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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: April 9, 1992

Day: Thursday

Time: 7:15 a.m.

Place: Metro, Conference Room 440

- *1. MEETING REPORT OF MARCH 12, 1992 - APPROVAL REQUESTED.
- *2. RESOLUTION NO. 92-1598 - FINALIZING THE WESTSIDE LRT FUNDING PROGRAM - APPROVAL REQUESTED - Andy Cotugno.
- *3. RESOLUTION NO. 92-1584 - REQUESTING GREATER FLEXIBILITY IN THE USE OF THE I-205 BUSLANE FUNDS - APPROVAL REQUESTED - 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: MAY 14, 1992, 7:15 AM

MEETING REPORT

DATE OF MEETING: March 12, 1992

GROUP/SUBJECT: Joint Policy Advisory Committee on Transportation

PERSONS ATTENDING: Members: Chair Richard Devlin and Jim Gardner, Metro Council; Earl Blumenauer, City of Portland; Tom Walsh, Tri-Met; Les White (alt.), C-TRAN; Mike Thorne, Port of Portland; Bruce Hagensen, City of Vancouver; Keith Ahola (alt.), WSDOT; Don Forbes, ODOT; Steve Greenwood (alt.), DEQ; Roy Rogers, Washington County; Ed Lindquist, Clackamas County; Larry Cole, Cities of Washington County; Craig Lomnicki (alt.), Cities of Clackamas County; and Marjorie Schmunk, Cities of Multnomah County

Guests: Brian Campbell, Port of Portland; Bob Post, Dick Feeney, Tuck Wilson, Dan Hoyt, G.B. Arrington and Laurie Garrett, Tri-Met; Howard Harris, DEQ; Dan Clark, FHWA; Dean Lookingbill, Clark County IRC; Kim Chin, C-TRAN; Molly O'Reilly, Citizen; Rick Root, City of Beaverton; Don Adams (JPACT alt.), Denny Moore (Public Transit) and Ted Spence, ODOT; Susie Lahsene, Multnomah County; Rod Sandoz, Clackamas County; John Rosenberger, Washington County; Leeanne MacColl, League of Women Voters; Keith Bartholomew, 1000 Friends of Oregon; Steve Dotterer, City of Portland; Jan Campbell, Chair of Committee on Accessible Transportation; Keith Bartholomew, 1000 Friends of Oregon; and Roger Buchanan, Metro Council

Staff: Andy Cotugno, Keith Lawton, Richard Brandman, John Cullerton, Karen Thackston, and Lois Kaplan, Secretary

SUMMARY:

The meeting was called to order and a quorum declared by Chairman Richard Devlin. The chair welcomed Bruce Hagensen, Mayor of Vancouver, to his first JPACT meeting.

MEETING REPORT

The February 13, 1992 Meeting Report was approved as written.

RECOMMENDATION FOR LOW-FLOOR CARS ON MAX SYSTEM

A Tri-Met handout was distributed that outlined options considered by the Committee on Accessible Transportation (CAT) for level boarding in the Westside light rail project. Jan Campbell, Chair of the committee, reviewed the recommendations that would improve service for the disabled and elderly by providing level boarding for light rail. They included:

- . Preference for adopting low-floor light rail vehicles as the single level-boarding technology for the MAX system.
- . Assessing the type of low-floor vehicle best suited for the MAX system after discussions with carbuilders followed by preparation of a revised set of specifications and procurement schedule.
- . Design of the Westside LRT platforms for use with the recommended low-floor cars and modification of the Eastside platforms and other facilities to accommodate the low-floor cars when they become operational.
- . A plan for funding the additional cost of 39 low-floor cars and associated facilities while seeking regional consensus for its support.

Tom Walsh explained that, as the FEIS was proceeding toward adoption by the Tri-Met Board in 1991, the question of accessible boarding was raised and a range of options discussed. It resulted in a recommendation of mini-high platforms. The need to address the problem further became apparent and a citizens advisory committee was formed. A trip to Europe took place to view state-of-the-art projects and look at level-boarding trends. The result of that effort is the recommendation to fund low-floor cars. Tom cited two significant issues to be addressed:

- 1) The estimated additional cost of 39 cars (\$30-32 million); and
- 2) The technical risks.

Tom Walsh noted the fact that European safety and design criteria differs from federal requirements/standards in America. He spoke of the potential risks at being the first to try new technology, but felt that level boarding is the right direction. He felt the technical issue should be addressed by Tri-Met, noting that a committee of Bob Post (Chair), Denny Porter and Dan Caufield would address the issue.

Questions raised by Committee members concerned the long-term operational costs and the technical risks. Tom Walsh explained that the capital cost noted is a one-time capital cost and includes platform modifications. In a further breakdown, Andy Cotugno noted that \$20 million would be required for vehicles, with Eastside modifications totaling \$12 million. Tom Walsh noted that specifications for the new cars would require them to be able to couple with old ones.

Acknowledging the technical risks, Jan Campbell spoke of breakdown problems with the existing system and the committee's objective to provide efficiency, ease of access, and good traffic flow.

Action Taken: Mayor Cole moved, seconded by Commissioner Lindquist, to support in concept the Committee on Accessible Transportation's recommendation for low-level cars. There was committee consensus that the issue of funding would be back before JPACT for consideration.

Discussion followed on the source of funds for the low-level cars. It was noted that new federal funds may be available and that it is likely that the FTA will say it meets ADA requirements and is an eligible project cost at 90/10. However, only \$500 million in the new STA will be available in the next six years.

