

# Meeting minutes

Meeting: **82nd Avenue Steering Committee meeting #9**  
 Date/time: Thursday, December 14, 2023, 4:00 p.m. to 6:00 p.m.  
 Place: Hybrid webinar meeting held via Zoom at Portland Community College Southeast  
 Campus, Student Commons Room 234, 2305 SE 82<sup>nd</sup> Ave, Portland, Oregon

## Members, Alternates Attending

Art Pearce, alternate	City of Portland
Chris Ford, alternate	Oregon Department of Transportation
Councilor Christine Lewis, Co-chair	Metro
Councilor Duncan Hwang, Co-chair	Metro
JC Vannatta	TriMet
Commissioner Julia Brim-Edwards	Multnomah County
Kaitlyn Dey	Clackamas Service Center
Representative Khanh Pham	Oregon Legislature
Commissioner Mark Shull	Clackamas County
Michael Liu	82nd Avenue Business Alliance
Sean Loughran, alternate	Port of Portland
Zachary Lauritzen	Oregon Walks

## Members, not in Attendance

Ayman Irfan	Unite Oregon
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## Presenters

Elizabeth Mros-O'Hara	Metro
Brian Harper	Metro
Zachary Lauritzen	Oregon Walks
Kate Hawkins	Metro
Melissa Ashbaugh	Metro

## Attendees

Eve Nilenders	Multnomah County
Holly Querin	Metro
Jacob Loeb	
Malu Wilkinson	Metro
Monica Krueger	Metro
Nubia Martinez	Metro
Hau Hagedorn	Metro
Jesse Stemmler	TriMet
Sarah Paulus	Multnomah County
Kelly Betteridge	Metro

Kristin Hull	City of Portland
Peter Dydo	WSP
Vikki Payne	Multnomah County
Kiel Jenkins	City of Portland
Jason Nolin	Metro
Hector	BPS
Anne Buzzini	Metro
Karen Buehrig	Clackamas County
Tim McCann	
Jamie Snook	TriMet
Hau Hagedorn	Metro
Jorge Bautista	
Peter Meyerhofer	Kimley-Horn

### **Welcome and Introductions**

Co-chair Metro Councilor Duncan Hwang called the meeting to order at 4:03 p.m. and welcomed the attendees to the meeting by introducing alternate members and providing an overview of the agenda. Chris Ford was sitting in for Rian Windsheimer, Art Pearce was sitting in for Commissioner Mingus Mapps, and Sean Loughran was sitting in for Emerald Bogue.

### **Approval of November 2023 Meeting Minutes**

Approval moved by JC Vannatta, seconded by Commissioner Brim-Edwards. The minutes were approved with no objections.

### **Updates from Partners**

#### **Metro TOD project update by Brian Harper**

Brian explained that a \$5 million grant from the legislature (spearheaded by Representative Pham) will enable Metro’s transit-oriented development (TOD) team to secure sites along 82<sup>nd</sup> Ave corridor for affordable housing and related commercial use. The team is establishing community values and working with developers and key stakeholders to shape the projects.

They will start with one site in Clackamas County and one in Portland. This is a cost recovery program: they will buy and hold the property, find a developer, and use community engagement to determine the type of project. The developer will then pay market value and the proceeds will be used for the next acquisition, so that it becomes a revolving site acquisition fund. Brian thanked Rep. Pham for their part in setting up this fund. Rep Pham expressed appreciation for the community stabilization that this initiative supports. They expect more updates from the TOD team soon.

#### **Discussion**

*JC wondered if the TOD land in holding could be used for construction staging for the transit project and if the cost in kind be used for federal match? The answer was unsure but there could be a creative opportunity if the timing would overlap.*

### **Project Workplan Update and Schedule by Elizabeth Mros-O’Hara (Metro)**

Councilor Hwang gave the committee some time to debrief about the last meeting, but nothing was offered.

Elizabeth showed a visual of the milestones planned through Fall 2024. She reviewed the recent

progress and the topics moving forward (see materials): terminus staff recommendation and draft funding plan in January, and a LPA staff recommendation in February. March will be a month off for each agency to get ready to approve the LPA in April. Then the project would enter the project development phase, do a lot more engagement, design, and costing to move things forward. The LPA is a high-level agreement among the stakeholders that allows staff to dig deeper and develop a more detailed plan. All the partners would then adopt the LPA into their plans, as needed, which allows us to pursue federal funding. Elizabeth showed the draft LPA map to remind people of what the Locally Preferred Alternative is going to look like and discussed the language that has been agreed on: a bus rapid transit project, from point A to point B, and general station locations as shown on the map. We'll talk more about stations at the northern terminus when we talk about the terminus recommendation.

