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## Meeting Notes 1991-06-13

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: June 13, 1991

Day: Thursday

Time: 7:15 a.m.

Place: Metro, Conference Room 440

- \* 1. MEETING REPORT OF MAY 9, 1991 - APPROVAL REQUESTED.
- \* 2. RESOLUTION NO. 91-1462 - TRANSFERRING INTERSTATE TRANSFER FUNDS FROM THE MCLOUGHLIN BOULEVARD PROJECT TO THE HAWTHORNE BRIDGE PROJECT - APPROVAL REQUESTED - Andy Cotugno.
- \* 3. RESOLUTION NO. 91-1463 - AMENDING THE TIP ANNUAL ELEMENT TO INCLUDE FEDERAL FUNDING FOR THE WESTSIDE LRT PROJECT TO HILLSBORO - APPROVAL REQUESTED - Andy Cotugno.
- \* 4. REVIEW OF PRIORITIES FOR THE ODOT 1993-98 SIX-YEAR HIGHWAY IMPROVEMENT PROGRAM - DISCUSSION - Andy Cotugno.

\*Material enclosed.

PLEASE 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: JULY 11, 1991 - 7:15 A.M.

## MEETING REPORT

DATE OF MEETING: May 9, 1991

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

PERSONS ATTENDING: Members: Chair David Knowles, Richard Devlin and George Van Bergen, Metro Council; Pauline Anderson, Multnomah County, Earl Blumenauer, City of Portland, Clifford Clark (alt.), Cities of Washington County; Mike Thorne, Port of Portland; Gary Demich, WSDOT; Bob Bothman, ODOT; Steve Greenwood (alt.), DEQ; Jim Cowen, Tri-Met; Ron Hart, City of Vancouver; Bob Liddell, Cities of Clackamas County; Roy Rogers, Washington County; and Dave Sturdevant, Clark County

Guests: Bruce Warner, Washington County; Bebe Rucker, Port of Portland; Ted Spence, Mike Wert and Bill Ciz, ODOT; Carter MacNichol (JPACT alt.), Port of Portland; Keith Ahola (JPACT alt.), WSDOT; Gil Mallery, Clark County IRC; Rod Sandoz and Tom Vanderzanden, Clackamas County; Howard Harris, DEQ; Bob Brannan, Parsons, Brinckerhoff, Quade & Douglas; Rick Root, City of Beaverton; Robert Greening, Meeky Blizzard and Dave Stewart, STOP; Steve Dotterer and Grace Crunican, City of Portland; G.B. Arrington, Tri-Met; Susie Lahsene, Multnomah County; and Les White (JPACT alt.), C-TRAN

Staff: Andy Cotugno, Leon Skiles, Karen Thackston, and Lois Kaplan, Secretary

MEDIA: Eric Herst, Daily Journal of Commerce

### SUMMARY:

The meeting was called to order and a quorum declared by Chair David Knowles. Mike Thorne, the new Director of the Port of Portland, was introduced and welcomed to JPACT.

### MEETING REPORT

Referencing page 5 of the April 11 meeting report, Bob Bothman indicated that his comments under the "1st Motion to Amend" should have reflected that the Oregon Transportation Commission had committed to the provisions of Amendment No. 1 but not any of the additional "wish list." The minutes will be amended to read:

"Bob Bothman indicated that the Oregon Transportation Commission has taken a different position on this in that they are have not committed to ~~it on a~~ the "wish" list."

In addition, he noted that the comments on the second to last line on page 7 should not have been attributed to him but perhaps to Fred Hansen.

Action Taken: The April 11 meeting report was approved as amended.

RESOLUTION NO. 91-1442 - AMENDING THE TIP AND ITS ANNUAL ELEMENT BY REVISIONS TO TRI-MET'S SECTION 3 DISCRETIONARY AND TRADE PROGRAMS

Andy Cotugno reviewed the Staff Report/Resolution to amend the TIP, noting the concerns raised by TPAC at its April 26 meeting. TPAC members asked that Tri-Met consider higher standards for both noise and air pollution emission levels in its future bus purchases. Also suggested were electric trolley buses and dual-mode buses (diesel and electric) for replacement of the 86 articulated buses.

Action Taken: Roy Rogers moved, seconded by Ron Hart, to recommend approval of Resolution No. 91-1442, amending the Transportation Improvement Program and its Annual Element by revising Tri-Met's Section 3 Discretionary and Trade programs.

In discussion on the motion, Pauline Anderson questioned whether consideration had been given to "visual" pollution when the first alternative fuel buses will be on the ground. She stated that the negative effects of electric wires required with trolley buses must also be considered.

Jim Cowen indicated that Tri-Met is reluctant to move into a fleet that is unproven or until the technology is perfected. Two vehicles of the present fleet have been altered for experimental purposes and 10 will be in operation when the order is completed. He cited maintenance and fuel needs as considerations in such a purchase.

The motion PASSED unanimously.

RESOLUTION NO. 91-1440 - ENDORSING DEMONSTRATION GRANTS FOR MANAGEMENT OF TRANSPORTATION MOBILITY

Andy Cotugno highlighted the two proposed demonstration grants and the merits of each: 1) a multi-modal service delivery system

with fixed route transit service; and 2) an areawide traffic management system for freeways and major arterials with an incident-response system.

In discussion on the multi-modal service system, the question was raised as to whether it entailed park-and-ride lots or home service pick-up because of the air quality benefits derived when fewer autos are being driven. The response was that it involved home pick-up.

Mike Thorne spoke of expansion at the Portland International Airport and interest in defining the limits of the monitored area for closed-circuit television surveillance of the I-84 and I-205 freeways.

Action Taken: Councilor Devlin moved, seconded by Commissioner Anderson, to recommend approval of Resolution No. 91-1440, endorsing demonstration grants for management of transportation mobility. Motion PASSED unanimously.

#### I-205/MILWAUKIE AND I-5 NORTH LRT STUDY AGREEMENT

This agreement for an LRT strategy for high-capacity transit studies resulted from concerns raised in a series of discussions and variations on such a document and the need to set priorities for communicating with our Congressional delegation.

Andy Cotugno highlighted the statement that defines the next LRT's terminus in Clackamas County and the two corridors to be considered; how to pursue the pre-Alternatives Analysis and which corridors and which pieces should proceed into Alternatives Analysis; how to address LRT into Clark County and the process to be established; how to coordinate these studies on a concurrent schedule and the study methodologies to be integrated; how to proceed and the process for implementation with cooperation of UMTA; the need to protect the I-205 buslane funds in the Surface Transportation Act; and the need for JPACT approval prior to pursuing any federal funds.

Andy explained that the jurisdictions that have the most direct interest and impact are recommending the approach described in the statement presented.

Chair Knowles thanked Commissioner Lindquist for his efforts in formulating this agreement and helping to resolve any disagreements. Tom VanderZanden presented a statement on Commissioner Lindquist's behalf, extending his appreciation on commitment to the corridor to the south, his eagerness to get on with the

commitment from UMTA's Brian Clymer, being encouraged about the ability to find a better future for their neighbors to the north and his excitement about the possibilities it creates.

Action Taken: Councilman Hart moved, seconded by Commissioner Blumenauer, to adopt the recommendations as presented.

In discussion on the motion, Councilor Devlin suggested proceeding with this recommendation in the form of a resolution inasmuch as it can be more easily codified for use by Metro Council.

In a friendly amendment to the motion, it was recommended that the agreement serve as an attachment to a resolution drafted by staff and advanced to the Metro Council.

The motion, as amended, PASSED unanimously.

Commissioner Sturdevant spoke of the need for JPACT to receive quarterly updates on this work as it progresses. Commissioner Blumenauer liked the methodology used and concurred in the need to revisit this issue several times a year and, where multiple jurisdictions are involved, to obtain group sign-off so the project can move forward. Councilman Hart requested a copy of the resolution for presentation to the Clark County Intergovernmental Resource Center.

RESOLUTION NO. 91-1441 - INITIATING THE PUBLIC INVOLVEMENT PROCESS AND ADOPTING THE PURPOSE AND NEED STATEMENT FOR THE WESTERN BYPASS STUDY

Andy Cotugno reviewed the Staff Report/Resolution on the Purpose and Need Statement for the Western Bypass Study, noting the STOP commentary mailed out prior to the JPACT meeting. This resolution deals with the public involvement process, adoption of the Purpose and Need Statement, definition of the strategies and alternatives to be considered, selection and endorsement of a series of alternatives, and endorsement of assumptions and methodologies. At its April 26 meeting, TPAC recognized the need for a strategy to be developed in addressing all major regional transportation projects in light of changing policies created by RUGGO, the LCDC Transportation Rule and the new Surface Transportation Act. Concern was expressed that the Statement of Purpose and Needs is not consistent with those changing goals. Resolves 5 through 8 of the resolution were developed to reflect those concerns.

Motion: Councilor Van Bergen moved, seconded by Bob Liddell, to recommend approval of Resolution No. 91-1441, initiating the

public involvement process and adopting the Purpose and Need Statement for the Western Bypass Study.

Chair Knowles opened the meeting for public comment.

Dave Stewart, a member of STOP and a participant on the Western Bypass's Citizens Advisory Committee, noted that he cast the dissenting vote on the Citizens Advisory Committee. His comments centered on their opinion that ODOT misinterprets and misrepresents the figures; the predominance of short-term urban traffic in Washington County; the fact that the document assumes no changes in transportation patterns for the next 20 years; that the document does not address the federal Clean Air Act, the new LCDC Transportation Rule, nor the water quality and wetlands issues; and the feeling that it does not address its own goals and objectives.

Meeky Blizzard, a resident of the Tigard area and a member of STOP, commented that the Purpose and Need Statement does not address the current regional thinking and emphasis on the need to get away from our dependency on autos; does not address current and federal regulations such as the Transportation Planning Rule and the Clean Air Act; and does not address the goals of the Regional Transportation Plan nor the goals and objectives addressed at the public workshops and advisory committee meetings that included "reduced reliance on the automobile." STOP recommends that the Statement of Purpose and Need be returned to ODOT for rewrite.

Chair Knowles then closed the public comment portion of the meeting.

Commissioner Rogers distributed a copy of a Washington County Transportation Coordinating Committee memo outlining its concerns with regard to the language contained in Resolve 7 (dealing with "consult with TPAC on the evaluation criteria") and Resolve 8 (pertaining to its clarity and dealing with "...all major regional transportation projects..."). The WCTCC felt that Resolve 8 should be considered in a broader context and as a separate action at a future JPACT meeting. Clifford Clark indicated that the Cities of Washington County shared the same concerns as the WCTCC.

1st Motion to Amend: Bob Bothman moved, seconded by Clifford Clark, to amend Resolve 7 of Resolution No. 91-1441 by striking the words "consult with TPAC" and substituting the words presented to TPAC. Following further discussion, however, the

motion and its second were withdrawn.

Mike Wert noted that the evaluation criteria developing the Goals and Objectives were derived from four public meetings and a series of Citizens Advisory Committee meetings. The evaluation criteria was unanimously adopted by the CAC, Steering Group and the TAC and is specific to the project and the Goals and Objectives.

A discussion followed on whether or not to change the words "consult with TPAC," the concern raised about Resolve 7. Commissioners Blumenauer and Anderson and Councilor Devlin supported leaving the language status quo rather than making a change to the phrase presented to TPAC. They cited the need to have all the front-end activity (public input and evaluation) well documented in proceeding with this project because of recognized opposition and noted that further approval of this project would be made at the JPACT level. Mike Thorne also supported the status quo position because he did not wish to restrict the ability of anyone putting together the background and analysis for future review by JPACT.

Mike Wert responded that ODOT wants to deal with the issues as they are raised in the forefront of the study and would be happy to consult with TPAC as needed. Andy Cotugno felt that TPAC is the right place for such discussions when concerns are raised early in the process.

2nd Motion to Amend: Clifford Clark moved, seconded by Bob Liddell, to amend Resolution No. 91-1441 by deleting Resolve 8 and that appropriate Metro staff be directed to bring clarification to the issue of a strategy for dealing with all major transportation projects to be brought back to JPACT for further discussion.

In discussion on the proposed amendment, Andy Cotugno felt this was an issue that shouldn't get lost and should apply to a broader set of projects. Bob Bothman questioned how changing growth issues will be dealt with. Mike Wert responded that ODOT will address changes to projects based on changing land use policies and acknowledged that projects would be dealt with individually.

The motion to amend PASSED unanimously.

Commissioner Blumenauer felt that some of the RUGGO policies were not reflected in the document, that elements of the transportation plan are not incorporated and that 20 years of growth with



comprehensive plans has not been addressed. He questioned whether it should reflect changes taking place in the region with regard to RUGGO and the Transportation Rule. Andy Cotugno indicated that the next step is to evaluate how to deal with these problems.

Mike Wert noted that ODOT has met with all the affected jurisdictions seeking approval on basic assumptions, population/employment forecasts, and the modeling process based on assumptions used in the Regional Transportation Plan and the acknowledged land use plans.

In calling for the original motion, as amended, the motion PASSED unanimously.

#### SURFACE TRANSPORTATION ACT

Chair Knowles spoke of the activity in the U.S. Senate surrounding the reauthorization of the Surface Transportation Act and asked the Committee whether it wished to take a position on the legislation. Andy Cotugno then highlighted the highway component of the STA, noting that JPACT adopted a position in January of this year. As a result of that process, there is a component of the proposed highway bill that includes a set-aside for urban areas. A discussion followed on how money would be appropriated in the highway bill.

