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## Meeting Notes 1990-03-08

Joint Policy Advisory Committee on Transportation

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**METRO**

2000 S.W. First Avenue  
Portland, OR 97201-5398  
503/221-1646

# Agenda

Meeting: JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION

Date: March 8, 1990

Day: Thursday

Time: 7:15 a.m.

Place: Metro, Conference Room 440

- \*1. MEETING REPORT OF FEBRUARY 8, 1989 - APPROVAL REQUESTED.
- \*2. JPACT BYLAWS - APPROVAL REQUESTED - Andy Cotugno.
  - .# PROPOSED AMENDMENT NO. 1 PERTAINING TO PHONE VOTES
  - . \* PROPOSED AMENDMENT NO. 2 (RECOMMENDED BY IGR COMMITTEE) PERTAINING TO APPOINTMENT OF MEMBERS AND ALTERNATES
- \*3. CLARK COUNTY INVOLVEMENT IN LRT PLANNING - DISCUSSION AND APPROVAL - Andy Cotugno.
- \*4. STATUS REPORT ON CITY OF PORTLAND RAIL PROGRAM - INFORMATIONAL - Earl Blumenauer.
- \*5. REVIEW OF DRAFT FY 91 UNIFIED WORK PROGRAM - INFORMATIONAL - Andy Cotugno.

\* Material enclosed.

# Available at meeting.

NOTE: Overflow parking is available at the City Center parking locations on the attached map, and may be validated at the meeting. Parking on Metro premises in any space other than those marked "Visitors" will result in towing of vehicle.

NEXT JPACT MEETING: APRIL 12, 1990, 7:15 A.M.

## MEETING REPORT

DATE OF MEETING: February 8, 1990

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

PERSONS ATTENDING: Members: Chairman Mike Ragsdale, David Knowles and George Van Bergen, Metro Council; Earl Blumenauer, City of Portland; Keith Ahola (alt.), WSDOT; Pauline Anderson, Multnomah County; Bonnie Hays, Washington County; Nick Nikkila (alt.), DEQ; Scott Collier, City of Vancouver; Clifford Clark, Cities of Washington County; Wade Byers, Cities of Clackamas County; Bob Bothman, ODOT; Bob Post (alt.), Tri-Met; Ed Lindquist, Clackamas County; and Dave Sturdevant, Clark County

Guests: Ted Spence, Dave Williams, and Denny Moore (Public Transit), ODOT; Richard Devlin, Metro Council; Molly O'Reilly, STOP; Richard Ross, Cities of Multnomah County; Mary Weber, Tualatin Valley Economic Development Corporation; Michael Hereford, Northwest Strategies, Inc.; Steve Dotterer, City of Portland; Dennis Mulvihill and Jerry Parmenter, Washington County; Rod Sandoz and Tom Vanderzanden, Clackamas County; Dick Feeney, Tri-Met; Kim Chin, C-TRAN; Bebe Rucker and Steve Nousen, Port of Portland; and Jim Gardner (Metro Council JPACT alt.)

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

MEDIA: Robert Goldfield, The Daily Journal of Commerce

### SUMMARY:

The meeting was called to order and a quorum declared by Chairman Mike Ragsdale sporting his Sunrise Corridor cap.

### MEETING REPORT

The January 18 JPACT meeting report was approved as presented.

### WESTSIDE STATUS REPORT

Handouts were distributed on the Westside LRT study and an

overview provided by Bob Post, Tri-Met Assistant General Manager. He noted that this is a joint ODOT/Tri-Met effort in a process oriented toward highway and transit needs. He reviewed the process, the three alternatives -- the Long Tunnel, the Short Tunnel (north side), and the All Surface (south side) alignment -- and emphasized that they are working with a very aggressive schedule trying to retain the 75 percent funding for the project.

Bob pointed out that the Environmental Impact Statement is being sponsored by FHWA, ODOT, UMTA and Tri-Met. Issues being discussed include: completion of the Zoo interchange, completion of a climbing lane near the Zoo (on top of Sylvan), a six-lane facility past 217, and improvements on 217 to T.V. Highway at Canyon Road.

Mr. Post emphasized the critical timeline, the public hearing requirement, and the preferred alignment recommendation after which the eight affected jurisdictions will become more involved. A Final Environmental Impact Statement is needed before a Full-Funding Agreement can be signed. He noted that there is a \$50 million range between the Long Tunnel and Short Tunnel alignments, highlighting the differences between the options. An issue yet to be resolved is the renewal of the 75 percent funding which first requires completion of the EIS. An effort is being made to develop private funding support for the project. Another unresolved issue is that of the Zoo station. In the Long Tunnel alignment, a station is being explored in the Sylvan area.

Bob noted that, in central Beaverton, a new alignment is shown in their Central City Plan that follows the Burlington Northern Railroad line. He also reported that the Hillsboro Extension study is proceeding but still awaiting UMTA approval. He expressed appreciation to the eight jurisdictions for their involvement over the last two and one-half months toward the impact statement. Construction completion is projected for 1997.

In response to a question of whether inflation was projected into the cost estimates, Bob reported that he thought it was projected with a 6.9 percent inflation rate.

RESOLUTION NO. 90-1213 - PROVIDING THE ASSESSMENT OF DUES TO LOCAL GOVERNMENTS FOR FY 1990-91

Andy Cotugno reviewed the required process for dues assessment that Metro has followed in the past. This year, it is proposed that JPACT and the Urban Growth Management Policy Advisory Committee serve as the Local Government Advisory Committee that provides review of the Transportation Planning and Planning and Development dues functions. It is proposed that the District

assessment be imposed at 51¢ per capita for FY 1990-91. Notification of the assessment must be sent to all cities and counties within the District, Tri-Met and the Port of Portland prior to March 2, 1990.

Andy indicated that the 51¢ assessment would be revisited if the Metro Excise Tax is put in place and could be reduced to 35-40¢, but that issue won't be resolved until the entire budget process is completed. Councilor Van Bergen was doubtful that the Metro Council would be supportive of reducing the dues because it is the only source of discretionary funds for Metro.

Andy proposed an option of using some of the dues for accelerating the Regional Land Information System (RLIS) which currently has a 28-month implementation schedule.

Andy then reviewed the Transportation Department planning functions that fall into three basic categories: grant match; Data Resource Center; and direct project costs. Andy noted that the transportation programs that Metro is responsible for have always been JPACT considerations.

Action Taken: It was moved and seconded to recommend approval of Resolution No. 90-1213 for the purpose of providing the assessment of dues to local governments.

In discussion on the motion, Commissioner Hays supported the Resolution with the understanding that this action would be revisited when the excise tax issue has been resolved.

Commissioner Blumenauer spoke of the urban growth management and Regional Land Information System (RLIS) functions that are unique to Metro, noting that no other agencies are dealing with these issues. He had no objection to the dues assessment but rather to the allocation as he felt Metro should invest in those projects where there is no other backup.

Chairman Ragsdale commented on the positive benefits of the RLIS program and its potential impact on the region and encouraged all JPACT members to request a demonstration.

Motion PASSED unanimously.

RESOLUTION NO. 90-1189 - ADOPTING THE JPACT BYLAWS

Andy Cotugno reviewed the proposed amendments to the Bylaws as submitted with the agenda packet. An additional amendment, submitted by Clark County (pertaining to State of Washington members and alternates -- Proposed Amendment #5) was distributed.

Clifford Clark noted another amendment to be considered was generated by the Washington County Transportation Coordinating Committee.

Motion: It was moved and seconded to recommend approval of Resolution No. 90-1189 for the purpose of adopting the JPACT Bylaws.

Motion to amend: It was moved and seconded to recommend approval of Proposed Amendment #1 (Article IV, Section 1 and 2 - relating to the addition of the City of Gresham to the JPACT membership and criteria for eligibility for cities of 60,000 population and over) to the main motion. In discussion on this motion, Clifford Clark reported that the Cities of Washington County oppose this amendment inasmuch as JPACT presently has three Multnomah County representatives. If passed, the Cities of Washington County would introduce amendments for an additional representative from Washington and Clackamas Counties.

The motion to amend FAILED.

Motion to amend: It was moved and seconded to recommend approval of Proposed Amendment #4 (pertaining to Article V - Meetings, Conduct of Meetings, Quorum) to the main motion. It was agreed to consider each section individually.

In discussion on the Article V-a amendment (pertaining to special meetings being held without five working days' notice), Commissioner Blumenauer questioned the proposed change as he did not feel that there was either need or abuse and did not wish to take away the ability of this organization to have an emergency meeting if needed. Councilor Knowles also felt that there might be critical times for JPACT to convene and wanted to retain that flexibility.

Clifford Clark felt that requiring five working days' notice was not unreasonable.

Motion to amend Article V-a FAILED.

In discussion on the Article V-c amendment (specifying that JPACT members shall hold a majority of the seats on any subcommittee), Clifford Clark expressed continued concerns about representation.

Commissioner Lindquist and Chairman Ragsdale did not share the same concerns and felt that all subcommittee reports would eventually require full committee review prior to approval and did not wish to place constraints by requiring a JPACT majority membership on subcommittees. Chairman Ragsdale indicated he

would have a different approach if it were for final proposals, adding that it might be desirable to appoint a subcommittee to develop legislative policy.

Commissioner Blumenauer stated he felt comfortable with the proposed amendment.

Motion to amend Article V-c FAILED.

Motion to amend: It was moved and seconded to recommend approval of Proposed Amendment #5 (pertaining to State of Washington appointments) to the main motion.

Commissioner Sturdevant explained that, in the City of Vancouver's judgment, they should have more involvement with JPACT than some of the smaller cities of Clark County. In the proposed process, members would be nominated by each of the four entities with selection made by the IRC Transportation Policy Committee.

The Committee agreed on intent of the proposed amendment but wished to substitute the word nominated for "appointed" and to add the following sentence for clarification: The three Washington State members will be selected by the IRC Transportation Policy Committee.

Motion to amend with proposed changes PASSED unanimously.

Motion to amend: It was moved and seconded to recommend approval of Proposed Amendment #3 (pertaining to Article VIII - Amendments) to the main motion. This would require amendment to the Bylaws by a majority vote of the full committee and Metro Council. After further discussion, it was agreed to require a two-thirds vote of the Committee with a majority vote of the Metro Council.

Motion to amend PASSED as noted.

Motion to amend: It was moved and seconded to recommend approval of Proposed Amendment #6 (pertaining to Article VIII - Amendments) to the main motion. A new "b" would specify that written notice must be delivered to all members and alternates at least 30 days prior to any proposed action to amend or repeal Bylaws.

Motion to amend PASSED.

Andy Cotugno felt there should be provision in the Bylaws for phone polls to be conducted to absentee JPACT members when a quorum is lacking and a vote is needed on "action" items that the

Chair determines cannot be delayed. Because of the public meeting laws, it was felt that this matter should be investigated further before amending the Bylaws.

Action Taken: The original motion to adopt the JPACT Bylaws (Resolution No. 90-1189), with amendments as noted and approved above, PASSED.

RESOLUTION NO. 90-1218 - AMENDING THE REGION'S HIGHWAY IMPROVEMENTS FOR INCLUSION IN THE 1991-96 ODOT SIX-YEAR HIGHWAY PROGRAM

Andy Cotugno explained that the intent of the Terwilliger Bridge project request is to reaffirm a previous commitment to the Six-Year Program priorities. He noted that it is up to ODOT to decide whether it should be included in the Six-Year Program for the use of Interstate 4R funds.

Andy reported that an evaluation was done of the four Sandy Boulevard improvements using the same criteria applied to other projects and they did not meet the threshold requirements.

Bob Bothman commented that the Terwilliger Bridge project was not included in the draft Six-Year Program. He explained that the Terwilliger Bridge and interchange were previously funded with Interstate Transfer funds and then bridge replacement funds (HBR) were recommended for its use. As Interstate Transfer funds dried up, the bridge funds also dried up. He pointed out that this resolution asks that the state utilize state funds to replace a City of Portland bridge; another 4R project would have to be canceled or postponed. He noted that 4R funds are not adequate to accommodate the needs, so state funds will need to be supplemented if used for the bridge.

Commissioner Blumenauer spoke of competing interests, shifting circumstances and the need for JPACT's continued support to keep this project in the forefront. He explained that local match is available for the Terwilliger Bridge project. He noted that it is one of the few overpasses that is a local responsibility and represents a serious problem for the metropolitan area.

Bob Bothman indicated that the Terwilliger interchange ramps have been supported by ODOT, commenting on its long-term benefits as a connector serving traffic from Terwilliger, Bertha Boulevard and extending over to Beaverton-Hillsdale Highway.

Action Taken: It was moved and seconded to recommend approval of Resolution No. 90-1218 amending the region's priority highway improvements for inclusion in the 1991-1996 ODOT Six-Year Highway



JPACT

February 8, 1990

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Program. Motion PASSED. Commissioner Hays and Nick Nikkila dissented.

#### UPDATE ON SURFACE TRANSPORTATION ACT

An updated discussion paper on the major principles and issues of the Surface Transportation Update was distributed and reviewed by Andy Cotugno. With respect to JPACT's long-term objectives, he commented on the need to adopt a regional position on policies pertaining to the STA Update. Chairman Ragsdale commented that this issue is critical to the region, noting that it was clear to him from his recent Washington, D.C. visit that Congress is receptive to local input. He saw the need to develop strategies on how the local areas can meet these responsibilities and wished to appoint a JPACT lobbying group that would develop a position on the STA Update.

Dave Williams, ODOT, indicated that the Interstate system will be complete shortly. An effort is underway by Secretary of Transportation Skinner to update the Surface Transportation Act. Dave emphasized the need for a gas tax increase dedicated to transit that must be considered in a coordinated effort with highway needs. ODOT will try to make a case that the nation is currently not adequately investing in transportation infrastructure, that there needs to remain a strong federal role, and what effect that has on our economy, national competitiveness and urban mobility. Dave felt that drawing down the Trust Fund balance is critical because the amount of money for Interstate 4R needs must be increased for Interstate preservation. He cited the need to make sure that Interstate 4R funds are protected as well as seeking an increase in Section 3 funds.

Dick Feeney spoke of establishing a program that seeks additional funds but points out its needs and how it will be used. Policy direction should be set for increased funding, an urban program, recognition of comprehensive land use requirements, and encouragement of such laws. He indicated that the transit program should be tripled in the next STA Update for a balanced highway/transit program. An \$11 billion transit program is proposed as opposed to the present \$3.2 billion program. Dick cited the need for a vigorous effort to bring Congress's attention to the overall needs and a balanced system. He noted the urban areas need a special program for flexibility and money for capacity expansion should be available on a discretionary basis. A discussion followed regarding the example that UMTA tends to reward a crisis rather than a state where there is good land use planning for a balanced transportation system. Dick did not feel the "one corridor at a time" rule worked and that it should be either changed or repealed.

JPACT

February 8, 1990

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Chairman Ragsdale discussed his recent visit to Washington, D.C. where he had extended an invitation for a Portland visit to Secretary of Transportation Samuel Skinner and UMTA Administrator Brian Clymer. He felt that Congress is willing to listen to the community's arguments on flexibility if they can demonstrate the capability to handle the funds. Mike indicated that both Clymer and Skinner would be here this summer. He emphasized the need to get our representatives together to form a consensus position for a national strategy. He felt that JPACT should take the lead in framing the issues on a national level for an STA Update.

Chairman Ragsdale asked for volunteers to contact him who would be willing to serve on a JPACT subcommittee to deal with the STA Update. Dick Feeney, Dave Williams and Andy Cotugno will be asked to assist with staffing for that meeting. During discussion, it was noted that AASHTO and other organizations have already adopted positions on the update. Chairman Ragsdale hoped the subcommittee would develop a matrix of the issues and areas of agreement. Commissioner Lindquist indicated that the Oregon Highway Users Conference should also be involved in the process and is looking at areas of compromise. It was generally agreed that the majority of members on the subcommittee should be from JPACT but that other representation should be encouraged. Councilor Knowles volunteered to serve on the subcommittee.

#### ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma  
Dick Engstrom  
JPACT Members

STAFF REPORT

Agenda Item No. \_\_\_\_\_  
Meeting Date \_\_\_\_\_

CONSIDERATION OF RESOLUTION NO. 90-1228 FOR THE PURPOSE OF  
AMENDING THE BYLAWS OF THE JOINT POLICY ADVISORY COMMITTEE  
ON TRANSPORTATION (JPACT)

Date: February 23, 1990

Presented by: Andrew C. Cotugno

PROPOSED ACTION

Adoption of this resolution would:

1. Provide for telephone vote on emergency items in the event of lack of a quorum.
2. Require that either the member or the alternate for the Cities of Washington, Clackamas and Multnomah Counties be from the largest city in that county (with the exception of Portland which has a separate seat).

FACTUAL BACKGROUND AND ANALYSIS

The Bylaws for JPACT were recommended for adoption at the JPACT meeting of January 18, 1990. At that time, interest was expressed in providing the ability to conduct a telephone vote on agenda items that the chair determines must be acted on expeditiously in the event a quorum is lacking at the regular meeting. Although this circumstance is unlikely, it was felt that provision should be allowed. There was, however, concern over the proper wording to ensure public meeting laws are fully met. Exhibit A to the resolution provides for this telephone vote.

After the JPACT meeting, the Metro Council Intergovernmental Relations Committee considered adoption of the Bylaws. They recommended adoption of the Bylaws for consideration by the Metro Council at their March 8, 1990 meeting, but also requested that an amendment dealing with representation from the Cities of Multnomah, Washington and Clackamas Counties be referred back to JPACT for consideration. In particular, the Committee was concerned about representation from Gresham and noted that staff had provided JPACT with a possible amendment that had not been considered at the January 18 JPACT meeting. Exhibit B to the resolution provides for a requirement that either the member or alternate from the Cities of Washington, Multnomah and Clackamas Counties be from the largest city in that county (except for Portland which has a separate seat).

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AMENDING THE ) RESOLUTION NO. 90-1228  
BYLAWS OF THE JOINT POLICY ADVISORY ) Introduced by  
COMMITTEE ON TRANSPORTATION (JPACT) ) Councilor Mike Ragsdale

WHEREAS, Metro Resolution No. 90-1189 provides for the adoption of Bylaws for the Joint Policy Advisory Committee on Transportation; and

WHEREAS, Provision is needed for the conduct of a telephone vote in the event the chair determines an agenda item requires an expedited action in the event of the lack of a quorum at a regular meeting; and

WHEREAS, Provision is needed to ensure the involvement in the Joint Policy Advisory Committee on Transportation of the largest city of each county; now, therefore,

BE IT RESOLVED:

That the Joint Policy Advisory Committee on Transportation and the Council of the Metropolitan Service District amend the JPACT Bylaws as shown in Exhibits A and B.

ADOPTED by the Council of the Metropolitan Service District this \_\_\_\_ day of \_\_\_\_\_, 1990.

\_\_\_\_\_  
Tanya Collier, Presiding Officer

EXHIBIT A

PROPOSED AMENDMENT NO. 1

Article V -- Meetings, Conduct of Meetings, Quorum

- a. Regular meetings of the Committee will be held monthly at a time and place established by the chairperson. Special or emergency meetings may be called by the Chairperson or a majority of the membership. In the absence of a quorum at a regular monthly meeting or a special meeting the chairperson may call a special or emergency meeting, including membership participation and vote by telephone for deliberation and action on any matters requiring consideration prior to the next regular meeting. The minutes shall describe the circumstances justifying membership participation by telephone and the actual emergency for any meeting called on less than 24 hours' notice.



**METRO**

2000 S.W. First Avenue  
Portland, OR 97201-5398  
503/221-1646

# Memorandum

Date: March 6, 1990  
To: Andy Cotugno, Transportation Director  
From: Larry Shaw, Legal Counsel  
Re: JPACT TELEPHONE VOTE

## Summary

Members may participate and vote by telephone in JPACT public meetings. Exhibit A is drafted to reflect Resolution No. 90-1228 intent to use telephone votes only when subsequent expedited action is required due to lack of a quorum. The amendment authorizes the chairperson to call a subsequent expedited meeting with telephone participation. Notice, minutes, public attendance and public opportunity to listen to telephone meetings are required by Public Meetings Law.

## Telephone Meetings Authorized by Law

ORS 192.670(1) specifically authorizes convening members of a public body by telephone, so long as Public Meeting Law requirements are met. An additional requirement for such meetings is in ORS 192.670(2): "...the governing body...shall make available to the public at least one place where the public can listen to the communication at the time it occurs by means of speakers or other devices. The place provided may be a place where no member of the governing body of the public body is present."

## Special and Emergency Meeting Requirements

Use of special and emergency meetings in the proposed JPACT Bylaws amendment is taken from Public Meeting Law. Special meetings are any meeting not regularly scheduled with more than 24 hours notice to members and the news media.

An emergency meeting may be held, including telephone participation on less than 24 hours notice so long as the emergency justifying the emergency meeting is described in the emergency meeting minutes. ORS 192.640(3). However, courts are strict in their analysis of an "actual emergency" and work schedules of Committee members is not independent justification

Memorandum  
March 6, 1990  
Page 2

for an emergency meeting. ORS. Assoc. Classified Employees v. Salem-Keizer, 95 Or App 28, 34, 767 P2d 1365, 1368 (1989). Therefore, the recommended course is to call special meetings with telephone votes authorized, giving at least 24 hours notice.

Public notice including a list of anticipated principal subjects, written minutes recording all motions and votes are required for special meetings, like regular meetings. Emergency meetings require minutes and "such notice as is appropriate to the circumstances" which is notice "reasonably calculated to give actual notice to interested persons." ORS 192.640(1).

LS/gl

1028

Exhibit B

PROPOSED AMENDMENT 2

Article IV - Committee Membership

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 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 (after the City of Portland). 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.