Commissioner Rogers expressed concern about the technical problems. In response, Tom Walsh reported that the car is well established in Europe and travels at 30-35 mph. What is still being defined is how the vehicle will meet our requirements for strength and fire safety, so Tri-Met needs to proceed cautiously.

Steve Greenwood expressed concerns over the technical issues and was not comfortable in supporting the recommendation.

Councilor Devlin felt the low-level cars was the direction Tri-Met should be following and that they should be looking at possibilities for funding. Les White did not feel there was a reasonable alternative.

Tom Walsh felt the time to make the change is now. He noted that the wayside lifts will not be used. Commissioner Blumenauer felt it is an important vote for the system.

Motion PASSED unanimously.

RESOLUTION NO. 92-1575 - APPROVING THE FY 1993 UNIFIED WORK PROGRAM

Andy Cotugno spoke of the FY 1993 UWP and its many work elements that were based on a \$.43/capita dues level.

Action Taken: Commissioner Rogers moved, seconded by Steve Greenwood, to approve the FY 1993 Unified Work Program. Motion PASSED unanimously.

Don Forbes asked for a progress report on this year's ODOT-funded elements.

RESOLUTION NO. 92-1582 - CERTIFYING THAT THE PORTLAND METROPOLITAN AREA IS IN COMPLIANCE WITH FEDERAL TRANSPORTATION PLANNING REQUIREMENTS

Andy Cotugno explained that this is similar to last year's certification but felt that more documentation would be required in the future.

Action Taken: Larry Cole moved, seconded by Tom Walsh, to recommend approval of Resolution No. 92-1582, certifying that the Portland metropolitan area is in compliance with federal transportation planning requirements. Motion PASSED unanimously.

RESOLUTION NO. 92-1583 - AMENDING THE FY 92 UNIFIED WORK PROGRAM

Andy Cotugno informed the Committee that this resolution would pass through \$26,500 of Tri-Met funds and \$101,200 of FHWA funds toward the LUTRAQ study being developed by 1000 Friends. This would provide the region with an improved capability of a land use model that is linked to transportation. FHWA has reached the same conclusion and is interested in enhancing that capability nationwide.

Andy Cotugno emphasized that the activities do not relate to the 1000 Friends effort to build an alternative to the Western Bypass but will help the technical capability for projects applicable to our work program in the Metro area.

Keith Bartholomew of 1000 Friends emphasized that the resolution up for consideration today is the same as one approved a year ago by Metro, which did not cover all costs. This resolution would allow for completion of that budget. Keith spoke of the station area development process being conducted at Tri-Met and that efforts were combined to include a market analysis on the West-side LRT area and station area guidelines in the study.

Mike Thorne asked how the scope relates to the alternatives and

what it presupposes. Keith Bartholomew responded that it is not a part of the funding package and is much more generic to modeling capabilities.

A discussion followed on whether there is some way to provide for future development in Washington County with less cost and impacts. Mike Thorne spoke of an enormous growth in air cargo attributed to Washington County. Keith Bartholomew indicated that they are sharing the same objectives as the Western Bypass Study.

Commissioner Rogers was concerned about the timing of the analysis but was supportive of a motion for approval. Regarding the timing issue, Keith Bartholomew reported that, at a recent OTC meeting, Mike Wert and he were instructed to have all their information and data for the July OTC meeting in readiness for the DEIS process.

Action Taken: Commissioner Rogers moved, seconded by Tom Walsh, to recommend approval of Resolution No. 92-1583, amending the FY 92 Unified Work Program. Motion PASSED unanimously.

WESTSIDE LRT FUNDING

Andy Cotugno reviewed a March 11 memo for JPACT (distributed at the meeting) outlining the issues/background, policy options and related issues for Westside LRT funding. He spoke of the timing issue and the objective to execute a Full-Funding Contract between the Federal Transit Administration (FTA) and Tri-Met.

Andy reported that the Westside project is moving forward with final engineering. It is federally eligible but being conducted with local funds. Andy spoke of the importance in gaining consensus on an overall funding framework in order to get federal funds into the project. He asked Committee members to review the concepts so that a funding framework can be approved.

Issues to be resolved based on past actions include the need for the region to define how the second phase of the project (to Hillsboro) will be funded. Andy spoke of a significant amount of political interchange to get the project approved to 185th and noted the task ahead for Hillsboro. He spoke of frustration in pursuing future corridors because of the limitation set by one corridor at a time.

The policy options reviewed included a status-quo approach, separation of 185th from the Hillsboro project, and acceleration of the Hillsboro project.

Andy spoke of the state being in the process of its update of the Six-Year Program and questioned whether alternative sources of funds could be utilized but pointed out that choices would have to be made. Tri-Met's Section 9 funds are generally used for bus replacement but there is an opportunity to seek FTA Section 3 funds for bus-related purposes.

Andy felt that the region needs to address the issues of how we fund a bus improvement program in the Metro area and what kinds of revenues we need for arterial-related programs.

Dick Feeney spoke of a recent trip to Washington, D.C. to confer with Senator Hatfield and Congressman AuCoin on a funding proposal for the Westside LRT project. He stated that the flexibility issue is very intense in Washington and there is strong interest that the Hillsboro segment of the project be put into a high degree of resolution and the process expedited. Senator Hatfield and Congressman AuCoin were supportive of using flexible funds but would like a regional unified position by JPACT before any Congressional closure in resolving this issue.