Andy highlighted the summary of the 1991 Surface Transportation Efficiency Act as introduced by Senator Moynihan, indicating that the need for flexibility is incorporated. The STEA includes the Surface Transportation Program, the Interstate Maintenance Program, the Congestion Mitigation and Air Quality Improvement Program, the Bridge Program, Interstate Completion, Interstate Substitution, and Metropolitan and State Planning Requirements. Andy noted that time is short as the Senate mark-up is scheduled for May 21.

Bob Bothman reported that the STA is in a state of flux and changing rapidly.

Action Taken: It was moved and seconded that Chair Knowles and Andy Cotugno be directed to work with the Congressional delegation and to solicit comments in developing a position on the Surface Transportation Act.

In discussion on the motion, Bob Bothman acknowledged that ODOT would not be opposed to an urban set-aside. He explained, however, that ODOT would be supportive of the bill that brings

JPACT  
May 9, 1991  
Page 8

the most amount of dollars to Oregon. He pointed out that Senator Moynihan's bill brings less dollars to Oregon in total but perhaps more to the region (approximately \$60 million). Andy noted that the urban set-aside represents half of the total funds that come to the state and 75 percent of those allocated on a formula basis to each urban and rural area; passage of the Moynihan bill would enable the region to use those funds for transit.

Andy indicated that there is a planning issue involved on whether the Portland region overrides the state plan as the regional plans would govern the state plans in this bill.

Motion PASSED unanimously.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma  
Dick Engstrom  
JPACT Members

**JPACT MEMBERS, PLEASE NOTE CHANGES IN UPCOMING MEETINGS:**

1. The July JPACT meeting will be held at 7:15 a.m. on Thursday, July 11, at Metro in Conference Room 440 as per our usual schedule. Please note that this is NOT THE joint JPACT/IRC meeting as previously announced.
2. The August JPACT meeting is canceled.
3. The September JPACT meeting will be delayed one week in order to reschedule the joint JPACT/IRC meeting at the Oregon Convention Center. Please mark your calendar for September 19, 1991 at 7:15 a.m.

## STAFF REPORT

### CONSIDERATION OF RESOLUTION NO. 91-1462 FOR THE PURPOSE OF TRANSFERRING INTERSTATE TRANSFER FUNDS FROM THE MCLOUGHLIN BOULEVARD PROJECT TO THE HAWTHORNE BRIDGE PROJECT

Date: May 21, 1991

Presented by: Andrew Cotugno

## PROPOSED ACTION

This resolution would transfer Interstate Transfer funds in the amount of \$2.0 million from the McLoughlin Boulevard project to the Hawthorne Bridge transition structure project. It would complete the funding to allow this bridge project to proceed and reduce the potential for lapsing of Interstate Transfer funds caused by the delay to 1992 in obligating McLoughlin Boulevard project funds.

TPAC has reviewed the proposed funding transfer from the McLoughlin Boulevard project to the Hawthorne Bridge project and recommends approval of Resolution No. 91-1462.

## FACTUAL BACKGROUND AND ANALYSIS

In 1984, Multnomah County requested HBRR funds from the State for the replacement of the Hawthorne Bridge transition structure. Subsequently, in 1986, the State of Oregon and Multnomah County entered into an agreement to reconstruct the transition structure; this agreement provided full funding for the project to come from the HBRR program with appropriate local match. Since 1984, construction of the transition structure has been delayed due to lack of available HBRR funding. In June of 1988, the County received notice from the State that the HBRR funding allocation to the Hawthorne Bridge had been reduced by 64 percent. The County therefore has been allocated only \$1,040,000 of HBRR funding for construction of the \$5,000,000 transition structure replacement and has already spent some \$500,000 in County funds to keep the transition structure in an operable condition.

In May, 1990, Resolution No. 90-1275 authorized the transfer of \$1.7 million from the Scholls/Skyline project (ODOT) to the Hawthorne Bridge transition structure in order to meet the federal participation requirement of at least 50 percent. A commitment from ODOT to provide sufficient HBRR funds to fulfill the funding requirement on this project was requested.

The Hawthorne Bridge is estimated to cost some \$5.0 million in federal funds. Currently available is \$3.1 million composed of

FAU (exchanged in April, 1991 for the \$1.7 million Interstate Transfer funds) and Highway Bridge Replacement funds. The transfer of \$2.0 million of Interstate Transfer funds proposed in the resolution will make the project whole. The McLoughlin Boulevard project will be supplemented with state funds in an equivalent amount to the transfer. If provided by the new Surface Transportation Assistance Act, future HBRR funds will be set aside for use by the state to offset the use of the transferred funds.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 91-1462.

2. That the shift of Interstate Transfer funds off of the McLoughlin Boulevard project is subject to replacement with state funds in an equivalent amount.

3. That this action eliminates the need for additional HBRR funds on this project.

4. That the Transportation Improvement Program be amended to reflect these actions.

5. That the Council of the Metropolitan Service District hereby finds the project in accordance with the Regional Transportation Plan and hereby gives affirmative Intergovernmental Project Review approval.

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF TRANSFERRING ) RESOLUTION NO. 91-1462  
INTERSTATE TRANSFER FUNDS FROM )  
THE M'CLOUGHLIN BOULEVARD PROJECT ) Introduced by  
TO THE HAWTHORNE BRIDGE PROJECT ) David Knowles, Chair  
Joint Policy Advisory Com-  
mittee on Transportation

WHEREAS, In 1985, the Transportation Improvement Program (TIP) was amended to include the Hawthorne Bridge transition structure using Highway Bridge Replacement and Rehabilitation (HBRR) funds; and

WHEREAS, The State of Oregon has experienced cuts in HBRR funding and has reduced the original allocation to the Hawthorne Bridge project; and

WHEREAS, In June, 1990, Resolution No. 90-1275 authorized \$1.7 million of Interstate Transfer funds for use on the project in order to attain at least 50 percent federal participation; and

WHEREAS, An additional \$2.0 million is necessary to make the Hawthorne Bridge project whole; and

WHEREAS, ODOT seeks to proceed with the Hawthorne Bridge project; now, therefore,

BE IT RESOLVED,

That the Council of the Metropolitan Service District hereby declares:

1. That Federal-Aid Interstate Transfer funds in the amount of \$2.0 million be transferred to the Hawthorne Bridge project from the McLoughlin Boulevard project.

2. That the shift of Interstate Transfer funds off of the McLoughlin Boulevard project is subject to replacement with state funds in an equivalent amount.

3. That this action eliminates the need for additional HBRR funds on this project.

4. That the Transportation Improvement Program be amended to reflect these actions.

5. That the Council of the Metropolitan Service District hereby finds the project in accordance with the Regional Transportation Plan and hereby gives affirmative Intergovernmental Project Review approval.

ADOPTED by the Council of the Metropolitan Service District this \_\_\_\_ day of \_\_\_\_\_, 1991.

Tanya Collier, Presiding Officer



STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 91-1463 FOR THE PURPOSE OF AMENDING THE TRANSPORTATION IMPROVEMENT PROGRAM ANNUAL ELEMENT TO INCLUDE FEDERAL FUNDING FOR THE WESTSIDE LIGHT RAIL PROJECT TO 185TH AVENUE

Date: May 23, 1991

Presented by: Andrew Cotugno

PROPOSED ACTION

Adoption of Resolution No. 91-1463 amends the Transportation Improvement Program (TIP) and programs some \$489.5 million in 1990 dollars (\$376.1 million federal) for the Westside light rail extension to 185th Avenue with provision for a future amendment to include the Locally Preferred Alternative resulting from the Hillsboro Alternatives Analysis. Additionally, it recognizes that the TIP will be amended in the future as required to reflect detailed project costs and schedules as they become defined.

TPAC has reviewed this TIP amendment and recommends approval of Resolution No. 91-1463 acknowledging that further refinements to the attachment will be incorporated prior to consideration by JPACT and the Metro Council.

FACTUAL BACKGROUND AND ANALYSIS

On July 1, 1991, Tri-Met will be submitting a grant application to the Urban Mass Transportation Administration (UMTA) for constructing the Westside light rail. Approval of the grant by UMTA will enable funding final design, right-of-way acquisition, light rail vehicle procurement, construction and system improvements.

Major milestones which directly support the grant application and negotiations with UMTA for the terms of a Full-Funding Agreement (FFGA) have been accomplished:

- . In May 1990, the RTP was amended to recognize the Westside Corridor project to Hillsboro as the region's next priority for consideration of LRT construction.
- . In July 1990, a regional compact was initiated with state, regional shares and amounts of funding for the Westside LRT Corridor. Defined contributions were developed in the form of statewide and regionwide revenue sources to reflect statewide and regionwide benefits resulting from the project and contributions from jurisdictions representing residents, businesses and users directly benefiting from the project.

- . In September 1990, the vehicle for entering into an intergovernmental agreement regarding coordination of decision-making for the Westside Corridor project and Hillsboro project was initiated (subsequently amended in January 1991).
- . In November 1990, tri-county voters approved \$125 million (\$110 million for Westside LRT) in general obligation bonds for combining with funds from the state and local governments. These funds will provide the local match (25 percent) for federal funds (75 percent) in constructing the Westside Corridor LRT.
- . In spring 1991, consideration by the Oregon Legislature of HB 2128 providing the state's half of the local match for the Westside LRT is in progress; adoption is anticipated by July 1991. The Oregon Legislature adopted LC 2193 providing for a streamlined decision-making process to accommodate the September 30, 1991 deadline for entering into a Full-Funding Agreement with UMTA. The Supplemental Draft Environmental Impact Statement was published and work on the Final Environmental Impact Statement began.
- . In March and April 1991, in compliance with the requirements of UMTA, each governmental agency adopted the Locally Preferred Alternative (LPA). The Tri-Met Board of Directors adopted the final order defining the LPA in mid-April.

Exhibit A to the Resolution contains descriptive information in the form of project description, maps, budget information, and private enterprise documentation.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 91-1463.

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AMENDING THE ) RESOLUTION NO. 91-1463  
TRANSPORTATION IMPROVEMENT PROGRAM )  
ANNUAL ELEMENT TO INCLUDE FEDERAL ) Introduced by  
FUNDING FOR THE WESTSIDE LIGHT RAIL) David Knowles, Chair  
PROJECT TO 185TH AVENUE ) Joint Policy Advisory Com-  
 ) mittee on Transportation

WHEREAS, The Regional Transportation Plan (RTP) calls for a combination of highway improvements and major expansion of transit system capacity in the Westside Corridor; and

WHEREAS, Tri-Met will be submitting to the Urban Mass Transportation Administration (UMTA) a grant application for the Westside light rail extension to 185th Avenue; and

WHEREAS, Metro is currently evaluating the extension of light rail transit (LRT) to Hillsboro and other transit options as part of the Hillsboro Alternatives Analysis; and

WHEREAS, UMTA approval of this grant will fund final design, right-of-way acquisition, light rail vehicles, construction and system improvements for the light rail project; and

WHEREAS, Each governmental agency in the corridor area adopted the Locally Preferred Alternative (LPA); and

WHEREAS, Metro approved the Locally Preferred Alternative by Resolution No. 91-1424; now, therefore

BE IT RESOLVED,

1. That the Council of the Metropolitan Service District endorses Tri-Met's grant application as summarized in Exhibit A to the resolution.

2. That the Transportation Improvement Program and its Annual Element be amended to reflect Exhibit A allocations.

3. That the Council of the Metropolitan Service District finds that Tri-Met has complied with the requirements of the region's Private Enterprise Participation Policy as evidenced in Exhibit A.

4. That these actions are consistent with the Regional Transportation Plan and affirmative Intergovernmental Project Review is hereby given.

Tanya Collier, Presiding Officer

ACC:lmk  
91-1463.RES  
6-11-91



**TRI-MET**

4012 S.E. 17TH AVENUE  
PORTLAND, OREGON 97202

June 10, 1991



EXHIBIT A

Andy Cotugno  
Metropolitan Service District  
2000 SW First Avenue  
Portland, OR 97201-5398

Subject: TIP Amendment for Westside Light Rail Extension Project  
Second Revision

Dear Andy:

In response to comments from Pat Levine about the TIP amendment in process for the Westside Light Rail Extension Project, we are providing a revised Project Description and Budget for your presentation at the Transportation Planning Committee and JPACT meetings this week. The project description has been revised to distinguish that the SW 185th-Hillsboro extension is currently in an alternatives analysis phase and would be proposed for programming after a preferred alternative is selected. The budget has been decreased so as not to include a cost estimate for the Hillsboro extension at this time.

If you have any questions, please call Cynthia Weston, 238-4920.

Sincerely,

A handwritten signature in black ink, appearing to read "D. Capps".

Douglas L. Capps  
Executive Director  
Public Services Division

DLC:cwl  
Attachments

cc: G.B. Arrington  
Cynthia Weston  
Bob Post  
J.E. Cowen

## **TIP AMENDMENT**

### **for Westside Corridor Light Rail Project**

#### **I. Background**

The Regional Transportation Plan calls for a combination of highway improvements and major expansion of the transit system capacity in the westside corridor by 2005 as the region's first transportation priority. This grant will fund the final design, right-of-way acquisition, light rail vehicles, construction and system improvements for the Westside Corridor light rail project.

#### **II. Project Development**

In 1983 the Portland metropolitan area governments chose light rail transit (LRT) as the major component of transportation system improvements needed to accommodate travel demand in the westside corridor. This decision followed several years of studies that examined more than fifteen alternatives, including a busway, an expanded bus system, and several LRT alignments. The Sunset Highway (U.S. 26) was adopted as the preferred route.