# METRO

2000 S.W. First Avenue  
Portland, OR 97201-5398  
503/221-1646

March 5, 1990

Dear JPACT member:

I'm writing to ask that you take one more look at an issue JPACT has struggled with for months -- what has come to be known as the "Gresham issue." You probably thought this question was resolved when JPACT adopted bylaws in February. It stayed alive because it's not only about Gresham; it's about fair and equal representation on the body making our region's transportation decisions. When the JPACT bylaws came to the Metro Council's Intergovernmental Relations Committee (IGR) on 2/13, several councilors raised the issue and were inclined to return the bylaws to JPACT for reconsideration. I pointed out to the IGR members that JPACT had not actually voted on one approach to resolving the issue. This is my amendment (attached) that would have each county's largest city be represented as either a member or alternate on JPACT. By the time the bylaws finally reached a vote at JPACT's 2/8 meeting, I was no longer a member and, regretfully, did not arrange for the amendment to be formally introduced by anyone else.

I plan to move the amendment on 3/8, and seek your support for it. I feel this is a very reasonable modification to the way the cities of each county have been represented on JPACT. Currently, the largest cities in both Multnomah and Washington county (excluding Portland) are represented as proposed under my amendment. We know this has not always been true -- hence the "Gresham issue" -- and may not be true in future years.

Despite its official role being advisory, the practical reality is that JPACT makes the tough decisions about regional transportation priorities. The Metro Council recognizes the careful process and open deliberation that JPACT uses, and nearly always ratifies the decisions incorporated in the Regional Transportation Plan, the Unified Work Program, etc. Our trust in JPACT derives from the perception that all significant jurisdictions in the region are fairly represented. The "Gresham issue" creates some doubt about this fairness and could change the nature of the relationship between JPACT and the Metro Council.

I don't want that relationship to change. I'm also uncomfortable about a situation where the second largest city in the region, the fourth largest in the state, can go for years without any voice on JPACT. Having no personal or political interest at stake, I feel able to take a detached view. My amendment is a modest approach that achieves fair representation without upsetting the balance of JPACT. Please think it over and consider supporting the amendment at our 3/8 meeting.

Jim Gardner

Jim Gardner  
Councilor  
District 3

30 SW 2nd Avenue  
Portland, OR 97201  
1-2444 (work)  
7-2096 (home)

## Exhibit B

### PROPOSED AMENDMENT 2

#### Article IV - Committee Membership

##### 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 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 (after the City of Portland). 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.

**MEMORANDUM**

**TO:** Joint Policy Committee on Transportation (JPACT)

**FROM:** Washington State JPACT Members

**DATE:** February 28, 1990

**SUBJECT:** HIGH CAPACITY TRANSIT REGIONAL DECISION MAKING

---

The issue of how the Portland-Vancouver region makes high capacity transit (HCT) decisions is key to the successful implementation of the full regional HCT system. A decision-making process that leads to a consensus on the regional system is also important to our success in competing with other metropolitan regions for federal resources. Without question, there is a need to adopt a decision-making structure that will produce a regional consensus toward implementing a high capacity transit system.

Now that the Westside LRT project, which we support, is moving through the E.I.S. phase and toward implementation, we need to turn our attention toward developing a decision-making structure for the financing, staging and implementation of the total regional HCT system. The regional decision-making structure should recognize that policy decisions in one corridor influence the ability to implement subsequent HCT corridors. The adopted Federal appropriations bill recognizes I-5 and I-205 as two corridors each extending from Oregon City into Clark County. Financing and staging decisions on any segment of these corridors will impact future implementation of the system. Joint JPACT and IRC Transportation Policy Committee decision-making for the Milwaukie/I-5 North corridor and the I-205 corridor into Clark County is needed to plan, finance and implement a coordinated, regional HCT system. This position is consistent with item B as presented in the METRO memorandum, Attachment A, and we support adoption of item B.

The High Capacity Transit Finance Committee as described by METRO in the Organization and Responsibilities Attachment is also key to the regional decision-making process. This committee, made up of senior management staff, would address financing, prioritization, cost-effectiveness criteria and timing issues in regard to the total HCT system.

The state of Washington and the jurisdictions from Clark County are committed to the implementation of a regional HCT system that meets both bi-state needs and the needs of the Portland/Tri-County area. JPACT and the IRC Transportation Policy Committee serve their respective areas as regional transportation policy decision-making committees. Joint HCT decision-making by JPACT and the IRC Transportation Policy Committee in regard to the I-5 and I-205 corridors will integrate the bi-state issues with the Portland/Tri-County area issues and should result in the planning, financing and implementation of a coordinated regional HCT system.

*a:\sue\tpactmmo.228*



**METRO**

2000 S.W. First Avenue  
Portland, OR 97201-5398  
503/221-1646

# Memorandum

DATE: February 23, 1990  
TO: Joint Policy Advisory Committee on Transportation (JPACT)  
FROM: *AC* Andrew C. Cotugno, Transportation Director  
RE: LRT DECISION MAKING

At the January meeting, JPACT reviewed a comprehensive set of issues regarding LRT decision making (see attached). At that time, the organizational structure for corridor planning was approved. Those aspects that were approved are denoted in the attached staff report which was before the committee at the January meeting.

Also at the January meeting, JPACT deferred consideration of Clark County's involvement in setting regional LRT priorities. Attachment A provides options for Clark County's involvement which should be discussed further by JPACT in order to provide policy guidance to staff. The unadopted portions of the attached resolution (which was presented to JPACT in January) are consistent with Option "C."

The key issues for further discussion by JPACT relating to Clark County involvement in regional LRT priority setting are:

How should Clark County be involved?

1. Through membership on JPACT?
2. a) Through a separate joint JPACT/IRC meeting for purposes of review and comment? b) For purposes of review and approval?

What LRT priority questions should this process deal with?

1. Westside and Hillsboro LRT funding?
2. I-205 and Milwaukie LRT staging and funding?
3. Which corridor comes next after the Westside?
4. Which corridor comes next after I-205 and/or Milwaukie?

ACC:mk

Attachment

## ATTACHMENT A

To what extent should Clark County be involved in financing decisions for each LRT corridor?

A. Continue to follow and refine status quo.

Recognize that decisions to seek Section 3 funding or initiate a Section 3 eligible Alternatives Analysis/DEIS for any I-5 or I-205 LRT crossings into Clark County will require the joint action of JPACT and IRC and should go through a joint JPACT/IRC process. All of these decisions that are for strictly Oregon corridors will go through a JPACT process only. Washington's three representatives on JPACT are adequate for this purpose. Joint adoption of the annual UWP will continue to be necessary.

B. Involve Clark County in deciding on the No. 2 LRT corridor (after the Westside) that will be constructed.

Recognizing that a decision to proceed to construction on either the Milwaukie LRT or the I-205 LRT significantly affects the region's timing for implementing LRT in the I-5 or I-205 corridor into Clark County, a joint JPACT/IRC decision-making process should be followed for any of these financing, timing or priority decisions.

C. Involve Clark County in all LRT corridor financing and priorities.

Recognizing that a decision to fund any significant LRT cost in any of the LRT corridors (such as whether or not to build a tunnel on the Westside project) will affect the region's ability to build LRT into Clark County, a joint JPACT/IRC decision-making process should be followed for financing, timing or priority decisions in all LRT corridors.

STAFF REPORT

Agenda Item No. \_\_\_\_\_  
Meeting Date \_\_\_\_\_

CONSIDERATION OF RESOLUTION NO. 90-1179 FOR THE PURPOSE  
OF ESTABLISHING AN ORGANIZATIONAL STRUCTURE FOR OVER-  
SEEING HIGH CAPACITY TRANSIT STUDIES

Date: December 5, 1989

Presented by: Andrew C. Cotugno

PROPOSED ACTION

This resolution would establish an organizational framework for LRT studies throughout the region, establish the oversight committees required for the bi-state elements, and call for further specific actions to establish the oversight committees for the remaining regionwide elements.

FACTUAL BACKGROUND AND ANALYSIS

The recently adopted Regional Transportation Plan (RTP) identifies long range construction of a regional LRT system consisting of the following major routes:

- . Banfield LRT to Gresham
- . Westside LRT to Beaverton
- . LRT in the corridor from Portland to Milwaukie
- . LRT in the I-205 corridor between Portland International Airport and the Clackamas Town Center
- . LRT in the I-5 North corridor from Portland to downtown Vancouver
- . LRT in the Barbur corridor from Portland to Tigard
- . LRT in downtown Portland on Morrison/Yamhill and Fifth/Sixth with connections to the regional corridors

Furthermore, the RTP identifies the possibility of future extensions to this LRT system in the following areas:

- . Extension of the Westside from Beaverton to Hillsboro and Forest Grove
- . Construction of a Westside circumferential route from the Beaverton Transit Center through Tigard to Tualatin
- . Extension of the Milwaukie or I-205 corridor to Oregon City with a connection between Milwaukie and Clackamas Town Center
- . Extension of the Banfield LRT to Mt. Hood Community College

- . Construction in the route to Lake Oswego and perhaps beyond to Tualatin

Finally, jurisdictions in Clark County are interested in considering additional LRT routes beyond that included in Metro's RTP, including:

- . Extension of the I-5 North LRT beyond downtown Vancouver to Hazel Dell or Vancouver Mall
- . Extension of the I-205 LRT beyond Portland International Airport to Vancouver Mall

In general, the study steps involved in pursuing LRT are as follows:

Step 1 - Systems Planning -- This step involves a generalized evaluation of the cost-effectiveness of LRT to determine whether to include the corridor in the RTP, whether there is sufficient justification to initiate Step 2 - Alternatives Analysis/DEIS and identification of the alternatives that should be considered further. The scope of this analysis focuses on generalized alignments and capital cost, ridership, operating cost and a generalized evaluation of impacts and benefits as compared to serving projected transit needs with lower cost bus alternatives. In order to proceed from Systems Planning into Alternatives Analysis/DEIS under the federal process two minimum thresholds must be met:

1. You must be able to demonstrate there are at least 15,000 transit riders in the proposed corridor today.
2. Your proposed corridor must meet a minimum cost-effectiveness rating of costing no more than \$10 per new transit rider as compared to serving the corridor through an improved bus system. This is based upon projected capital costs, operating costs, ridership and travel time benefits assuming 15 years of growth.

Step 2 - Alternatives Analysis/DEIS -- This step involves a detailed examination of alternatives in a particular corridor sufficient to make a local and federally approved decision on whether or not to proceed to construction. Sufficient engineering and operations analysis are done to develop comparable costs for each alternative and define environmental impacts for inclusion in a Draft EIS. The final decision on whether or not to proceed to construction is again based upon the cost-effectiveness of the proposal as compared to serving projected transit needs with lower cost bus alternatives and under the federal process must meet a minimum threshold of no more than \$6 per new transit rider. Federal approval of this step represents concurrence that rail should be funded at some time.



Step 3 - Preliminary Engineering/FEIS -- This step involves development of sufficient design details for the preferred alternative to specify right-of-way acquisition requirements and to define a construction cost upon which a federal funding commitment is made. Federal approval of this step represents an actual federal funding commitment of a specific amount on a specific schedule and is finalized through execution of a Full-Funding Agreement.

During the past 18 months, the Portland region has taken actions to advance various corridors into this process. The current status is as follows:

1. The Westside project from Portland to Beaverton is in Step 3 - Preliminary Engineering/FEIS and is scheduled for completion during 1990. PE/FEIS funding has already been budgeted through Tri-Met Section 9 funds.
2. A request has been submitted to UMTA to allow Step 2 - AA/DEIS to begin on the extension of the Westside from Beaverton to Hillsboro. Successful completion of the AA/DEIS is required for the extension to proceed into PE/FEIS and "catch up" with the overall Westside project. AA/DEIS funding has already been budgeted through Tri-Met Section 9 funds.
3. A request has been submitted to UMTA to allow Step 2 - AA/DEIS to begin on the I-205 corridor between Portland International Airport and the Clackamas Town Center. AA/DEIS funding has already been budgeted through the use of Buslane Interstate Transfer funds.
4. Authorization has been given by JPACT and the Metro Council to submit a request to UMTA to allow Step 2 - AA/DEIS to proceed in the Milwaukie Corridor from Portland to Milwaukie. McLoughlin Corridor Interstate Transfer funding has been budgeted for the AA/DEIS work from Portland to Milwaukie and further Systems Planning work from Milwaukie to Clackamas Town Center and Milwaukie to Oregon City.
5. JPACT and IRC have adopted a Bi-State work program to conduct further Systems Planning on LRT in the I-5 and I-205 corridors across the Columbia River and for LRT extensions into Clark County. Funding has been provided in the existing Metro and IRC budgets with supplemental funding from Tri-Met and C-TRAN.
6. Portland has budgeted for Systems Planning activities to allow examination of additional LRT alignments in the I-5 North corridor and to further evaluate the need and timing of downtown alignments including consideration of a subway.

Funding has been provided in the existing Metro budget for needed transit ridership forecasts.

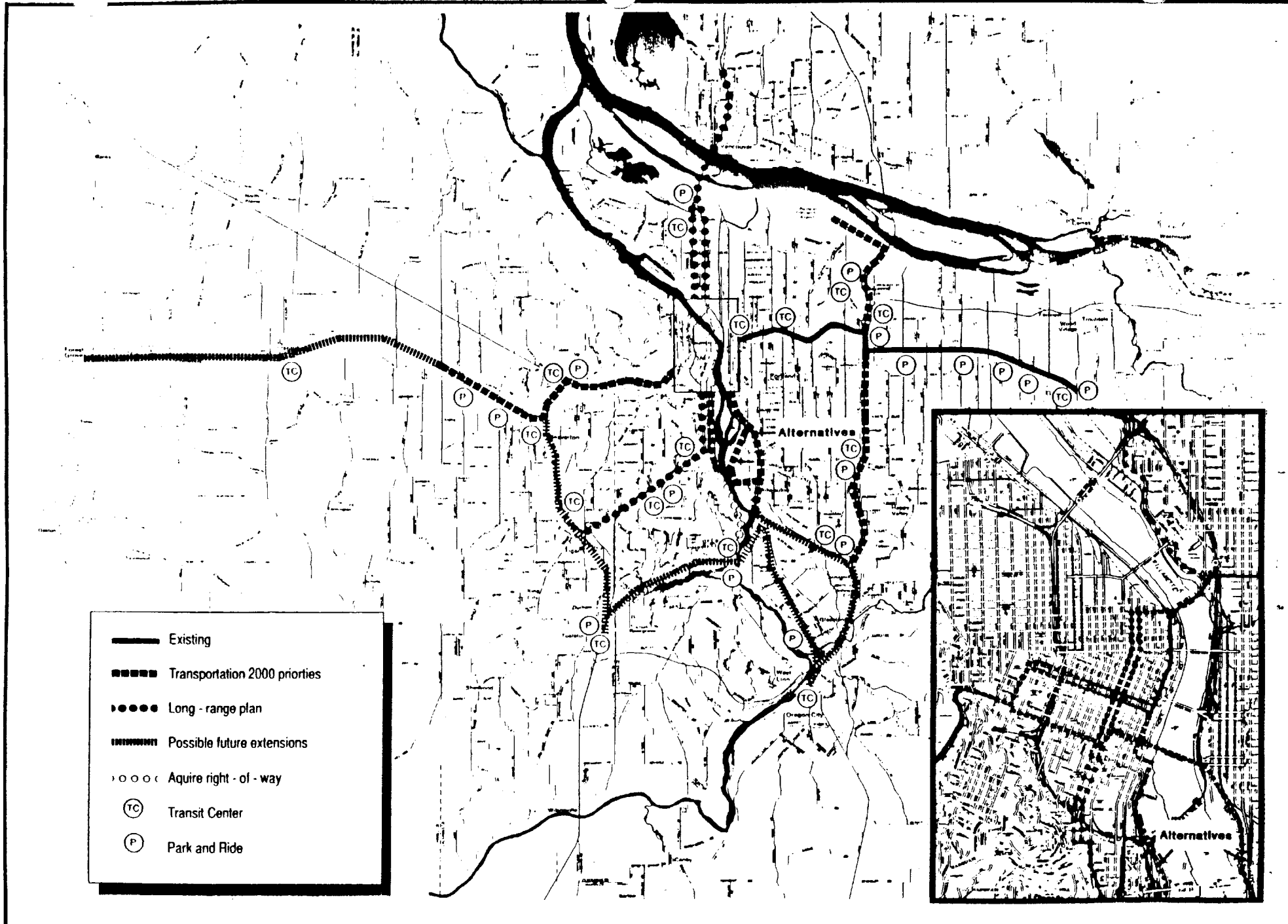
Because of the large amount of LRT planning underway or proposed, it is important to organize activities to allow for the most efficient conduct of the work, to ensure participation by the jurisdictions affected by the decisions that must be made and to ensure proper consideration of functional and financial trade-offs between corridors. In particular, functional trade-offs and coordination is required to take into account the effect of one project on other parts of the LRT system and financial limitations dictate that careful consideration be given to defining regional priorities before committing to construction. As such, the organizational structure presented in this resolution follows the following overall principles:

1. Committees are combined where significant overlap of issues or alternatives exist; separation is recommended to maintain the focus of the correct set of committee members on their area of interest.
2. Overall policy oversight is provided through the existing JPACT and IRC Transportation Policy Committee structure rather than a new committee.
3. Membership on individual committees is targeted only to those affected.
4. The scope of work for an Alternatives Analysis/DEIS is significantly greater than Systems Planning and requires a higher level of management oversight. As such, a "Planning Management Group" is recommended for AA/DEIS work in addition to Technical Advisory Committees.
5. A regional LRT Finance Committee is proposed to make recommendations affecting the priority and timing of each corridor relative to one another. This committee will have a balanced regionwide membership to make recommendations on regionwide priorities and trade-offs.
6. Decision-making is focused on Oregon and Washington jurisdictions for decisions pertinent to their area with a significant need for bi-state coordination on issues affecting I-5 North from Portland to Vancouver and I-205 North from Gateway to Portland International Airport and beyond.

#### EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 90-1179.

Attachment



Long-Range Regional Transitway System

Figure 4-5

JOINT RESOLUTION OF THE  
METROPOLITAN SERVICE DISTRICT  
AND THE  
INTERGOVERNMENTAL RESOURCE CENTER

FOR THE PURPOSE OF ESTABLISHING ) METRO RESOLUTION NO. 90-1179  
AN ORGANIZATIONAL STRUCTURE FOR ) IRC RESOLUTION NO. \_\_\_\_\_  
OVERSEEING HIGH CAPACITY )  
TRANSIT STUDIES )

WHEREAS, Metro was designated by the Governor of the State of Oregon as the Metropolitan Planning Organization (MPO) for the urbanized areas of Clackamas, Multnomah, and Washington Counties effective November 6, 1979; and

WHEREAS, IRC was designated by the Governor of the State of Washington as the Metropolitan Planning Organization (MPO) for Clark County effective January 1, 1979; and

WHEREAS, The Metro Council through the Joint Policy Advisory Committee on Transportation provides locally elected officials direct involvement in the transportation planning and decision-making process; and

WHEREAS, The IRC Board of Directors has established a Transportation Policy Committee to develop regional transportation policies subject to the review and approval of the full Board of Directors; and

WHEREAS, Metro has initiated preparation of an Alternatives Analysis and Draft Environmental Impact Statement in the I-205 corridor from Portland International Airport to Clackamas Town Center and for the Westside project from 185th Avenue to Hillsboro; and

WHEREAS, Metro proposes to initiate preparation of an Alternatives Analysis and Draft Environmental Impact Statement in the Portland to Milwaukie corridor and systems studies for possible extension to Clackamas Town Center and/or Oregon City; and

WHEREAS, Metro and IRC have jointly approved a Bi-state Study work program to evaluate the adequacy of the existing transportation system and the currently adopted Regional Transportation Plan to meet existing and projected bi-state travel demands; and

WHEREAS, IRC and C-TRAN have initiated a systems study to identify high capacity transit alternatives on the I-5 North and I-205 North corridors into Clark County; and

WHEREAS, The City of Portland will be evaluating alternative alignments for LRT in the I-5 North corridor; and

WHEREAS, The City of Portland will be evaluating alternatives for additional LRT alignments in downtown Portland, including LRT on the transit mall and LRT in a subway; and

WHEREAS, It is important to ensure coordination of different components of high capacity transit planning throughout the region; now, therefore,

BE IT RESOLVED:

1. That policy oversight for the Eastside Systems Planning Study shall be provided through periodic joint meetings of JPACT and the IRC Transportation Policy Committee.

2. That technical and project coordination oversight for the Bi-State Study, examination of LRT extensions into Clark County, examination of alternative alignments in the I-5 North

APPROVED

APPROVED

corridor and examination of alternatives in downtown Portland shall be provided through establishment of an Eastside LRT Systems Planning Technical Advisory Committee to include membership from each affected agency and jurisdiction.

3. That project management for each individual study component and associated contractual obligations shall remain the sole responsibility of each lead agency.

4. That the Bi-State high capacity transit studies will be coordinated with other Regional LRT studies in concept as defined in Exhibit A.

5. That technical and policy oversight for the Hillsboro Alternatives Analysis shall be provided through the existing Westside Corridor Project committee structure.

6. That further action will be required to initiate and define the charge for the I-205/Milwaukie Planning Management Group and the Regional LRT Finance Committee.

ADOPTED by the Council of the Metropolitan Service District this \_\_\_\_ day of \_\_\_\_\_, 1990.