Moving the third corridor into the EIS process was also suggested. Also discussed was the burden of using STP or Section 9 funds. Senator Hatfield supports a future bus program under Section 3 funds. Dick Feeney noted the willingness of both Hatfield and AuCoin to support completion of the agreement with FTA if that is the path JPACT has approved.

A discussion followed on the need to get the project built and operational, avoiding major conflicts with FTA. It was clear that both Hatfield and AuCoin were recommending increased local responsibility of the funding. Commissioner Rogers stated that Washington County assumes that the Westside LRT project will continue to Hillsboro, spoke of the need to move forward, and indicated there would be support for local funding if it were necessary to accelerate the project.

Commissioner Blumenauer supported giving the Hillsboro project a degree of certainty so that the region can get on with other projects and would enable us to take a stronger position.

Mike Thorne expressed concern and cited commitment and the value of economic opportunity as criteria in making a decision, noting the importance of costing out the alternatives and benefits.

Andy Cotugno pointed out that the issue at hand relates to a one-third commitment of \$20-25 million of regional funds and what the alternatives are for that action. Total allocation of regional funds is \$60-70 million and are flexible funds which can be used

JPAC

March 12, 1992

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for needs such as arterials, sidewalks, bike paths, LRT or any service transportation improvements. Andy indicated that the same circumstances exist with the Six-Year Program with a Modernization Program totaling \$537 for this region. He felt the region needs to make a choice to commit funds for this purpose and that it is a legitimate choice for the rest of the projects in that the funding level available to the region and state has increased significantly. In this regard, Mike Thorne noted that there has to be a basis and criteria developed for making those choices, noting economic implications and other issues to be addressed. The Committee was informed that there was a 30 percent incremental increase statewide over the past year in the Six-Year Program.

Commissioner Lindquist stated that Congress has given states the opportunity to use the flexibility capability offered by ISTEA for use on rail, trucking, shipping, etc. He acknowledged that some of the projects in the Six-Year Program might slip, that there may be need to find other local funding, but recognized that the challenge is here in support of proceeding with the Hillsboro project.

Les White noted that one of the things that can bring the region to a more positive view in generating funds is to create a greater degree of momentum. He cited the need for support if the project is to be accelerated. He also concurred with Mike Thorne on priorities and the need for a cost benefit analysis on alternatives, but he cited the Westside project as the region's No. 1 priority and felt we should move aggressively forward.

The Westside LRT project will be back before JPACT in April as an action item.

Mike Thorne announced that, in the future, Brian Campbell will be representing the Port as a more active participant in transportation planning matters.

REVISION OF OREGON BICYCLE MASTER PLAN

Richard Brandman reported that ODOT is in the process of updating the Oregon Bike Plan in terms of strengthening it and tying it to the Intermodal Surface Transportation Efficiency Act (ISTEA). A meeting of the local bike coordinators on March 5, 1992 offered some minor changes.

Discussion of federal funding in the Bike Plan recognized the Enhancement Fund category. Richard noted that staff is recommending combining bike funding categories 3 and 4 in MPO areas to allow greater flexibility where there is the greatest need. He reported that the City of Portland has also made a recommendation

that Category 1 funds, which are used for bikeway projects built concurrently with road projects, be made available for discretionary purposes and that concurrent construction come from project revenues.

Richard also spoke of more detailed language with respect to the Transportation Planning Rule and how it relates to construction. Further discussion will take place before the Oregon Transportation Commission.

A discussion followed on when it would be feasible to update the Regional Bike Plan. Mayor Cole cited the need for a map update and it was noted that there is a work program this year for the RTP update that could include such revisions. Andy Cotugno stated that the Greenspaces Master Plan will be developed this year and has a "trails" component that could be included as part of the Bike Program. He emphasized the need for all jurisdictions to make those revisions in light of Rule 12. Andy noted that Clackamas County has set a fine example in that it allocates 10 percent of its road funding for bike and pedestrian improvements.

SIX-YEAR PROGRAM PRIORITIES

Andy Cotugno indicated there are three major components that affect project recommendations for the Six-Year Program:

1. Transportation Enhancement funds -- which will go through a solicitation and evaluation process so that something can be adopted by JPACT in June prior to adoption by the OTC in July. Each jurisdiction in the three counties and Portland was asked to notify park and other appropriate groups relating to historical, scenic and bike issues.
2. Air Quality/Congestion Mitigation funds -- Andy explained that ODOT has an existing TDM Committee and it is hoped that their responsibilities will be broadened to suggest programs.
3. Modernization funds -- to undergo a "flagging" of new projects where alternatives might be considered over the next six months.

Andy explained that, as these questions are settled, the Six-Year Program priorities will be back for JPACT consideration in June.

