

MEETING REPORT

DATE OF MEETING: December 14, 1989

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

PERSONS ATTENDING: Members: Chairman Mike Ragsdale, Metro Council; Earl Blumenauer, City of Portland; Marge Schmunk, Cities in Multnomah County; George Van Bergen, Metro Council; Pauline Anderson, Multnomah County; Scott Collier, City of Vancouver; Bob Bothman, ODOT; Clifford Clark, Cities of Washington County; John Magnano, Clark County; Craig Lomnicki, Cities of Clackamas County; Gary Demich, WSDOT; Jim Gardner, Metro Council; Bonnie Hays, Washington County; Ed Lindquist, Clackamas County; Jim Cowen, Tri-Met; and Robert Woodell, Port of Portland

Guests: Bob Post, Dick Feeney, G.B. Arrington and Lee Hames, Tri-Met; Peter Fry, CEIC; Richard Ross, Cities of Multnomah County; Susie Lahsene, Multnomah County; Don Adams (JPACT alt.), Ted Spence and Denny Moore (Public Transit), ODOT; Jim Howell and Ray Polani, Citizens for Better Transit; Molly O'Reilly and Ron Buel, STOP; Steve Anderson, Citizens for Sandy Boulevard; Roy Porter, Transit Riders Association; Steve Siegel, Consultant; Bebe Rucker, Port of Portland; Mayor Gussie McRobert (JPACT alt.), City of Gresham; Gil Mallery, IRC of Clark County; Kim Chin and Les White, C-TRAN; Mary Tobias, Tualatin Valley Economic Development Corporation; Walt Peck, Washington County; Tom VanderZanden and Rod Sandoz, Clackamas County; Howard Harris, DEQ; Steven Topp, I-5 Corridor Association; Barrow Emerson, City of Portland Regional Rail Program; Chris Beck and Grace Crunican, Portland Transportation Bureau; and Richard Devlin (JPACT alt.), Metro Council

Staff: Andrew Cotugno, Keith Lawton, Karen Thackston and Lois Kaplan, Secretary

MEDIA: James Mayer, The Oregonian

SUMMARY:

The meeting was called to order and a quorum declared by Chairman Mike Ragsdale.

ANNOUNCEMENTS

- . Andy Cotugno announced that applications are being solicited to fill the six TPAC citizen memberships that have expired. Appointments will be recommended by Metro's Intergovernmental Relations Committee to the Metro Council.
- . Andy proposed that the next JPACT meeting be scheduled for January 18 rather than January 11 to allow more time for material updates between committees as the upcoming holiday places the next TPAC meeting on January 5.

A discussion followed on a proposal to start JPACT meetings at 7:00 a.m. rather than 7:30 a.m.

Action Taken: Following agreement to have their next meeting on January 18, it was moved and seconded to schedule future JPACT meetings at 7:00 a.m. Motion FAILED.

It was then moved and seconded to schedule future JPACT meetings at 7:15 a.m. Motion PASSED unanimously.

- . Andy spoke of the availability of a publication entitled "Myths and Facts about Transportation and Growth" which he encouraged JPACT members to read (distributed at the meeting).

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Action Taken: It was moved and seconded to recommend approval of the November 9 minutes with the following correction to Page 7, 6th paragraph:

Gary Demich went on record as favoring being satisfied with the Washington State representation if it's going to be a 17-member committee for JPACT but if there were going to be additions to the membership, he would reopen the issue of four representatives from the State of Washington.

The minutes were approved as corrected.

RESOLUTION NO. 89-1176 - AMENDING THE FUNCTIONAL CLASSIFICATION SYSTEM AND THE FEDERAL-AID URBAN SYSTEM

Andy Cotugno reviewed the Staff Report and Resolution for the proposed 207th Avenue connector to be located in a generalized corridor between I-84 at 207th Avenue to Glisan Street at 223rd Avenue. This resolution, if approved, would classify the connector as a Minor Arterial and assign a Federal-Aid number so it would become eligible for federal funds.

Andy reported on comments made by Jim Howell at the December 1 TPAC meeting suggesting that there be further consideration of a transit alternative and expansion of the feeder bus system to provide good coverage and access to the LRT stations, rather than approving an action that might further discourage LRT usage.

Jim Howell, representing Citizens for Better Transit, concurred that Andy's remarks reflected the concerns he noted at the TPAC meeting. He supported an intensive transit alternative and added that the Regional Transportation Plan is not representative of significant transit improvements and should be strengthened in that regard. He recommended not approving the resolution but directing Metro staff to do a significant transit component to strengthen the RTP. He also took issue with the statement on the first page of the Staff Report that read as follows: "Without a new 207th interchange and connector, two east urban county north-south arterials would become overloaded, 181st Avenue and 238th/242nd Avenue."