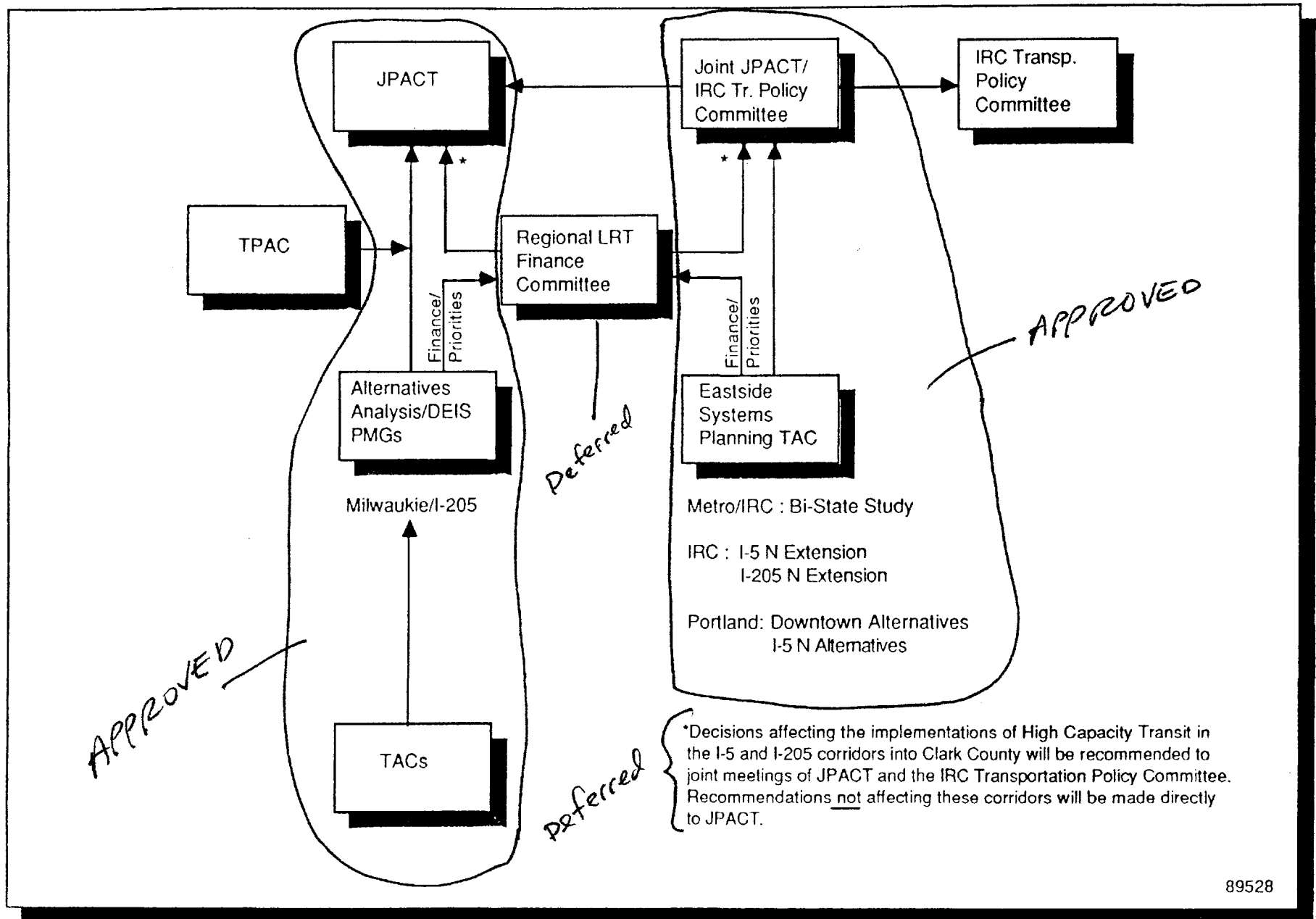
\_\_\_\_\_  
, Presiding Officer

ADOPTED by the Board of Directors of the Intergovernmental Resource Center this \_\_\_\_ day of \_\_\_\_\_, 1990.

\_\_\_\_\_  
Jane Van Dyke, Chair

REVISED

# Regional LRT System : Decision-Making Process



## Regional LRT System

### Organization and Responsibilities

#### I. I-205/MILWAUKIE ALTERNATIVES ANALYSIS/DEIS - APPROVED

##### A. I-205 Technical Advisory Committee (TAC)

1. Oversee engineering and operations studies of alternative I-205 alignments and station locations (including provision for future LRT extension to Clark County, Milwaukie and Oregon City).
2. Oversee evaluation of alternative development scenarios in proposed station areas.
3. Evaluate potential for public-private coventure revenues or other appropriate corridor-specific funding sources.
4. Oversee preparation of cost-effectiveness evaluation.
5. Recommend alternatives for inclusion in DEIS.
6. Oversee preparation of DEIS.
7. Recommend preferred alternative.

Membership: Technical staff from Metro, Tri-Met, ODOT, Portland, Milwaukie, Oregon City, Clackamas County, Multnomah County, Port of Portland, Clark County IRC and C-TRAN.

##### B. Milwaukie Technical Advisory Committee (TAC)

1. Oversee engineering and operations studies of alternative Milwaukie corridor alignments and station locations (including provision for future extension to Oregon City and Clackamas Town Center).
2. Oversee evaluation of alternative development scenarios in proposed station areas.
3. Evaluate potential for public-private coventure revenues or other appropriate corridor-specific funding sources.
4. Oversee preparation of cost-effectiveness evaluation.



5. Recommend alternatives for inclusion in DEIS.
6. Oversee preparation of DEIS.
7. Recommend preferred alternative.

Membership: Technical staff from Metro, Tri-Met, ODOT, Portland, Milwaukie, Oregon City, Clackamas County, and Multnomah County.

C. I-205/Milwaukie Planning Management Group (PMG)

1. Ensure coordination between I-205 and Milwaukie studies.
2. Ensure consistency of assumptions between I-205 and Milwaukie.
3. Evaluate trade-offs between I-205 alternatives and Milwaukie alternatives.
4. Recommend alternatives for inclusion in I-205 and Milwaukie DEIS; ensure compatibility between alternatives.
5. Approve DEIS.
6. Recommend preferred Milwaukie and I-205 alternatives.

Membership: Senior management staff from Metro, Tri-Met, ODOT, Portland, Milwaukie, Oregon City, Clackamas County, Multnomah County, Port of Portland, Clark County IRC and C-TRAN.

II. WESTSIDE LRT EXTENSION TO HILLSBORO ALTERNATIVES ANALYSIS/-  
DEIS

- A. The existing Westside Corridor TAC, PMG and Steering Committee will oversee evaluation of the extension to Hillsboro and preparation of the DEIS.
- B. The Westside Steering Committee will develop conclusions on whether or not LRT is feasible to Hillsboro, where its terminus should be and the effect this would have on the overall Westside LRT project.
- C. The Westside Steering Committee will make a recommendation to JPACT on whether or not the Hillsboro extension should be funded.

*APPROVED*

III. EASTSIDE LRT SYSTEMS STUDY - APPROVED

A. Technical Advisory Committee

1. Evaluate the adequacy of existing bi-state travel on I-5 and I-205; coordinate and improve available data and models defining land use, growth and travel.
2. Evaluate the adequacy of the adopted Regional Transportation Plan (including LRT from Portland to Vancouver in the I-5 corridor and from Portland International Airport to Clackamas Town Center in the I-205 corridor) for meeting future travel demands; define the nature and extent of travel needs not met.
3. Update transit ridership information for bus and LRT alternatives to Clark County in the I-5 corridor.
4. Provide input to Portland's study of alternative LRT alignments in the I-5 corridor between downtown Portland and downtown Vancouver and evaluate their implication on bi-state travel.
5. Provide input to the Clark County IRC study of possible I-5 and/or I-205 LRT extensions into Clark County and evaluate their implications on bi-state travel.
6. Provide input to the Portland study of alternative LRT alignments in downtown Portland and their implication to LRT expansion into Clark County.
7. Recommend to JPACT and the IRC Transportation Policy Committee whether to amend the RTP to add LRT extensions to Clark County.
8. Recommend to JPACT and the IRC Transportation Policy Committee whether and when to initiate Alternatives Analysis/DEIS for LRT to Clark County in the I-5 and/or I-205 corridors; define the alternatives to be considered.

Membership: Technical staff from Metro, Tri-Met, ODOT, Portland, Multnomah County, Port of Portland, Clark County IRC, WDOT, C-TRAN and Vancouver, Clark County and Port of Vancouver.

IV. HIGH CAPACITY TRANSIT FINANCE COMMITTEE

*-Deferred*

Trade-offs in priority and/or timing between individual corridor recommendations will be considered by this committee in order to recommend to JPACT and the IRC Transportation Policy Committee the scope and timing of the full regional LRT system. Responsibilities include:

- A. Development of a financing strategy for the full LRT system.
- B. Refinement of regional policies for public-private coventure funding; approval of corridor-specific public-private funding recommendations.
- C. Determination of cost-effectiveness criteria to consider for each corridor in establishing an overall system staging plan.
- D. Recommendation on staging the implementation of the full LRT system, including:
  - 1. Further funding decisions for the Westside project and its extension to Hillsboro in the event these decisions affect the region's ability to construct a subsequent Eastside LRT corridor.
  - 2. Further short-term staging and funding decisions affecting the Milwaukie LRT corridor and the I-205 LRT corridor;
  - 3. Short-term decisions on when to proceed to Alternatives Analysis/DEIS on the I-5 North corridor and/or I-205 extension into Clark County as well as the effect that the above short-term finance decisions have on these corridors; and
  - 4. Long-term decisions on staging of the remainder of the LRT system, including financing strategy, proposed construction schedules and when to proceed to the Alternatives Analysis/DEIS step of the process.

Decisions affecting the implementation of high capacity transit in the I-5 and I-205 corridors into Clark County will be recommended to the joint meetings of JPACT and the IRC Transportation Policy Committee. Recommendations not affecting these corridors will be made directly to JPACT.

*deferred*

Membership: Senior management staff from Metro, Tri-Met, ODOT, Portland, Multnomah County, Washington County, Clackamas County, Port of Portland, C-TRAN, Clark County IRC and WSDOT.

V. JOINT JPACT AND IRC TRANSPORTATION POLICY COMMITTEE - *Deferred*

Decisions affecting the implementation of high capacity transit in the I-5 and I-205 corridors into Clark County will be recommended to joint meetings of JPACT and the IRC Transportation Policy Committee, including:

- A. Review evaluation of the adequacy of the existing transportation system and the currently adopted RTP.
- B. Review I-5 and I-205 LRT corridor studies to ensure bi-state coordination; evaluate the implication of project decisions in Oregon on Washington and the implication of project decisions in Washington on Oregon.
- C. Endorse amendment to the RTPs adding or deleting potential bi-state long-range LRT corridors and alignments.
- D. Endorse final decisions relating to trade-offs between corridors that affect bi-state corridors.
- E. Endorse priorities for funding from regional and federal resources that affect bi-state corridors.
- F. Endorsement of a corridor to proceed into Alternatives Analysis/DEIS or Preliminary Engineering/FEIS and joint approval of the required Unified Work Program amendment.

Decisions not affecting the I-5 and/or I-205 corridors into Clark County will be recommended directly to JPACT.

VI. JPACT AND IRC TRANSPORTATION POLICY COMMITTEE

In each of their respective jurisdictions, JPACT and the IRC Transportation Policy Committee will have the following planning responsibilities:

- A. Adopt amendment to the RTP adding or deleting potential long-range LRT corridors and alignments.
- B. Approval of final decisions relating to trade-offs between corridors.
- C. Adoption of priorities for funding from regional and federal resources.

- D. Authorization for a corridor to proceed into Alternatives Analysis/DEIS or Preliminary Engineering/FEIS and joint approval of the required Unified Work Program amendment.

ACC:mk  
89-1179A.RES  
12-13-89



CITY OF

**PORTLAND, OREGON**

DEPARTMENT OF PUBLIC WORKS

Earl Blumenauer, Commissioner  
1220 S.W. 5th Avenue, Room 407  
Portland, Oregon 97204  
(503) 248-5577

February 13, 1990

Dear Mike:

At a recent Transportation-2000 meeting, I mentioned that I had submitted to Mayor Clark and City Council a budget request which would enable the City of Portland to invest \$3.4 million in transit projects, the bulk of it going to light rail. My budget proposal would:

- Start a major investment in a downtown trolley loop (where success will likely rest entirely on local funding support)
- Accelerate efforts to establish a light rail link between Vancouver and Portland
- Provide substantial support to our existing Albina Community Plan
- Continue progress for regional rail coordination
- Fully cover ongoing support for transit, and most importantly
- Provide \$1.2 million toward the local match of Westside light rail. I intend to recommend similar funding in future City budgets.

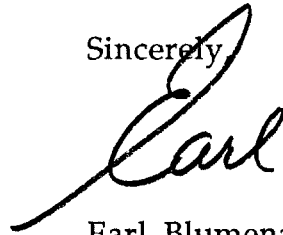
Coming at a time when some question our ability to fund any rail, and the federal government's commitment to future projects is in question, I think it is important that we act as decisively as possible during the critical months ahead. I request your assistance in two areas:

1) Your public support in this effort, not just saying that the budget is a good idea (although we would welcome your particular comments) but drawing that into a broader context of what you think the future holds for transportation related issues in the metro area and the urgency for action to address them now.

2) I also ask that you continue to supply us feedback and appropriate citizen input on light rail committees that touches on your jurisdiction. I appreciate your efforts thus far; Portland needs the participation of your staff and citizens to make sure we are properly preparing for the future rail program.

I will request a briefing of our budget submission be included for discussion on next month's JPACT agenda to answer any specific questions you may have.

Sincerely,

A handwritten signature in black ink that reads "Earl". The signature is fluid and cursive, with a long, sweeping underline that extends to the left.

Earl Blumenauer

Mr. Mike Ragsdale  
Metro Councilor  
2000 SW First Ave.  
Portland, OR 97201

## TRANSIT/REGIONAL RAIL PROGRAM

The proposed \$3.5 million General Fund Transfer (Utility License Fee) is dedicated to transit and regional rail initiatives. Portland's number one transportation priority is the construction of Westside Light Rail. Portland's number two transportation priority is to frame a vision of Portland's light rail system for the next century. The City can accomplish neighborhood revitalization, direct appropriate land use and shape major, regional public facility investments only if Portland invests in planning and implementing the light rail system.

During the Blue-Ribbon Committee Work (1985) on the role of transit in the Metro Area, the Oregon Department of Transportation and City evaluation concluded that we would need massive additional highway improvements if we do not build the Westside and McLoughlin IRT Corridors. At that time, it was estimated that without transit growth: Downtown would be required to handle 5,000 - 6,000 additional cars in the peak hour; we would need 16,000 additional parking spaces; and costs for new highway and street improvements would be \$1 billion plus the cost of reconstruction of the I-405 loop. We must invest in transit, and we cannot afford to wait.

The \$ 3.5 million Transit/Regional Rail budget provides the following, listed in priority order beginning with the most urgent project:

### REGIONAL RAIL PROGRAM - \$750,000

This project is an extensive planning, site acquisition and station area development package to examine the light rail transit corridors within the city. In addition to the corridor studies the Regional Rail package will include a downtown element to examine the Mall light rail alignment or a subway option. The rail corridors are:

- a. Northern corridor to Clark County, Washington
- b. Southern corridor to Milwaukie/Oregon City
- c. I-205 corridor airport to Clackamas Town Center
- d. Southwest corridor along Barbur to Tigard-Tualatin
- e. Macadam Corridor to Lake Oswego
- f. Vintage Trolley/Central City Trolley

### WESTSIDE LIGHT RAIL (LRT) - \$1,250,000

The Westside LRT project will complete preliminary Engineering/Final Environmental Impact Statement Analysis on the LRT alignment between downtown Portland and Washington County. Surface and tunnel alignment options will be examined between downtown and Highway 217. This project is part of an overall strategy to improve travel on the Sunset Corridor. Portland must start contributing now to meet our financial responsibility for transportation improvements related to the Westside project.



PORTLAND TRANSFERS AND MALL RELATED MATCH - \$62,423

In response to the Bureau of Planning's Industrial Access Study and Tri-Met's Transit Development Plan, this project improves transit transfer points and promotes increased transit ridership. Also provided is a small amount of local match for the Transit Mall Restoration Project and improvements to the Morrison Street bus lane.

NORTH TRANSIT MALL EXTENSION - \$485,000

The project is an extension of the existing Transit Mall from West Burnside to NW Irving on NW 5th and 6th Avenue. The proposed design requires the participation of the Office of Transportation in a high pressure wash system, light rail ready improvements, and traffic signals. The Transit Mall Extension would be connected to the Steel Bridge with a Transit Only Lane on NW Glisan between SW 6th and the Bridgehead.

CENTRAL CITY TROLLEY - \$692,000

The Central City Trolley Project will examine the feasibility of a vintage trolley system to connect Central City subareas. These areas include Lloyd Center, Union Station, NW 13th Avenue Historic District, South Waterfront, Downtown Retail Core, OMSI, and Central Eastside. This system would expand the Vintage Trolley Project proposed for the MAX alignment between Lloyd Center and Downtown.

NORTH CORRIDOR/TCDC - \$221,382

The FY 1989-90 budget provides funding to identify corridor mechanisms for a Transit Corridor Development Corporation. This item would allow the City to apply those mechanisms to sites and stations in the North Corridor in order to support Albina Plan objectives.

**DRAFT**

**REGIONAL TRANSPORTATION PLANNING  
IN THE PORTLAND-VANCOUVER METROPOLITAN AREA**

**FISCAL YEAR 1991 UNIFIED WORK PROGRAM**

**METROPOLITAN SERVICE DISTRICT  
TRI-COUNTY METROPOLITAN TRANSPORTATION DISTRICT  
INTERGOVERNMENTAL RESOURCE CENTER**

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OREGON PORTION

**METRO**

## RTP UPDATE/MAINTENANCE

### PROGRAM DESCRIPTION

The adopted Regional Transportation Plan (RTP) provides the region with a comprehensive policy and investment blueprint for an effective long range transportation system. To ensure that the RTP adequately reflects current demographic, travel demand and economic conditions and trends, ongoing maintenance of the RTP database and timely updates are necessary to the plan.

Continue implementation of the Transportation 2000 Finance program in cooperation with statewide and regionwide governments and the business sector.

### RELATION TO PREVIOUS WORK

The RTP update process is an ongoing program as is RTP maintenance. The Transportation 2000 Finance Program involves ongoing activities related to imposition of a regional vehicle registration fee and establishment of a regional arterial fund. This ongoing activity represents a continuation of efforts to define regional transportation project needs and funding strategies.

### OBJECTIVES

This program involves the following major elements:

- A. 2010 RTP Update (March 1991) -- Evaluate the adequacy of the currently adopted RTP in meeting the needs of the region based on updated 10 and 20 year regional growth forecasts and travel demand projections. Identify amendments to the RTP required in the areas of transportation policy, regional transportation system elements, improvements to the systems (10 and 20 year needs), financing shortfalls, coordination, consistency with other plans and outstanding issues.
- B. RTP Maintenance/Consistency -- Maintain and update the RTP database consistent with changes in the population and employment forecasts, travel demand projections, cost and revenue estimates and amendments to local comprehensive plans.
- C. Assist in completing the Urban Growth Boundary (UGB) periodic review relative to transportation system impacts, assist Multnomah County and Clackamas County in evaluating consistency of the I-84/U.S. 26 Connector (Mt. Hood Parkway) and the Sunrise Corridor with land use goals.

D. Assist ODOT and LCDC in defining state administrative rules for transportation planning and decision-making consistent with state land use law.

E. Participate as a representative from Metro to various planning or engineering technical advisory committees involved with refinement and implementation of various projects identified in the RTP.

F. The Transportation 2000 Finance program is a cooperative regional effort with the objective of funding the major project areas defined in the Regional Transportation Plan such as regional highway corridors, LRT, urban arterials, transit service and routine capital. Two major elements include:

- Regional Vehicle Registration Fee -- Defining the program for imposition of a regional vehicle registration fee taking into consideration the trade-offs between alternative LRT and arterial improvements. Define the rate and agency to submit the fee to the ballot. Execute an intergovernmental agreement with the three counties, Portland and Tri-Met regarding the use and agency to impose the fee.

- Arterial Fund -- Establishing the administrative procedures and project priorities for a regional arterial fund. Define the funding sources proposed for the arterial fund.

G. Westside Bypass

Provide travel forecasts for transportation alternatives to the Western Bypass. Provide assistance to the Western Bypass Technical Advisory Committee (TAC) and Citizens Advisory Committee (CAC) in evaluating alternatives, particularly related to effect on the overall transportation system and land use impacts. Adopt necessary findings or other land use actions required for recommendations from Western Bypass Study.

EXPENSES

Personal Services:	\$235,536
Materials and Services:	<u>10,226</u>
	\$245,762

REVENUES

PL/ODOT	\$ 54,343
FY 91 Sec. 8	58,816
FY 91 FHWA (e)4	69,376
ODOT (Bypass Contract)	30,000
Metro Match	<u>33,227</u>
	\$245,762



RTP PRIVATIZATION

PROGRAM DESCRIPTION

Define and establish programs and policies to ensure private enterprise participation in the planning and provision of mass transit service.

OBJECTIVES

Metro works closely with Tri-Met to ensure that the private sector is involved in the planning and provision of mass transit service by:

1. Notifying private transportation providers when new transit service is contemplated (Tri-Met).
2. Performing analyses of the cost-effectiveness of transit service being provided by Tri-Met as compared to the private sector (Tri-Met/Metro).
3. Continuing to seek opportunities to implement private sector transit service where possible (e.g., I-205 corridor, Macadam corridor, PTC corridor, etc.) (Metro/Tri-Met).
4. Certifying that the private sector has been adequately involved in the development of transit projects included in the TIP (Metro).
5. Assisting Tri-Met in analyzing transit markets and types of transit service which may be appropriate for implementation by the private sector. As follow-up to the Suburban Transit Study, which calls for contracted service to serve developing areas, continue to identify transit markets and types of transit service which may be appropriate for implementation by the private sector (peak, owl, feeder, new service, etc.) (Tri-Met/Metro).