### Discussion

*Councilor Hwang questioned that the recent RTP adoption include 82<sup>nd</sup> Ave transit project. Elizabeth clarified that, yes, the project was included, but we must update the RTP with the details of the LPA to pursue federal funding.*

## **Equitable Development Strategy Update by Zachary Lauritzen (Oregon Walks) and Brian Harper (Metro)**

### Introduction

Brian gave an overview of the Equitable Development Coalition history and progress. The heavy lifting has been done by Zach and the community-based organizations (CBOs) in the coalition. The equitable development strategy (EDS) process was born out of the community feedback from the Division Transit Project and the MAX Yellow Line project. While the transit work is happening, there are other problems, specifically the challenges that large investment creates, e.g., increased land values can lead to displacement.

The EDS work is done in parallel with the transit project to stabilize businesses and households against negative impacts. Metro's role is to convene the community, gives it space, time, and resources to identify the best way to stabilize themselves. Then Metro invites to the table the jurisdictional partners needed to create strategies. Having the community lead that discussion and create their own plan is one of the best strategies to develop community stabilization. The four core Coalition partners and the city bureaus are having robust conversations and staff are committed to getting the work done.

### Four Distinct Areas and Conversations

Metro has experience with this type of effort on Southwest corridor and TV Highway. Both of those corridors now have an equitable development strategy in place. Because the 82<sup>nd</sup> Ave corridor has many communities, the coalition broke it up into four distinct areas and held neighborhood-specific conversations multiple times, from June to November, engaging with community about their desires, dreams, and fears of what could happen in their stretch of 82<sup>nd</sup>. And now Zachary is going to dive into what we heard from the community conversations.

### Why is an equitable development strategy needed?

Zachary (Oregon Walks) apologized for being late and started with some grounding. With the transfer of the highway (82<sup>nd</sup> Ave) to PBOT, it came with an injection of funds. Rep. Pham brought some organizing dollars that Oregon Walks and APANO have used to organize along 82<sup>nd</sup> Avenue. Knowing that when you do public investment, you change the nature of the market. Even though change was already coming to 82<sup>nd</sup>, this will be a more accelerated change, due to the millions of dollars in transit and safety investments. So, we are asking for additional investments on 82<sup>nd</sup> Ave. to offset the rapid change to the marketplace. You/we (collectively) have an obligation to do what we can to mitigate some of that

change so that folks who have lived here for decades, generations, can stay and enjoy the changes.

### Key Themes

The core leadership of the coalition, Verde, APANO, Unite Oregon, and Oregon Walks, hosted the neighborhood-specific conversations and invited other stakeholders. There were small to large group events that talked over food about dreams and concerns. Key themes have come out of these conversations. First, housing diversity includes the fear of displacement and gentrification, affordability, and transit access. Second theme is tree canopy, green spaces, and access to nature. PCEF has made a commitment but there is more to do. Third, safety is not just vehicular crashes, also gun violence, sex solicitation, drug use, and addiction. Not sure what the solutions are, but these are big problems on 82<sup>nd</sup> and an activated space with more people would make spaces safer.

### Concerns

There is general excitement for the transit project, but there is some concern about the increased spacing of station stops. People want more opportunities for non-drivers. Business support is a tough conversation. Small business owners are busy entrepreneurs, but how can we help them be successful either in place or finding a new location. The car lots on the corridor could be an opportunity to change the landscape, but they are not motivated to move if they are being successful. There is a huge tension between the landowners and the business owners.

### Discussion

*JC wanted to know what the area of study is. ¼ mile? The boundary has not been defined, but roughly I-205 to 72<sup>nd</sup>.*

*JC suggested inviting Earl Blumenauer into the conversation for his short time left. Zach responded that they were already in conversation and have made some specific requests.*

*Art asked what is the mechanism? The goal is to ask for public resolution that won't be legally binding but will lend political support.*

*Sean asked, what does neighborhood development mean? Zachary defined it as social development, connecting with interesting people, and building social capital.*

*Are there any community benefit agreements on this package? Brian answered that this is something that the group would love to learn more about. There was a conversation in SW Corridor. We don't have a lot of experience, but it doesn't mean it isn't doable.*

*Zach asked the committee if there are any trigger points for agreements? Kristin responded that Regional Workforce Equity Agreements are triggered by the size of investment and each contract will be addressed individually. For the first phase, we are using ARFA funds, and the state has specific, more robust equity requirements for those funds.*

*Rep Pham asked about the financial barriers for redevelopment? Brian listed resources/capital, brownfields, oddly shaped lots, zoning, profitable businesses have no incentive to relocate. Rep Pham also wondered if there was a market for private investment. Zachary responded that 82<sup>nd</sup> is not the site that is about to blow up, but analysis needs to be redone with the transit project investment considered. Currently the 82<sup>nd</sup> Ave market doesn't support private investment.*