In January, 1988, the preliminary engineering effort was reactivated, and work on a Supplemental Draft Environmental Impact Statement began. Eight government agencies (cities of Beaverton, Hillsboro and Portland, Metropolitan Service District, Oregon Department of Transportation, Multnomah County, Washington County, and Tri-Met) worked cooperatively in defining alternatives. A 24-member Citizens Advisory Committee (CAC) was appointed by the eight agencies to study alternatives and make recommendations for westside light rail and highway improvements. The goals for the transportation changes are to optimize the transportation system, be environmentally sensitive while reflecting community values, and to remain fiscally responsive.

The CAC met regularly for over two years and, with extensive public involvement, developed the initial recommendation for the Locally Preferred Alternative (LPA). Subsequently, the Project Management Group, composed of top staff personnel, and the Steering Group, composed of elected officials, concurred in the CAC's recommendations.

In January 1991 the Supplemental Draft Environmental Impact Statement was published, and work on the Final Environmental Impact Statement began. In March and April 1991, in compliance with the requirements of the Urban Mass Transportation Administration, each government agency adopted the Locally-Preferred Alternative (LPA). The Tri-Met Board of Directors adopted the final order defining the LPA on April 12.

#### **III. Project Description**

The LPA is approximately 11.5 miles long from downtown Portland to S.W. 185th Avenue. The alignment features twelve stations, five park-and-ride lots, and parking spaces for over 3,000 vehicles. Twenty-nine new light rail vehicles are needed.

An extension of 6.5 miles from S.W. 185th to downtown Hillsboro is presently in the alternatives analysis stage, and a final alignment has not been selected. Subject to the regional decision selecting the Preferred Alternative and compliance with all applicable environmental laws and procedures, Tri-Met intends to construct an additional operable segment to the Westside Light Rail Extension extending from SW 185th to the Transit Center in the City of Hillsboro. The estimated cost of the Hillsboro portion is not included in the overall project budget, but would be programmed in a future TIP amendment.

#### **A. Downtown**

Beginning at S.W. 11th Avenue, the present west terminus of the eastside light rail system, the existing trackway, auto lane, and sidewalk configurations of S.W. Morrison and S.W. Yamhill Streets are extended west to S.W. 18th Avenue. At S.W. 17th Avenue, the S.W. Morrison Street track would turn southwest through a city block to join the S.W. Yamhill Street track at S.W. 18th Avenue. The two tracks would turn south in the median of S.W. 18th Avenue, flanked by an auto travel lane, parking lane and sidewalk in each direction. At S.W. Jefferson, the tracks turn west onto the southside. The LRT alignment in this segment is entirely at grade. All intersections crossed by the LRT along S.W. Morrison and S.W. Yamhill are signalized. Along S.W. 18th Avenue, intersections at S.W. Morrison, S.W. Yamhill, S.W. Salmon, and S.W. Jefferson are signalized. Only emergency vehicles will be permitted to cross the tracks on S.W. 18th Avenue at S.W. Taylor, S.W. Main and S.W. Madison Streets. Stations will be located on S.W. Morrison and S.W. Yamhill Streets between S.W. 13th and 14th Avenues; on the blocks bounded by S.W. Morrison Street, S.W. 17th Avenue, S.W. Yamhill Street and S.W. 18th Avenue; and between S.W. 18th and 20th Avenues on S.W. Jefferson Street. No park-and-ride facilities will be provided at these stations.

West from S.W. 20th Avenue and S.W. Jefferson Street, the tracks occupy the southside of S.W. Jefferson Street entirely at grade. Light rail would follow a large radius along the southside of Canyon Road, descending below and passing under Canyon Road to the tunnel portal beyond.

#### **B. Canyon**

The twin-tube tunnel extends for approximately three miles under the West Hills to the vicinity of S.W. 76th Avenue on the north side of the Sunset Highway.

The alignment follows the northside of the Sunset Highway to the Highway 217 interchange, where it crosses Highway 217 on structure and under the westbound Sunset Highway-to-southbound Highway 217 ramp.

A station at the Washington Park Zoo will be located beneath the existing parking lot adjacent to the OMSI and Zoo entrances, and will be accessible by elevator.

### **C. U.S. Highway 26/217**

The tracks leave the Sunset Highway and pass under Sunset Highway to parallel the ramp from eastbound Sunset Highway to southbound Highway 217. The alignment then continues south along the westside of Highway 217 to approximately southwest Center Street. The tracks pass under S.W. Parkway, S.W. Wilshire Street, and S.W. Walker Road. The existing S.W. Cabot Street structure will be retained until a replacement facility is provided with the east/west arterial. A box structure to accommodate the LRT will be built under Cabot Street.

The Sunset Transit Center will be located at the northwest quadrant of the Sunset Highway/Highway 217 interchange. It will be a major station with off-street bus transfer facilities and a park-and-ride facility.

### **D. Beaverton (Highway 217 to S.W. Murray Boulevard)**

The alignment turns west from Highway 217 near S.W. Cabot Street, crosses S.W. 114th at grade, and runs west along the north edge of the Canyon Place Shopping Center and along the north side of the Beaverton Transit Center. The tracks then cross S.W. Lombard Avenue, approximately 600 feet north of S.W. Canyon Road, and continue west across S.W. Hall Boulevard and S.W. Watson Avenue. The crossings of S.W. 114th Avenue, S.W. 117th Avenue, S.W. Lombard Avenue, S.W. Hall Boulevard and S.W. Watson Avenue are all at grade. Stations are located at Beaverton Transit Center, S.W. Hocken Street and at S.W. Watson Avenue, with no park-and-ride facilities.

### **E. Murray Boulevard to S.W. 185th**

The LRT transitway crosses under S.W. Murray Boulevard at the existing overpass and follows existing Burlington-Northern Railroad right-of-way. The line terminates just west of 185th Avenue. All intersections west of S.W. Murray Boulevard are crossed at grade with gated protection.

Stations are located at S.W. Murray Boulevard, S.W. Merlo Road, S.W. 170th Avenue, and S.W. 185th Avenue. All stations in this segment have park-and-ride facilities and bus transfer connections. A westside maintenance and storage facility is located just east of S.W. 170th Avenue.

### **F. Related Highway Improvements**

In addition to the light rail line, over \$100 million in highway-related improvements are planned in the Sunset Highway Corridor between the Zoo and Highway 217. These changes will be managed by the Oregon Department of Transportation. Construction of highway improvements will be coordinated with construction of the light rail.



## **G. Mitigation**

The construction of the light rail line is expected to begin in 1993 and to be operational in late 1997. Plans to mitigate the environmental consequences of light rail are underway for the following: land use and economic development; displacements and relocation; neighborhoods; visual and aesthetic resources, air quality, noise and vibration; ecosystems; water quality and hydrology; energy; geology; historic, archaeological and parklands; and construction.

## **H. Cost Estimates**

Preliminary engineering estimates reflect a total project cost of \$489.5 million (1990 dollars). This estimate is subject to change due to updated cost estimates based on current selected design, completion of value engineering and costs associated with mitigation of impacts. Tri-Met is presently negotiating with UMTA the terms of a Full Funding Grant Agreement (FFGA) for the light rail project. Details are reflected on the accompanying budget.

**WESTSIDE CORRIDOR LIGHT RAIL PROJECT**

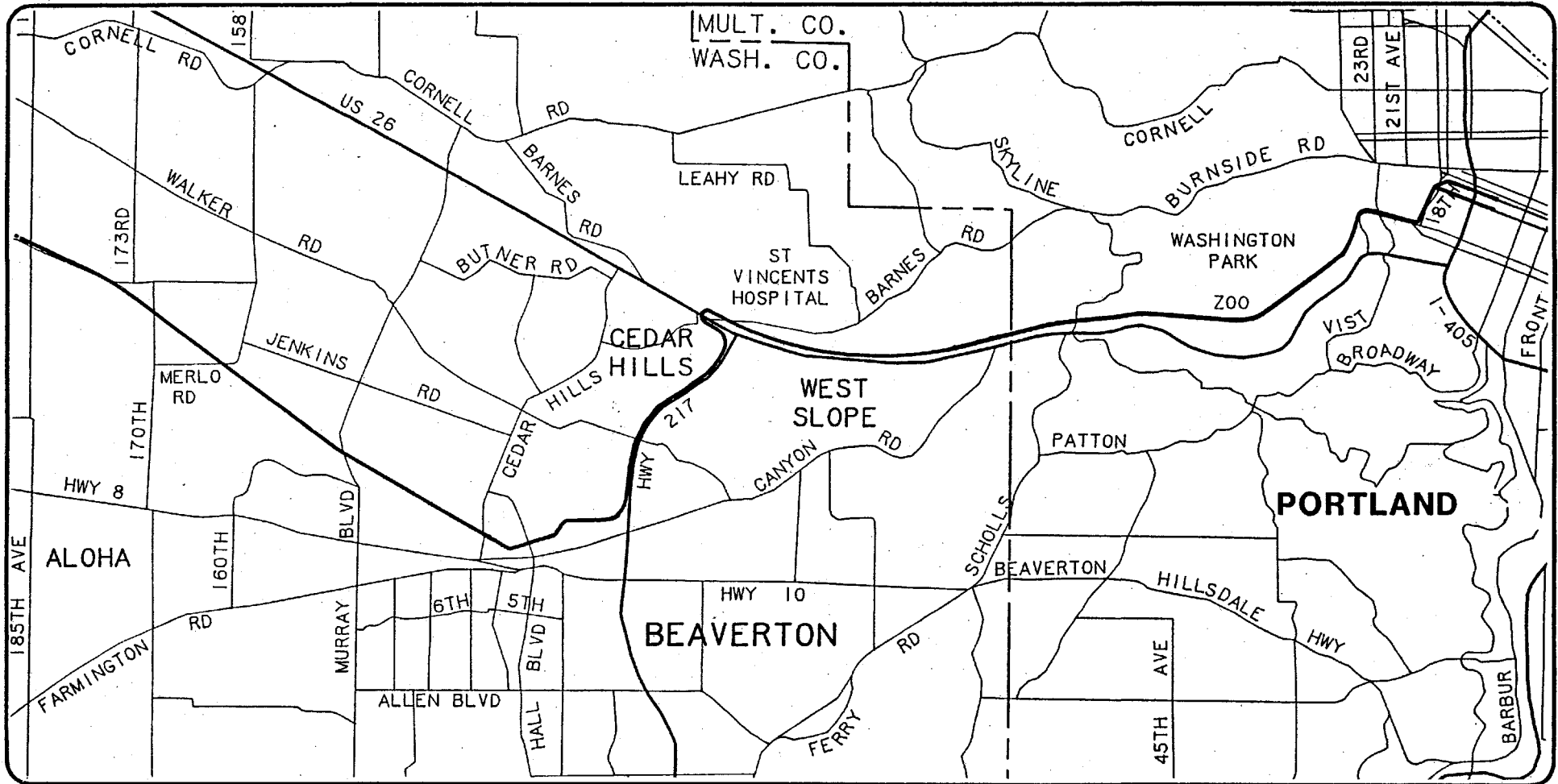
*S.W. 11th Avenue to S.W. 185th*

*(all amounts in millions, 1990 dollars)*

**REQUIREMENTS SUMMARY**

**RESOURCES SUMMARY**

<b>A. Cost Elements</b>	<b>Amount</b>	<b>A. Partnership Funding</b>	<b>Amount</b>
Right of Way	31.9		
Alignment preparation	87.3	UMTA (75%)	367.1
Tunnel	86.7		
Track Materials	10.5	Region (12.5%)	61.2
Electrification, Signals, Communications	38.1		
Stations and Park and Ride lots	41.1	State (12.5%)	61.2
Maintenance Facility and Equipment	16.2		
Light rail vehicles	58.2		
Engineering and Construction Management	89.6		
Design and Construction Contingency	29.9		
<b>TOTAL PROJECT REQUIREMENTS</b>	<b>489.5</b>	<b>TOTAL PROJECT RESOURCES</b>	<b>489.5</b>