STATUS OF REGION 2040 PROJECT

Andy Cotugno noted that the April 21 Regional Growth Conference's afternoon session is oriented around defining alternatives for

Region 2040. He encouraged everyone to participate in the process. Andy noted that Ethan Seltzer and Mark Turpel have been meeting with local governments in the region and there is a high degree of interest in the process. Region 2040 is seen as the vehicle to respond to all of the issues to be addressed by the Transportation Planning Rule, RUGGO, ISTEPA, and the Clean Air Act. As a result of the new federal requirements, it will try to address what we are trying to build from and to help define the transportation investments.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma
Dick Engstrom
JPACT Members

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 92-1598 FOR THE PURPOSE
OF FINALIZING THE WESTSIDE LRT FUNDING PROGRAM

Date: March 16, 1992

Presented by: Andrew Cotugno

PROPOSED ACTION

Adoption of this Resolution would finalize the Westside LRT funding package for the project from downtown Portland to downtown Hillsboro with the following elements:

1. 75 percent Federal Transit Administration (FTA) Section 3 funding for the segment from downtown Portland to 185th Avenue.
2. One-third FTA Section 3 funding for the segment from 185th Avenue to downtown Hillsboro.
3. \$110 million in Tri-Met General Obligation bonds.
4. \$115 million in state funding (from the lottery).
5. \$21 million in Regional Compact funds, including:
 - a. \$7 million from Tri-Met.
 - b. \$7 million from Portland.
 - c. \$5 million from Washington County.
 - d. \$2 million from Metro (for the zoo station).
6. \$22 million from Regional "Surface Transportation Program" funds.
7. \$22 million from ODOT "Surface Transportation Program" funds.
8. \$22 million from Tri-Met Section 9 funds.
9. \$33.9 FTA Section 3 funds (or other Discretionary FTA funding) @ 90 percent for inclusion of low-floor, handicapped accessible cars for the Westside, Hillsboro extension and added cars for the Banfield.
10. \$13.5 million FTA Section 3 funds for Eastside costs required to through route trains with the Westside.

Adoption of this resolution was recommended by the Westside Project Management Group and by TPAC at its meeting on March 27, 1992. The action also recognizes that TPAC recommends that Tri-Met work with the City of Gresham to define alternatives and recommend a strategy for keeping the project "Break-even" parcel intact as a transit-supportive site.

FACTUAL BACKGROUND AND ANALYSIS

By Resolution No. 90-1300, Metro endorsed seeking \$110 million in Tri-Met General Obligation bonds and \$21 million in Regional Compact funds for the Westside LRT project from downtown Portland to downtown Hillsboro. This action was predicated on seeking half of the local match requirement from the '91 Oregon Legislature (which was subsequently approved) and 75 percent federal share from the Urban Mass Transportation Administration (now the Federal Transit Administration). Subsequently, the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 was adopted by Congress which included:

1. A directive to FTA to execute a Full-Funding Grant Amendment (FFGA) for the Westside Corridor project from downtown Portland to 185th Avenue at a 75 percent federal share.
2. A directive to include in the FFGA a clause allowing for amendment at a future date to include the Hillsboro extension on the same terms, subject to satisfactory completion of the environmental process.
3. A commitment of \$500 million for the Westside project to 185th Avenue and \$15 million for the Hillsboro extension during this six-year ISTEA time period (funding in the FFGA in excess of this amount would be subject to availability from the next ISTEA).

During the past several years, it has become readily apparent that FTA will not cooperate in advancing the Hillsboro extension through the environmental process. In addition, until the environmental process is complete, the FTA "one-corridor-at-a-time" policy prohibits initiation of the next regional priority corridor into the environmental process. As a result, considerable delay in both projects are likely.

Finally, Tri-Met's Committee on Accessible Transportation has completed an assessment of methods of providing handicapped accessibility and has identified low-floor cars as the preferred method.

The final funding package must address the source of funds required to complete the project and a method for bridging to the next ISTEA for Section 3 funding in excess of the committed \$515 million with a corresponding project schedule to match the federal cash flow and/or commercial borrowing to advance the schedule with repayment from the next ISTEA.

In general, the policy options available to deal with these various circumstances are as follows:

1. Status Quo -- This option would maintain the present intent to seek 75 percent FTA funding for the full project. This would involve delays in the project schedule to match the federal cash flow or significant borrowing in anticipation

of funding from the next ISTEA. In addition, it would result in a protracted environmental process for the Hillsboro extension and resulting delays for the next priority corridor.

2. Separate 185th from Hillsboro -- In recognition of the difficulties facing the Hillsboro extension, an FFGA could be executed for the 185th project, thereby reducing uncertainty and the potential for slippage. The Hillsboro extension would then proceed as an independent project.
3. Accelerate the Hillsboro project -- The recommended option would take advantage of a new provision in the ISTEA allowing projects having no greater than one-third FTA Section 3 funds to advance independent of the "one-corridor-at-a-time" policy. Although completion of the environmental process would still be required, the FTA process would be simplified. In addition, the next priority could advance into the environmental process at such time as the region specifically defines the corridor and alternatives to advance.

In order to accomplish this alternative, it is necessary to reduce the expected FTA Section 3 share for the Hillsboro extension from 75 percent to no more than one-third. To accomplish this, an allocation of \$22 million each from regional STP funds, state STP funds and Tri-Met Section 9 funds is recommended. The regional STP funds would be allocated from the new flexible funding category created by the ISTEA. Over this six-year period, \$60 to \$70 million is expected to be available. State STP funds would require the commitment of ODOT through their current Six-Year Program update process. Commitment of Section 9 funds would require the concurrence of the Tri-Met Board of Directors. All three actions must be approved by Metro through inclusion in the Transportation Improvement Program.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 92-1598.