Commissioner Anderson questioned whether the transit remarks are mutually exclusive of this project in that area; she felt it would be foolish to hold this project hostage tied to lack of a transit service.

Jim Howell felt that I-84 gridlock would be aggravated if the 207th connector was constructed.

Ray Polani, representing Citizens for Better Transit, commented that MAX is presently operating at 70 percent capacity during the peak hour and also requested that the resolution not be adopted.

Action Taken: It was moved and seconded to recommend approval of Resolution No. 89-1176 amending the Functional Classification System and the Federal-Aid Urban System for the 207th Avenue connector (a generalized corridor between I-84 at 207th Avenue to Glisan Street at 223rd Avenue). Motion PASSED unanimously.

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RESOLUTION NO. 89-1134A - ESTABLISHING THE REGION'S PRIORITY
HIGHWAY PROJECT IMPROVEMENTS FOR INCLUSION IN THE 1991-1996 ODOT
SIX-YEAR HIGHWAY PROGRAM

Andy Cotugno reviewed the Staff Report/Resolution recommended by TPAC at its December 1 meeting. Andy pointed out the modifications made to the resolution relating to deletions of the West-side Bypass project. Mike Ragsdale clarified for the committee that it was his understanding that the resolution, as written, would meet the current requirements of the Land Use Board of Appeals.

Bob Bothman stated that he would take issue with step 3 on page 3 of the Staff Report relating to a funding commitment for acquisition of the Tualatin-Hillsboro Corridor right-of-way and suggested that this paragraph be omitted as he felt it was premature. Andy indicated that the request is not for funding to purchase right-of-way for the bypass but to reserve right-of-way funding for whatever alternative is adopted from preliminary engineering.

Ron Buel, representing STOP, commented that the same paragraph would lend convincing ammunition to STOP to recruit new members if Metro continues to ignore state land use laws.

Andy Cotugno explained that the Tualatin-Hillsboro Corridor designation was being used as a generic term for a generalized corridor.

Councilor Gardner raised the issue of whether the Tualatin-Hillsboro Corridor designation was broad enough to include the Highway 217 widening improvements to the radials, and Bob Bothman responded that it was.

Molly O'Reilly, representing STOP, commented that this resolution assumes a new highway will be built because of funds allocated for preliminary engineering. She recommended that Metro undertake a different land use study, commenting further that ODOT's study does not deal with the land use issues and is not suitable for determining what urban form is going to develop in this region. Before a determination is made on the land use issues, she felt it is premature to go ahead with this recommendation.

In response, it was noted that ODOT's study does take into consideration mass transit, with Washington County doing the land use study.

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Mary Tobias, Tualatin Valley Economic Development Corporation, supported approval of the resolution and spoke of its merits and an attempt to reserve funds for a major transportation improvement for the region, depending on the outcome of ODOT's study.

Ray Polani, representing Citizens for Better Transit, spoke of the importance of a rail alternative and the underutilization of the rail lines, suggesting that railbus be addressed as he felt it would be less expensive and less disruptive. In this regard, Commissioner Hays reported on negotiations with Southern Pacific in the past but disinterest on their part to share or sell their facility.

Steven Topp, I-5 Corridor Association, supported approval of the resolution because the funds are now available and didn't feel we should wait until the problem gets worse.

Motion: It was moved and seconded to recommend approval of Resolution No. 89-1134A establishing the region's priority highway project improvements for inclusion in the 1991-1996 ODOT Six-Year Highway Program.

Bob Bothman noted his hesitancy to approve the resolution because of the commitment to fund right-of-way acquisition for the Tualatin-Hillsboro Corridor (reflected on page 3 of the Staff Report). He suggested instead that ODOT be asked to address this by not committing all the Access Oregon funds in the Six-Year Program. Commissioner Anderson suggested that an amendment be introduced because of the implicit funding commitment.

Andy Cotugno then questioned whether or not funds would be reserved statewide for similar types of projects, or committed to right-of-way. Bob Bothman felt it was a special case because funds for Step 3 are dependent on the resolution of Steps 1 and 2.

Commissioner Hays asked Bob Bothman whether this project was being treated differently because of problems with litigation or because it is the beginning of a type of project to be seen more of statewide.

Commissioner Blumenauer questioned whether there are other projects that are raising the same land use issues and concerns outside the Urban Growth Boundary. Andy indicated that the formal decision-making process is required for all projects. During the Environmental Impact Statement process, the general requirements for all projects include the consideration of alternatives including no-build, land use impacts and meeting

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land use requirements. In discussion, comments were made that the Sunrise and Mt. Hood Parkway projects may involve land use issues on pieces outside the UGB. Commissioner Blumenauer felt that we should exercise caution by deleting the paragraph in question (relating to right-of-way acquisition).