EXPENSES

Personal Services:	\$33,125
Materials and Services:	<u>0</u>
	\$33,125

REVENUES

FY 89 Sec. 9	\$16,500
FY 88 Sec. 8	10,000
Metro Match	<u>6,625</u>
	\$33,125

## PUBLIC-PRIVATE TASK FORCE ON TRANSIT FINANCE

### PROGRAM DESCRIPTION

This study was initiated in 1988 for the purpose of identifying innovative public-private coventure funding strategies to fund transit improvements. With the assistance of a task force comprised of representatives from both the public and private sectors, the following mechanisms are recommended for implementation for future LRT corridors:

1. implementation of benefit assessment districts around LRT stations;
2. funding from urban renewal districts existing or formed in proposed station areas;
3. developer contribution when station is integrated with development; and
4. public acquisition of land for lease to future developers.

During FY 90, UMTA approved a UWP amendment for the remaining \$70,146 in this grant for use in refining the recommendations of the Task Force.

### RELATION TO PREVIOUS WORK

The Public-Private Task Force completed their recommendations in 1988 and submitted their final report to JPACT.

### OBJECTIVES

1. Develop and execute a "Regional Compact" defining the policy framework for pursuing public-private coventure funding mechanisms in relationship to the overall financing plan for LRT.
2. Develop model ordinances and policies for implementation of station area assessment districts, for use of urban renewal financing toward LRT and for seeking developer financing toward LRT stations.

### PRODUCTS/MILESTONES

1. Define and document where station area benefit assessment districts should be pursued.
2. Provide a recommended model for implementing assessment districts in recommended locations including assessment method (i.e., square foot, acreage, front foot, etc.), land use types to include, land use types to exempt, coverage

area, method for determining property benefit and other considerations recommended by the consultant.

3. Provide recommendations on procedures, timing and jurisdictional responsibility for implementation.
4. Define and document where station area tax increment financing districts (existing or proposed) would be enhanced by the construction of LRT. Define how the district could contribute toward the implementation costs of LRT. Provide recommendations on the level of funding appropriate to be contributed toward capital LRT projects. Provide recommendations on procedures, timing and jurisdictional responsibility for implementation.
5. Define and document where station cost-sharing is most appropriate. Provide recommendations on the level of funding projected for station cost-sharing. Provide recommendations on procedures, timing and responsibilities for implementation.

EXPENSES

Personal Services:	\$	0
Materials & Services:	<u>45,000</u>	
	\$45,000	

REVENUES

Section 8 (0054)	\$36,000
Portland Match	4,000
Tri-Met Match	<u>5,000</u>
	\$45,000

## SOUTHEAST CORRIDOR (WILLAMETTE RIVER BRIDGE CROSSING STUDY)

### PROGRAM DESCRIPTION

The Sellwood Bridge has 15 to 20 years of useful life remaining. Previous consultant studies have found that construction of a new bridge may be more cost-effective than attempting major repairs at significant expense to this aging structure. This study will examine the need for additional river crossing capacity across the Willamette River and the most practical locations to construct a new bridge. Ultimately, after an extensive public involvement process, the study will result in the selection of the preferred location for a new bridge or adding capacity to the Ross Island Bridge.

### RELATION TO PREVIOUS WORK

A sketch analysis was conducted on a range of bridge crossing options during the Johnson Creek corridor phase of the Southeast Corridor Study to identify the relationship between bridge crossings and east/west traffic in the study area. Conclusions were that various bridge crossing options will impact traffic on the arterial system, but will not affect possible recommendations for east/west collectors in the Southeast study area.

This study is the second phase of a study which concluded in 1989. It is a multi-year study which will be completed in FY 92.

### OBJECTIVES

This study will evaluate the adequacy of Willamette River bridge capacity south of downtown Portland and recommend needed improvements to the Ross Island Bridge or the Sellwood bridge. It will also determine the need for, feasibility of and potential locations of a new bridge. In addition, the study will ensure that the capacity of the surrounding highway system is consistent with any river crossing improvements.

#### Tasks include:

- . Evaluate the role of transit and its ability to serve cross river transportation needs.
- . Evaluate the adequacy of existing Willamette River bridge crossings, options for upgrading or replacing existing bridges, and feasible locations of new bridge alternatives.
- . Measure the ability of the RTP highway system to handle projected (forecast) traffic demand.

- . Conduct problem assessment and identify capacity deficiencies for the existing bridge crossings (Ross Island and Sellwood Bridge).
- . Evaluate the performance of McLoughlin Boulevard from the Ross Island Bridge to Highway 22 and Macadam/Highway 43 north and south of the Sellwood Bridge, as well as I-5 between the Ross Island Bridge and the Sellwood Bridge.
- . Identify capacity deficiencies on the arterial system west of the Sellwood Bridge including the Terwilliger Extension and the Macadam/I-5 access.
- . Identify the significant environmental impacts and costs for each of the proposed alternatives.
- . Determine the impacts of increased bridge capacity on:
  - The need for other system improvements on both sides of the river to make the proposed alternatives work.
  - The ability of the alternative to solve problems identified in the RTP problem assessment.
  - The operation of the RTP arterial system.
  - The need for improvements to the RTP arterial system or additional arterial capacity.
- . Identify the significant environmental impacts and costs for each of the proposed alternatives.
- . Work with the jurisdictions and the Citizens Advisory Committee to gain consensus on the preferred alternative.

#### PRODUCTS/MILESTONES

- . A report describing the study's overview, scope of work, and assumptions for analysis.
- . A report documenting problems, needs, and possible alternatives.
- . A report evaluating possible alternatives under consideration.
- . A report documenting recommendation.

EXPENSES

Personal Services:	\$110,360
Materials and Services:	<u>3,740</u>
	\$114,100

REVENUES

ODOT Direct	\$ 32,236
FY 91 FHWA e4	45,000
FY 90 FHWA e4	35,000
Metro Match	<u>1,864</u>
	\$114,100

## BI-STATE STUDY

### PROGRAM DESCRIPTION

In cooperation with jurisdictions in Clark County, evaluate the adequacy of the existing transportation system to serve existing bi-state travel needs and the adequacy of the currently adopted Regional Transportation Plan (RTP) to serve projected travel needs. Further evaluate LRT and bus options in the I-5 and I-205 corridors and evaluate the extent to which bi-state travel deficiencies are affected.

This joint Metro/IRC work program was adopted in FY 89-90 and the work initiated. The work will be completed by the end of FY 90-91 or early FY 91-92. The overall conclusion will result in refinements to the Metro and/or Clark County Regional Transportation Plan(s) and determination of whether or not to proceed to Alternatives Analysis/Draft EIS studies for LRT in the I-5 or I-205 corridors into Clark County and which alternatives should be considered further.

### RELATION TO PREVIOUS WORK

The scope of work, oversight committees and financial commitments were agreed to in FY 90 as part of a bi-state work task that was added to the Unified Work Program.

### OBJECTIVES

The objectives and products listed below have been jointly agreed upon by Metro's Joint Policy Advisory Committee on Transportation (JPACT) and IRC's Transportation Policy Committee.

1. Provide for policy, technical and public input to the Bi-State Transportation Study.
  - a. Metro and IRC staffs will individually report results to JPACT and the IRC Board of Directors and jointly report results to the Bi-State Policy Advisory Committee.
  - b. Metro and IRC staffs will jointly convene a technical advisory committee.
  - c. IRC staff will within Clark County develop a broad based community information program on high capacity transit and, under separate funding, Portland will develop a community information program within North Portland.
2. Evaluate and define existing bi-state travel needs and traffic impacts on I-5 and I-205 (July 1990).

- a. Conduct a detailed capacity analysis and facility needs analysis based upon today's traffic volumes and roadway capacities.
  - b. Identify, segment and evaluate existing needs in terms of trucks, auto, transit and intraregional versus interregional.
3. Update and refine the travel forecasting models using the updated and calibrated models to produce regionwide travel forecasts for 2010 that are based on the "new" 2010 growth forecasts (July 1990).
  4. Develop a methodology for assessing the impacts of bi-state accessibility on economic development to the region as a whole, to the Clark County region, and to the Portland region. This methodology will be provided to the land use planning jurisdictions for consideration (January 1991).
  5. Evaluate the ability of the 2010 "committed" and "RTP" transportation system to meet the future year travel demands (October 1990).
    - a. Conduct a detailed capacity analysis of both the "committed facility improvements" and the "RTP" transportation system improvements.
  6. Update LRT ridership data and cost data (October 1990).
    - a. Review 1988 bus ridership calibration using the most recent land use data and transit system data.
    - b. Produce 2010 bus versus LRT ridership estimates given the "new" 2010 land use and revised transit/LRT network in both Portland and Vancouver.
    - c. Update capital and operating costs.
  7. Examine alternative LRT options including a King Boulevard alternative and LRT extensions in Clark County (March 1991).

#### PRODUCTS/MILESTONES

Develop a report documenting the analysis and findings of the Bi-State Transportation Study to include the following:

1. Existing bi-state travel and capacity needs.
2. Identification of TSM strategies for immediate implementation.



3. Model calibration for bi-state travel, including the results of the external travel survey.
4. 2010 travel forecasts and costs for I-5 North LRT.
5. Evaluation of adequacy of RTP system to meet 2010 travel demands.
6. Evaluation of feasibility of I-5 North LRT extensions into Clark County.

The major policy matters to be addressed through this study include the following:

- A. Whether bi-state travel needs will be met through the current RTP calling for LRT in the I-5 corridor from Portland to Vancouver and the I-205 corridor from Portland International Airport to Clackamas Town Center. Amendment to the Clark County Regional Transportation Plan accordingly.
- B. Whether additional LRT alternatives will benefit or detract from effectively serving bi-state travel needs, such as: alternative alignments in the I-5 North corridor such as Martin Luther King Boulevard, extension of the I-5 LRT corridor to Hazel Dell or Vancouver Mall or extension of the I-205 LRT to Vancouver Mall; amendment of the Metro and Clark County Regional Transportation Plans accordingly.
- C. If bi-state travel needs are not fully met, delineation of the magnitude and character of unmet needs to enable determination of whether to proceed with additional studies of new transportation improvements (such as a third bridge).
- D. Determination of whether LRT is sufficiently promising to initiate an Alternatives Analysis/DEIS under the federal funding process.

The following budget is for Metro's staff support toward this project. In addition, funding is provided from local sources for consultant support.

<u>EXPENSES</u>		<u>REVENUES</u>	
Personal Services:	\$32,064	PL/ODOT	\$10,000
Materials and Services:	<u>3,116</u>	ODOT Direct	15,180
	\$35,180	FY 91 Sec. 8	8,000
		Metro Match	<u>2,000</u>
			\$35,180

## REGIONAL LIGHT RAIL STUDY

### PROGRAM DESCRIPTION

Perform an analysis of the primary light rail corridors identified in the RTP using new 1988 travel forecasting models which take into account the results of the Banfield LRT study. The result of this program will be a direct comparison of the regional light rail corridors based on the new model analysis. Components of this program include developing evaluation measures to compare corridors, analyzing light rail/subway on the Portland transit mall and other downtown streets, providing support to the City of Portland to evaluate alternative I-5 North LRT alignments and evaluation of possible branches and extensions.

### RELATION TO PREVIOUS WORK

The regional LRT System Plan Scope of Work (approved in FY 83) has served as an overall guide for the regional LRT studies, under which studies in the Milwaukie, Bi-State, I-205, Barbur and Macadam corridors have been undertaken.

In the fall of 1987, JPACT evaluated the work which had been completed to that time and determined that the Westside, McLoughlin, and I-205 corridors have the highest priority and should be advanced within a 10-year time frame. As a result, there is a separate program for these Alternatives Analyses. The Barbur and I-5 corridors were determined to be a lesser priority and recommended to be constructed in a 20-year time frame. The Macadam Corridor need was determined to be beyond the 20-year time frame. These previously identified corridors will be reexamined and updated based on the new 1988 travel forecast model and the newly forecast 2010 land use data.

### OBJECTIVES

Major tasks that will be undertaken as part of this program include:

1. Review of the primary light rail corridors identified in the RTP using the 1988 travel forecast models and new 2010 land use data. This assessment will examine in greater detail the identified corridors and document the performance of the light rail lines as one system. The corridors to be considered include I-205, I-5 North, McLoughlin and Barbur.
2. Assessment of the feasibility of the branch extensions using the 1988 forecasting models. These include Milwaukie to Lake Oswego, Milwaukie to Oregon City, Clackamas Town Center to Oregon City via I-205, and Beaverton to Tigard or Tualatin.

3. Analysis of the ridership impacts of adding light rail or a subway to the Portland transit mall or on other viable streets in the downtown. Work with Tri-Met to determine when such an improvement would be required from a ridership standpoint. Work with Portland to determine land use and development impacts.
4. Develop a "staging" plan for the LRT system. Determine the priority order of remaining corridors from a systems perspective. This analysis would look at the relationship between corridors, operational and maintenance facility issues, the need for and timing of an additional alignment in the downtown, bus fleet size issues, etc.
5. Development of an overall system financing strategy and staging plan. Determine relative priorities of the corridors based upon their relative cost-effectiveness. This will also involve ensuring compatibility between corridors and their effect on other parts of the LRT system.

EXPENSES

Personal Services:	\$165,263
Materials and Services:	<u>6,233</u>
	\$171,497

REVENUES

FY 91 Sec. 9	\$ 87,550
FY 90 e4	40,000
Bi-State	15,000
Contract	
Tri-Met Match	10,944
Metro Match	<u>18,003</u>
	\$171,497

WESTSIDE LRT

PROGRAM DESCRIPTION

Provide support to Tri-Met in completing the evaluation of travel demand in the Westside Corridor and defining required transit and highway improvements. Develop ridership forecasts for the Preferred Alternative. Develop final cost-effectiveness numbers.

RELATION TO PREVIOUS WORK

Ridership forecasts were produced for Tri-Met in FY 89 and FY 90 at various stages of project development.

PROGRAM NARRATIVE

The Westside Preliminary Engineering (P.E.) process will be completed in FY 91. Dependent on which option is selected as the Preferred Alternative at the conclusion of Tri-Met's public involvement process, Metro may be asked to develop final forecasts and final cost-effectiveness calculations. These could include more detailed information regarding park-and-ride lots, stations, and design details. These forecasts would be provided by September 30, 1990.

PRODUCTS/MILESTONES

1. Report documenting final Westside LRT ridership forecasts.
2. Final cost-effectiveness numbers for Tri-Met.

EXPENSES

Personal Services:	\$18,760
Materials and Services:	1,240
Capital Outlay:	<u>0</u>
	\$20,000

REVENUES

Westside	<u>\$20,000</u>
(Tri-Met)	
	\$20,000

## HILLSBORO ALTERNATIVES ANALYSIS

### PROGRAM DESCRIPTION

Perform an Alternatives Analysis/EIS in the Hillsboro corridor from S.W. 185th Avenue to the Hillsboro Transit Center. Determine what mode of transit should best service the Hillsboro transit market and connect to the Westside light rail. Alternatives to consider include expanded bus service or extending the light rail line.

### RELATION TO PREVIOUS WORK

This work is a continuation of the Hillsboro AA process from FY 90.

### OBJECTIVES

Metro will be the lead agency in studying the potential for extending Tri-Met's Westside light rail project to Hillsboro. The target for completion of the process leading to selection of the Preferred Alternative is late spring 1991. Tasks to be completed include:

- A. Gaining concurrence from UMTA regarding detailed work scope.
- B. Providing overall project management responsibility.
- C. Preparing ridership estimates for all alignments under consideration.
- D. Assessing the land use impacts and development potential associated with each alignment.
- E. Identifying the impact of LRT investment/bus service expansion on highway demand and congestion, and costs of improving that congestion with highway projects.
- F. Determining LRT and bus operating costs for each alignment.
- G. Developing summary of costs, benefits and impacts for use by general public and local jurisdictions.
- H. Analyzing cost-effectiveness of alternative termini east of Hillsboro Transit Center.
- I. Determining Preferred Alternative.
- J. Managing the environmental impact and traffic consultants.
- K. Overseeing the engineering and financial costing evaluations.

- L. Developing a public involvement plan and staffing a Citizens Advisory Committee.
- M. Managing Technical Advisory Committees and the Planning Management Group.

PRODUCTS/MILESTONES

- . Travel Forecasting Report
- . Capital and Operating Cost Reports
- . Financial Feasibility Reports
- . Draft Environmental Impact Statement
- . Preferred Alternative Report

The following is the estimated FY 91 portion of the overall project budget.

EXPENSES

Personal Services:	\$ 87,145
Materials and Services:	<u>125,993</u>
	\$213,138

REVENUES

Section 9	\$170,511
Local Match	39,338
Metro Match	<u>3,289</u>
	\$213,138

## I-205 ALTERNATIVES ANALYSIS/DEIS

### PROGRAM DESCRIPTION

Perform Alternatives Analysis for the I-205 LRT corridor. Determine the appropriate mode of public transit in the corridor -- LRT, expanded bus service, or busway. Examine the inter-relationship between the I-205 and Milwaukie corridors and the need for a major transit project in either or both, and recommend which segments should proceed to development of an Environmental Impact Statement.

### RELATION TO PREVIOUS WORK

A Phase I study was completed in the I-205 corridor in 1987. This study recommended that an Alternatives Analysis/DEIS be performed to determine the Preferred Alternative in the corridor.

### OBJECTIVES

Metro will be the lead agency for performing an Alternatives Analysis in the I-205 corridor. These tasks will be a multi-year effort, to be completed by the summer of 1992. Tasks to be completed include:

- A. UMTA approval of the detailed work scope.
- B. Providing overall project management responsibility.
- C. Preparing ridership estimates for all alignments under consideration.
- D. Assessing the land use impacts and development potential associated with each alignment.
- E. Identifying the impact of LRT investment/bus service expansion on highway demand and congestion, and costs of improving that congestion with highway projects.
- F. Determining LRT and bus operating costs for each alignment.
- G. Developing summary of costs, benefits and impacts for use by general public and local jurisdictions.
- H. Determining Preferred Alternative.
- I. Determining the interrelation between the I-205 and Milwaukie corridors.
- J. Managing the environmental impact and traffic consultants.

- K. Overseeing the engineering and financial costing evaluations.
- L. Developing a public involvement plan and staffing a Citizens Advisory Committee.
- M. Managing Technical Advisory Committees and the Planning Management Group.

PRODUCTS/MILESTONES

- . Methodology Reports
- . Environmental Impact Reports
- . Travel Forecast Report
- . Capital and Operating Cost Reports
- . Financial Feasibility Reports
- . Draft Environmental Impact Statement
- . Preferred Alternative Report

In addition to the full Alternatives Analysis, Metro will be conducting systems studies extending both the I-205 corridor and Milwaukie corridor analyses to Oregon City. These are less detailed studies which are intended to assess the ridership potential in each corridor, identify significant impacts which must be addressed, narrow alignment options, and give a rough estimate of potential operating and capital costs.

The following is the overall project budget, a portion of which will be spent in FY 91.

<u>EXPENSES</u>		<u>REVENUES</u>	
Personal Services:	\$ 429,100	103 (e)4	\$ 963,985
Materials and Services:	<u>705,000</u>	Local Juris.	<u>170,115</u>
	\$1,134,100		\$1,134,100



## MILWAUKIE ALTERNATIVES ANALYSIS/DEIS

### PROGRAM DESCRIPTION

Perform Alternatives Analysis for the Milwaukie LRT corridor. Determine the appropriate mode of public transit in the corridor -- LRT, expanded bus service, or busway. Examine the inter-relationship between the I-205 and Milwaukie corridors and the need for a major transit project in either or both, and recommend which segments should proceed to development of an Environmental Impact Statement.

### RELATION TO PREVIOUS WORK

A Phase I study was completed in the Milwaukie corridor in 1984. This study concluded that LRT is promising in the corridor and narrowed the alternatives to be considered in the DEIS.

### OBJECTIVES

Metro will be the lead agency for performing LRT Alternatives Analysis in the Milwaukie corridor. These tasks will be a multi-year effort, to be completed by the summer of 1992. Tasks to be completed include:

- A. UMTA approval of the detailed work scope.
- B. Providing overall project management responsibility.
- C. Preparing ridership estimates for all alignments under consideration.
- D. Assessing the land use impacts and development potential associated with each alignment.
- E. Identifying the impact of LRT investment/bus service expansion on highway demand and congestion, and costs of improving that congestion with highway projects. (This work will be coordinated with the Willamette River Crossing study.)
- F. Determining LRT and bus operating costs for each alignment.
- G. Developing summary of costs, benefits and impacts for use by general public and local jurisdictions.
- H. Determining Preferred Alternative.
- I. Determining the interrelation between the I-205 and Milwaukie corridors.
- J. Managing the environmental impact and traffic consultants.

- K. Overseeing the engineering and financial costing evaluations.
- L. Developing a public involvement plan and staffing a Citizens Advisory Committee.
- M. Managing Technical Advisory Committees and the Planning Management Group.

PRODUCTS/MILESTONES

- . Methodology Reports
- . Environmental Impact Reports
- . Travel Forecast Report
- . Capital and Operating Cost Reports
- . Financial Feasibility Reports
- . Draft Environmental Impact Statement
- . Preferred Alternative Report

In addition to the full Alternatives Analysis, Metro will be conducting systems studies extending both the I-205 corridor and Milwaukie corridor analyses to Oregon City. These are less detailed studies which are intended to assess the ridership potential in each corridor, identify significant impacts which must be addressed, narrow alignment options, and give a rough estimate of potential operating and capital costs.

The following is the overall project budget, a portion of which will be spent in FY 91.