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF FINALIZING)
THE WESTSIDE LRT FUNDING)
PACKAGE)

RESOLUTION NO. 92-1598
Introduced by
Councilor Richard Devlin

WHEREAS, By Resolution No. 89-1035, an overall funding approach for the Westside Corridor project was established based upon 75 percent federal share and one-half the local match from the region and one-half from the state; and

WHEREAS, By Resolution No. 90-1300, the region's share of the local match was identified through Tri-Met General Obligation bonds and Regional Compact funds; and

WHEREAS, The Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 provided a \$515 million commitment toward a Full-Funding Grant Agreement during the next six-year period; and

WHEREAS, Tri-Met has determined the most effective method for providing LRT accessibility to the disabled is through the use of low-floor cars; and

WHEREAS, It is necessary to finalize the Westside LRT funding package in order to execute the Full-Funding Grant Agreement between Tri-Met and the Federal Transit Administration; now, therefore,

BE IT RESOLVED,

That the Council of the Metropolitan Service District:

1. Endorsed an overall Westside LRT funding package with the following elements:
 - a. 75 percent Federal Transit Administration (FTA) Section 3 funding for the segment from downtown Portland to 185th Avenue.

- b. One-third FTA Section 3 funding for the segment from 185th Avenue to downtown Hillsboro.
- c. \$110 million in Tri-Met General Obligation bonds.
- d. \$115 million in state funding (from the lottery) \$21 million in Regional Compact funds, including:
 - . \$7 million from Tri-Met.
 - . \$7 million from Portland.
 - . \$5 million from Washington County.
 - . \$2 million from Metro (for the zoo station).
- f. \$22 million from Regional "Surface Transportation Program" funds.
- g. \$22 million from ODOT "Surface Transportation Program" funds.
- h. \$22 million from Tri-Met Section 9 funds.
- i. \$33.9 FTA Section 3 funds (or other Discretionary FTA funding) @ 90 percent for inclusion of low-floor, handicapped accessible cars for the Westside Hillsboro extension and added cars for the Banfield.
- j. \$13.5 million FTA Section 3 funds for Eastside costs required to through route trains with the Westside.

2. That \$22 million of regional Surface Transportation Program (STP) funds is allocated for the Westside project and the Transportation Improvement Program (TIP) is amended accordingly, subject to Resolves 3 and 4 below.

3. That ODOT is requested to commit \$22 million of state Surface Transportation Program funds and the TIP is amended accordingly.

4. That Tri-Met is requested to commit \$22 million of FTA Section 9 funds and the TIP is amended accordingly.

5. That Tri-Met is encouraged to seek 90 percent FTA funds for the incremental cost of low-floor cars and the TIP is amended accordingly.

6. That the TIP is amended to authorize \$13.5 million of FTA Section 3 funds for Eastside costs required to through route trains to the Westside.

7. That funding for the 185th to Hillsboro segment is subject to selection and approval of the preferred alternative consistent with the National Environmental Policy Act (NEPA).

8. That Tri-Met work with the City of Gresham to define alternatives and recommend a strategy for keeping the project "Break-even" parcel intact as a transit-supportive site.

ADOPTED by the Council of the Metropolitan Service District
this ____ day of _____, 1992.

Jim Gardner, Presiding Officer

ACC:lmk
92-1598.RES
3-27-92

CITY OF GRESHAM
OFFICE OF THE MAYOR & CITY COUNCIL

Gussie McRobert, Mayor

Bernie Giusto, Council President

Jack Gallagher, Councilor, Position 1
Jo Haverkamp, Councilor, Position 4

Barbara Wiggin, Councilor, Position 2
Bernie Giusto, Councilor, Position 5

Joel Malone, Councilor, Position 3
Jack Adams, Councilor, Position 6

April 3, 1992

Senator Mark Hatfield
711 Hart Senate Office Building
Washington, D.C. 20510

Dear Senator Hatfield:

RE: FUNDING APPROPRIATION FOR PROJECT BREAKEVEN

I am writing to urge your continued support of Project Breakeven.

As you probably know, Winmar has announced that they do not intend to build a regional shopping mall on the site because of current market conditions. We believe that there is still a market and a demand for a regional shopping mall. We also believe that the original purpose behind Project Breakeven still exists today. Nowhere else in the Portland metropolitan area is there a site with the unique characteristics of the Winmar property; a large property located in the center of the City of Gresham being bisected by the light rail system.

Tri-Met has now publicly taken the position of abandoning the project by proposing a trade out of the \$13.5 million appropriated through Congress. Prior to discussing the trade out of these funds, we believe it is Tri-Met's obligation to develop regional consensus on alternatives for the purchase of the Winmar property.

A lot of work has gone into making this project happen. Other potential sites in Troutdale and Multnomah county have been turned down in favor of Project Breakeven. The design of the project is critical to encourage off-hour ridership of the east side light rail and critical to the future of Gresham.

Post-It™ brand fax transmittal memo 7671		# of pages → 2
To ANDY COTUGADO	From R. ROSS	
Co. METRO	Co. C of GRESHAM	
Dept.	Phone #	
Fax # 241-7417	Fax # 669-7446	

Senator Mark Hatfield

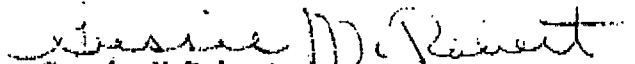
RE: FUNDING APPROPRIATION FOR PROJECT BREAKEVEN

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If Tri-Met walks away from the Project Breakeven, significant pressure will be placed upon our community to consider rezoning options that would provide for less intensive development. I firmly believe that the development of this site will significantly affect the character of this community in whether it is considered a "suburb" because of a low intensive development use on the property or whether Gresham will be seen as a "city" because of the high development intensity use of the property.

Senator Hatfield, we believe you are the key to this regional issue. You have been known to be a strong supporter of the project. We would like to work with you to obtain regional consensus regarding a trade out of the funds which would include the purchase of the Winmar site using Tri-Met resources.