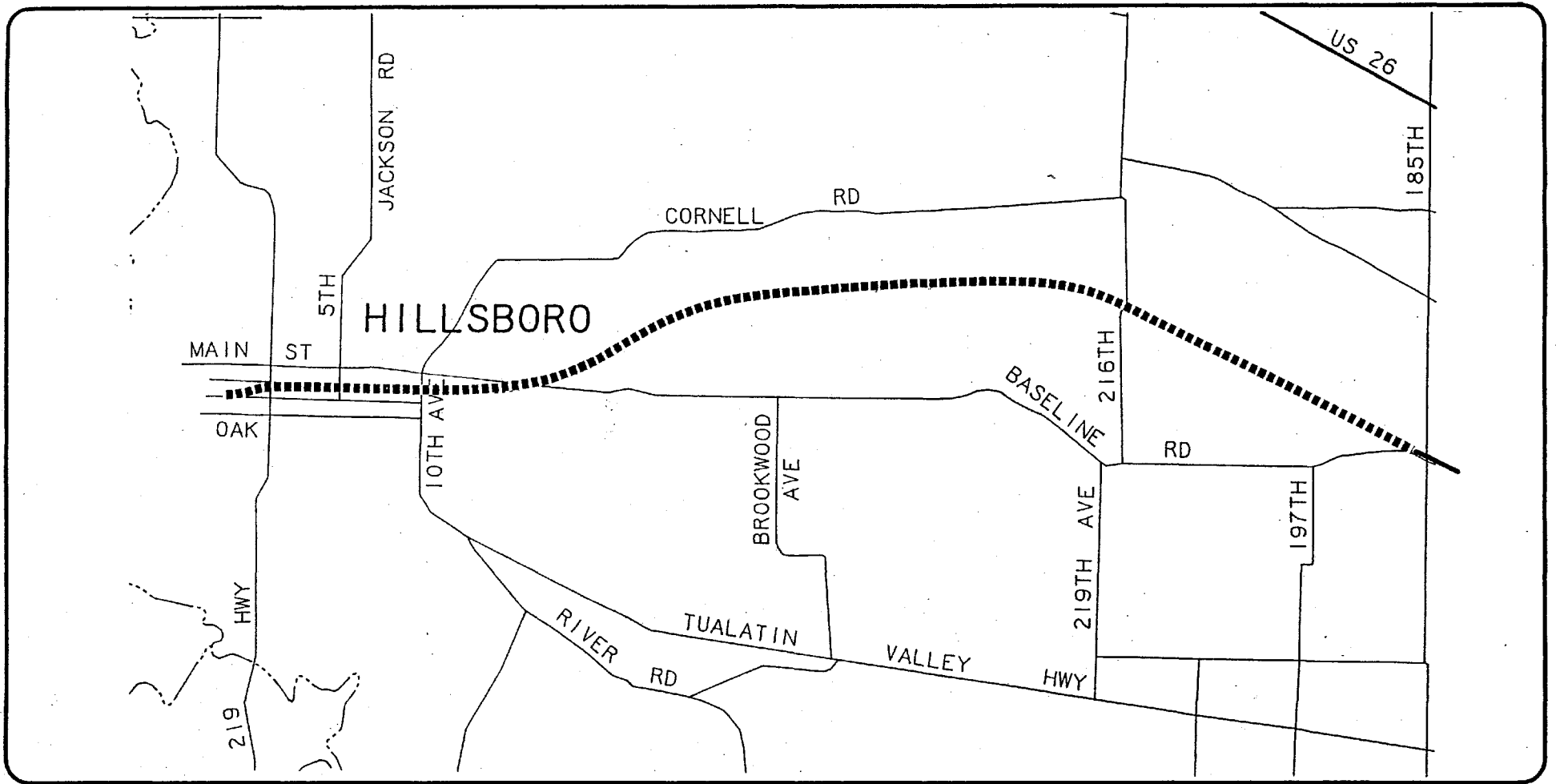
**LEGEND**

LRT ALIGNMENT ———



**WESTSIDE CORRIDOR PROJECT**

**PREFERRED LRT ALIGNMENT OPTION**



**LEGEND**

PROPOSED LRT ALIGNMENT - - - - -



**WESTSIDE CORRIDOR PROJECT**

PROPOSED LRT ALIGNMENT TO HILLSBORO

## STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 91-1463 FOR THE PURPOSE OF AMENDING THE TRANSPORTATION IMPROVEMENT PROGRAM ANNUAL ELEMENT TO INCLUDE FEDERAL FUNDING FOR THE WESTSIDE LIGHT RAIL PROJECT TO HILLSBORO

Date: May 23, 1991

Presented by: Andrew Cotugno

### PROPOSED ACTION

Adoption of Resolution No. 91-1463 amends the Transportation Improvement Program (TIP) and programs some \$944 million (\$681 million federal) for the Westside light rail extension to Hillsboro. Additionally, it recognizes that the TIP will be amended in the future as required to reflect detailed project costs and schedules as they become defined.

TPAC has reviewed this TIP amendment and recommends approval of Resolution No. 91-1463 acknowledging that further refinements to the attachment will be incorporated prior to consideration by JPACT and the Metro Council.

### FACTUAL BACKGROUND AND ANALYSIS

On July 1, 1991, Tri-Met will be submitting a grant application to the Urban Mass Transportation Administration (UMTA) for constructing the Westside light rail. Approval of the grant by UMTA will enable funding final design, right-of-way acquisition, light rail vehicle procurement, construction and system improvements. Included in the grant application is the estimated cost of the Hillsboro portion.

Major milestones which directly support the grant application and negotiations with UMTA for the terms of a Full-Funding Agreement (FFGA) have been accomplished:

- . In May 1990, the RTP was amended to recognize the Westside Corridor project to Hillsboro as the region's next priority for consideration of LRT construction.
- . In July 1990, a regional compact was initiated with state, regional shares and amounts of funding for the Westside LRT Corridor. Defined contributions were developed in the form of statewide and regionwide revenue sources to reflect statewide and regionwide benefits resulting from the project and contributions from jurisdictions representing residents, businesses and users directly benefiting from the project.

- . In September 1990, the vehicle for entering into an intergovernmental agreement regarding coordination of decision-making for the Westside Corridor project and Hillsboro project was initiated (subsequently amended in January 1991).
- . In November 1990, tri-county voters approved \$125 million (\$110 million for Westside LRT) in general obligation bonds for combining with funds from the state and local governments. These funds will provide the local match (25 percent) for federal funds (75 percent) in constructing the Westside Corridor LRT.
- . In spring 1991, consideration by the Oregon Legislature of HB 2128 providing the state's half of the local match for the Westside LRT is in progress; adoption is anticipated by July 1991. The Oregon Legislature adopted LC 2193 providing for a streamlined decision-making process to accommodate the September 30, 1991 deadline for entering into a Full-Funding Agreement with UMTA. The Supplemental Draft Environmental Impact Statement was published and work on the Final Environmental Impact Statement began.
- . In March and April 1991, in compliance with the requirements of UMTA, each governmental agency adopted the Locally Preferred Alternative (LPA). The Tri-Met Board of Directors adopted the final order defining the LPA in mid-April.

Exhibit A to the Resolution contains descriptive information in the form of project description, maps, budget information, and private enterprise documentation.

#### EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 91-1463.

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AMENDING THE ) RESOLUTION NO. 91-1463  
TRANSPORTATION IMPROVEMENT PROGRAM )  
ANNUAL ELEMENT TO INCLUDE FEDERAL ) Introduced by  
FUNDING FOR THE WESTSIDE LIGHT RAIL) David Knowles, Chair  
PROJECT TO HILLSBORO ) Joint Policy Advisory Com-  
mittee on Transportation

WHEREAS, The Regional Transportation Plan (RTP) calls for a combination of highway improvements and major expansion of transit system capacity in the Westside Corridor; and

WHEREAS, Tri-Met will be submitting to the Urban Mass Transportation Administration (UMTA) a grant application for the Westside light rail extension to Hillsboro; and

WHEREAS, UMTA approval of this grant will fund final design, right-of-way acquisition, light rail vehicles, construction and system improvements for the light rail project; and

WHEREAS, Each governmental agency in the corridor area adopted the Locally Preferred Alternative (LPA); and

WHEREAS, Metro approved the Locally Preferred Alternative by Resolution No. 91-1424; now, therefore

BE IT RESOLVED,

1. That the Council of the Metropolitan Service District endorses Tri-Met's grant application as summarized in Exhibit A to the resolution.
2. That the Transportation Improvement Program and its Annual Element be amended to reflect Exhibit A allocations.
3. That the Council of the Metropolitan Service

District finds that Tri-Met has complied with the requirements of the region's Private Enterprise Participation Policy as evidenced in Exhibit A.

4. That these actions are consistent with the Regional Transportation Plan and affirmative Intergovernmental Project Review is hereby given.

Tanya Collier, Presiding Officer





4012 S.E. 17TH AVENUE  
PORTLAND, OREGON 97202

June 3, 1991

Andy Cotugno  
Metropolitan Service District  
2000 SW First Avenue  
Portland, OR 97201-5398

Subject: TIP Amendment for Westside Light Rail Extension Project  
Revisions to Project Description

Dear Andy:

Attached please find a revised project description for the Westside Light Rail Extension Project which incorporates the changes requested at the May 31, 1991 TPAC meeting. For simplicity we have sent a complete set of attachments, although changes were made only to parts A, C, and F of the Project Description.

If you have any questions, please call Cynthia Weston, 238-4920.

Sincerely,

A handwritten signature in black ink, appearing to read "Douglas L. Capps", written over a horizontal line.

Douglas L. Capps  
Executive Director  
Public Services Division

DLC:cwl  
Attachments

cc: G.B. Arrington, Tri-Met  
Sandy Bradley, Tri-Met  
Cynthia Weston, Tri-Met  
Steve Dotterrer, City of Portland  
Rick Root, City of Beaverton

## **TIP AMENDMENT**

### **for Westside Corridor Light Rail Project**

#### **I. Background**

The Regional Transportation Plan calls for a combination of highway improvements and major expansion of the transit system capacity in the westside corridor by 2005 as the region's first transportation priority. This grant will fund the final design, right-of-way acquisition, light rail vehicles, construction and system improvements for the Westside Corridor light rail project.

#### **II. Project Development**

In 1983 the Portland metropolitan area governments chose light rail transit (LRT) as the major component of transportation system improvements needed to accommodate travel demand in the westside corridor. This decision followed several years of studies that examined more than fifteen alternatives, including a busway, an expanded bus system, and several LRT alignments. The Sunset Highway (U.S. 26) was adopted as the preferred route.

In January, 1988, the preliminary engineering effort was reactivated, and work on a Supplemental Draft Environmental Impact Statement began. Eight government agencies (cities of Beaverton, Hillsboro and Portland, Metropolitan Service District, Oregon Department of Transportation, Multnomah County, Washington County, and Tri-Met) worked cooperatively in defining alternatives. A 24-member Citizens Advisory Committee (CAC) was appointed by the eight agencies to study alternatives and make recommendations for westside light rail and highway improvements. The goals for the transportation changes are to optimize the transportation system, be environmentally sensitive while reflecting community values, and to remain fiscally responsive.

The CAC met regularly for over two years and, with extensive public involvement, developed the initial recommendation for the Locally Preferred Alternative (LPA). Subsequently, the Project Management Group, composed of top staff personnel, and the Steering Group, composed of elected officials, concurred in the CAC's recommendations.

In January 1991 the Supplemental Draft Environmental Impact Statement was published, and work on the Final Environmental Impact Statement began. In March and April 1991, in compliance with the requirements of the Urban Mass Transportation Administration, each government agency adopted the Locally-Preferred Alternative (LPA). The Tri-Met Board of Directors adopted the final order defining the LPA on April 12.

#### **III. Project Description**

The LPA is approximately 11.5 miles long from downtown Portland to S.W. 185th Avenue. The alignment features twelve stations, five park-and-ride lots, and parking spaces for over 3,000 vehicles. Twenty-nine new light rail vehicles are needed.

An extension of 6.5 miles from S.W. 185th to downtown Hillsboro is presently in the alternatives analysis stage, and a final alignment has not been selected. The estimated cost of the Hillsboro portion is included in the overall project budget.

#### **A. Downtown**

Beginning at S.W. 11th Avenue, the present west terminus of the eastside light rail system, the existing trackway, auto lane, and sidewalk configurations of S.W. Morrison and S.W. Yamhill Streets are extended west to S.W. 18th Avenue. At S.W. 17th Avenue, the S.W. Morrison Street track would turn southwest through a city block to join the S.W. Yamhill Street track at S.W. 18th Avenue. The two tracks would turn south in the median of S.W. 18th Avenue, flanked by an auto travel lane, parking lane and sidewalk in each direction. At S.W. Jefferson, the tracks turn west onto the southside. The LRT alignment in this segment is entirely at grade. All intersections crossed by the LRT along S.W. Morrison and S.W. Yamhill are signalized. Along S.W. 18th Avenue, intersections at S.W. Morrison, S.W. Yamhill, S.W. Salmon, and S.W. Jefferson are signalized. Only emergency vehicles will be permitted to cross the tracks on S.W. 18th Avenue at S.W. Taylor, S.W. Main and S.W. Madison Streets. Stations will be located on S.W. Morrison and S.W. Yamhill Streets between S.W. 13th and 14th Avenues; on the blocks bounded by S.W. Morrison Street, S.W. 17th Avenue, S.W. Yamhill Street and S.W. 18th Avenue; and between S.W. 18th and 20th Avenues on S.W. Jefferson Street. No park-and-ride facilities will be provided at these stations.

West from S.W. 20th Avenue and S.W. Jefferson Street, the tracks occupy the southside of S.W. Jefferson Street entirely at grade. Light rail would follow a large radius along the southside of Canyon Road, descending below and passing under Canyon Road to the tunnel portal beyond.

#### **B. Canyon**

The twin-tube tunnel extends for approximately three miles under the West Hills to the vicinity of S.W. 76th Avenue on the north side of the Sunset Highway.

The alignment follows the northside of the Sunset Highway to the Highway 217 interchange, where it crosses Highway 217 on structure and under the westbound Sunset Highway-to-southbound Highway 217 ramp.

A station at the Washington Park Zoo will be located beneath the existing parking lot adjacent to the OMSI and Zoo entrances, and will be accessible by elevator.

#### **C. U.S.Highway 26/217**

The tracks leave the Sunset Highway and pass under Sunset Highway to parallel the ramp from eastbound Sunset Highway to southbound Highway 217. The alignment then continues south along the westside of Highway 217 to approximately southwest Center Street. The tracks pass under S.W. Parkway, S.W. Wilshire Street, and S.W. Walker

Road. The existing S.W. Cabot Street structure will be retained until a replacement facility is provided with the east/west arterial. A box structure to accommodate the LRT will be built under Cabot Street.