EXPENSES

REVENUES

Personal Services:	\$ 750,000	103 (e)4	\$1,559,750
Materials and Services:	<u>1,085,000</u>	Local Juris.	<u>275,250</u>
	<u>\$1,835,000</u>		<u>\$1,835,000</u>

## DATA RESOURCE CENTER

### PROGRAM DESCRIPTION

The Data Resource Center is a cooperative data gathering and research program, supported by the dues of Metro's member jurisdictions, transportation grants, other sources of Metro funding and fees charged for products and services. The Center eliminates the need for costly duplication of its functions by individual governments and businesses. Information collected and maintained covers demographics, construction, employment and land development characteristics and potentials. Key census items are updated between the decennial U.S. census. Medium and long range forecasts of population, housing and employment are made on a four-year cycle.

The forecast is used by government and business for medium and long term planning. It is the only local source of small area (e.g., census tract) forecast data for this region.

Metro annually updates population and housing to small areas. Employment is updated biannually and Metro is the only source of this data for small areas.

A substantial portion of staff resources are devoted to providing data services. The principal client groups are Metro departments, member jurisdictions and paying customers.

#### Technical Assistance Accounts

Tri-Met	\$ 9,000
Port of Portland	2,070
Multnomah County	2,259
Clackamas County	3,012
Washington County	4,330
City of Portland	7,153
ODOT	5,500

The Regional Land Information System (RLIS) will provide a comprehensive single source for land information in this metropolitan area. It uses computer technology to interpret data from multiple sources for regional/local government applications, economic development programs, land investment, market research and business location decision-making. Metro is the lead agency among government and business entities committing to development of GIS systems.

### RELATION TO PREVIOUS WORK

Population, households, housing, household income, persons by age, and households by age of head of household were updated to 1989 and used to produce the 1989 Regional Factbook.

The 2010 population/employment forecast conducted in FY 88-89 will be revised to 2011.

The demand for data products and services has risen as RLIS becomes operational. This is especially true during this interim period before member jurisdictions are capable of remote computer access to RLIS and are dependent on Metro for routine queries on the database.

Several key components of RLIS have been put in place. A digital street base map is on the system and the traffic zones have been overlain on it. This enables display and analysis of base and forecast socioeconomic data used for travel modeling. The RTP and TIP projects have also been entered into the computer mapping system, allowing spatial query and analysis.

The tax lot base map for RLIS is progressing. A contract with Portland General Electric to receive their digital base maps for use in RLIS is near being consummated. A pilot study has been completed which produced a fully functional working prototype of RLIS for a four square mile area in Washington County.

#### OBJECTIVES

A new project is included for next year -- adapting a set of land use forecasting models being used in several other metropolitan areas (e.g., Seattle and Los Angeles) for use in this region. These models (DRAM/EMPAL) will be used by the Growth Allocation Workshop for the next round of population and employment forecasts. The source code for these models is available at no charge, but time will be spent adapting them to this region and producing the requisite database. They will serve the Workshops by providing a quantitative tool to augment what has essentially been a "delphi" process. Required resources are estimated to be a college intern (CEIP) to assist the staff economist for 5 to 7 months and a computer able to handle the computations required by the model. The computer could be a terminal connection to the Hewlett-Packard or a stand-alone workstation may be necessary.

A tracking survey of socioeconomic characteristics is proposed for key transportation model inputs to be conducted in FY 90-91. This is a supplement to the major household survey, to be conducted in FY 89-90. It will allow more refined extrapolation of census data in future years between the 1990 and 2000 census years.

Building permits will continue to be collected on a monthly basis, using the services of an independent contractor. Over the years, this has proven to be the least costly and most efficient means of obtaining this information from the cities and counties.

PRODUCTS/MILESTONES

- . Updates of "provisional" population and housing estimates to 1991 - 3/91.
- . Revise 2010 population/employment forecast to 2011.
- . The Regional Factbook, 1991 edition - 6/91.
- . Development Trends Reports - Tri-annual.
- . Household survey - 4/91.
- . Employment geocode to census tract of State Employment Service records - 2/91.
- . Regional Land Information System (RLIS) -- convert Portland General Electric parcel base maps and implement portions of region where local governments participating. The Metro Council will be considering supplemental funding to accelerate the RLIS implementation schedule. If approved, this task will be completed in 12-14 months rather than 26 months.
- . Process 1990 U.S. Census Bureau products as they begin to arrive and carry out lead agency role.

EXPENSES

Personal Services:	\$460,572
Materials and Services:	105,618
Capital Outlay:	<u>45,200</u>
	\$611,390

REVENUES

PL/ODOT	\$ 74,432
ODOT Direct	5,500
FY 91 Sec. 8	60,000
FY 91 Sec. 9	7,200
Tri-Met Match	1,800
Metro Match	<u>462,458</u>
	\$611,390

## TRAVEL MODEL REFINEMENT

### PROGRAM DESCRIPTION

The purpose of the Model Refinement Program is twofold: 1) maintain the state-of-the-art travel demand forecasting models and up-to-date computer simulation networks for current, short range, and long range transportation plans; and 2) maintain up-to-date short and long range travel forecasts which reflect changes in land use assumptions, projected highway and transit investments, and travel forecasts.

### RELATION TO PREVIOUS WORK

During the past five years, major improvements have been made in the travel forecasting models. Data obtained from the 1985 and 1988 travel behavior surveys and the 1989 external cordon survey have been instrumental in that process. The methodology for forecasting commercial traffic is the next area targeted for improvement.

### OBJECTIVES

The Model Refinement Program has several areas of focus for FY 91.

1. Monitor and summarize trends in transit fares, auto operating costs, and parking costs. Assemble and tabulate transit patronage and traffic count data. These are important input and calibration data items needed in the travel forecasting process and are collected each year.
2. Update computer simulation networks to include a 1990 base, committed RTP, 10-year RTP, and 20-year RTP. Update travel demand forecasts (i.e., trip matrices) to a 1990 base, 2007 short term forecast, and 2012 long term forecast. In order to keep the simulation data current, this task is ongoing.
3. Develop a methodology to better predict the amount of commercial traffic on the region's roadways. A consultant will be hired in FY 90 and carry forward into FY 91 to conduct a literature review and survey of prominent regions to determine various methodologies.
4. Complete the development of a new external cordon model. Based on results from the 1989 external survey, the model will more accurately estimate the travel entering and leaving the region.
5. For transit forecasting, continuing research into effects of transfers and various categories of out-of-vehicle time (walk, wait, transfer, etc.) will be carried out.

6. For the model structure as a whole, research into the effects of congestion on time of day travel decisions will be carried out. An ad hoc procedure to modify trip tables to avoid over-capacity results on the highway network and to give some peak spreading information will be investigated.

PRODUCTS/MILESTONES

- . A report will be produced which documents the various cost elements and auto/transit count trends. Completion -- Spring 1991.
- . Results will be summarized and documented at the completion of the update to the travel forecasts. Completion -- Spring 1991.
- . A consultant report summarizing the various methodologies of forecasting commercial traffic will be produced. Completion -- December 1990.
- . Metro staff will implement the recommended commercial traffic forecasting procedure into the modeling process. Completion -- Spring 1991.
- . A report will be produced which documents the cordon station survey findings and the external model formulation. The new model will be implemented into the travel forecasting process. Completion -- December 1990.

EXPENSES

Personal Services:	\$120,800
Materials and Services:	<u>29,037</u>
	\$149,837

REVENUES

PL/ODOT	\$ 30,147
ODOT Direct	57,627
FY 91 SEC. 9	45,650
Tri-Met Match	6,856
Metro Match	<u>9,557</u>
	\$ 149,837

## TRANSPORTATION TECHNICAL ASSISTANCE

### PROGRAM DESCRIPTION

Provide technical assistance to ODOT, Tri-Met, the Port of Portland and the cities and counties using Metro travel forecasts in local transportation studies and project design.

### RELATION TO PREVIOUS WORK

Ongoing service provided as needed to other agencies.

### OBJECTIVES

Assistance is provided in terms of: 1) staff support to obtain data and/or evaluate a particular transportation problem; 2) computer usage; and 3) training to jurisdictional staff.

Assistance to the jurisdictions will be based on a budget allocation as follows:

City of Portland	\$ 24,180
Multnomah County	40,765
Washington County	39,970
Clackamas County	24,848
Port of Portland	7,200
Tri-Met	12,000
ODOT	<u>12,500</u>
	\$161,463

Requests for services must be made through the appropriate TPAC members; suburban jurisdictions should channel their requests through the TPAC representatives of the cities of that county.

In addition to the processing of miscellaneous requests, a specific work element is included to provide assistance to Tri-Met in the development of the five-year Transit Development Program. Documentation summarizing the assumptions, travel forecasts, and recommendations will be prepared.

### Cornell-Burnside (\$40,000)

Perform a subarea study in Northwest Portland and Multnomah and Washington Counties to examine existing and projected travel demand in the area. The analysis would include an examination of traffic volumes, capacities, classifications and origins/ destinations on major streets in the area including Burnside, Barnes, Cornell, Skyline and Miller. The analysis would determine the nature of traffic problems in the study area (through versus local trips, peak versus all day, etc.) and recommend to the appropriate jurisdictions further analyses needed to develop solutions to problems. If problems are regional in nature, Metro



would perform the next study. If the problems are local in nature, Portland and/or Washington and Multnomah Counties would perform further studies and develop mitigating projects or measures.

PRODUCTS/MILESTONES

1. Planning and project development data provided to jurisdictions on an ongoing basis.
2. Documentation summarizing the assumptions, travel forecasts and recommendations for the Tri-Met TDP.

EXPENSES

Personal Services:	\$173,103
Materials and Services:	<u>28,360</u>
	\$201,463

REVENUES

PL/ODOT	\$ 50,625
ODOT Supple.	12,500
FY 91 Sec. 8	11,500
FY 91 FHWA (e)4	35,620
FY 91 Sec. 9	9,600
FY 91 HPR	21,500
FY 89 HPR	50,463
Tri-Met Match	2,400
Metro Match	<u>7,255</u>
	\$201,463

## TRANSPORTATION IMPROVEMENT PROGRAM

### PROGRAM DESCRIPTION

The Transportation Improvement Program (TIP) serves as a regional policy document describing which projects will be given priority, and is prepared in response to United States Department of Transportation (USDOT) regulations. The regulations state that a program of highway and transit projects which use federal funds is to be developed annually under the direction of the MPO and is to set forth cost estimates for the annual element year. Projects are developed through cooperative participation of the Oregon Department of Transportation (ODOT), the cities and counties in the region, and Tri-Met. In addition to including projects defined by the cities and counties, the TIP incorporates major regional actions such as Tri-Met's Transit Development Plan and ODOT's Six-Year Highway Improvement Program.

### RELATION TO PREVIOUS WORK

The TIP is adopted on an annual basis with periodic amendments relating to the following activities:

- . to establish transportation project priorities
- . to allocate federal funds
- . to monitor funding status of projects and their federal funding
- . to periodically publish status reports
- . to amend previously approved funding allocations

### OBJECTIVES

The TIP is an ongoing work task relating to the use of federal transportation funding in the Portland region. It is a combination of an existing program level, using ongoing transportation grants and is required by federal regulations as a prerequisite for receipt of federal highway and transit funding by ODOT, Tri-Met, the cities and counties. Because of the magnitude of federal funding affected, it is a high priority project.

In general, the TIP involves the following work activities:

1. Ongoing Maintenance -- Monitoring of past and current funding allocations relative to project status, current schedules and costs, and management of cost overruns and underruns on previously approved projects and funding.
2. Funding Allocation -- Selection of new projects to be funded with federal funding categories that are the direct responsibility of Metro.

3. Funding Priorities -- Establishment of regional priorities for funding categories that are the direct responsibility of ODOT or Tri-Met and approval of funding allocations established by those jurisdictions. The above three tasks are ongoing throughout the year.
4. Annual Update -- Annually, the overall TIP is updated and adopted to reflect current costs and schedules and incorporate funding actions approved throughout the year. The annual TIP update is adopted in August.
5. Federal-Aid Urbanized Boundary, Classification and Systems -- Boundaries are fixed by responsible local officials through the MPO and reviewed and approved first by the Oregon State Highway Division (State Highway Engineer) and then by the Federal Highway Division Administration. Where transit is involved in urbanized areas, the boundary is also approved by the Urban Mass Transportation Administration (UMTA). Updates cover amendments to the boundary and changes to the Functional Classification System and to the Federal-Aid System.

#### PRODUCTS/MILESTONES

- . Periodic amendments to the TIP Federal-Aid Urbanized Boundary, Functional Classification and Federal-Aid Systems
- . Endorse annual Transit Development Plan
- . Adopt Special Needs Transportation allocations to recipient agencies - 6/91
- . Adopt the 1991 TIP and updates to the TDP, Six-Year Program, and jurisdictional projects - 8/90
- . If no previous action, adoption of the TIP would also include Tri-Met's compliance with private sector participation, Metro's certification of compliance with federal requirements, evaluation of the financial ability of Tri-Met to construct and operate projects proposed in the TIP, and conformance of the TIP with the Oregon State Implementation Plan (SIP) for Air Quality
- . Prepare annual report documenting all the above for distribution to city and county public works officials and other officials on the local, state and federal levels - 10/90

EXPENSES

Personal Services:	\$109,650
Materials and Services:	<u>350</u>
	\$110,000

REVENUES

PL/ODOT	\$ 30,000
ODOT Direct	26,957
FY 91 Sec. 8	42,434
Metro Match	<u>10,609</u>
	\$110,000

## MANAGEMENT AND COORDINATION

### PROGRAM DESCRIPTION

Provide for overall ongoing department management including budget, Unified Work Program (UWP), contracts, grants, personnel and activities required by the Transportation Policy Alternatives Committee (TPAC), the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council.

### RELATION TO PREVIOUS WORK

Ongoing work element.

### OBJECTIVES

Ensure compliance with all federal requirements for receipt of grants and maintain "certification" of the region for continued receipt of transit and highway construction funds and provide documentation to the Federal Highway Administration (FHWA) and Urban Mass Transportation Administration (UMTA) of such activity.

Provide support to JPACT, TPAC and subcommittees to ensure coordination between state, regional and local transportation plans and priorities.

Provide departmental management including personnel matters, management of expenditures for materials, services and capital, contract compliance and departmental work programs. Particular products and activities are as follow:

1. FY 91 Unified Work Program.
2. Management of department staff time, budget and products.
3. Required documentation to FHWA and UMTA such as quarterly narrative and financial reports.
4. Monthly progress reports to the TPAC.
5. Minutes, agendas and documentation.
6. Execution and monitoring of various pass-through agreements.
7. Interdepartmental coordination.
8. Periodic review with FHWA and UMTA on UWP progress.

### PRODUCTS/MILESTONES

1. Budget adoption (June).

2. UWP adoption (April).
3. Grant approvals (June and September).
4. Contract approvals (as needed).
5. Annual self-certification (May 1991).
6. Progress reports for Council and federal agencies (quarterly).
7. TPAC/JPACT mailings, monthly; monthly reports.

EXPENSES

Personal Services:	\$130,000
Materials and Services:	46,435
Capital Outlay:	<u>29,085</u>
	\$205,520

REVENUES

FY 91 PL	\$ 40,453
FY 91 Sec. 8	42,400
Metro	<u>122,667</u>
	\$205,520

ODOT PLANNING ASSISTANCE

PROGRAM DESCRIPTION

Major accomplishments for FY 91 by the Metro Region include supporting Metro and other agencies in the RTP Update. Major assistance will also be given to the local plan updates and completing corridor studies. Work activities will include:

FY 1991 HPR PROGRAM

1. Access Management Studies for Sherwood/South Tigard area.
2. RTP -- Subarea analysis support for Burnside/Cornell, Willamette River Crossing and CBD I-405 Loop areas.
3. Traffic count updates as needed for model refinement and subarea studies.
4. Local land use and development traffic impact reviews.
5. Other subarea and corridor analyses including Lincoln Center (Highway 217), Sandy Boulevard, Powell Boulevard and Canyon Road areas.
6. Park-and-ride developmental reviews.
7. Participate in Hillsboro, I-205 and Milwaukie LRT Alternative Analyses and Regional LRT Systems Studies.
8. Continue state/regional highway jurisdictional study.
9. Participate in the Regional Bi-State Transportation Analysis.
10. Participate in Statewide Highway plan update.
11. Policy and technical coordination with regional planning, local agencies, TPAC, the Joint Policy Advisory Committee on Transportation (JPACT), State of Washington regional planning (Regional Resource Center), Washington County Transportation Coordinating Committee (WCTCC), Clackamas County Transportation Committee, East Multnomah Transportation Committee and coordination of administration of programs with Metro.

EXPENSES

REVENUES

ODOT:			
Personnel	\$168,100	HPR/ODOT	\$179,100
Materials & Services	<u>11,000</u>		
	\$179,100		

TRI-MET



## FINANCIAL PLANNING

### Program Objectives:

1. Support policy analysis by providing management with financial projections of policy alternatives. Policy areas supported would be: budget planning, five-year financial forecast, additional revenue planning, labor cost projections, fare analysis and planning, long-range financial planning support for the Regional Transportation Plan, Transportation Development Plan, analytical support for labor negotiations, and support for Westside Light Rail capital and operating financial planning.
2. Continue refinement of financial and economic forecasting models. Build new labor rules into cost model.
3. In fulfillment of new UMTA requirements, develop a fully allocated bus route costing model. Improve peak/off-peak cost model.
4. Continue financial capacity analysis. Supplement analysis with financial capacity indicators, in fulfillment of new UMTA requirements for Section 3 and 9 applicants.

### Relation to Previous Work:

1. Tri-Met has developed several cost models under several grants. These include the financial forecasting system, a marginal cost model, and a peak/off-peak variable cost model. The development of a fully allocated bus route costing model would build on these efforts and would also fulfill new UMTA requirements for contracted service decisions.
2. Existing financial and economic forecast models were developed with assistance from Grants OR-90-2003 and OR-90-2005. This work both continues model refinement and also serves policy planning in ongoing agency efforts to plan and implement cost containment measures, to develop adequate local operating and capital funding, and to accurately assess Tri-Met's financial condition and five-year financial capacity.

### Products:

1. Five-year financial and economic forecast reports used in budget planning, new revenue, planning, short range (TDP) planning.
2. Financial condition and financial capacity analysis.
3. Revenue estimates, including fare revenues and Westside funding.

4. Fully allocated cost model for bus route costing.
5. Financial analysis of legislative issues.
6. Two economic forecasts of payroll tax revenues, CPI, diesel fuel costs, self-employment and state in-lieu-of tax revenues.
7. Labor cost analysis.

Expenditures:

Tri-Met                    \$21,250

Revenues:

OR-90-X028	\$ 17,000
Tri-Met	<u>4,250</u>
	\$ 21,250

## CAPITAL PROGRAM PLANNING

### Program Objectives:

Comprehensive planning for development, management and maintenance of Tri-Met's capital projects, facilities and equipment using the following emphasis areas -

#### **A. Capital Development Program Planning -**

1. Coordinate scheduling, funding, siting and conceptual design of Tri-Met's capital program with other jurisdictions and internally within the agency.
2. Enhance short and long term capital acquisition program for Tri-Met.
3. Prepare the capital components for the annual update of the TDP and the Strategic Plan.
4. Work with local jurisdictions on proposed transit centers, park & ride lots, transit priority measures, TSM measures, road improvements, and transportation plan revision.
5. Refine a Capital Improvement Program process for annual updating.

#### **B. Capital Program and Facilities Management Planning -**

1. Coordinate a process for review, prioritizing and approval of capital projects as part of the annual capital budget development.
2. Collect and analyze data relating to facilities maintenance. Manage a system of facilities maintenance.
3. Conduct on-going space use studies for Tri-Met's strategic sites to determine their best use.

### Relation to Previous Work:

#### **A. Capital Development Program Planning -**

The capital program is prepared annually and revised as necessary throughout the year to meet updated requests and needs. Capital program components are also included in the annual update of the TDP and the Strategic Planning process.

#### **B. Capital Program and Facilities Management Planning -**

A capital improvement program process was defined in FY '89

to be refined in FY '90.

The planning for the operation of a vintage trolley and possible storage of cars at Tri-Met's strategic site adjacent to the Coliseum Transit Center along with construction of the Convention Center and the deterioration of some existing Tri-Met facilities suggests that a comprehensive plan should be developed to guide the agency's use of strategic sites.

Products:

**A. Capital Development Program Planning -**

1. Annual Tri-Met capital budget.
2. Input to state and federal capital grant applications.
3. Capital component of the TDP and the Strategic Plan.
4. Site and conceptual design work with supporting documentation and local approvals for newly proposed projects.
5. Transit revisions to regional and local jurisdictional plan updates.

**B. Capital Program and Facilities Management Planning -**

1. Up to date long range capital improvement and management plan including goals and objectives for the management of capital facilities after their construction.
2. Detailed proposal for capital funding of the long range capital plan.
3. Refinement of the right of way and facilities' components of the Maintenance Management Information System, with accurate tracking of the facilities maintenance activities and effective programming of preventative maintenance needs.
4. Space use study for strategic sites owned by Tri-Met to determine best use including preliminary design and cost estimate.
5. Plan for deploying field based function (road supervisors, fare inspectors, transit police, facility maintenance personnel) that optimizes their coordination and cooperation.

Expenditures:

Tri-Met                   \$ 65,000

Revenues:

OR-90-X028               \$ 52,000  
Tri-Met                    13,000  
\$ 65,000

## SERVICE PLANNING ANALYSIS AND EVALUATION

### Program Objectives:

Identify, develop, undertake, and evaluate appropriate Service Planning efforts which promote efficient, convenient and adequate service for Tri-Met's customers and potential users in the following emphasis areas:

#### A. Service Development -

1. Complete Design With Transit Handbook: provides planners, developers and design professionals with information to improve transit and land use coordination.
2. Develop automated database to utilize results of spring 1990 on-board passenger census.
3. Collect patronage and on-time performance data that will be used to develop annual service plans.