Sincerely,


Gussie McRobert
Mayor

c: Congressman Ron Wyden
Congressman Les AuCoin
Gresham City Council
J. Michael Casey, City Manager
Clay W. Moorhead, Community Development Director
Tom Walsh, Tri-Met General Manager
JPACT members

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 92-1584 FOR THE PURPOSE OF REQUESTING GREATER FLEXIBILITY IN THE USE OF THE I- 205 BUSLANE FUNDS

Date: February 20, 1992

Presented by: Andrew Cotugno

PROPOSED ACTION

Adoption of the proposed resolution to seek Congressional action to broaden the allowed use of the I-205 Buslane Interstate Transfer funds but retain the current commitment of these funds for LRT in the I-205 corridor.

TPAC has reviewed this funding framework and recommends approval of Resolution No. 92-1584.

FACTUAL BACKGROUND AND ANALYSIS

The Surface Transportation Act of 1985 allowed the Portland region and the State of Oregon to withdraw the I-205 buslanes between Foster Road and Airport Way and to transfer these funds for future LRT in the I-205 corridor. The amount of funding made available for this purpose was \$16,366,283 of which \$425,000 was recently received for the I-205/Milwaukie Pre-AA study. The remaining amount of \$15,941,283 is restricted to LRT purposes only and does not inflate in value.

The recently initiated I-205/Milwaukie Pre-AA study is intended to conclude with one of the two corridors proceeding to full Alternatives Analysis in order to further consider LRT and to identify an interim improvement for the other corridor. As such, LRT in the near term may or may not be pursued in the I-205 corridor, thereby raising concerns about the region's ability to use these funds. The concern is particularly urgent since FY 93 is the last year that these funds can be appropriated by Congress and therefore likely the last opportunity to address this concern. In addition, the problem is compounded by the fact that the amount that will be available is fixed at \$15,941,283 and therefore loses purchasing power with time. Since this amount is only a very small portion of the cost to implement LRT in the I-205 corridor, the option of building something now is not available to the region.

Possible alternatives:

1. Leave the eligible use of the funds unchanged, thereby making it available for LRT in the I-205 corridor if and when a decision is made to implement LRT together with securing the remaining funds needed to implement the project. In the event LRT is not built, these funds will be lost to the Portland region.

2. Seek a Congressional action as part of the FY 93 Appropriations Bill to change the eligibility to allow it to be used for:
 - a. Any transit project in the I-205 region;
 - b. Any transit project in the I-205 or Milwaukie corridors (resulting from the I-205/Milwaukie Pre-AA);
 - c. Any transportation project in the I-205 corridor; or
 - d. Any transportation project in the region.

Options 2a and 2b would restrict the use to transit as originally intended but would result in lost purchasing power by waiting until a project is advanced to construction. Options 2c and 2d would allow the region to use these funds for an alternate regional purpose and assign future regional "Surface Transportation Program" funds to the I-205 or Milwaukie project.

Option 2a is recommended since it gives the Portland region the broadest flexibility for transit purposes. However, the recommended resolution also retains the current commitment of the funds to LRT in the I-205 corridor, thereby requiring further Council action to exercise the flexibility provision.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 92-1584.

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF REQUESTING)
GREATER FLEXIBILITY IN THE USE)
OF THE I-205 BUSLANE FUNDS)

RESOLUTION NO. 92-1584

Introduced by
Councilor Richard Devlin

WHEREAS, The I-205 Freeway between Airport Way and Foster Road was approved by the Federal Highway Administration with a provision for buslanes; and

WHEREAS, Section 142 of the Surface Transportation Act of 1987 allowed the Portland region and the Governor to request withdrawal of the I-205 buslanes and transfer to a light rail transit project in the I-205 corridor; and

WHEREAS, By Metro Resolution No. 89-1094, the Portland region approved a request for withdrawal of the I-205 buslanes from the Interstate system; and

WHEREAS, On May 30, 1989, the Governor requested withdrawal of the I-205 buslanes from the Interstate system; and

WHEREAS, The Federal Highway Administration approved withdrawal of the I-205 buslanes, providing \$16,366,283 for light rail transit in the I-205 corridor; and

WHEREAS, By Resolution No. 89-1094 and Resolution No. 91-1456 and IRC Resolution No. TPC 6-91-2, the Portland region established that the next LRT project after the Westside LRT to Hillsboro will include a terminus in Clackamas County; and

WHEREAS, Resolution No. 91-1407 approved the FY 92 Unified Work Program authorizing application for Federal Transit Administration (FTA) grants for a "Preliminary Alternatives

Analysis" of the I-205 and Milwaukie corridors to determine the project to next proceed into the Alternatives Analysis/Environmental Impact Statement process and to determine the financing strategy for the recommended improvements; and

WHEREAS, Bus and LRT alternatives will be considered in both the I-205 and Milwaukie corridors; and

WHEREAS, \$425,000 of the I-205 buslane funds have been awarded in a grant from the FTA for the I-205 portion of the I-205/Milwaukie Preliminary Alternatives Analysis, leaving a \$15,941,283 balance available; and

WHEREAS, If LRT is not constructed in the I-205 corridor due to lack of funding, the \$16 million cannot be used for alternate purposes and will be lost to the Portland region; and

WHEREAS, FY 93 is the final year of the Interstate Transfer Transit Program as provided in the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 and is therefore the final opportunity to seek increased flexibility in the use of these funds; now, therefore,

BE IT RESOLVED,

That the Council of the Metropolitan Service District:

1. Approves seeking Congressional action to provide flexibility in the use of I-205 buslane funds for alternate transit projects in the Portland region.
2. Retains the JPACT commitment of the I-205 buslane funds in the I-205 corridor for LRT purposes.
3. Requires further JPACT approval to shift the funds out of the I-205 corridor and will only be considered if a concurrent

commitment is made to replace the funds from an alternate source for LRT purposes in the I-205 corridor.