1st Motion to Amend: It was moved and seconded to amend the main motion by deletion of the paragraph relating to the Tualatin-Hillsboro Corridor right-of-way acquisition (page 3 of Staff Report).

In discussion on the proposed amendment, Don Adams pointed out that there are four strategies ODOT is pursuing with regard to its study:

- . A no-build alternative;
- . Transit-intensive alternatives supported by minimal highway improvements;
- . Combined highway and transit improvements (with no bypass); and
- . Combined highway and transit improvements (with a bypass).

Don pointed out that if LRT is the chosen alternative, it will be referred to the transit agency. He noted that no decision has been made by the Oregon Transportation Commission to spend highway funds on local arterials if that is the outcome of the study.

Don clarified for the Committee that the Mt. Hood Parkway is strictly within the UGB but that the Sunrise Corridor goes outside the UGB.

Councilor Gardner felt that the Tualatin-Hillsboro Corridor project was unique because of the scope of the project and the debate within the region and that this amendment is therefore appropriate.

2nd Motion to Amend: It was moved and seconded to add to the resolution the following comment: "That we request the Oregon Transportation Commission to not commit all of the Access Oregon funds during this phase of the program so that funds will be available after this analysis has been completed for the discretion of the region and ODOT for Access Oregon projects."

Following further discussion, the movers of Amendments 1 and 2 agreed to consolidate their amendments for the following motion:

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3rd Motion to Amend: It was moved and seconded to substitute the language in Step 3 of the Staff Report with the following comment: "That we request the Oregon Transportation Commission to not commit all of the Access Oregon funds during this phase of the program so that funds will be available after this analysis has been completed for the discretion of the region and ODOT for Access Oregon projects."

During discussion on this proposed amendment, Commissioner Hays cautioned the Committee about approving an amendment that would set a precedent for future projects to be dealt with in the same manner. Washington County believes that land use planning precedes transportation planning.

Mayor Clark stated that the cities of Washington County support the original resolution. He spoke of the gridlock in Washington County and not being convinced that light rail will solve the problem. He did not feel it was realistic that the working/business population would rely solely on light rail and, because of population growth trends in Washington County, the transportation corridors will not be adequate to serve anticipated growth.

Gary Demich expressed support for the amendment asking the OTC not to commit all its Access Oregon funds until resolution of this analysis has been completed.

Bob Bothman felt it was unwise to set funds aside for this project. In this regard, it was pointed out that the intent of the Six-Year Program is to assign funds to projects. Bob Bothman indicated that a bonding strategy or bonding program, which has not been worked out as yet, could be used for the Tualatin-Hillsboro Corridor project.

Mayor Clark felt that by reserving the Access Oregon funds, it would be the same thing as earmarking a project inasmuch as a reserve has been created. It was clarified that it would be a regional Access Oregon reserve.

A discussion followed on the period when I-205 was built, which was located outside the UGB, and the questions of whether land use issues were involved and whether P.E. money was reserved in the Six-Year Program. It was noted that the similar segment in I-205 was before there were any land use controls. Councilor Van Bergen felt there was a mess in the county around I-205 because of the lack of planning. He also commented that he felt that LUBA has overstepped its bounds concerning the Westside Bypass. Councilor Van Bergen went on record as supportive of the initial resolution (without amendments).

Bob Bothman clarified the point that the Oregon Transportation Commission doesn't assign Access Oregon funds by region but by project.

Chairman Ragsdale felt the right-of-way issue needs to be addressed by the Oregon Transportation Commission and that he would support the original resolution to ensure that the OTC addresses the precedent of whether or not to program right-of-way funding statewide in advance of final project decisions. Commissioner Blumenauer expressed concerns relating to Councilor Van Bergen's analysis of the I-205 corridor, the fact that this is a unique project and goes beyond the land use implications for this transportation facility, and the concern that we may be setting a statewide precedent. Because of anticipated population growth, he felt there would be a lot of pressure statewide where people will get ahead of the land use and he felt that exercising caution was justified.

In calling for the question, the vote on the consolidated amendment was as follows:

Ayes: Anderson, Blumenauer, Demich, Gardner,
Lindquist, Magnano, and Woodell

Nays: Lomnicki, Clark, Cowen, Hays, Ragsdale,
Schmunk and Van Bergen

Abstentions: Bothman and Collier

The motion to amend FAILED. (7 voting for; 7 voting against; 2 abstentions)

The initial motion for approval of Resolution 89-1134A (as submitted) establishing the region's priority highway project improvements for inclusion in the 1991-1996 ODOT Six-Year Highway Program PASSED. Councilor Gardner, Bob Bothman and Commissioner Anderson dissented.