*Question from JC, is the city looking at a TIF district? Art responded, yes, Prosper is looking at East Portland, and Duncan related that they are hoping to get it in front of City Council before the end of next year. It would take a couple of years to get it off the ground. Brian explained that the EDS work is connected to the TIF district work with Prosper Portland. Sean commented that it seems like a good idea with the cost of construction going up. Zachary noted that public processes are so slow, and we have to*

*get out in front of it.*

*Kaitlyn asked about the long-term community engagement plan. Brian responded that financing is a constant worry. Metro has applied for a grant and is committed to doing this work long-term.*

### **Northern terminus engagement update by Kate Hawkins (Metro)**

Kate gave a quick overview of engagement to date: spring online open house, focus groups, summer district workshops. Questions revolved around what was important in a terminus. This fall, engagement focused on the communities around the four terminus locations: focus groups, business surveys, stakeholder conversations. Staff worked with Living Cully, a coalition of community-based organizations in Cully, and hosted in-person focus groups in Cully and Parkrose. Safety is a high priority. At Cascade Station and the airport, the focus is to learn about shift hours, commute patterns, and employee travel behavior. The airport is a 24-hour operation, and a lot of shifts begin or end when transit is not in service. About 6% of employees take transit. Planning to connect with Overlook Neighborhood Associations, McDaniel High School, and Parkrose community organizations.

#### **Discussion**

*Rep Pham wanted to know if there will be similar conversations in Parkrose and the airport (compared to Cully)? Will there be in person outreach at the airport? Kate responded that staff has already been out on the ground approaching businesses and their employees. We continue to brainstorm about how to reach people, but it is a very busy time of year. We are in touch with organizations in the Parkrose area.*

*JC wanted to know if an open house is planned at the airport for employees. Sean explained that construction at the terminal has displaced the employee work area. It is a very busy travel season and there is a lack of time. He highlighted the need to have events at different times of day to reach different shifts.*

*Zachary was disheartened by the low numbers of workers that use transit to the Airport. What are the tools to project future riders? How could this project be different? How could we get that number up? The concern is that 82<sup>nd</sup> Ave BRT is duplicative with the Red Line. Kate explained that Metro's modeling can predict future riders and Elizabeth mentioned other services and extra features could be used to meet future needs.*

*JC: Are we asking about shifting times? Elizabeth responded, yes, we already have some data. Over 500 employees today are starting or ending shifts at times of day that are not served by TriMet.*

*Zachary noted that tabling is a great way to connect with people. Can we hang out at the lunchroom at the airport? Sean explained that the lunchroom is under construction at the moment. It will come back in May of next year. It is important to identify the biggest needs of airport shift workers: transportation, childcare, safety, timing, etc.*

*JC highlighted the need to understand the transit needs and barriers of the port workers. Melissa mentioned that only 3% of current employees live within walking distance of 82<sup>nd</sup> Ave BRT alignment. Staff is also using the Ecosurvey that will provide more anecdotal information about travel patterns.*

*Councilor Lewis wanted to know how the 6% transit share compared to other airports. Sean answered that 6% is above average. National Airport is the highest at 10%. Our system has grown. Our (Red Line) platform is closer to the terminal than other airports' LRT. The new Red Line will have a multi-use path. JC noted that a 24-hour shuttle began right before Covid, was canceled during the pandemic, and has not been restarted.*

### **Northern terminus evaluation by Melissa Ashbaugh (Metro)**

The project seeks to improve speed, reliability, capacity, safety, and access. To receive federal funding,

we must choose mode, general station locations, alignment, and a high-level funding plan. The evaluation criteria reflect the goals and objectives of the project and meets equity implications.

Evaluation overview shows Cully performing the best, Parkrose performing well, and Cascade Station and airport not performing well. Because of all the information needed to make a final decision, we think choosing two locations and then developing a workplan for the final decision is the best way to proceed.

Access and mobility are about transfers, transit journey, reliability, and access to jobs. Cully terminus maintains current transit access for the most riders. Reliability is best with Parkrose. Cascade Station and airport have reliability challenges that this project wouldn't fix. The intersection of 82<sup>nd</sup> Avenue and Airport Way is a bottleneck that has been estimated to cost over \$70 million to fix. Cascade and airport have the most jobs, but most corridor residents will have better access to jobs, regardless of terminus, 16% more. Without a Cully terminus, Cully residents will see reduced job access.

### Discussion

*Chris Ford apologized that they needed to leave soon but noted that the Cully terminus must travel on Hwy 30, an ODOT roadway, and TriMet and ODOT staff are checking that assumptions are aligned. ODOT is recommending that there be more than one choice while this process is ongoing.*

*Rep Pham asked for a description of the connections to the MAX? Elizabeth described two choices: transfer at Parkrose, or transfer to MAX at Jonesmore overpass / I-84 & 82<sup>nd</sup> Ave MAX stop.*

*Melissa clarified about the transfer time calculation: they use 3 minutes because it is the average. In other words, the frequency is 6 minutes, so on average 3 minutes would be the wait time.*

Melissa continued the presentation. Safety is about station access and crash history. All the locations are compatible, but Cully and Parkrose have higher crash density areas. Safety issues there could be improved with a transit investment.