4. Establishes that final allocation of these funds (or the replacement funds) will be made based upon the I-205/Milwaukie Preliminary Alternatives Analysis together with an implementation funding strategy.

ADOPTED by the Council of the Metropolitan Service District
this _____ day of _____, 1992.

Jim Gardner, Presiding Officer

ACC:lmk
92-1584.RES
3-27-92

Oahu Transit
Services, Inc.

811 Middle Street
Honolulu, Hawaii 96819
Telephone (808) 848-4400
FAX (808) 848-4419

March 11, 1992

Dear Andy and Lois

Today I received the great
piece of 'Art' — You were most
thoughtful to mail it to me. I'm
sorry I never made it to a
regular IPACT meeting so that I
could properly thank everyone —
please do it for me.

Hawaii!! — tough life
for an old retired man, but
as they say — Someone has to
do it! You all are always
welcome at my table. Aloha



METRO

Memorandum

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

To: Joint Policy Advisory Committee on Transportation

From: *RD* Richard Devlin, Chair

RE: FORMATION OF JPACT FINANCE COMMITTEE

Date: April 8, 1992

Approval by JPACT is recommended for the formation of a JPACT Finance Committee to develop transportation financing recommendations for consideration by the full committee. Key issues to address include:

- Funding for expanded transit operations.
- Funding for a regional arterial fund.
- Funding for future LRT expansion.
- Determination of whether and when to proceed with a local option vehicle registration fee; and for what purpose.
- Input on financing recommendations from the Oregon Roads Financing Study.
- Input on financing recommendations from the Oregon Transportation Plan.
- Recommendations on allocation of Regional Surface Transportation Program (STP) funds in relation to other funding.
- Impact of funding recommendations on Metro dues funding.
- Coordination with financing aspects of Governor's Task Force on Vehicle Emissions in the Portland region.
- Development of a regional position on recommendations to the '93 Oregon Legislature.
- Coordination with the State of Washington financing initiatives.

Membership of the Finance Committee is recommended as follows:

Richard Devlin, Chair
Ed Lindquist, Clackamas County
Pauline Anderson, Multnomah County
Roy Rogers, Washington County
Earl Blumenauer, City of Portland
Dave Sturdevant, Clark County
Tom Walsh, Tri-Met
Don Forbes, ODOT

All recommendations of the committee will be considered for approval by JPACT.

Different Road

States Try New Tactic To Curb Auto Traffic: Cut Highway Spending

New Jersey Is in Forefront With an Ambitious Plan For Building Mass Transit Weaning People From Cars

By DANIEL MACHALABA

Staff Reporter of THE WALL STREET JOURNAL
 NEWARK, N.J.—The conventional wisdom for solving the nation's transportation problems, from traffic jams, to deteriorating highways, to pollution, has always been simple: throw money at them. So why has New Jersey canceled \$1.2 billion in new highway projects?

Backed by \$5.65 billion in federal funds from a new six-year, \$151 billion transportation bill, New Jersey officials are making an all-out effort to wean commuters from their autos and the crowded highways. Instead of spending on road projects, they have decided to gamble on mass transit, doubling the state's investments to \$1 billion in the fiscal year beginning July 1. They plan to tie the state together with low-pollution rail systems—and hope that tens of thousands of commuters use it. And if commuters don't, they'll find the highways even more crowded due to the lack of spending.

Despite Americans' longstanding love affair with the car, some say New Jersey is showing the way to a nation increasingly clogged up with traffic and pollution. "We are watching New Jersey closely," says A. Ray Chamberlain, executive director of Colorado's Department of Transportation.

Some New Departures

Colorado itself has canceled a \$7 million road project in Telluride and allocated \$2 million to build a bicycle path instead. Maine voters passed a referendum last fall quipping the state to give preference to mass transit, car pooling and other alternatives, and the state has canceled a \$50 million widening of its turnpike. Florida is cutting interstate-highway expansion in favor of rail transit and high-occupancy vehicle lanes. All of these are states that, like New York or Massachusetts, don't have major urban areas that rely on mass transit systems built in the last century. "Wherever states are going, New Jersey is likely to get there first," says Louis Gambaccini, a former New Jersey transportation commissioner who now heads Philadelphia's transit system. He says

New Jersey is not only the most densely populated state but also is ahead of the others in trying to devise a statewide development plan. What's more, he says, it faces fewer institutional barriers. "There is more effective control in the governor and the commissioner of transportation than in most states because there is no one city in contention with the state government," he explains.

Mr. Gambaccini believes New Jersey was among the first to scrap its highway department, in the late 1960s, and create a state department of transportation. "New Jersey was one of the first states to get serious about public transportation," he says, adding that California is turning to rail transit "only after it has slipped into an extreme crisis" of air pollution and congestion.

New Federal Law

What is happening in New Jersey suggests that many states' transportation systems may be headed for a U-turn, away from emphasizing more and bigger highways. The federal law enacted last December empowers states to spend tens of billions of highway dollars on transportation alternatives ranging from rail lines to bicycle paths.