TRANSPORTATION 2000 UPDATE

Steve Siegel provided a short overview of the Transportation 2000 survey results involving 800 Oregonians.

Andy Cotugno then reviewed the recommendations made to JPACT by the Transportation 2000 Committee.

Action Taken: It was moved and seconded to approve the three Transportation 2000 recommendations, which included:

- . A constitutional amendment vote on the May 15 ballot;
- . A vote on imposition of the vehicle registration fee scheduled for the November 1990 ballot; and
- . Development of a combination LRT/arterial program for funding with the vehicle registration fee.

Motion PASSED unanimously.

RESOLUTION NOS. 89-1177 AND 90-1189 - AMENDING THE TPAC BYLAWS AND ADOPTING THE JPACT BYLAWS

It was moved and seconded to refer agenda items 4 (relating to TPAC bylaws) and 5 (relating to JPACT bylaws) to the January 18 JPACT meeting. Motion PASSED unanimously.

RESOLUTION NO. 89-1179 - ESTABLISHING AN ORGANIZATIONAL STRUCTURE FOR OVERSEEING HIGH CAPACITY TRANSIT STUDIES

In preliminary discussion, questions were raised on the decision-making structure. Commissioner Blumenauer commented on the importance in having the committees as inclusive as possible with our regional partners -- with all stakeholders represented -- in order to make it a strong committee. He felt it would make for better projects and speed approval.

James Cowen raised some concerns on the organizational structure and suggested that further consideration be given before adoption. Gary Demich indicated that the State of Washington representatives appreciated the opportunity to discuss this further at the next meeting.

Mr. Cowen stated that he appreciated the suggestion offered for postponement as he was not comfortable with the diagram as presented, adding that Tri-Met is totally supportive of C-TRAN's participation in the process.

Action Taken: Chairman Ragsdale directed TPAC to submit a recommendation on the organizational chart at its January 5 meeting for consideration at the January 18 JPACT meeting.

STATUS OF I-205 AND MILWAUKIE LRT ALTERNATIVES ANALYSIS

A letter was distributed from Clackamas County updating the committee on the status of I-205 and their request to move that corridor forward as a Section 3 eligible corridor. Andy Cotugno reported that the bus lane withdrawal was approved and, with it,

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the UMTA requirement that if we initiate an Alternatives Analysis, we commit to not seek Section 3 funds. Andy also explained that the Appropriations Bill that was adopted allows UMTA to approve Alternatives Analysis in a broader geographic area (between Oregon City and Clark County).

Andy noted that the Milwaukie LRT is the next Section 3 priority. A discussion followed on whether or not to close the door on Section 3 funds or whether I-205 will be considered as a Section 3 project at some time. At issue is whether to proceed with a non-Section 3 Alternatives Analysis now or seek clarification on whether there is some legislative help down the line.

Commissioner Lindquist indicated he would like to see the study proceed and not close the door on Section 3 funds, depending on the outcome of the Alternatives Analysis. He did not ask for JPACT concurrence at this time.

Andy Cotugno stated that in closing the door on Section 3 funds, an I-205 project will probably not be built following the Alternatives Analysis. If a second corridor is to be considered for LRT from the \$15.00 vehicle registration fee, it is only viable if it is within the \$200 million price range and at least 50 percent federally funded.

Commissioner Blumenauer stated that, according to the polls, there is more support for Milwaukie LRT than for I-205 LRT and did not feel we should change our priority. He pointed out that it was his understanding that Milwaukie is JPACT's second priority and that no Section 3 funds would be used for I-205 light rail.

Commissioner Lindquist spoke of the need for clarification from the Congressional delegation on their rules pertaining to use of Section 3 funds and asked that Metro staff request such information. Andy Cotugno indicated that difficulties will be faced in getting Section 3 funds for any corridor.

Bob Bothman agreed with JPACT's priority position that the West-side transitway is the No. 1 project in the state of Oregon and didn't wish to do anything that would jeopardize that project.

Craig Lomnicki spoke of Clackamas County's desire to have a light rail extension from Portland through Milwaukie to the Clackamas Town Center.

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Andy also spoke of the need to overcome UMTA's minimum threshold requirements as the Hillsboro LRT extension and Milwaukie Corridor projects are likely to have problems meeting those requirements.

Action Taken: Chairman Ragsdale referred this matter to the January 18 JPACT meeting.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma
Dick Engstrom
JPACT Members