The Sunset Transit Center will be located at the northwest quadrant of the Sunset Highway/Highway 217 interchange. It will be a major station with off-street bus transfer facilities and a park-and-ride facility.

#### **D. Beaverton (Highway 217 to S.W. Murray Boulevard)**

The alignment turns west from Highway 217 near S.W. Cabot Street, crosses S.W. 114th at grade, and runs west along the north edge of the Canyon Place Shopping Center and along the north side of the Beaverton Transit Center. The tracks then cross S.W. Lombard Avenue, approximately 600 feet north of S.W. Canyon Road, and continue west across S.W. Hall Boulevard and S.W. Watson Avenue. The crossings of S.W. 114th Avenue, S.W. 117th Avenue, S.W. Lombard Avenue, S.W. Hall Boulevard and S.W. Watson Avenue are all at grade. Stations are located at Beaverton Transit Center, S.W. Hocken Street and at S.W. Watson Avenue, with no park-and-ride facilities.

#### **E. Murray Boulevard to S.W. 185th**

The LRT transitway crosses under S.W. Murray Boulevard at the existing overpass and follows existing Burlington-Northern Railroad right-of-way. The line terminates just west of 185th Avenue. All intersections west of S.W. Murray Boulevard are crossed at grade with gated protection.

Stations are located at S.W. Murray Boulevard, S.W. Merlo Road, S.W. 170th Avenue, and S.W. 185th Avenue. All stations in this segment have park-and-ride facilities and bus transfer connections. A westside maintenance and storage facility is located just east of S.W. 170th Avenue.

#### **F. S.W. 185th to Hillsboro**

A locally preferred alternative for the extension of westside light rail to Hillsboro is under development. Currently, stations are planned for the Oregon Graduate Center, Orenco, Hawthorn Farm, the Fairgrounds, Sewell, Main, and Cornell. Three alignment options are possible for Central Hillsboro between Cornell and the terminus at Adams Street, between Washington and Main. Park-and-ride facilities would be located at the Oregon Graduate Station, Orenco Station, the Fairgrounds Station, and a new Hillsboro Transit Center in downtown Hillsboro.

#### **G. Related Highway Improvements**

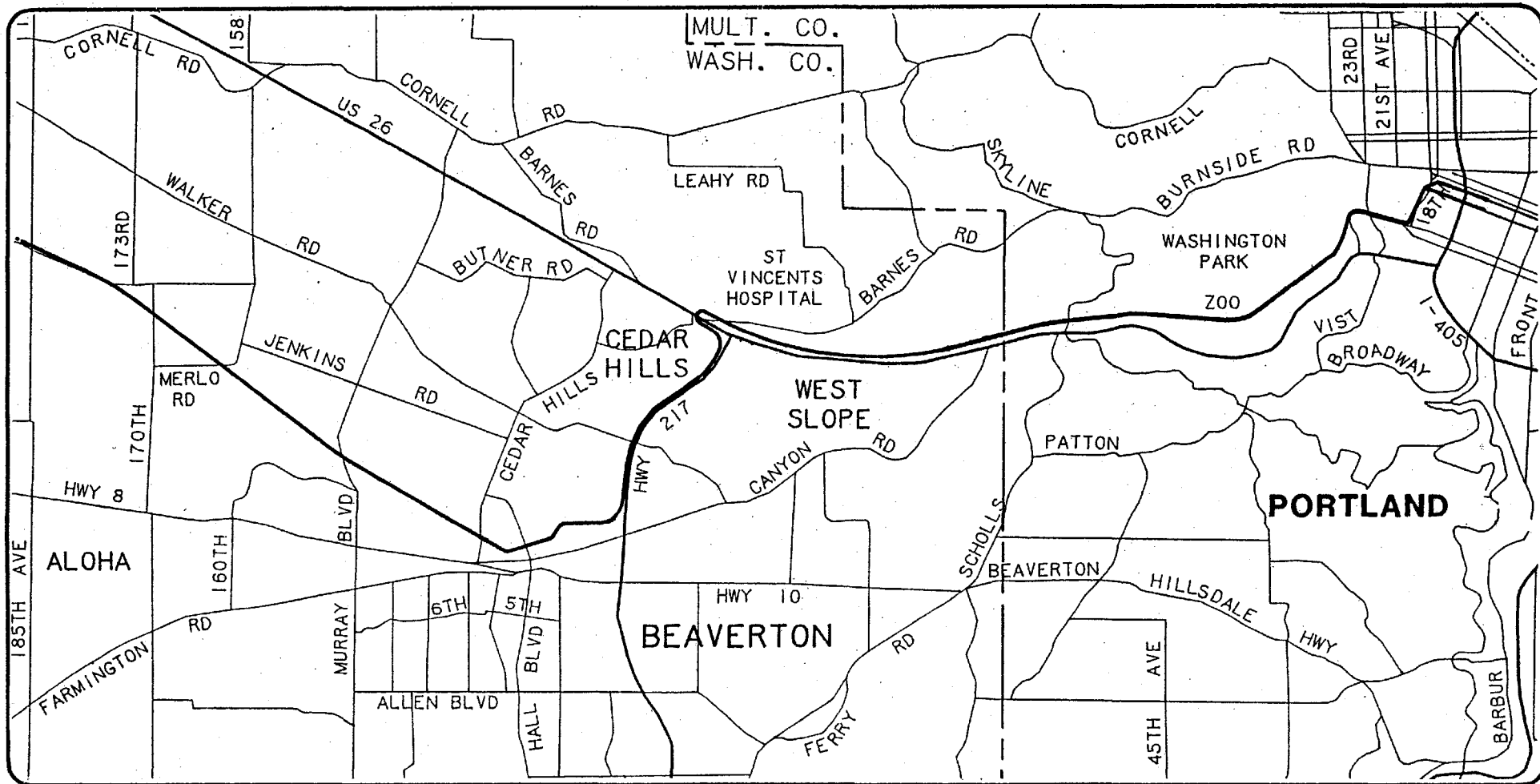
In addition to the light rail line, over \$100 million in highway-related improvements are planned in the Sunset Highway Corridor between the Zoo and Highway 217. These changes will be managed by the Oregon Department of Transportation. Construction of highway improvements will be coordinated with construction of the light rail.

## **H. Mitigation**

The construction of the light rail line is expected to begin in 1993 and to be operational in late 1997. Plans to mitigate the environmental consequences of light rail are underway for the following: land use and economic development; displacements and relocation; neighborhoods; visual and aesthetic resources, air quality, noise and vibration; ecosystems; water quality and hydrology; energy; geology; historic, archaeological and parklands; and construction.

## **I. Cost Estimates**

Preliminary engineering estimates prepared in March 1991 by Tri-Met reflect a total project cost of \$944 million for the entire line to Hillsboro. Tri-Met is presently negotiating with UMTA the terms of a Full Funding Grant Agreement (FFGA) for the light rail project. Details are reflected on the accompanying budget.



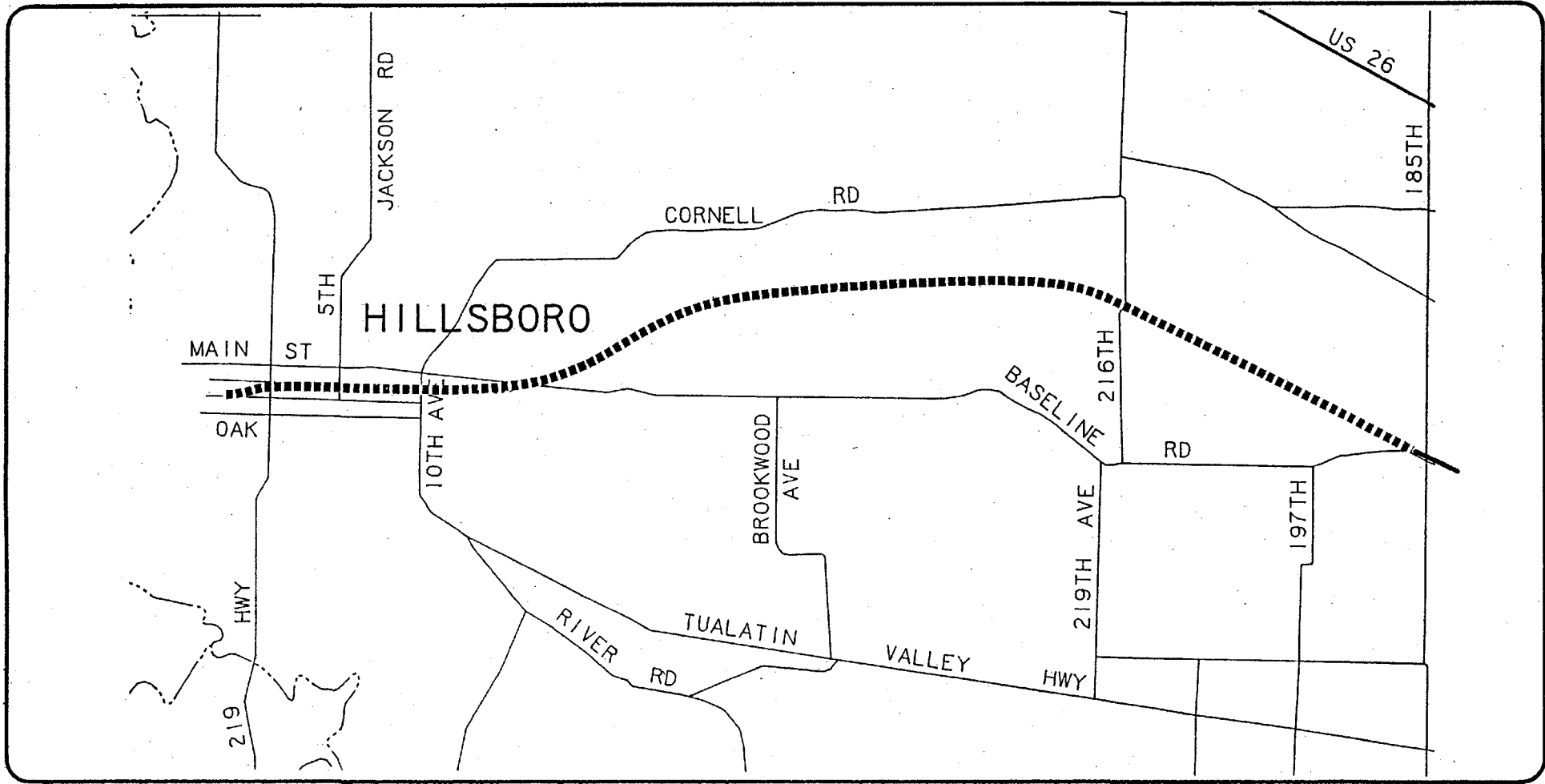
**LEGEND**

LRT ALIGNMENT ———



**WESTSIDE CORRIDOR PROJECT**

**PREFERRED LRT ALIGNMENT OPTION**



**LEGEND**

PROPOSED LRT ALIGNMENT -----



**WESTSIDE CORRIDOR PROJECT**

**PROPOSED LRT ALIGNMENT TO HILLSBORO**

**WESTSIDE CORRIDOR LIGHT RAIL PROJECT**

*(all amounts in millions, year-of-construction dollars)*

**REQUIREMENTS SUMMARY**

**RESOURCES SUMMARY**

<b>A. Cost Elements</b>	Amount	<b>A. Partnership Funding</b>	
Right of Way	\$57	UMTA (75%)	\$681
Alignment preparation	\$240		
Tunnel	\$138	Region (12.5%)	\$114
Track Materials	\$21		
Electrification, Signals, Communications	\$89	State (12.5%)	\$114
Stations and Park and Ride lots	\$57		
Maintenance Facility and Equipment	\$23		
Light rail vehicles	\$92		
Engineering and Construction Management	\$131		
Design and Construction Contingency	\$61		
<b>Subtotal Cost Elements</b>	<b>\$909</b>	<b>Subtotal Partnership Funds</b>	<b>\$909</b>
<b>B. Related Project Costs*</b>	<b>\$35</b>	<b>B. Related Project Resources**</b>	<b>\$35</b>
<b>TOTAL PROJECT REQUIREMENTS</b>	<b>\$944</b>	<b>TOTAL PROJECT RESOURCES</b>	<b>\$944</b>

\* Reflects requirement for Capital Reserve Account; includes special neighborhood mitigation and public art

\*\* Local funds and regional bond interest



## Westside Corridor Light Rail Project

### Private Enterprise Participation Documentation

The Westside Corridor project will be the most extensive public works enterprise in the history of the metropolitan area. As such, local jurisdictions have already exhibited a high level of planning coordination, financial commitment, and constituency involvement. Proof of broad public and private support of the project is evidenced in the November 1990 approval of a \$125 million bond measure by 74% of the voters in the District. A host of complementary public works activities will be undertaken which will enhance federally-assisted Westside LRT. The supportive partnership between government and the business and citizen communities is expected to continue throughout implementation of the transitway.

As required by UMTA C7005.1, at the time of submittal of TIP/AE information for projects, documentation must be provided regarding private enterprise participation. Following is the required documentation for the Westside Corridor light rail project.

#### A. Description of Private Sector Involvement

Private citizens form the CAC. The CAC received extensive public testimony regarding the LPA from downtown Portland to S.W. 185th. The CAC will continue in its advisory capacity and will make the initial recommendation for the locally preferred alternative for the extension to Hillsboro.

Further opportunity for public comment was afforded by hearings of the Project Management Group, the Steering Group, the discussions of the government agencies in adopting the preferred alternative, and the Tri-Met Board.