#### B. Automated Customer Contact System -

1. Increase transit service quality control and productivity.
2. Improve research data for service planning and scheduling.

#### C. Market Research, Analysis and Evaluation -

1. Evaluate new and existing market programs for effectiveness in increasing market share and meeting the objectives of the Marketing Plan.
2. Research and analyze service quality from the customer's perspective using customer satisfaction measures.

### Relation to Previous Work:

#### A. Service Development -

The Design With Transit will update the 1979 version of Planning With Transit. A background research paper has been drafted.

Annual Service Plan for FY '91 is being developed in conjunction with the budget process. Completion of a Comprehensive Service Analysis will be part of the plan.

#### B. Automated Customer Contact System -

Manual Customer Contact Report system has been in place for four years. Reports have proven effective for quality control for

response to customer complaints, commendations and suggestions. A by-product of the system is an invaluable database which if automated would be a cost effective resource for service and personnel problem solving and planning.

**C. Market Research, Analysis and Evaluation -**

For the past two years Tri-Met has vigorously tested promotional efforts for effectiveness. This has led to targeted, successful and cost effective promotions. This effort will continue in order to achieve the best use off our marketing resources.

Customer satisfaction measures have not been tracked on a consistent basis at Tri-Met. Some work in this area was conducted last year under the Long Range Planning project.

Products:

**A. Service Development -**

1. Completed handbook.
2. Annual Service Plan.

**B. Automated Customer Contact System -**

1. Commuter reports by problem category including but not limited to problems by route number, time of day and location.
2. Commuter reports equating service or customer problems as they relate to specific transit employee performance by route, time of day and nature of problem.
3. Increased productivity in transit service and personnel through automation of the system.
4. Improved quality of service to the user of the system as well as improved response time to customers and management staff seeking information from the system.

**C. Market Research, Analysis and Evaluation -**

1. Research reports on the promotional efforts of the year, evaluating the success of the promotion and areas that could be improved in the future.
2. An evaluation of the perception of service quality from the customer's viewpoint. This will include areas where Tri-Met is doing well, needs improvement, and an analysis of perceptions that have changed over the year.

Expenditures:

Tri-Met                    \$121,631

Revenues:

OR-90-X019	\$ 5,305
OR-90-X028	92,000
Tri-Met	<u>24,326</u>
	\$121,631

## LONG-RANGE PLANNING

### Program Objectives:

1. To annually revise the TDP and update all technical information and five year plans in light of Tri-Met's strategic planning process.
2. To review the TDP draft document with local jurisdictions prior to the Board's approval.
3. To analyze the impacts of the FY '89-93 TDP and make appropriate modifications.
4. To review and distribute the draft and final document to interested parties.

### Relation to Previous Work:

The process of reviewing, revising and updating the previous FY '89-93 TDP is underway. The policy direction for the updated TDP will build on Tri-Met's Strategic Plan for 1990-95. Basic questions to be addressed include "What markets to expand into?", "What types of service?", and "Operated by whom?." As part of the analysis, staff will review and incorporate ongoing work in a variety of areas including: capital needs (both new and replacement); service standards; the marketing plan; and financial planning.

### Products:

1. Updated five year operating and capital development plan consistent with Tri-Met's strategic plan.
2. Service Development Program for Tri-Met. The program will balance regional expectations for service and financial aspects of service expansion.
3. Tri-Met Planning Annual Report.

### Expenditures:

Tri-Met                   \$30,000

### Revenues:

OR-90-X028	\$ 24,000
Tri-Met	<u>6,000</u>
	\$ 30,000

## SPECIAL AREA PLANNING

### Program Objectives:

#### A. Civil Rights -

1. Continue analysis of DBE participation in Tri-Met contracts.
2. Refinement of computerized DBE contract monitoring process.
3. Identify areas of strengths and weaknesses in current DBE program for further efforts.
4. Refine procedures developed for establishing project specific DBE goals.
5. Review and update, as necessary, Tri-Met's DBE policy statement.
6. Continue development of a procedure for implementation and administration of the district's Equal Employment Opportunity (EEO) Program.
7. Develop and implement an EEO training program for Tri-Met staff.

#### B. Labor Productivity -

1. Analyze the impact that new incentive programs, benefits programs and workers' compensation programs have had on improving labor productivity.
2. Develop cost/benefit studies which yield recommended courses of action for productivity improvements.

### Relation to Previous Work:

#### A. Civil Rights -

This program continues on-going efforts in DBE/EEO policy formation which require annual updating and revision as well as meeting annual requirements for Title VI reporting.

#### B. Labor Productivity -

This program continues to expand upon the work accomplished to date and will provide for evaluation of productivity enhancements.



Products:

**A. Civil Rights -**

1. Program for improving Tri-Met's overall DBE level of participation in contracted services.
2. Revised agency DBE policy statement.
3. Refined DBE contract monitoring system for submittal to UMTA.
4. Procedure for implementation and administration of the district's EEO program.

**B. Labor Productivity -**

1. A plan for implementing a health and safety incentive program.
2. Description of recommended changes in the program which could maximize the effectiveness.
3. Evaluation of potential savings from implemented programs.

Expenditures:

Tri-Met                    \$36,194

Revenues:

OR-90-X028                \$28,955  
Tri-Met                     7,239  
\$36,194

## PROGRAM ADMINISTRATION

### Program Objectives:

1. Monitor and ensure that planning project activities and expenditures conform with the UWP.
2. Ensure that appropriate grant file documentation of activities and expenditures is provided for.
3. Provide quarterly financial and progress reports for all UWP planning projects.
4. Initiate requests for any required budget revisions, and UWP amendments.

### Relation to Previous Work:

During FY '90 work is continuing on the management of the cash flow monitoring system for planning studies projects. On-going grant administration activities continue from year to year.

### Products:

1. Quarterly financial and progress reports.
2. Budget revisions, UWP amendments.

### Expenditures:

Tri-Met                   \$5,000

### Revenues:

Or-90-X028               \$4,000  
Tri-Met                   1,000  
\$5,000

## WESTSIDE LIGHT RAIL PROJECT

### Project Objectives:

The Westside LRT Project is the major outgrowth of Alternatives Analysis of the Westside LRT Project. There are four major objectives of the Westside LRT Project:

1. Undertake engineering studies sufficient to specify a final alignment, profile and cost estimate.
2. Investigate the environmental impacts of the project and measures to mitigate them.
3. Put together a feasible financial plan to construct and operate the project.
4. Involve local citizens and jurisdictions in the decision-making process and gain political support for the project.

A more detailed Work Program is available and has been approved by UMTA. Tri-Met is the lead agency for the Westside LRT PE/FEIS project. Metro will provide input data regarding ridership forecasts for reports required for submission to UMTA for the Final EIS and cost-effectiveness ranking. Each of the local jurisdictions will provide land-use and economic development planning assistance as well as coordination with technical design standards of their agencies. ODOT will provide technical assistance in the areas of alignment design, traffic-analysis and possibly structural analysis and right-of-way impacts.

### Relation to Previous Work:

By July 1, 1983, the Westside Light Rail Project had completed the (a) alternative analysis, (b) DEIS, (c) public hearings, (d) selection of preferred alternatives, and (e) the PE/FEIS grant application. Between 1983 and 1986, Tri-Met updated its patronage and service assumptions in a regional framework which confirmed the viability of the project.

Approval to continue into an expanded PE program was given to UMTA on January 31, 1988, and Tri-Met spent the first part of 1988 mobilizing resources, hiring staff and forming the necessary local committee structure. Activities from mid-1988 through the end of 1989 have involved an extensive re-evaluation of the previous DEIS, a decision to produce Supplemental DEIS, analysis and selection of options to carry into the SDEIS, and the hiring of four major consultants to assist in developing the preliminary designs and in producing the environmental documents.

The process over the next 12 months is intended to produce material for review by the participating agencies, general public

and decision making bodies including:

1. A supplement to the DEIS which analyzes changed conditions and new considerations since 1983;
2. The Final Environmental Impact Statement;
3. The Westside LRT Preliminary Design which addresses the environmental concerns and designs sub-options raised during local jurisdiction public hearings;
4. A feasible funding package to construct and operate the Westside LRT Project and an implementation plan/strategy; and
5. Final cost-effectiveness Indices suitable for submission to UMTA.

The following related activities have take place during this past year:

1. The Banfield LRT Project (MAX) continued successful operations on schedule and has continued to exceed ridership expectations;
2. All involved local jurisdictions continue to support moving ahead with the project as the region's top transit priority;
3. SDEIS options have been defined and selected. A detailed definition of Alternatives Analysis Report has been submitted to UMTA;
4. A basic work flow chart illustrating all aspects of the project has been submitted to UMTA;
5. Preliminary designs for all SDEIS alignment options have been developed and serve as the basis for all cost estimating and environmental analyses;
6. Consulting assistance has been hired in certain specialized areas such as:
  - (a) Design;
  - (b) Architectural services;
  - (c) Systems engineering; and
  - (d) Environmental Analyses.

Preparation of the SDEIS and supporting documentation has well advanced.

7. Financial planning activities for the Westside LRT have been fully coordinated with the Public/Private Task Force on Transit Finance. Investigations of various revenue sources, cashflow scenarios and financial

capacity considerations have progressed.

8. Federal grants approved through February 1990 total \$3,807,000.

Products:

1. An assessment of Tri-Met's financial condition and capability consistent with UMTA's Circular of March 30, 1987.
2. Engineering drawings at 1" = 20' and 1" = 100' of the Westside LRT alignment, detailed site plans, designs of stations, and related systems. A design criteria book for final design.
3. Cost estimates of right-of-way, alignment and track construction, overhead wires, signals, stations, vehicles, and maintenance facilities, and all other components of the project.
4. LRT operating plan including string charts and labor build-up staffing table.
5. FEIS for the project.
6. A project management plan for final design and construction.
7. Inventory of public and private sector financing options together with recommended funding models for the Westside LRT by the Public/Private Task Force on Transit Finance.
8. A financial plan recommending public and private sources to construct and generate the Westside LRT. Support materials required for implementation of the financial plan will be prepared along with a detailed strategy to secure implementation of the recommended package.
9. An ongoing community involvement program to ensure a high level of citizen participation throughout the project.

Expenditures:

Tri-Met	\$4,890,300
METRO	80,700
City of Portland	60,000
City of Beaverton	60,000
Washington Co.	60,000
ODOT	60,000
	<u>\$5,211,000</u>

Revenues:

State of Oregon	\$ 651,288
OR-90-X011	917,020
OR-23-9002	500,004
OR-90-X026	1,657,988
OR-90-X028	1,123,200
Tri-Met	309,465
METRO	4,035
City of Portland	12,000
City of Beaverton	12,000
Washington Co.	12,000
ODOT	12,000
	<u>\$5,211,000</u>



WASHINGTON PORTION

## INTRODUCTION: FISCAL YEAR 1990 UNIFIED PLANNING WORK PROGRAM

### Purpose

The Unified Planning Work Program (UPWP) is prepared annually to detail the technical activities to be completed as a part of the continuing transportation planning process in the Clark County urban area. It describes the transportation-related planning activities anticipated within the next year. The planning activities described are related to several modes of transportation, including activities which are considered significant to the Regional Transportation Plan. The UPWP focuses on the transportation work tasks which are priorities to Federal or state transportation agencies, and those tasks considered necessary by locally elected officials. The UPWP also provides a summary of local, state, and Federal funding sources to support these planning efforts.

### Objective

The UPWP describes the transportation planning activities and funding sources required to meet the major transportation policy issues of the upcoming year. It reflects the regional transportation problems and projects to be addressed during the next fiscal year. Throughout the year, the UPWP serves as the guide for planners, citizens, and elected officials to track transportation planning activities. It also provides local and state agencies in the Portland/Vancouver Metropolitan Area with a useful basis for improving regional coordination.

### Participants, Coordination, and Funding Sources

The primary transportation planning participants in Clark County include the following: Intergovernmental Resource Center, C-TRAN, Washington State Department of Transportation, Port of Vancouver, Port of Camas-Washougal, Port of Ridgefield, Clark County, Vancouver, Camas, Washougal, Ridgefield, and Battle Ground. Two federal agencies, UMTA and FHWA, are also key participants. As the designated MPO for the Clark County Urban Area, IRC annually develops the transportation planning work program and endorses the work program for the entire metropolitan area. IRC is also responsible for the development and endorsement of the Regional Transportation Plan, the Transportation Improvement Program, and other regional transportation studies.

The Clark County Public Transportation Benefit Area Corporation (C-TRAN) is responsible for operational and near term transit planning. In June of 1986, the C-TRAN Board of Directors adopted the 1986-1990 Transit Development Plan. The TDP serves as the planning document that provides the guidelines for improving transit service over the next five years.

WSDOT and the Public Works Departments of Clark County and the City of Vancouver perform project planning for the highway and street systems related to their respective jurisdictions. WSDOT is also responsible for preparing a State Transportation Plan.

The coordination of planning includes local and state officials in both Oregon and Washington. Coordination occurs at the staff level through involvement on advisory committees (IRC's CTAC and METRO's TPAC). Mechanisms for local, regional, and state coordination are spelled out formally in a series of Memoranda of Agreement. These memoranda are intended to assist and complement transportation planning process:



1. The organizational and procedural arrangement for coordinating activities such as procedures for joint reviews of projected activities and policies, information exchange, etc.
2. Cooperative arrangements for sharing planning resources (funds, personnel, facilities, and services).
3. Agreed upon base data, statistics, and projections (social, economic, demographic) on the basis of which planning in the area will proceed.

Issues of Interstate Significance

Both IRC and METRO have recognized that bi-state travel is an important part of the Portland-Vancouver regional transportation system and it is in the best interest of the region to keep this part of the system functioning properly. Currently several locations on the I-5 and I-205 north corridors are at or near capacity with long traffic delays occurring frequently. The need to resolve increasing traffic congestion levels and to identify long term solutions continues to be a priority issue. JPACT and the IRC Transportation Policy Committee agreed on a workscope for the Bi-State Transportation Study which was incorporated into the FY90 UPWP. Throughout FY90 the study of High Capacity Transit in the I-5 and I-205 corridors will be the major issue of interstate significance.

Transportation Policy Committee

Paul Grattet (Chairman)	Vancouver City Manager
Commissioner Dave Sturdevant	Clark County
Mayor T. Mason SMith	City of Washougal
Commissioner Jim Kosterman	Port of Vancouver
Les White, Executive Director	C-TRAN
Gary Demich, Administrator	
District Four	WSDOT
Mike Ragsdale, JPACT Chairman	METRO
Don Adams, Portland Regional Engineer	ODOT

Consolidated Transportation Advisory Committee Members

Keith Ahola	WSDOT
Ron Anderson	City of Camas
Andy Cotugno	METRO
Steve Hill	Port of Vancouver
Murl Jones	Clark County
Mike Conway	City of Washougal
Gil Mallery	Intergovernmental Resource Center
Frank DeShirlia	City of Battle Ground
Kim Chin	C-TRAN
Thayer Rorabaugh	City of Vancouver
Rob Hoffman	C-VAN
Dave Williams	ODOT
Sheldon Tyler	Port of Camas-Washougal
Vacant	Citizen

I. REGIONAL TRANSPORTATION PLAN

A. RTP Update

The Regional Transportation Plan is the principal transportation planning document. Its goals, objectives, and policies help to guide the work of agencies throughout Clark County that are involved in transportation planning and programming of projects. Federal transportation funding for individual projects is dependent upon their consistency with the RTP. The RTP Update was not adopted in FY90 as expected and will be carried over into FY91.

Work Element Objectives

1. Complete the final review of the RTP with the individual jurisdictions, agencies, and interested individuals.
2. Adopt the RTP Update.
3. Review local comprehensive plans for consistency with the RTP and monitor the development of the regional transportation system.

Relationship to Other Work Elements

The RTP takes into account the reciprocal effects between growth patterns and the transportation system. It also identifies the mix of transportation strategies to solve future problems. The RTP is interrelated to all other work elements.

Products

1. An adopted RTP Update.
2. Policies for reviewing local comprehensive plans for consistency with the RTP.
3. Coordination of the development of the regional transportation system.

Expenses

IRC \$23,000

Total \$23,000

Revenues

FY91 PL \$ 6,000  
FY91 Sec. 8 5,000  
Local 12,000

Total \$23,000

I. REGIONAL TRANSPORTATION PLAN

B. Bi-State/I-5 Corridor High Capacity Transit Study

The FY90 UPWP included a joint IRC and METRO Bi-State Transportation study that recognized bi-state travel is an important part of the Portland-Vancouver regional transportation system, and it is in the best interest of the Portland-Vancouver region to maintain accessibility across the Columbia River. The Bi-State Study evaluated the adequacy of the existing system to meet existing travel demands and the adequacy of the planned system to meet projected 2010 travel demands.

The I-5 Corridor High Capacity Transit Study was initiated in FY90 and will continue into FY91. It will address the systems planning analysis of high capacity transit (HCT) alternatives in the I-5 corridor and within Clark County. Alternatives to be studied include the following: 1) TSM strategies, 2) busway options, 3) LRT options and 4) no build.

Work Element Objectives

1. Complete the Bi-State Transportation Study.
  - a. Metro and IRC staffs will individually report results to JPACT and the IRC Board of Directors and jointly report results to the Bi-State Policy Advisory Committee.
2. Recommend transportation system management (TSM) strategies needed to address the immediate and short-term I-5 and I-205 corridor needs.
3. Complete the evaluation of the 2010 "committed" and "RTP" transportation system to meet the future year travel demands.
4. Complete the update of I-5 and I-205 LRT ridership (Capital and operating) data and cost data.
5. Complete the I-5 Corridor High Capacity Transit Study.
  - a. Identify, define and evaluate the most feasible HCT alternatives including: expanded bus, HOV lanes, busway and light rail transit.
  - b. Interrelate the various HCT options to the local land use plans.

Relationship To Other Work

The analysis of existing travel, future travel demand and present/future transportation system adequacy will utilize information produced by the following work activities:

- (1) forecasts produced in the model refinement tasks;
- (2) update LRT ridership forecasts and evaluation of I-5 North LRT produced in the Regional LRT study task; and
- (3) technical input on highway operating levels from WSDOT and ODOT.

In addition to this transportation system evaluation, METRO is coordinating the development of an Urban Growth Management Plan to guide future urban expansion in the Oregon portion of the metropolitan area. This activity is being done as a cooperative effort of the land use planning interests in the region under the supervision of the Urban Growth Management Policy and Technical Advisory Committees. Initial discussions have been undertaken to coordinate with and expand this activity into Clark County.

If at the conclusion of the bi-state analysis it is determined that the planned transportation system is inadequate, and upon completion of the long range land use planning activities described above, consideration will be given to undertaking an assessment of additional transportation improvements in the I-5/I-205 corridors.

Consideration of new highway bridges will not be undertaken until other alternatives have been thoroughly considered and a long-range urban growth policy for the region has been developed.

The results of the I-5 Corridor HCT Study will be coordinated with the I-205 Corridor HCT Study and incorporated into the Regional Transportation Plan.

#### Products

Develop a report documenting the analysis and findings of the Bi-State Transportation Study to include the following:

1. Existing bi-state travel and capacity needs.
2. Identification of TSM strategies for immediate implementation.
3. Model calibration for bi-state travel, including the results of the external travel survey.
4. 2010 travel forecasts and costs for I-5 North LRT.
5. Evaluation of adequacy of RTP system to meet 2010 travel demands.

Develop a report documenting the findings of the I-5 Corridor HCT Study to include the following:

1. Definition and evaluation of the most feasible HCT alternatives in the I-5 corridor required to maintain accessibility along the corridor within Clark County and across the Columbia River.
2. Inform citizens of the HCT improvements necessary to meet present needs and future community growth goals.

Expenses:

IRC                   \$229,500

Total                   \$229,500<sup>2</sup>

Revenues:

IRC                   \$ 18,000<sup>1</sup>

C-TRAN               \$211,500

WSDOT               \$

METRO               \$

ODOT                 \$

Tri-Met              \$

Portland             \$

Total                   \$229,500<sup>2</sup>

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<sup>1</sup>IRC Revenues:

FY91 PL     \$ 4.0

FY91 Sec. 8 \$ 4.0

Local       \$10.0

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\$18.0

<sup>2</sup>Includes the 18 month C-TRAN contract.

## I. REGIONAL TRANSPORTATION PLAN

### C. I-205 Corridor High Capacity Transit Study

On September 19, 1989, the C-TRAN Board of Directors approved the workscope and funding for the I-205 Corridor High Capacity Transit Study. The study will be conducted by IRC and include the participation of interested Oregon jurisdictions, Clark County jurisdictions and citizens. The study includes feasibility and systems planning analysis in preparation for a future Alternatives Analysis.

#### Work Element

1. Analyze and make recommendations in regard to the connectivity and compatibility of the transit alternatives being proposed as a part of METRO's Alternatives Analysis and draft E.I.S. (AA/DEIS) for the I-205 corridor between Clackamas Town Center and Portland International Airport (PDX).
  - a. Transitway Engineering - Identify and analyze the design elements (i.e., subgrade, facility, transit station and support facilities) for the AA/DEIS alternatives to potentially be extended north of the Airport Way Interchange.
  - b. Transit Patronage Analysis - Develop generalized forecasts of transit patronage for all transit alternatives proposed in METRO's AA/DEIS as they would be extended north from PDX.
  - c. Traffic Impacts - Evaluate the impacts of each proposed transit alternative on the performance of I-205.
2. Conduct a systems planning analysis of a range of "plausible" HCT alternatives for the I-205 corridor as it extends into Clark county in order to select a refined set of "feasible" alternatives for further study.
  - a. Define and locate all "plausible" transit options to include no build, do nothing, exclusive busway, and light rail transit (LRT) alternatives.
  - b. Conduct interjurisdictional workshops (e.g., C-TRAN, IRC, WSDOT, Clark County, Cities) to determine alternative options that are potentially cost-effective.
  - c. Conduct a public participation and information process to review "feasible" HCT options and potentially move further into Alternatives Analysis.