Transit-supported land use is about number of residents, land use, community-serving destinations, jobs, and future growth opportunities. Cully scores highest at connecting with residents, affordable housing, community-serving destinations, and potential for growth; Parkrose scored well but less than Cully.

Physical fit and community compatibility: Parkrose is the easiest physical fit. The airport is very constrained and would require an off-site layover and associated operating costs in perpetuity. We need to do more design work and community outreach to understand this category better.

Project feasibility and ridership: Preliminary estimates show Cully and Parkrose are similar. Preliminary estimates show Parkrose as the lowest cost option. More design details are needed to move forward on this category.

### More Discussion

*JC wanted access to the data behind this slide. Why is the airport cost so much higher? Jesse explained that the site for the off-site layover would need a lot of infrastructure upgrades, such as power.*

*Michael Liu wondered if the design challenges in Cully were included in the preliminary cost estimate. The answer from Jesse was yes, so far, all the assumptions are being discussed/aligned with ODOT.*

Melissa returned to the presentation to summarize the evaluation: Cully and Parkrose rose to the top. Planning to recommend Cully and Parkrose in January and will continue to evaluate these two during the design phase.

*Zachary noted that his assumption was that the tradeoff [in the northern terminus evaluation] would be*

*between jobs and community (residents), but that is not the case? Access to jobs is not greatly improved by going to the airport and Cascade Station.*

*Zachary questioned the use of a 45-minute commute threshold and asked if the question should be more broadly, what does it take to get more people to use transit? Only 6% of the walkshed is using transit. Why is 45 minutes an important marker? Elizabeth agreed that it sounds great to connect to the airport job center, but it comes down to what makes sense for this project and considering all the ways to serve residents' transportation needs. Most employees live outside of our corridor. Another challenge is the bottleneck intersection at Airport Way and 82<sup>nd</sup> Ave and the bus would have to go through there and be subjected to that delay because the cost is prohibitive to fix that intersection. There are other ways to support transit to the port, e.g., Multnomah County Access Shuttle. JC noted that frequency helps, and lack of transfers is another factor.*

*Art noted that the opportunity for growth is a measure that we have used a lot in the past. There is a lot of land near Parkrose TC that is not slated for growth. That is a negative for Parkrose TC; it would be harder to make it a viable place with a mixture of uses. Maybe that can be changed. Cully is a better option for growth. Melissa explained that they looked at buildable lands inventory (where new development could go), and projected change in residents and jobs. There is limited buildable lands in Parkrose because of the freeway, cemetery, etc. Jamie Snook added that the area is part of a pilot TOD grant with the Better Red project, and she will follow up after checking in with them.*

*Councilor Lewis acknowledged that Cully has risen to the top and she wondered if the team has talked to any employers at the southern end, e.g., Kaiser? How many employees are coming from Cully or Parkrose? It would be easier to get data from one large employer than all the businesses in Clackamas Town Center. Melissa explained that they used the LEHD data to capture commute data. Elizabeth added that the improved speed will decrease travel times for everybody within the walkshed of the bus line. It would also make trips that rely on a transfer from the BRT quicker than today.*

Melissa explained next steps: we will be back in January with responses to your questions and then we'll do a temperature check again with red, yellow, green cards.

#### **Public Comment**

None

#### **Next Steps/Adjourn by Councilor Hwang (Metro)**

Councilor Hwang thanked everyone for their engagement in this project. At the next meeting, January 25th, staff will bring a recommendation for a northern terminus and a high-level draft funding plan.

Meeting adjourned at 5:56pm.

Respectfully submitted,

Tanja Olson, 82<sup>nd</sup> Avenue Steering Committee Recorder



Attachments to the Public Record, 82<sup>nd</sup> Avenue Steering Committee meeting, December 14, 2023

<b>Item</b>	<b>DOCUMENT TYPE</b>	<b>DOCUMENT DATE</b>	<b>DOCUMENT DESCRIPTION</b>	<b>DOCUMENT No.</b>
1	Agenda	12/06/2023	12/14/2023 82 <sup>nd</sup> Avenue Steering Committee Meeting Agenda	1214202382ASC-01
2	Document	12/06/2023	82nd Avenue Transit Project Steering Committee November 2023 Draft Minutes	1214202382ASC-02
3	Document	12/06/2023	82nd Avenue Transit Project Steering Committee Schedule of Topics	1214202382ASC-03
4	Document	11/07/2023	82nd Avenue Transit Project LPA in progress Updated DRAFT	1214202382ASC-04