The grant application process for all capital projects includes direct mailing to private transportation providers of notices of opportunity for public hearing on the proposed projects. Further opportunity for comment on projects by private sector representatives is afforded when the Transportation Policy Alternatives Committee and Joint Policy Advisory Committee on Transportation review the projects prior to the approval of the TIP.

The competitive procurement process for equipment or vehicles, and provision of services or material for TIP annual element projects includes distribution of notices of bid advertisements or requests for proposals to prospective private sector bidders/proposers.

To date, private providers have fulfilled the following roles in the project:

- (1) consultants in preparing the SDEIS
- (2) tunneling and geological experts in analyzing route alternatives
- (3) engineers in analyzing surface alignments
- (4) financial advisors in analyzing employment impacts and funding choices
- (5) project management specialists in preparing the project management plan required by UMTA

- (6) engineers to perform value engineering
- (7) consultants in assisting with special mitigation problems

Private providers are expected to participate in the future in the following aspects of the project:

- (1) quality assurance
- (2) construction management
- (3) insurance
- (4) material testing program
- (5) pre-and post-construction surveys
- (6) systems and systems design
- (7) civil design

The actual construction will involve private providers as identified below:

- (1) civil work for line segments
- (2) civil work for tunnel
- (3) provision, installation and testing of track materials
- (4) landscaping
- (5) construction of stations and park-and-ride lots
- (6) provision, installation and testing of fare collection and accessibility equipment
- (7) provision, installation and testing of track electrification, signals and train-to-wayside communications, and communications systems
- (8) provision and testing of light rail vehicles
- (9) construction of operations facility

#### **B. Description of Private Sector Proposals**

Tri-Met has received no unsolicited proposals from the private sector during the last year. Two proposals received the previous year under UMTA's Entrepreneurial Services Program are not being carried forward due to 13 (c) labor conflicts. Tri-Met offered four Requests for Proposals for the provision of transportation service during the past year. These new contracts are now in place and worth approximately \$3½ million per year.

#### **C. Description of Impediments to Holding Service Out for Competition**

The major impediment to contracted transportation is the labor contract which requires all vehicles on lines of the District to be run by Tri-Met operators. The situation has changed somewhat because several contractors for elderly and disabled services have become organized. This has opened the door for further discussions toward resolving impediments to competition.

#### **D. Description and Status of Private Sector Complaints**

Tri-Met has received no private sector complaints regarding privatization in the past year.



**METRO**

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

# Memorandum

Date: June 3, 1991

To: JPACT

From: Andrew C. Cotugno, Transportation Director, Metro  
Jerry Parmenter, Washington County  
Terry Bray, City of Portland

Re: ODOT HBR Program

We recommend inclusion of the attached HBR recommendations as part of the region's comments on the ODOT Six-Year Program update. TPAC endorsed this proposal at their May 31, 1991 meeting.

ACC:JP:TB:lmk

Attachment

## Highway Bridge Replacement Program Recommendations

1. The program under the 1987 Surface Transportation Act is now nearly complete. During the period from 1987 to 1991, the program faced severe federal cutbacks, resulting in deferred bridge projects. The 1991 Surface Transportation Act appears to include a renewed Bridge Program with a substantial increase in funding level to Oregon. This presents an opportunity to take a fresh approach to the administration of the program.
2. It is recommended that ODOT pursue a comprehensive approach to selecting bridge projects to fund through the new HBR Program which selects bridges according to their importance and severity of deficiency regardless of jurisdiction. This would put state and local bridge projects on an even playing field.
3. As an interim approach, it is recommended that ODOT develop a two-year allocation of funds to both state and local projects through the current Six-Year Program process using existing policies and procedures. The criteria and ranking used for the selection of state and local projects should be released through the Six-Year Program process.
4. During the next two years, it is recommended that ODOT, AOC and LOC develop through an independent contractor a process and criteria to be used in the next update to select bridges. The selection of projects for the remainder of the '91 Surface Transportation Act should be programmed in the next Six-Year Program update. This should be based upon a common set of criteria, regardless of jurisdiction.
5. These recommendations should be communicated to the Oregon Transportation Commission and ODOT's Local Officials Advisory Committee as input to the current Six-Year Program process.
6. These recommendations should be communicated to AOC and LOC for consideration of a revised intergovernmental agreement with ODOT regarding administration of the HBR Program.

### CURRENT POLICIES AND CRITERIA:

1. The current STA requires a minimum of 15 percent and a maximum of 35 percent to be spent for bridges "off the Federal-Aid Highway system." All such bridges are under the jurisdiction of local governments.
2. The ODOT/AOC/LOC agreement on the HBR Program provides an allocation of HBR funds to off-system bridges (between 15-35 percent) based upon their share of the total cost of deficient bridges.

3. There is no clear criteria to fund "on-system" local projects. Actual experience has been a 37 percent share to local governments for both on and off-system projects.
4. Local government bridge priorities are established using the following criteria:
  - . FHWA sufficiency rating
  - . Cost per ADT
  - . Percent of deficient structures under the responsibility of the applying jurisdiction (sufficiency rating < 50)
  - . Historical structure rehabilitated rather than replaced

Local bridge selection is administered through a bridge committee which includes an AOC and LOC appointee.

5. ODOT provides half of the 80/20 local match; they are now reconsidering this policy.
6. ODOT pays for the inspection of all state and local bridges, providing a comprehensive, uniform assessment.
7. The design standards for state and federally funded bridge projects are defined by ODOT consistent with AASHTO standards. Changes in these design standards as prescribed by the state become the defacto standard for locally funded bridge projects.

**RECEIVED**  
MAY 29 1991

**Oregon**

May 15, 1991

WASHINGTON COUNTY  
DEPARTMENT OF LAND USE  
AND TRANSPORTATION

DEPARTMENT OF  
TRANSPORTATION

TO ALL LOCAL AGENCIES

Highway Division

**ASSOCIATION OF OREGON COUNTIES**

This is your chance to get bridges included in the 1993-98 program. Per this letter from Tom Lulay, please turn in your bridge list, in priority order, to ODOT before 8-1-91. Include the load rating for each bridge.

FILE CODE:  
PRO

Pat Ehrlich  
County Road Program Manager

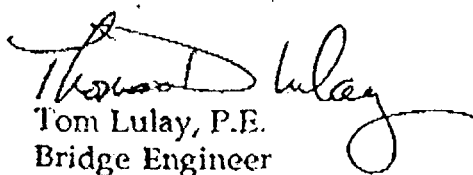
The Bridge Selection Committee met May 7, 1991 and decided to solicit new bridge projects. Construction will be targeted for the next three to five years depending on federal funding levels in the new Surface Transportation Act. We hope to complete the selection process by October of this year, which could coincide with the possible passage of the Surface Transportation Act.

We are also looking for off-system bridge projects that can be accelerated and be constructed in federal fiscal year 1992. Please prioritize your list of bridges and identify the program year of construction, and whether it is an on-off system bridge.

In March of 1989 several local agencies developed prioritized bridge lists. Because of the changes in funding levels of the Transportation Act, these projects were not approved for construction. Please review these lists to verify your priorities. The new STAA will use "level of service" criteria for HBRR eligibility. Information on this is available from Jim Bosket (378-2812). Your lists of bridges should be measured for eligibility against this level of service criteria. One of the major criteria in FWHA's guidelines for replacement is the load rating. Please make sure that projects you want replaced have been load rated within the last two years, or will be in the coming year.

Again, we want to emphasize the need to prioritize all of your potential bridge projects. Those selected will be added to the 1993-1998 Highway Improvement Program. Please return your list of bridge replacements to: Program Section, 307 Transportation Building, Salem, OR 97310 no later than August 1, 1991. If you have questions concerning this solicitation of bridge projects, contact Mike Shultz at 378-6514.

Sincerely,

  
Tom Lulay, P.E.  
Bridge Engineer



Transportation Building  
Salem, OR 97310

**OREGON DEPARTMENT OF TRANSPORTATION  
HIGHWAY DIVISION  
IN COOPERATION WITH THE  
ASSOCIATION OF OREGON COUNTIES  
AND  
LEAGUE OF OREGON CITIES**

**HIGHWAY BRIDGE REPLACEMENT PROGRAM  
GUIDELINES AND WORKING AGREEMENT**

**I. Purpose**

The purpose of this document is to establish guidelines and working procedures under which the Highway Bridge Replacement (HBR) Program in Oregon will be administered.

**II. Policy**

It is the policy of the Oregon Department of Transportation, Highway Division, (State) to cooperate with the Association of Oregon Counties (AOC) and the League of Oregon Cities (LOC) in the adoption of procedures and standards for selecting, developing, financing and constructing HBR Projects.

It is also the policy of the State that the HBR Program be administered in keeping with the Oregon Action Plan and all Federal Highway Administration (FHWA) rules and regulations.

**III. Organization**

A. The Program, Maintenance, and Bridge Sections and the Region Engineers are responsible for administering the HBR Program on behalf of the State. The Program Section and Region Engineers shall be responsible for monitoring the program on behalf of the agencies.

B. Cities, Counties and other agencies in Oregon are governed by Councils, Courts, or Commissions, staffed with an organization capable of administering the selection, development and improvement of their roads and streets.

C. The Bridge Selection Review Committee shall consist of the State Bridge Engineer, State Structural Maintenance Engineer or their representatives, and a representative from both AOC and LOC. The State

Bridge Engineer shall serve as chairman.

**IV. Financial Participation & Fund Allocation**

A. The annual apportionment of HBR funds to the State by the Federal Highway Administration (FHWA) is based on the ratio of the total replacement cost of the deficient bridges in the State to the total replacement cost of deficient bridges nationally. The State has established an off-system account with an annual fund distribution of funds based on the following ratio:

1. The annual portion of the State HBR funds assigned to the off-system account shall be based on the ratio of the total cost of replacing the deficient off-system bridges to the total cost of replacing all deficient bridges statewide, as determined by the Bridge Review Selection Committee.

2. A minimum of 15 percent and a maximum of 35 percent of HBR funds made available to Oregon shall be assigned to the off-system account.

B. Agencies participating in the HBR Program, include, but are not limited to Counties, Cities, Road Districts, State Department of Forestry, State Parks, and Indian Reservations.

C. The FHWA currently participates 80 percent in those items they consider eligible and qualified for HBR funding.

D. The State shall program and receive authorization from FHWA before work commences on any phase of the project for which federal reimbursement is expected.

E. The State shall, if requested, provide plans and specifications for county bridges and culverts pursuant to ORS 366.155 utilizing State HBR funds and State

matching funds for each design.

**F. Project applicants (agency) estimated share and advance deposit.**

1. The agency will, prior to the commencement of the preliminary engineering and right-of-way acquisition phases, deposit with State its estimated share of each phase.

2. The agency's share of construction will be deposited in two parts. The initial deposit will represent 65 percent of the applicant's share, based on the engineer's estimate, and will be requested three weeks prior to opening bid on the project. Upon award of the contract, the balance of the agency's share will be requested.

3. Collection of advance deposits amounting to less than \$2,500 for any phase of project (P.E., R/W) will be postponed until collectively the amount exceeds \$2,500 or until the collection of the advance deposit for construction is required.

4. Pursuant to ORS 366.425, as amended by Chapter 365, Oregon Laws of 1979, the advance deposit may be in the form of 1) check or warrant; 2) irrevocable letter of credit, deposited in a local bank in the name of State; 3) deposit in the Local Government Investment Pool accompanied by an irrevocable limited power of attorney.

G. Direct costs incurred by the State and the agency for services performed in connection with any phase of the project shall be charged to the project, unless otherwise mutually agreed upon.

H. If an HBR project is cancelled, the State shall not be responsible for any costs incurred. After settlement, all surveys, maps, field notes, and other records shall become the property of the agency.

**V. System Selection**

A. The Surface Transportation Assistance Act of 1982, requires the inspection of all bridges and the reporting of this information.

B. Inventories and inspections shall be reported by the agency on forms provided by the State Structural Maintenance Engineer.

C. The State Structural Maintenance Engineer shall distribute the deficient bridge listing to all agencies on an annual basis.





D. All agencies shall use the same Statewide National Bridge Inventory List.

E. The agency listing shall be separated between on-system and off-system structures.

F. Sufficiency rating of bridges considered for replacement shall have ratings of 50 or below. Bridges with ratings between 51 and 80 qualify for rehabilitation.

G. The Region Engineer shall request by letter a written response as to which bridges each agency desires to be considered for replacement or rehabilitation with HBR funds. The deficient bridge listing from agencies shall be forwarded by Region Engineer to Program Section for review and final submission to Bridge Review Selection Committee. Only those bridges requested by agencies shall be given further consideration.

#### **VI. Project Selection**

A. Bridges with the lowest sufficiency ratings shall be reviewed by the Bridge Review Selection Committee to establish an agency on-system and off-system priority listing to cover at least a four year program.

B. The State Bridge Engineer shall certify to the Program Section by May 1 of each year, the priority lists developed under A above and furnish the estimated cost to replace deficient bridges segregated between agency on-system and off-system and statewide totals. The Program Section shall present the list to both AOC and LOC for concurrence.

C. In the event a bridge has been destroyed or substantially damaged, causing an emergency situation, and no other State or federal funds are available for its replacement or restoration, the agency may apply to have the bridge replaced or restored with HBR funds. The State Bridge Engineer shall convene the Bridge Review Selection Committee within one week to consider the request. Should they recommend favorably, AOC and LOC shall expedite B above for approval or denial recognizing approval could temporarily postpone project(s) previously approved.