#### Relationship to Other Work

The I-205 Corridor HCT Study will be coordinated with the Bi-State/I-5 Corridor HCT Study and with METRO's AA/DEIS for I-205 between Clackamas Town Center and PDX. This work element will also be coordinated closely with the RTP and the model development activities.

Products

1. A Stage I Report on I-205 between Airport Way and to the Washington side of the I-205 Bridge. The report will include compatibility/connectivity recommendations for extending north the transit alternatives continued in METRO's AA/DEIS.
2. A Stage II Report on the HCT Systems Planning "feasible" alternatives on I-205 north of PDX and up to Vancouver Mall.

<u>Expenses</u>		<u>Revenues</u>	
IRC	\$167.7	C-TRAN	\$401,000
Consultant	233.3		
	<hr/>		<hr/>
Total	\$401,000 <sup>1</sup>	Total	\$401,000 <sup>1</sup>

Note: <sup>1</sup>Includes the 18-month C-TRAN contract.

II. ONGOING PLAN REFINEMENT AND DATA MANAGEMENT

A. EMME/2 Regional Travel Forecasting Model Development and Maintenance

During Fiscal Year 1990 the EMME/2 program was converted to include the travel demand and traffic assignment steps. The regional model serves as the forecasting tool to estimate and analyze future transportation needs.

Work Element Objectives

1. Develop and maintain the regional travel model to include: network changes, speed-flow relationships, land use changes, and interchange/intersection refinements.
2. Coordinate the development and utilization of the Clark County regional travel forecasting model with Metro, Clark County and WSDOT.

Relationship to Other Work Elements

This element advances work toward the development and maintenance of the regional travel forecasting model which is the underlying tool for long-range transportation planning.

Products

1. Refined development of the EMME/2 travel forecasting program.
2. Refined interchange/intersection network configurations and capacity relationships.
3. Report documenting travel forecasting methodology.

<u>Expenses</u>		<u>Revenues</u>	
IRC	\$12,600	FY91 PL	\$ 4,000
		Local	8,600
	<hr/>		<hr/>
	\$12,600	Total	\$12,600



## II. ONGOING PLAN REFINEMENT AND DATA MANAGEMENT

### B. Transit Survey

The annual transit ridership survey may change in focus and approach from year to year, depending on information needs. Types of survey information to be collected include the following: (1) passenger characteristics; (2) passenger counts; (3) travel patterns; (4) attitudes; (5) transfer counts; (6) transfer patterns; (7) boarding/alighting counts; (8) passengers by fare category; and (9) non-rider attitudes.

#### Work Element Objectives

1. Identify transit ridership characteristics and monitor changes. The survey information will be used to resolve short-term planning problems, guide longer term development decisions, and provide modal split data for regional transportation planning.

#### Relationship to Other Work Elements

The transit survey represents an ongoing data task which is important to evaluating the current transit component of the regional transportation system and to forecasting the future role of transit.

#### Products

1. Transit ridership data for short and long-term transportation planning.
2. A transit survey report documenting the survey procedure and findings.

#### Expenses

IRC                    \$14,000

Total                 \$14,000

#### Revenues

FY91 Sec. 8        \$ 8,000  
Local                 6,000

Total                 \$14,000

II. ONGOING PLAN REFINEMENT AND DATA MANAGEMENT

C. Traffic Count Program

The traffic count program will be continued in FY91. The program will continue to update and maintain the traffic count database. The program will also continue to incorporate permanent traffic recording data and turning movement data.

The major effort for FY91 will be the conversion and redevelopment of the traffic count software program. The SMART spreadsheet is currently used to "house" the traffic count program. All the traffic count data would be converted into a new database that would include the UTM geocodes for the traffic count stations. This conversion would provide for a wide range of GIS transportation applications and for an automated EMME/2 calibration process.

Work Element Objectives

1. Maintain a comprehensive, continuing, and coordinated traffic count program.
2. Continued implementation of seasonal and daily factorization on 1990 raw counts based on updated permanent traffic recording (PTR) information, continue implementation of turning movement counts, and update jurisdictional count requests.
3. Convert traffic data from a spreadsheet format to a database traffic count program.
4. Incorporate UTM geocodes for all traffic count locations.
5. Enhance the graphic display of county data both for GIS system and EMME/2.
6. Improve the utility and efficiency of traffic data for transportation planning and analysis.

Relationship to Other Work Elements

The traffic count program is an ongoing data activity that is critical in understanding existing travel patterns and future travel growth. The program is also a source of county-wide historic traffic data.

Products

1. Update Traffic Count Manual, maps, and count locations.
2. Traffic count program that is automated with GIS and EMME/2.

<u>Expenses</u>		<u>Revenues</u>	
IRC	\$22,000	FY91 PL	\$ 7,000
		Local	15,000
Total	<u>\$22,000</u>	Total	<u>\$22,000</u>

## II. ONGOING PLAN REFINEMENT AND DATA MANAGEMENT

### D. Data Development and Management

This element includes the development and management of the regional transportation database. The database includes travel data, travel related demographic, employment, land use information, and transit ridership data. The 2010 forecast developed in FY90 will be reviewed and compared to the most recent growth trends. New in FY91 will be the development and incorporation of a complete (interstate, state, arterial, neighborhood) roadway network that is geographically correct and compatible with GIS.

#### Work Element Objectives

1. Maintain an up-to-date transportation data base and map file for transportation planning and regional modeling.
2. Incorporate and update the new ETAC highway network.
3. Review the new 2010 population and employment estimates and compare them to the most recent trend.
4. Continue to incorporate the transportation planning data elements into the Arc/Info GIS system.
5. Continue to collect and analyze transit ridership statistics.
6. Collect 1990 census data and pursue the development of the Census Transportation Planning Package (CTPP).

#### Relationship to Other Work Elements

This element is the key to interrelating all the data activities and provides data to local jurisdictions, as well as supports the data base for the Regional Transportation Plan.

#### Products

1. Regional transportation database.
2. New Geographically correct highway network and local street system.
3. Monthly, weekly, and year-to-date transit ridership data (reports and graphs).
4. Monitoring of 2010 population and employment forecasts.
5. Transportation planning data and Arc/Info data integration.
6. 1990 census data.

#### Expenses

IRC \$16,500

\$16,500

#### Revenues

FY91 PL \$ 5,000

FY91 Sec. 8 3,000

Local 8,500

Total \$16,500

## II. ONGOING PLAN REFINEMENT AND DATA MANAGEMENT

### E. Computer Operation

Computer maintenance and application problems develop while completing the work elements identified in the Unified Planning Work Program. This element addresses those needs as well as computer training and research into computer improvements. In order to efficiently and effectively apply current hardware and software to transportation projects, a continued evaluation and revision process is followed to mesh computer capabilities/constraints to project needs.

#### Work Element Objectives

1. Apply micro computer hardware and software for transportation planning.
2. Incorporate new transportation planning software tools into the program to include staff training, evaluation of software, and software adaptation.
3. Continue to integrate the transportation travel forecasting with the GIS data base.
4. Investigate application of the ETAC highway network and U.S. Census "Tiger" file to improve the transportation planning capabilities.

#### Relationship to Other Work Elements

The computer operations activity is related to all UPWP elements requiring the use of the computer.

#### Products

1. Efficient and effective use of existing computer system capabilities and research into future needs.

<u>Expenses</u>		<u>Revenues</u>	
IRC	\$12,400	FY91 PL	\$ 3,000
INRO	1,900	Local	11,300
	<hr/>		<hr/>
Total	\$14,300	Total	\$14,300

III. TRANSPORTATION PROGRAM MANAGEMENT

A. Coordination and Management

This element provides for the management of the transportation section, coordination of transportation planning activities, and support to various committees.

Work Element Objectives and Procedures

1. Develop meeting packets, addenda, minutes, and reports for Intergovernmental Resource Center committees (Transportation Policy Committee, RTP Advisory Committee, CTAC, and IRC Board of Directors) and special purpose transportation committees (WSDOT Commission, TPAC, JPACT and Bi-State Policy Committee).
2. Continue to involve private sector issues and the business community in the transportation planning process including attendance and participation at various community meetings.
3. Continue to update Title VI documentation, address DBE requirements, and indirect cost plans.
4. Participate in key transportation seminars and training.
5. Certification of the transportation planning process.

Relationship to Other Work Elements

Coordination and management is related to the administrative aspects of the regional transportation planning process.

Products

1. Coordination and management of the regional transportation planning process and activities.
2. Required documentation to FHWA and UMTA and response to planning requirements.
3. Involvement of the business community in the transportation planning process.
4. MPO certification.

Expenses

Revenues

IRC	\$36,750	FY91 PL	\$13,000
		FY91 Sec. 8	8,750
		Local	15,000
	<hr/>		<hr/>
	\$36,750		\$36,750

III. TRANSPORTATION PROGRAM MANAGEMENT

B. Competitive Contract Planning

The integration and utilization of competition and the private sector in the provision of public mobility continues to be the top priority policy objective of UMTA. IRC has adopted a policy to promote the early involvement of the private sector into the transportation planning process. IRC and C-TRAN jointly continue to consider how private operators can provide new and existing transit services. A process is in place to systematically analyze private sector opportunities.

Work Element Objectives and Procedures

1. Develop TIP/AE privatization documentation including the following elements: 1) description of involvement of private sector in development of projects, 2) description of private sector proposals for transit service, 3) description of improvements to putting service out for competition, and 4) description and status of private sector complaints.
2. Continue to notify and consult private providers in plans for new service.
3. Continue to coordinate with C-TRAN in the examination of existing and new transit services for competitive contracting opportunities.
4. Continue to evaluate which sectors of the transit system could be more effectively provided by private sector.
5. Continue to use fully allocated costs in the private/ public decision.
6. Continue the dispute resolution process.

Relationship to Other Work Elements

This element is related to the Coordination and Management element, but specifically addresses the UMTA private enterprise participation regulation.

Products

1. The integration and utilization of competition and the private sector throughout transportation planning activity areas.
2. The TIP/AE privatization documentation.

Expenses

Revenues

IRC	\$ 6,500	FY91 Sec. 8	\$ 5,000
		Local	1,500
	<hr/>		<hr/>
	\$ 6,500		\$ 6,500

III. TRANSPORTATION PROGRAM MANAGEMENT

C. MPO Bulletin, Public Information and Transportation Forum

Work Element Objectives and Procedures

1. Publish three issues of the MPO Bulletin and provide a communication link with residents and community leaders. The bulletin will be mailed to citizens, agencies, and businesses in the county.
2. Consistently throughout the year requests are received from various groups, agencies and organizations to provide information and give presentations on a series of regional transportation topics. These requests provide an important opportunity to gain public discussion on a variety of transportation issues.
3. Provide a regional transportation forum for public discussion of transportation policy issues, technical issues, and transportation projects. One public forum and/or one technical seminar will be sponsored by IRC including the development of the theme, the agenda, advertising, and the local coordination.

Relationship to Other Work Elements

This element interrelates the pencil and paper aspects of the transportation program to community issues and information needs.

Products

1. Increased awareness and information about regional and transportation issues.
2. Public information and input on transport issues and activities affecting the regional transportation system in Clark County and the Portland area.
3. Publication and distribution of three issues of the MPO Bulletin.

Expenses

IRC	\$18,000
<hr/>	
	\$18,000

Revenues

FY91 PL	\$ 4,000
FY91 Sec. 8	4,000
Local	10,000
<hr/>	
	\$18,000

III. TRANSPORTATION PROGRAM MANAGEMENT

D. Unified Planning Work Program (UPWP) and Transportation Improvement Program (TIP)

The UPWP and TIP are developed in cooperation with CTAC members. Recommend IRC adoption of the UPWP in April-May of each year and adoption of the TIP in September of each year.

Work Element Objectives and Procedures

Develop and adopt a UPWP that describes all transportation planning activities to be carried out in the Washington portion of the Portland-Vancouver metropolitan area. Develop and adopt a staged multi-year listing of transportation projects scheduled for the next 6 years.

Relationship to Other Work Elements

The UPWP represents a coordinated program that responds to regional transportation planning needs. The TIP represents the implementation tool for the needs identified in the RTP.

Products

1. Documentation and coordination of transportation planning activities and transportation improvement projects. Both reports are key elements to maintaining the area's eligibility for federal capital and operating transportation funds.
2. An adopted UPWP.
3. An adopted TIP.

Expenses

IRC \$12,000

\_\_\_\_\_

\$12,000

Revenues

FY91 PL \$ 4,900  
FY91 Sec. 8 5,000  
Local 2,100

\_\_\_\_\_

\$12,000



DRAFT

IV. SUMMARY OF EXPENDITURES AND REVENUES

FY90 UNIFIED WORK PROGRAM

CLARK COUNTY SUMMARY OF EXPENDITURES  
BY FUNDING SOURCE (\$000'S)

	<u>Base MPO Activities</u>			<u>Special MPO Contracts</u>			<u>TOTAL</u>
	<u>FY90 PL</u>	<u>FY90 UMTA</u>	<u>IRC LOCAL</u>	<u>C-TRAN</u>	<u>WSDOT</u>	<u>OTHER</u>	<u>(\$000's)</u>
I. REGIONAL TRANSPORTATION PLAN							
A. RTP Update	6.0	5.0	12.0				23.0
B. Bi-State/I-5 Corridor HCT	4.0	4.0	10.0	211.5 <sup>1</sup>			229.5
C. I-205 Corridor HCT				401.0 <sup>1</sup>			401.0
II. ONGOING PLAN REFINEMENT AND DATA MANAGEMENT							
A. EMME/2 Regional Travel Forecasting Model Development and Maintenance	4.0		8.6				12.6
B. Transit Survey		8.0	6.0				14.0
C. Traffic Count Program	7.0		15.0				22.0
D. Data Development and Management	5.0	3.0	8.5				16.5
E. Computer Operations	3.0		11.3				14.3
III. TRANSPORTATION PROGRAM MANAGEMENT							
A. Coordination and Management	13.0	8.75	15.0				36.75
B. Competitive Contract Planning		5.0	1.5				6.5
C. MPO Bulletin and Transportation Forum	4.0	4.0	10.0				18.0
D. Unified Work Program (UWP) and Transportation Improvement Program (TIP)	4.9	5.0	2.1				12.0
TOTAL	50.9	42.75	100.0	612.5			806.15

Note: <sup>1</sup> Full contract, including IRC and consultant costs.

1 RECEIVED FEB 16 1990

# News



Please Circulate to save  
Paper to: TRA  
TRA  
and Metro Council  
Transit Riders Association  
P. O. Box 2282  
Portland, Oregon 97208-2282  
(503) 663-6224 / 246-4191

February 1990

## ANNUAL MEETING TO FEATURE PRESENTATION ON HOW THE DESTRUCTION OF THE SAN FRANCISCO RAIL SYSTEM PARALLELS THE POSSIBLE DESTRUCTION OF THE BELROSE LINE IN PORTLAND'S EAST COUNTY TODAY

The TRA Annual Meeting will be held Saturday, March 3, 1990 at 10:00 A.M. in Room E of the downtown Library, 801 S.W. 10th, between Yamhill and Taylor. George Burton's Video on the destruction of the Bay Area rail transit system before World War II will be followed by a presentation by Jim Howell on the parallels in the present day of the poor decisions and lack of vision and foresight on the part of government officials concerning the Belrose line. The line still exists as a rail corridor from McLaughlin to Boring. The Oregon Department of Transportation and the City of Portland want to make it a trail, primarily to avoid the construction and re-building of a rail bridge across McLaughlin at a cost of \$2.3 million. It is cheaper to buy the rail line at \$1.2 million and make it a trail. Once this is abandoned as a rail line, the perpetual easement is lost. This would create court battles for a trail use, and any possible railbus line. Is it better to save \$800,000 and destroy the rail line all the way to Boring? What do you think? A petition and resolution will be available to sign expressing our united voice in this matter.

### SAMPLE BALLOT PRESENTED AND NOMINEES SOLICITED

The following is a sample ballot for the Annual Meeting. These nominees for the board are not cast in iron. There are at least two board positions who would willingly step aside and withdraw their nominations in favor of anyone expressing a willingness to serve. Please contact Roy Porter at 663-6224 before the annual meeting.

- Position Number 1 - KayDel Marshall
- Position Number 2 - Jim Howell
- Position Number 3 - Jeanne Christofferson
- Position Number 4 - Roy Porter
- Position Number 6 - Barry Wright
- Position Number 7 - Ken McFarling

Positions 1, 2, 3, and 4 are seeking re-election. Position 5 is being filled by Fred Kennedy who is not up for re-election until 1991. Position 6 and 7 were interim board appointments needing confirming election by the membership. Renew membership now in order to vote.

### DIRECTION FROM MEMBERSHIP SOUGHT FOR "TRA" GOALS IN 1990 and 1991

In what areas do you feel that TRA should focus in the next year, and what should be on our legislative agenda for 1991? Are your priorities the loss of bus service or the Light Rail Max Expansion or Highway proliferation or loss of existing rail corridors. Bring your agenda to the Annual Meeting.

## PRESIDENT'S MESSAGE

By Roy Porter

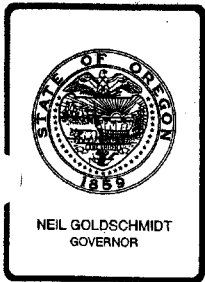
With "The Best Transit System in North America" right here in our community, some people might ask what need is there for the TRA when there are so many other issues in need of support? Be assured there is still plenty of need for an advocacy group like TRA. The most recent example is Tri-Met's "Cut and Paste" service "reallocation" passed 4-2 by the Tri-Met Board in December. Now, even more people in East County will have no weekend service, while some service was added on the West Side. Such stealing-from-Peter-to-service-Paul actions are totally inexcusable when Tri-Met's coffers are fattened by substantial increased revenue from the payroll tax. Except for MAX service, little improvement has occurred since the massive cuts of 1984 when TRA was formed. One positive note was the two "no" votes cast by board members Ron Tonkin and Nita Bruggeman after testimony from our organization and Citizens for Better Transit. This is quite significant compared to the usual rubber stamp by the board. Of further significance in this recent service change was the petition to Tri-Met by Gresham Mayor McRobert for increased bus feeder service to MAX stations because the Park & Ride lots are overflowing with no room to expand.

Other leaders who need a lot of persuading to help transit are our State Representatives and Senators and Governor Goldschmidt who passed into law increased gas and auto registration fees restricted to road construction. Governor Goldschmidt has been a singular disappointment as far as public transit is concerned. In league with highway interests hellbent on a massive road building program which they are calling the Oregon Access Highway System, under the auspices of promoting increased tourism and better access for commercial shipping, the governor is encouraging more private auto use and more triple semi trailer trucks. Meanwhile, several rail lines around the state are slated for dismantling. These lines have great potential for carrying passengers and energy-efficient freight movement. It is a sad fact that most of our leaders seem totally oblivious of the greenhouse effect and how the promotion of increased fossil fuel use will exacerbate the problem. Oregon and Portland are becoming known around the world for innovations in public transit. We can set a standard for the world to follow with our continued involvement. It was the prodding by local transit advocacy groups and other progressive citizens that resulted in light rail and multi-destinational transit as well as many other innovative concepts we might not have were it left to government agencies alone. Our planet's survival in the near future depends on intelligent citizen involvement to compel our government to implement needed changes to protect Mother Earth.

PDC CONTEMPLATES ELIMINATION OF MORE TRACKS AT UNION STATION

TRA stands with CBT in urging the City Council to direct the Portland Development Commission to hold off on the elimination of tracks and keep at least existing trackage at Union Station to ensure the future development of all possible transit options.

**\*\*\*REMINDER\*\*\*** - Mail in \$15 Membership Renewal before Annual Meeting in order to vote at Annual Meeting, or bring dues payment to meeting. Those not able to attend can mail dues to P.O. Box 2282, Port.OR 97208.



## *Department of Transportation*

TRANSPORTATION BUILDING, SALEM, OREGON 97310

In Reply Refer To  
File No.:

# Ballot Measure 1 Fact Sheet

## Summary

Ballot Measure 1 will be on the statewide ballot May 15, 1990.

Ballot Measure 1 proposes to amend Oregon's Constitution, allowing local voters to decide the type of transportation program local vehicle fees can be spent on in their community.

The measure addresses how local revenues can be used--it does not increase any vehicle fee nor permit any fee.

## Background

In 1989, an alliance of the Oregon Department of Transportation, the Association of Oregon Counties, the League of Oregon Cities and business and labor groups prepared a comprehensive plan to address how transportation needs will be met in the coming decade. A cornerstone of the plan was the recognition that Oregon's local communities each have unique local transportation needs--and that local voters can best determine their local transportation needs and priorities.

Current law allows counties and certain regional transportation districts to enact a local vehicle registration fee, subject to voter approval. Under the Oregon Constitution, these fees are restricted to road uses only. As a result, if a local community determines that the best use of their local vehicle fee is a transportation program that balances road and transit improvements, the constitution does not allow voters to fund that option using registration fees.

Ballot Measure 1 would amend the constitution to allow local voters to decide whether vehicle fees raised by their community can be used for public transportation purposes in addition to the road purposes already permitted.

## What Does the Constitutional Amendment do, if enacted?

The proposed constitutional amendment gives counties and regional transportation districts the option of asking local voters to approve using local vehicle fees for public transportation purposes. It does not automatically permit vehicle fees to be used for public transportation purposes--it does, however, permit a local vote on that issue.

