acquisition in Clackamas County after the next corridor is selected.



TRIBUTE BY THE CHAIR

This being his last meeting, Chairman Ragsdale spoke of the role of JPACT, its impact on the region, and its future challenges. He recognized and commended TPAC for the technical role it plays in producing a high-quality product and reaching consensus before such matters are reviewed by JPACT. He commended Andy Cotugno for his efforts on behalf of TPAC and JPACT, for the willingness of the committee members to look beyond the charge of their jurisdictions for the long-term best interests of the region, and noted that he was proud to be a part of that process.

He indicated that TPAC's concern over making decisions that could possibly be policy-oriented was instrumental in the adoption of the JPACT bylaws.

Chairman Ragsdale spoke of JPACT's opportunities to plan for the future and to be visionary in its direction. At JPACT meetings, he felt there is a unique opportunity to develop such major transportation strategies.

In closing, Chairman Ragsdale noted that serving on JPACT was one of the most positive experiences in his public life and the work produced one of the best in the country.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

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Dick Engstrom  
JPACT Members