#### **VII. Project Requests and Approvals**

A. State's Program Section shall maintain the priority list developed under VI.A above. Each agency having bridges on the priority list must submit a federal aid

project request within one year of the scheduled program date. If the agency has not submitted the project request within the prescribed period, the project will be dropped from the priority list.

B. Federal aid project requests shall be submitted directly to the Region Engineer by the particular agency having jurisdiction of the facility. The Region Engineer shall submit the federal aid project request and project prospectus to the Program Section.

C. State shall submit the project proposal to the appropriate clearinghouse for the intergovernmental review process, if required.

D. State and agency shall enter into an agreement for each HBR project. The agreement shall describe the project, and assign specific responsibilities in matters of project financing, right-of-way, utilities, civil rights, engineering, maintenance and any items which are unique to a particular project.

#### **VIII. Preliminary Engineering**

A. Design Standards. The geometric design standards shall be consistent with "A Policy on Geometric Design of Highways and Streets 1984", by American Association of State Highway and Transportation Officials, (AASHTO), or as modified with concurrence of AOC, State and FHWA.

The specific design and dimensions will be determined from said standards using traffic volumes and terrain as warrants. This may be modified in exceptional cases when lower values will provide a justifiable degree of improvement, subject to approval of the State and concurrence of the FHWA.

B. Project Plan Development. Preliminary engineering may be performed by the State, agency, or consultant as selected by agency. Preliminary engineering consisting of surveys, environmental documents and hearings may be programmed with the FHWA for federal participation.

Any agency which has been certified by the State (Region Engineer) to perform preliminary engineering may do so either at their own expense, or as part of the approved project; however, all plans, specifications, and estimates, must be developed in conformance with approved standards and design criteria. Selection of a consultant shall follow the procedures prescribed by State and FHWA.

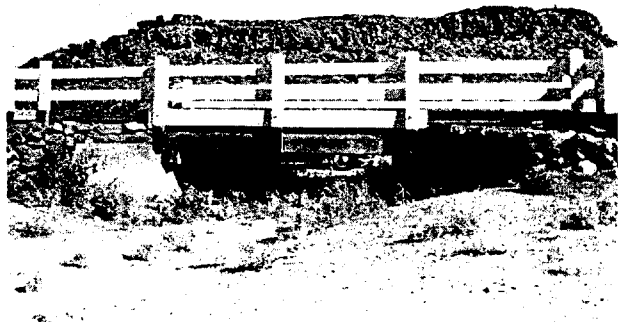
C. **Environmental Factors.** The State, through its Environmental Section, shall coordinate with the agency and provide technical advisory assistance in the preparation of environmental documents. As manpower resources are available, the State will also provide technical assistance for the preparation of environmental documents during the preliminary engineering phase of the project development.

D. **Public Hearings.** The agency, in conformance with established State and/or federal procedures, shall provide the opportunity for, and/or hold public hearings when required, for each HBR project. The State will assist the agency in publicizing and conducting hearings. These hearings may be programmed as a part of the preliminary engineering or conducted at agency's expense.

#### **IX. Right-of-Way**

Right-of-way acquisition costs may be programmed with the FHWA for Federal participation.

The acquisition of real property for any federal aid project must comply with the Uniform Relocation Assistance Act Public Law 91-646, State's R/W Manual and the Federal Aid Highway Program Manual.



The State, will either assist in the agency's acquisition program or if requested perform the acquisition and relocation program in its entirety.

If State acquires or performs any of the R/W activities, a R/W services agreement will be executed. The agreement will identify the activities to be accomplished by State and applicant.

#### **X. Utilities**

The agency shall relocate or reconstruct, or cause to be relocated or reconstructed, all privately or publicly-owned utility conduits, lines, poles, mains, pipes, and all other facilities of every kind and nature where such relocation or reconstruction is made necessary by the plans of the project in order to conform the utilities and other facilities with the plans and the ultimate requirements of the project.

Eligible utility adjustment costs may be programmed with the FHWA for federal participation.

#### **XI. Plans, Specifications and Contracts**

The State will develop the final plans and specifications, advertise for bids and award all contracts for HBR projects as a function of preliminary engineering.

Exceptions may be made where local staffs or consultants have been certified by the State to do necessary engineering and where request has been made for local contract preparation, award and administration, and where such request has been approved by the State and FHWA.

The current Standard Specifications for Highway Construction as published by the State shall be used. Supplemental special provisions as required shall be approved by the State and FHWA.

#### **XII. Construction Engineering**

Construction engineering may be performed by State, if requested; however, the agency or consultant may assume this responsibility if certified and/or approved by State. All construction items, including engineering, may be programmed with the FHWA for Federal participation.

If agency or consultant performs construction engineering, they shall provide all documentation required by

State and FHWA, except as specified in the project agreement. Compliance will be monitored by the State Liaison or Construction Engineer, and possibly the FHWA.

### XIII. Final Cost Adjustment

Not more than 90 calendar days following the third notification to contractor or joint acceptance for the project, whichever is latter, applicant and State shall furnish to each other a preliminary final statement of their reimbursable project costs. If the items or amounts in these statements are not questioned within 30 days from receipt, State shall proceed with final project cost adjustment with a completion target not to exceed 90 additional days. (Note: in extenuating circumstances, i.e.

claims, price agreements, or other items, additional time as mutually agreed upon by Agency and State may be appropriate.)

### XIV. Maintenance

Upon completion of construction, the government body having jurisdiction will, unless otherwise agreed, maintain the project, using sound engineering methods satisfactory to the State and FHWA.

### XV. Revisions

This document will be reviewed on a biennial basis, and may be revised at the written request and by mutual consent of the parties hereto.

The Oregon Transportation Commission, by a duly adopted delegation order, authorized its Chairman or Vice Chairman to act in its behalf in approving this agreement. Approval was given for this agreement on 1/31/85 by Chairman Anthony Hurn which approval is on file in the Commission records. The delegation order also authorizes the State Highway Engineer to execute the agreement on behalf of the Commission.

APPROVED AS TO LEGAL SUFFICIENCY

By Jack L. Peltis  
Assistant Attorney General

Date 11/2/84

By Bill Vian  
Pres. Assn. of Oregon Counties (AOC)

Date 1/4/85

STATE OF OREGON, by and through its Department of Transportation Highway Division

By H. S. Coulter  
State Highway Engineer

Date 2/13/85

Ruth Burleigh  
Pres. Assn. of Oregon Cites, LOC

Date 11/13/84



# METRO

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

**DRAFT**

June 12, 1991

Mr. Don Adams  
Region I Engineer  
ODOT, Milwaukie Branch  
9002 SE McLoughlin Boulevard  
Milwaukie, Oregon 97222

Dear Don:

Attached please find the results of our technical ranking process for establishing the Portland metropolitan area's priority highway projects for inclusion in ODOT's 1993-1998 Six-Year Transportation Improvement Program. Attachment A ranks priority highway projects in three categories: Interstate, Access Oregon Highways (AOH), and Other Highway Projects. Attachment B lists priority park-and-ride projects associated with state facilities. For your information, Attachment C lists the criteria used for our rankings.

The list is for you and your staff's use in development of the first draft of the new Six-Year Program. Although the list has been reviewed by TPAC, subsequent review and approval through JPACT is forthcoming. We will submit additional comments and a JPACT/Metro Council adopted list of project priorities as part of the public review, comment, and hearing process associated with OTC review and adoption of the program.

In general, the projects represent the region's highway project needs over the next decade as identified in the Regional Transportation Plan (RTP). As a result, we see an essential need for these projects to be included in the program elements of the new Six-Year Program, whether construction, project development, or reconnaissance. Projects listed for construction in the existing (1991-1996) Six-Year Program are recommended to retain their present status and schedule.

Specifically, we recommend ODOT identify the region's highway project priorities as follows in the 1993-1998 Six-Year Program:

Executive Officer  
Rena Cusma

**Metro Council**

Tanya Collier  
Presiding Officer  
District 9

Jim Gardner  
Deputy Presiding  
Officer  
District 3

Susan McLain  
District 1

Lawrence Bauer  
District 2

Richard Devlin  
District 4

Tom DeJardin  
District 5

George Van Bergen  
District 6

Ruth McFarland  
District 7

Judy Wyers  
District 8

Roger Buchanan  
District 10

David Knowles  
District 11

Sandi Hansen  
District 12

### Construction

All projects identified in Attachment A as a "high" priority (greater than 18 points) are recommended for construction. Of these, particular attention should be given to the following projects:

- I-5: Greeley to N. Banfield (Phases 3 and 4). At a minimum, it is absolutely essential that elements related to the construction (phasing, right-of-way acquisition, local access, etc.) of a new blazer arena be integrated into the program.
- Highway 99W: Pfaffle to Commercial (Phase 1) and I-5 to Pfaffle (Phase 2). While Phase 2 ranked higher, Phase 1 is the preferred initial project.

In addition, the following projects which did not score higher than 18 points should be programmed for construction or require special consideration:

- I-205: Highway 224 Interchange. This project provides necessary staging for and is complimentary to Phase 1 of the Sunrise Corridor.
- Highway 43: At Terwilliger Extension. If appropriate, this project should be constructed in conjunction with the Lake Oswego Trolley project. At the very least, an overall solution for the area should be defined through the Six-Year Program's Project Development section and integrate both with the trolley and with ODOT's Highway 43 Metropolitan Area Corridor Study (MACS). The study should also define specific local access and circulation issues related to the Trolley.
- US 30: N. Columbia-Lombard at NE 60th. This project represents the final segment to the Northeast Portland Highway within the City of Portland between Rivergate and I-205. As a result of completion of other phases within the corridor, the project has ranked lower.

Mr. Adams  
June 12, 1991  
Page 3

### Project Development

Projects scoring between 14 and 17 (medium) points in the ranking, and those scoring 18 or greater and not programmed for construction should be programmed for project development and/or right-of-way.

### Park-and-Ride Facilities

Tri-Met has submitted and prioritized five park-and-ride lots associated with state highways. The priority park-and-ride lot project ready for construction as soon as possible is the expansion of the Tualatin facility. That lot should be programmed for construction. Given the complex nature of acquiring sites, certain actions on other sites should be as follows:

- Southgate Theatre. ODOT should assist Tri-Met in finding and funding for a permanent site.
- MAX Expansion (Gateway). Request programming for an out year in the new Six-Year Program.
- Lake Oswego Site. Coordinate with the Highway 43 MACS.
- West Linn Site. Defer until site issues are resolved.

### Criteria

The ranking criteria associated with our priority list are shown in attachment C. The criteria were adopted by JPACT in 1989 for prioritization of projects associated with the 1991-1996 ODOT Six-year Highway Program. With minor modifications to provide points for pedestrian, bicycle, and transit improvements, the criteria are essentially the same. However, the subcommittee recommends the criteria be thoroughly reviewed prior to the next Six-Year Plan update in order that implications resulting from activities related to Urban Growth Management in the Portland area, the State Transportation Rule, and the Federal Clean Air and Surface Transportation Acts can be incorporated as necessary.

Mr. Adams  
June 12, 1991  
Page 4

Thank you for the opportunity to submit our list of regional highway priorities. We look forward to working with you through the update. If you have questions or need information regarding either our list or our criteria, please give me a call.

Sincerely,

Andrew C. Cotugno  
Transportation Director

ACC/bc

cc: JPACT  
TPAC



# METRO

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

May 17, 1991

The Honorable Daniel Patrick Moynihan, Chair  
Subcommittee on Water Resources, Transportation  
and Infrastructure

Committee on Environment and Public Works  
458 Dirksen Senate Office Building  
Washington, D.C. 20510

Dear Senator Moynihan:

On behalf of the Portland metropolitan area, we the undersigned hereby submit testimony on the proposed "Surface Transportation Efficiency Act of 1991" (Senate Bill 965). We endorse the concepts defined in the Act and find them effective at targeting federal transportation funding to meet clear federal objectives without unnecessarily distorting local decision-making. We are pleased with the provisions addressing the Clean Air Act and the emphasis on multi-modal transportation planning, programming of funds and linkage to land use and energy considerations.

We particularly endorse the following principles in the proposed Surface Transportation Program:

- sufficient flexibility to target the funds to the location and mode most appropriate;
- lack of bias in match ratio for modernization improvements regardless of mode (75/25);
- establishment of a minimum suballocation to each urbanized area and the balance of the state with 75% of the funds apportioned to a state;
- programming of funds allocated to the urbanized areas through the metropolitan planning organization based upon a long-range plan and with the mandatory involvement of local governments, the state and transit operators;

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District 12



Senator Moynihan  
May 17, 1991  
Page 2

- federal certification of the metropolitan planning process as a prerequisite for programming of funds at the metropolitan level;
- ability to target 25 percent of the funds annually anywhere in the state to meet the greatest need;

We also endorse the proposed Interstate Maintenance Program, the Congestion Mitigation and Air Quality Improvement Program, the Federal Lands Highway Program and the Bridge Program. These represent legitimate areas of federal interest for which separate funding programs are appropriate.