Vehicle fees already may be used to meet highway and road needs; the amendment does not affect these uses.

The proposed amendment addresses the use of vehicle fees--it does not increase any fees nor does it authorize any new fees.

The amendment would allow voters only to decide how vehicle fees levied by their community will be used--it does not affect the State Highway Trust Fund.

The amendment prohibits counties and regional transportation districts from raising a vehicle fee that exceeds the limit established by state law.

For more information contact Denny Moore  
Oregon Department of Transportation  
378-8201 (Salem)

PERMITS USING LOCAL VEHICLE TAXES  
FOR TRANSIT IF VOTERS APPROVE

"QUESTION: Shall constitution allow voters of counties, transportation districts to authorize use of local motor vehicle tax revenues for mass transit?

"SUMMARY: Amends state constitution. Allows voters to authorize counties, public transportation districts to use local vehicle tax revenues for mass transit facilities and vehicles, including light rail and buses, in addition to highways, roads and streets. Use of local vehicle tax revenues for mass transit requires majority vote in county or district. Amendment affects only use of revenues from vehicle taxes levied by counties and districts. Taxes subject to limitation by state law. Legislature may require procedures for expenditure of such revenues on regional basis."



**METRO**

# Memorandum

2000 S.W. First Avenue  
Portland, OR 97201-5398  
503/221-1646

Date: March 5, 1990  
To: JPACT  
From: MR Mike Ragsdale, Chair  
Re: Regional LRT Priorities

There has been considerable discussion recently about the region's priorities for LRT. I believe it is very important that we express a clear and consistent message on this subject. Toward this objective, attached is a summary that I believe accurately portrays the current position of JPACT based upon actions taken over the past several years and most recently discussed at the January 18, 1990 JPACT meeting. The paper, entitled "Portland Metropolitan Area LRT Priorities," provides a context for LRT based upon adopted land use and transportation plans and then specifically itemizes JPACT's LRT priorities.

Also attached are recent letters from me to Senator Hatfield and UMTA Administrator Brian Clymer to communicate these priorities.

MR:lmk

Attachments

Portland Metropolitan Area  
LRT Priorities

Overall Mission

Aggressively pursue a balanced transportation improvement program to ensure the region sustains strong economic growth while protecting livability. Ensure progress is made in each major program area: 1) major highways; 2) LRT; 3) urban arterials; and 4) bus service.

Description of Program

The state, regional and local governments in the Portland metropolitan area have developed a transportation system and plan for the future designed to meet the challenges of rapid growth while protecting the environmental quality and livability of the community. It represents a partnership between state, regional and local governments responsible for regulating growth and development and the same governments responsible for providing the needed transportation infrastructure. The foundation is close coordination between land use and transportation plans and provision of public infrastructure improvements when needed to serve growth.

Major program elements are as follows:

1. Close coordination of transportation plans with state-mandated land use requirements to contain growth within an "Urban Growth Boundary."
2. Adoption of a balanced transportation improvement program consisting of a) major highway improvements, b) LRT, c) urban arterial improvements, and d) bus service expansion.
3. Establishment of priorities within each of the four improvement categories for implementation within the next ten years.
4. Implementation of a comprehensive state and regional funding program for transit and highway improvements, including increases in state gas taxes and weight-mile tax, an increase in the state vehicle registration fee, increases in transit payroll taxes, planned imposition of a local option vehicle registration fee in the Portland region and a scheduled constitutional amendment to allow local vehicle registration fees restricted for highway purposes to be used for transit if approved by the local voters.
5. Extensive involvement of the business community to help shape priorities and support funding measures.
6. Close partnership between state, regional and local governments in the development and implementation of the program.

## Transit Plan

The Portland metropolitan area has placed a major priority emphasis on transit as a key component of the transportation improvement program. Key aspects include:

1. LRT - A 15-mile starter light rail corridor has been built; a 12-16 mile expansion on the Westside is in the preliminary engineering stages; further extensions are in the planning stages. Light rail represents a tool to provide high quality service to be more attractive to the customer, provide a more economical operating cost for high-capacity trunk routes and provide a catalyst for increased densities.
2. Transit Mall - Two parallel streets, 11 blocks each, have been dedicated as a transit mall in downtown Portland. This provides a convenient means of transferring between routes, improves operating speeds with a resultant reduction in operating cost, and is the focus for the highest density. In combination with a free fare zone in the downtown, it greatly facilitates downtown circulation.
3. Downtown Parking - New development is regulated to keep the number of parking spaces to a maximum number in the downtown area with a priority on short-term over long-term usage. This increases the incentive to use public transit in this area where the quality of service is the greatest.
4. Timed-Transfer Transit Station - Suburban bus service is oriented toward transit stations at key locations along the major trunk routes for access to downtown Portland with schedules coordinated to ease transfers.
5. Station Area Development - Densities are regulated in key transit station areas and downtown Portland to maximize transit-supportive land uses.

### New Rail Start Corridor Priorities

#### I. Westside Corridor Preliminary Engineering

The first priority for the region is the Westside Corridor from Portland to Hillsboro. Priority designation applies to federal, state and local funding, work program emphasis, and is the priority focus of attention locally, with UMTA, and with our Congressional delegation. Key issues include the following:

- A. Completion of PE/FEIS work to allow execution of a Full-Funding Agreement for the recommended Westside LRT project. The project should progress expeditiously



through the remainder of Preliminary Engineering/Final EIS in order to execute this contract by September 1991. Draft EIS, public hearing, Final EIS and local match commitments must be completed prior to execution.

- B. The Hillsboro extension of the Westside Corridor should proceed through Alternatives Analysis/Draft EIS requirements and Preliminary Engineering/Final EIS requirements within the same time frame in order to allow finalizing the overall project terminus decision (between Beaverton and Hillsboro) in the executed Full-Funding Agreement.
- C. The Westside Corridor Steering Committee and Project Management Committee will oversee the project, including the extension to Hillsboro, and develop a recommendation to each jurisdiction on the final project recommended for construction and the funding strategy.

## II. I-205/Milwaukie Corridor Alternatives Analysis

The FY 90 Transportation Appropriations Bill provides that:

"Upon initiation of alternatives analysis for the Eastside/I-5 and I-205 corridors by the Portland-Vancouver metropolitan area, UMTA is directed to approve Clark County, Washington and Oregon City, Oregon as the corridors' termini. Further, the conferees instruct UMTA to permit the Portland-Vancouver metropolitan area to proceed with the alternatives analysis/draft environmental impact statement for any portion of or for the entire length of the corridors without prejudice to any other project in the urbanized area."

In accordance with this language, it is the desire of the Portland metropolitan area to initiate Alternatives Analysis/DEIS activities in a portion of these corridors: I-205 and Milwaukie. The remaining portions are in Systems Planning: I-5 North to Clark County, Washington and I-205 North to Clark County, Washington.

Alternatives Analysis/Draft EIS and Preliminary Engineering/Final EIS requirements will be met while the Westside LRT is in construction in order to allow the next project to proceed to construction when the Westside LRT is complete.

- A. The Portland region should cautiously proceed to initiate the Alternatives Analysis/Draft EIS process for the I-205 and Milwaukie corridors. This work should be initiated and conducted in a manner that does

not jeopardize funding for the Westside Corridor in terms of priority emphasis with the Congressional delegation, UMTA and local staff work priorities.

- B. The I-205 and Milwaukie corridors should be pursued in a coordinated manner to account for the interrelationship between these corridors, their relative priority to the region and to identify which segments should be retained in the Regional Transportation Plan for long-range consideration and which should be advanced to Preliminary Engineering for short-term implementation. The full extent of both corridors will not be recommended for short-term implementation.
- C. The Milwaukie Corridor is the next priority for Section 3 funding (after the Westside LRT). The coordinated I-205/Milwaukie Alternatives Analyses will provide the basis for determining the role of these corridors in the long-term as well as short-term implementation recommendations. At that time, a decision will be made on whether federal funding is appropriate for the I-205 corridor.
- D. A joint Milwaukie/I-205 Planning Management Group will be organized to oversee these studies with policy input from JPACT.

### III. LRT Systems Planning

Further systems planning will be undertaken to establish a staging and financing strategy for the overall regional LRT system.

- A. Local criteria will be established and evaluated for each corridor (in addition to existing federal criteria) to determine corridor priorities for staging implementation of the overall system.
- B. Consideration will be given to the effect each segment has on other parts of the system, requirements for additions to the downtown component of the system, the need and timing for high-cost components (such as LRT fleet expansion, maintenance facilities and bridges) and the interrelationship with regional bus service expansion.
- C. Bi-State transportation studies will be undertaken to evaluate the adequacy of the adopted Regional Transportation Plan for serving bi-state travel demands, the viability of LRT extensions into Clark County and alternative alignments in the I-5 North Corridor. These studies will provide the basis for whether or not

and when to initiate an Alternatives Analysis/Draft EIS. A Bi-State Technical Advisory Committee will oversee these studies with policy input from joint meetings of JPACT and the IRC Transportation Policy Committee.

ACC:mk  
FEDE0305.RPT  
03-05-90



# METRO

2000 SW First Avenue  
Portland, OR 97201-5398  
(503) 221-1646  
Fax 241-7417

February 6, 1990

The Honorable Mark Hatfield  
United States Senate  
711 Hart Senate Office Building  
Washington, D.C. 20510

Dear Senator ~~Hatfield~~: *Mark*

I would like to personally thank you for your participation and support for the Portland region's transportation program. As chairman of the Joint Policy Advisory Committee on Transportation (JPACT), I am keenly aware of the importance of your actions to the past success in implementing this program.

I would also like you to know that we are working very hard to hold together a regional consensus on the elements of this program and to clearly communicate the region's priorities. We understand that our ability to maintain a tight consensus and communicate it effectively affects your ability to help implement this program.

As I believe you understand, the regional consensus has been developed around a comprehensive transit and highway program which will require a broad set of local, regional, state and federal actions to implement. While the federal role in the program is very important, we are doing everything we can to help ourselves at the state, regional and local level as well. Major recent and upcoming components include:

- . federal appropriations for the Westside corridor to Hillsboro as the next regional LRT priority;
- . initiation of Alternatives Analysis in the I-205 and Milwaukie corridors to determine which segments should be the LRT priority after the Westside corridor;
- . federal highway appropriations to complete the Interstate Transfer Program;
- . restructuring of the Surface Transportation Act to address urban mobility in the upcoming post-Interstate era;

Executive Officer  
Rena Cusma

**Metro Council**

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District 10

David Knowles  
District 11

Senator Mark Hatfield  
February 6, 1990  
Page 2

- . increases in state gas taxes, vehicle and truck fees for state and local highway improvements;
- . inclusion of several major regional highway corridors in the state-funded "Access Oregon" program;
- . the upcoming imposition of a local option vehicle registration fee in the Portland region to fund LRT local match and regionwide arterial improvements;
- . the upcoming state Constitutional amendment to allow local voters to decide whether to use the local option vehicle registration fee on transit;
- . extension of the transit payroll tax so that local governments pay in addition to private employers now paying; and
- . local serial levies, improvement districts and urban renewal districts for various transportation improvements (most notably in Portland, Washington County and Clackamas County).

With the success of MAX, light rail expansion is an important part of the regional package. Our ability to expand MAX depends upon a concerted effort to obtain a federal funding commitment and secure state and regional funds for local match. Hence, our ability to move forward with any LRT expansion affects our ability to maintain a regional consensus on federal priorities and likewise the region's state legislative program and priorities for use of the local option vehicle registration fee. Unfortunately, we are not in a position to focus strictly on the region's number one priority, the Westside corridor, because local match for the Westside involves securing support from the state and the region, both having a much broader area of interest than just the Westside.

Under these circumstances, the regional consensus for light rail development has been very carefully crafted.

1. Regionwide support for MAX expansion is very high with interest in advancing construction being strong in a number of corridors. Technical studies have shown that expansion is or will be viable in the Sunset, Milwau-

kie, I-205, I-5 North and Barbur corridors. As such, development of a regional light rail system is the long range vision described in the Regional Transportation Plan.


2. The Westside corridor to Hillsboro is the region's number one priority. Although UMTA views this as two corridors under their "New Rail Starts" regulations, we view it as one corridor with a question on where the western terminus is to be located.
3. The Milwaukie corridor has long been designated the next regional priority after the Westside and we are interested in initiating Alternatives Analysis accordingly. In addition, we have taken advantage of our ability to withdraw the I-205 buslanes and are interested in initiating Alternatives Analysis in this corridor. Because of the partial overlap in how these corridors serve Clackamas County, we view this as one study to determine which segments should ultimately proceed to preliminary engineering and construction and which segments should be considered for federal funding. UMTA has advised us to pursue the Milwaukie and I-205 corridors as two separate Alternatives Analyses.
4. In December 1988, the Legislative Transportation Committee of the Washington legislature proposed a Columbia River Crossing study to look at a third bridge in the Portland region in locations west of I-5 or east of I-205. JPACT responded by agreeing to undertake further transportation studies in cooperation with Clark County but not to consider new highway bridges at this time. Rather, consideration of new highway bridges would not be entertained until the solution to bi-state travel needs had been met to the greatest extent possible with LRT and improvements to the existing system. Clark County and JPACT are studying the viability of LRT further, including alternatives across the Columbia River in the I-5 and I-205 corridors and extensions of these corridors into Clark County. JPACT and Clark County will face a decision at some time in the future on whether or not and when to initiate Alternatives Analysis in one of these corridors. If LRT is shown not to be a promising solution, pressure will return for consideration of a third highway bridge.

Senator Mark Hatfield  
February 6, 1990  
Page 4

In summary, I don't feel that the Portland region is "out of control" as recently asserted by UMTA. I recognize that JPACT is pursuing an aggressive transit/highway program in the Portland region, but I believe that is essential if the Portland region is going to maintain its strong economic vitality and avoid the degradation of the quality of life common in other fast-growing metropolitan areas due to urban gridlock. We are pursuing a number of major highway and arterial improvements at the same time and likewise are trying to make steady progress on at least two LRT corridors -- the Westside and a corridor to Clackamas County -- as steps toward a regional LRT system. We don't want to do anything to jeopardize federal funding for the Westside corridor, but would like to pursue the next corridor after the Westside through the Milwaukie/I-205 Alternatives Analysis. I also believe that good-faith progress on the I-205 and Milwaukie corridors will enhance our chance of securing the local option vehicle registration fee and state funding necessary to provide the local match for the Westside corridor project.

Your help in implementing the JPACT consensus has been greatly appreciated in the past. Your help in maintaining the JPACT consensus in the future is also important. I am available to discuss this with you at your convenience.

Sincerely,



Mike Ragsdale, Chair  
Joint Policy Advisory Committee  
on Transportation

MR:mk



# METRO

2000 SW First Avenue  
Portland, OR 97201-5398  
(503) 221-1646  
Fax 241-7417

February 26, 1990

Brian W. Clymer  
Administrator  
Urban Mass Transportation Administration  
400 Seventh Street, SW  
Washington, DC 20590

Dear Mr. Clymer:

Thank you for meeting with me recently, and on behalf of the Portland region and the Joint Policy Advisory Committee on Transportation (JPACT), thank you for agreeing to a Portland visit. I look forward to making the arrangements for you to meet with local officials and learn more about our land use and transportation program.

I would like to take this opportunity to reiterate the region's LRT priorities as expressed in a series of JPACT actions over the past several years:

. Westside Corridor -- The Westside Corridor is clearly the state's and the region's number one priority. This has been the case since 1979 when it was established as the next priority after the Banfield LRT and has been reconfirmed on numerous occasions, most recently at the January 18, 1990 meeting of JPACT.

In 1979, when the Westside Alternatives Analysis was initiated, it was concluded that the segment from 185th Avenue to Hillsboro should also be advanced when land use plans and population and employment densities increased to the point where a light rail extension would be viable within a 15-year time frame. Based upon planning and development activity in the past decade, that time is now. JPACT has concurred that the Westside Corridor to Hillsboro is the region's number one priority -- first on May 11, 1989 when they agreed to pursue the Hillsboro segment; again in October 1989 when they approved the Unified Work Program and grant application for the Hillsboro Alternatives Analysis; and finally, on January 18, 1990 when they reconfirmed the region's LRT priorities.

Executive Officer  
Rena Cusma

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We view the Westside Corridor to Hillsboro as one corridor with a question remaining on where the western terminus will be located. The first segment from downtown Portland to 185th Avenue is in Preliminary Engineering and the second segment from 185th Avenue to Hillsboro has been requested for Alternatives Analysis. Both studies will evaluate short termini to assist in making the final decision on the scope of construction.

- . I-205/Milwaukie Corridor -- The corridor from downtown Portland to Milwaukie has been designated the next corridor after the Westside since 1979 when the Westside was advanced to Alternatives Analysis. We are interested in advancing this corridor to Alternatives Analysis accordingly. In addition, we have taken advantage of our ability to withdraw the I-205 buslanes and are initiating Alternatives Analysis in this corridor. Because of the partial overlap in how these corridors serve Clackamas County, we view this as one study to determine which segments should ultimately proceed to Preliminary Engineering and construction and which segments should be considered for federal funding. We do not expect all the segments to be constructed in the short term. UMTA has advised us to pursue this as two separate Alternatives Analyses although we view them as one study.
- . Bi-State Corridors -- The Portland region has agreed with Clark County, Washington, to do Systems Planning for LRT in the I-5 and I-205 Corridors across the Columbia River between Oregon and Washington. This is being studied in lieu of a controversial third highway bridge proposal. Although the FY '90 Appropriations Bill permits initiation of Alternatives Analysis in the I-5/I-205 Corridor to Clark County, Washington, it is not our intent to do so at this time.
- . Regional LRT System -- The Regional Transportation Plan defines a long range vision for an LRT system in the Portland region. Further local planning is underway, particularly by the City of Portland and Metro, to refine this vision, determine the viability of LRT in each corridor and establish an overall staging plan. This is particularly important to aid in determining changes in land use plans to improve the long-term viability of LRT in these corridors.

Brian W. Clymer, Administrator  
February 26, 1990  
Page 3

In summary, the region's LRT priorities are clear -- the Westside Corridor to Hillsboro is the number one priority and we wish to initiate Alternatives Analysis in the I-205/Milwaukie Corridor to determine which segments should proceed to Preliminary Engineering and construction after the Westside Corridor. These priorities are being followed for purposes of seeking federal funds, state matching funds and imposition of a local option vehicle registration fee for matching funds at the regional level. As we discussed in our recent meeting, I look forward to UMTA's assistance in meeting these priorities and your visit.

Sincerely,



Mike Ragsdale, Chair  
Joint Policy Advisory  
Committee on Transportation

MR:mk

cc: Senator Mark Hatfield  
Congressman Les AuCoin  
✓JPACT



**INTERGOVERNMENTAL**

**RESOURCE CENTER**

1351 Officers' Row  
Vancouver, Washington 98661  
(206) 699-2361  
Fax (206) 696-1847

Executive Director  
Gilbert O. Mallery

March 6, 1990

Mr. Mike Ragsdale, Chair  
Joint Policy Advisory Committee  
on Transportation  
Metropolitan Service District  
2000 S.W. First Avenue  
Portland, Oregon 97201-5398

Dear Mike:

This is to inform you that for the March 8 JPACT meeting the voting members from the State of Washington will be Scott Collier, City of Vancouver, Gary Demich, Washington Department of Transportation, and Les White, C-TRAN.

I am notifying you of the State of Washington's JPACT members according to article IV, section 2-F of the JPACT bylaws. Unless indicated in writing to you, the State of Washington's usual representation will include Dave Sturdevant, Clark County (the County's alternate is Les White), Scott Collier, City of Vancouver (the City's alternate is also Les White), and Gary Demich, Washington Department of Transportation (WSDOT's alternate is Keith Ahola).

I appreciate your assistance in this matter.

Sincerely,



Gil Mallery  
Executive Director

GM:la

cc: Dave Sturdevant  
Scott Collier  
Gary Demich  
Les White

COMMITTEE MEETING TITLE JPACT

DATE 3/8/90, 7:15 am

NAME

AFFILIATION

M- <u>Clifford Clark</u>	<u>City of Wash County</u>
M- <u>Paul Dejeant</u>	<u>Clackamas Co.</u>
M- <u>Scott A. Collier</u>	<u>City of Vancouver</u>
M- <u>Carter MacNeil</u>	<u>Port of Portland</u>
M- <u>Craig J. Tomnicki</u>	<u>City of Clackamas County</u>
M- <u>Jim Gardner</u>	<u>Metro</u>
M- <u>Les White</u>	<u>C-TRAN</u>
M- <u>Gregory Van Buren</u>	<u>Metro</u>
M- <u>Marge Schmunk</u>	<u>City of Mult. County</u>
M- <u>Gary Demch</u>	<u>WSDOT</u>
M- <u>Richard Anderson</u>	<u>Mult. Co.</u>
M- <u>John</u>	<u>Tri/Met</u>
M- <u>Earl Blumenauer</u>	<u>PORTLAND</u>
MA- <u>Don Adams</u>	<u>ODOT</u>
M- <u>Mike Rogdole</u>	<u>METRO</u>
S- <u>Andy Colgan</u>	<u>Metro</u>
✓ G- <u>Bebe Rucker</u>	<u>Port of Portland</u>
✓ G- <u>Rodger Clawson</u>	<u>City of Gresham</u>
✓ G- <sup>(act.)</sup> <u>Jessie McRobert</u>	<u>" " "</u>
✓ G- <u>Dean Lookingbill</u>	<u>IRC</u>
✓ G- <u>Al Mallery</u>	<u>IRC</u>
✓ G- <u>Howard Harris</u>	<u>DEF</u>
✓ G- <u>Barrow Emerson</u>	<u>City of Portland</u>
M- <u>Bonnie Hays</u>	<u>Wash. Co.</u>