We do, however, offer the following comments to improve some aspects of the bill:

1. The bill attempts to use current practice as the basis for apportioning the Surface Transportation Program (STP) funds to the states. In so doing, certain apportionment categories from '87 to '91 are omitted, presumably because they represent unusual apportionments. We would concur with this approach involving exclusion of such categories as Interstate Completion, Interstate Substitution, Demonstration and Emergency Relief. We strongly recommend, however, that the STP apportionment should include '87 to '91 apportionment for the Federal Lands Highways and Public Lands Highways omitted in the proposed Act. These are aspects of the current Surface Transportation Act intended to be routinely apportioned to a state having a significant responsibility for serving federal lands. Inclusion of these factors in calculating the apportionment basis for the Surface Transportation Program provides a more logical and equitable approach.
2. The general requirements for metropolitan planning include the requirement to:  
  
"consider the effect of transportation policy decisions on land use and development, and the provisions of all applicable short and long-term land use and development plans;"

We are pleased to see that the Senate Committee recognizes the important connection between federal transportation investments and land use. We recommend, however, strengthening the requirements to ensure that the maximum benefit is realized from each federal dollar with the following additions:

- the federally required transportation plan should be consistent with and supportive of a locally adopted land use plan;
  - locally adopted land use plans should, at a minimum, designate the area within which urban expansion will be allowed and provide for limitations outside the urban expansion area to protect the operation of intercity highways;
3. The proposed Act appears to limit the role of the states within each metropolitan area even though they are generally responsible for the operation and improvement of the major highways in that area. While we are supportive of the proposed focus of decision-making by the metropolitan planning organization, we recommend continuation of an aspect of the current role of the state provided by the current Surface Transportation Act. That is, once federal highway funds are programmed by the MPO, it is the states' responsibility to incorporate these funds in their Section 105 Program (the equivalent of a statewide TIP) for submission to the Federal Highway Administration. Under the proposed Act, this provision should be continued with the additional provision that the state can reject the programming of funds by the MPO if inconsistent with the state plan required by Section 135 of the Act and/or by state statute. In this manner, both the urbanized area and the state must be satisfied with the programming of Surface Transportation Program funds. In addition, rejection of an MPO action can only be justified if the state has an adopted plan which provides a basis for rejection.

Similarly, the proposed Act provides that urbanized area plans must be adopted by the state without change as part of the statewide plan. We would support

inclusion of provisions allowing the state to establish as part of the statewide Transportation Plan or Air Quality "State Implementation Plan" minimum expectations for an urbanized area plan to provide a basis for inclusion of urbanized area plans in the statewide plan. In addition, it would be appropriate to add a provision to the urbanized area planning requirements to "provide for the continuity and functional integrity of major interstate and intra-state highways, in cooperation with the state."

4. The Interstate Maintenance funding level in the proposed Act appears to be inadequate to meet the preservation needs on the Interstate System. Since this is proposed as an independent program category, it is important that adequate funds be provided to ensure the Interstate System is not allowed to deteriorate. To correct this problem, it is recommended that the authorization level for the Interstate Maintenance Program be increased in 1996 when the authorization for Interstate Completion and Interstate Substitution are complete.
5. The method for suballocating the Surface Transportation Program within the states produces small allocations to the smaller urbanized areas. As such, it will be difficult, if not impossible, to fund large projects through these areas intended primarily for through traffic. The 25 percent Discretionary component of the Surface Transportation Program is one approach for correcting this problem but there will be significant competition for this source statewide. It is recommended that the provision of the bill allowing up to 20 percent of the Interstate Maintenance Program to be transferred to other program categories be clarified to provide that, if transferred to the Surface Transportation Program, these funds would be administered at the discretion of the states.
6. We are supportive of the general approach for the Congestion Mitigation and Air Quality Program, including targeting of funds to the areas with the worst air quality problem as defined by the Clean Air Act of 1990. This does, however, financially penalize those areas that have tackled this difficult problem

and financially reward those that have not. For this reason we have two recommendations:


- first, the apportionment is based upon nonattainment area population weighted by a factor of 1.0 to 1.4 according to air quality severity. If the objective is to really clean up the air, then there should be a corresponding reduction in federal match ratio. In this manner, more funding is focused on actually solving the problem, both through the federal multiplier and through the leveraging of a higher level of local funds. This would be implemented as follows:

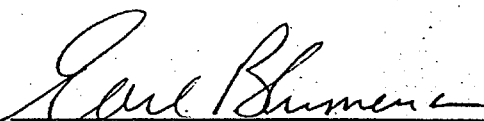
Non-Attainment Status	Multiplier	Federal Share
marginal	1.0	80/20
moderate	1.1	75/25
serious	1.2	70/30
severe	1.3	65/35
extreme	1.4	60/40


- second, if the non-attainment area fails to meet the requirements of the Clean Air Act and is moved to a classification of higher severity, it should not be rewarded with a higher apportionment factor at the expense of other areas.
7. The proposed Act identifies a Bridge Program of \$13.3 billion over the five years of the bill. We support this increase in funding but note that for lightly populated states, the elimination of the Discretionary component of the Bridge Program is appropriate only if this level of funding can be achieved.
  8. We understand that this proposal is a "Highway Bill" and that the Senate Committee on Banking and Urban Affairs will be proposing a "Transit Bill." The details of the program structure for the "Transit Bill" are also of importance and must be finalized in concert with this "Highway Bill." In particular, the flexibility provisions of the Surface Transportation Program are only feasible if supplemented by a bus and rail capital program in the "Transit Bill."

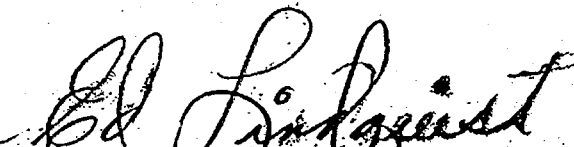
We very much appreciate your interest in designing a transportation bill which will work in diverse metropolitan areas such as the Portland metropolitan area. The task of balancing mobility needs with economic and environmental concerns is challenging under the best of circumstances due to the complexity of the urban setting. We are encouraged by your proposed bill which would put the Federal Government in the role of helping urban areas meet this challenge rather than biasing transportation decision-making. We make these suggestions from the experience of 15+ years of success in working together to address the region's problems. All of the signatories below are directly involved with regional transportation decision-making through Metro's Joint Policy Advisory Committee on Transportation. In addition, these comments have been coordinated with other transportation interests throughout the State of Oregon.

Sincerely,

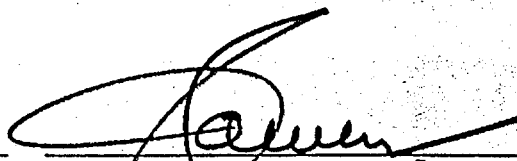
  
\_\_\_\_\_  
David Knowles, Chair  
Joint Policy Advisory Com-  
mittee on Transportation  
Metro Councilor

  
\_\_\_\_\_  
Earl Blumenauer, Commissioner  
City of Portland

  
\_\_\_\_\_  
Pauline Anderson, Commissioner  
Multnomah County

  
\_\_\_\_\_  
Ed Lindquist, Commissioner  
Clackamas County

  
\_\_\_\_\_  
Roy Rogers, Commissioner  
Washington County

  
\_\_\_\_\_  
James Cowen, General Manager  
Tri-Met

ACC:lmk

CC: Oregon Congressional Delegation  
Metro's Joint Policy Advisory  
Committee on Transportation

# OTP ADVISORY COMMITTEE POLICY RECOMMENDATIONS INFLUENCING FINANCING POLICY

## SUMMARY

The Oregon Transportation Commission established five advisory committees to assist in the drafting of the policy element of the Oregon Transportation Plan. The urban mobility, rural access, freight productivity, and safety improvement committees have drafted policy statements and concepts which should guide the financing systems committee's efforts to draft transportation financing policies.

The following pages list, by committee, those policies most directly associated with finance issues. They are not all of the policies drafted by the committees. Also, the committees' proposals are still in draft form, and still subject to further review by the committees.

The ideas in the draft policies can be grouped into four major categories: (1) financing system characteristics, (2) financing techniques, (3) transportation programs, and (4) transportation facilities.

### 1. Characteristics of the Financing System

- Stable
- Flexible--without favoring one mode over another
- Encourages efficient use of transportation facilities
- Discourages inefficient travel patterns
- Encourages efficient movement of goods and people
- Full costing of environmental consequences
- Reduces dependency on single-occupant vehicles
- Allows regional decision-making on funding priorities
- Preference to incentives over regulations to induce private provision of transportation facilities and services

### 2. Techniques of the Financing System

- Congestion pricing
- Incentives for development and use of high-occupancy vehicles
- Auto emission fees
- Allow road user fees to pay for development of all modes of transportation
- Allow road user fees to pay for all costs of transportation including safety patrol and environmental costs
- Increase local financing authority (example: local option taxes)
- Revise formulae for distributing funds. Base it on road responsibility relationships
- Direct public subsidies (rural services)
- Increase gas tax
- Remove tax barriers to development and use of cleaner fuels
- Provide financial incentives for safe vehicle operators
- Use finance policy to shift more freight to rail mode
- Tax users of freight facilities for facility development and operation

### **3. Programs Needing Financing**

- Funding to achieve adequate levels of service
- Funding to guarantee minimum levels of rural services
- Funding for research (safety research, least-cost planning)
- Technical assistance and state financial aid to transit programs
- Funding for intercity passenger service
- Increased safety law enforcement
- Funding for public safety education
- Promotion of air freight

### **4. Facilities Needing Financing**

- Intermodal transfer capacity
- Types of facilities to serve planned land uses
- Invest in and develop intermodal freight hubs (truck, barge, rail, air)
- Passenger and freight terminals
- Highway improvement
- Highways: State to retain responsibility for interstate and primary highways; Local government shares responsibility with state for secondary highways
- Increase voice of local government in facility improvement selections
- Corridors: Invest in alternate modes within corridors

# **OTP ADVISORY COMMITTEE POLICY RECOMMENDATIONS INFLUENCING FINANCING POLICY**

## **SUMMARY**

The Oregon Transportation Commission established five advisory committees to assist in the drafting of the policy element of the Oregon Transportation Plan. The urban mobility, rural access, freight productivity, and safety improvement committees have drafted policy statements and concepts which should guide the financing systems committee's efforts to draft transportation financing policies.

The following pages list, by committee, those policies most directly associated with finance issues. They are not all of the policies drafted by the committees. Also, the committees' proposals are still in draft form, and still subject to further review by the committees.

The ideas in the draft policies can be grouped into four major categories: (1) financing system characteristics, (2) financing techniques, (3) transportation programs, and (4) transportation facilities.

### **1. Characteristics of the Financing System**

- Stable
- Flexible--without favoring one mode over another
- Encourages efficient use of transportation facilities
- Discourages inefficient travel patterns
- Encourages efficient movement of goods and people
- Full costing of environmental consequences
- Reduces dependency on single-occupant vehicles
- Allows regional decision-making on funding priorities
- Preference to incentives over regulations to induce private provision of transportation facilities and services

### **2. Techniques of the Financing System**

- Congestion pricing
- Incentives for development and use of high-occupancy vehicles
- Auto emission fees
- Allow road user fees to pay for development of all modes of transportation
- Allow road user fees to pay for all costs of transportation including safety patrol and environmental costs
- Increase local financing authority (example: local option taxes)
- Revise formulae for distributing funds. Base it on road responsibility relationships
- Direct public subsidies (rural services)
- Increase gas tax
- Remove tax barriers to development and use of cleaner fuels
- Provide financial incentives for safe vehicle operators
- Use finance policy to shift more freight to rail mode
- Tax users of freight facilities for facility development and operation



### **3. Programs Needing Financing**

- Funding to achieve adequate levels of service
- Funding to guarantee minimum levels of rural services
- Funding for research (safety research, least-cost planning)
- Technical assistance and state financial aid to transit programs
- Funding for intercity passenger service
- Increased safety law enforcement
- Funding for public safety education
- Promotion of air freight

### **4. Facilities Needing Financing**

- Intermodal transfer capacity
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- Highway improvement
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COMMITTEE MEETING TITLE ✓PACT

DATE 6/13/91

NAME	AFFILIATION
M- <u>Egal Blumenauer</u>	<u>City of Portland</u>
M- <u>Pauline Pedersen</u>	<u>Multnomah County</u>
M- <u>George Van Bergen</u>	<u>Metro</u>
M- <u>Margie H. Schumack</u>	<u>Cities of Mult County</u>
M- <u>Bob Johnson</u>	<u>ODOT</u>
M- <u>Gary Demich</u>	<u>WSDOT</u>
M- <u>RICHARD DEUKIN</u>	<u>METRO</u>
M- <u>Tom Hart</u>	<u>CTRW / Cities of Mult Co</u>
M- <u>Jane</u>	<u>Tri / met</u>
M- <u>Roy Rogers</u>	<u>WASHINGTON County</u>
M- <u>Ed Vanderzanden</u>	<u>Clackamas County</u>
MA- <u>Craig J. Linnishi</u>	<u>City of Clackamas Co</u>
M- <u>Daniel Knudsen</u>	<u>met</u>
M- <u>LARRY COLE</u>	<u>CITIES OF WASHINGTON County</u>
MA- <u>Steve Greenwood</u>	<u>DEQ</u>
G- <u>Denny Moore</u>	<u>ODOT</u>
G- <u>Keith Ahola</u>	<u>WDOT</u>
G- <u>Don Adams</u>	<u>ODOT</u>
G- <u>Tom Vanderzanden</u>	<u>Clackamas Co.</u>
G- <u>Rod Sandoz</u>	<u>Clackamas Co.</u>
G- <u>Ted Spence</u>	<u>ODOT</u>
G- <u>Grace Cunican</u>	<u>City of Port.</u>
G- <u>Steve Dotterer</u>	<u>City of Port.</u>