"The old ways don't work anymore," says Thomas M. Downs, who became New Jersey's transportation commissioner two years ago and worked with Congress to shape key provisions of the new federal legislation. Building highways, he adds, merely encourages people to drive and the suburban sprawl that, by making mass transit difficult, forces them to drive. It also drains resources needed to repair existing roads and transit lines.

But skeptics say New Jersey's new strategy is doomed to failure in such a highly suburbanized state, whose 34,000 miles of roadways are the most heavily traveled in the nation. A number of social trends, including the increases in working women, child-care facilities and jobs in the suburbs, have made people more dependent on the automobile than ever. Per capita auto travel in New Jersey grew 74% in the past 25 years, four times faster than the population, according to the Regional Plan Association, a private New York group that advises regional governments.

'Freedom, Plain and Simple'

"The automobile gives you freedom, plain and simple," says Pamela Daviau, a personnel manager who drops off her three-year-old son at a preschool center on the drive to her office in a corporate campus in Parsippany.

Moreover, improvements in mass transit can go only so far toward reviving deeply troubled urban areas. Despite New York City's extensive transit network, for instance, companies keep moving out.

"People have voted with their feet for suburban dwellings and office parks," says Patrick O'Keefe, executive vice president of the New Jersey Builders Association. "Altering the transportation system doesn't solve other urban disadvantages, including dysfunctional school systems, confiscatory tax rates, security concerns and water and sewer constraints."

In addition, many New Jerseyans who

want to use trains are discouraged by a shortage of parking at some stations, including Ridgewood, Metropark and Princeton Junction. So the state plans expanded parking lots and new stations. New Jersey also faces a potential \$101 million shortfall in mass transit operating funds in the fiscal year beginning in July. Mr. Downs says the state may be able to make major capital improvements but "not afford to pay train crews."

Nonetheless, New Jersey's optimistic planners contend that the changes in its transportation policy will bring big changes in life styles. More people will share rides to work. Others will become telecommuters, linked to their offices through computers and telephone lines. And as more people use improved mass transit, suburban families may be able to shed their second cars.

The planners cite life-style changes in Portland, Ore., which froze the number of parking spaces downtown and built a light rail line. Since opening in 1986, the rail line has attracted more than \$800 million of office, retail and residential development near train stations. "A lot of people are riding transit to downtown, and they are coming downtown not just for work but also for shopping and recreation," says Keith Bartholomew, staff attorney for a nonprofit land-conservation organization in Portland.

Changes in Bay Area

Lawrence Dahms, executive director of the Metropolitan Transportation Commission of the San Francisco Bay Area, also points to life-style changes. He says that in the mornings, commuters now line up along streets in Oakland and Berkeley to get rides to downtown San Francisco. By teaming up, the drivers and their passengers can use the high-occupancy vehicle lane approaching the Bay Bridge and save about 25 minutes compared with motorists driving alone. Mr. Dahms also says new Amtrak train service between San Jose and Sacramento has caught on fast, with ridership far above expectations.

In New Jersey, businesses are already reacting to the new policy. Steven J. Porycki, a developer who is president of SJP Properties in Parsippany, plans to spend more than \$20 million to restore Morristown's train station and build an office and retail complex next to it. "I'm excited about Morristown because of its proximity to rail transportation, which will become much more important in the future," he says. "The environment, commitment by the state to mass transit and the spiraling cost of the automobile are prodding commuters in the direction of rail."

Construction of office buildings next to Newark's train station also is turning up. "Mass transit has become something to entice people," says Alfred Sturzone, a vice president of Blue Cross and Blue Shield of New Jersey, which is moving in 2,500 employees from Florham Park. Blue Cross officials say employee turnover got as high as 25% a year there, double normal rates, partly because clerical workers found it difficult to reach the suburbs.

COMMITTEE MEETING TITLE JPACT

DATE 4-9-92 - 7:15 a.m.

NAME

AFFILIATION

Earl Blumhauer
Portland

Jim Gardner
Metro

Roy Rogers
WASH. CTY.

BDB LIDDELL
CLACK CTY

FRED HANSEN
DEQ

Gerry Smith
WSDOT

Don Forbes
ODOT

Susan McLean
Metro

Bruce Hagensen
City of Vancouver

MIKE THORNE
Part of Portland

Marjorie M. Schmidt
Cities of Mult County

Dave Sturdevant
CLARK County

TOM WALSH
TRI-MET

~~Ed [unclear]~~
City of Washington County

~~Ed [unclear]~~
Clackamas Co.

Hauiline Anderson
Multnomah County

RICHARD DEVAW
METRO

Andy Cotugno
Metro

✓ Rose Johnson
Mult & CU

✓ Don Adams
ODOT

✓ Tom Dechenne
East Side Business

Karen Shackleton
metro

✓ Julie Fisher
Metro

✓ Jack Wilson
Tri-Met

Pick FEENEY

COMMITTEE MEETING TITLE IPACT

DATE 4-9-92

NAME

AFFILIATION

✓ Karen Rabiner	Portland
✓ Keith Ahola	WSDOT
✓ Sutz Shyster	metro
✓ Ted Spence	ODOT
✓ John Kroll	EDOT
✓ Denny Moore	ODOT
✓ CRAIG LOMMICKA	Cities of Clackamas Co.
✓ TERRY COOK	GRESHAM
✓ BOB POST	TRI-MET
✓ LAURIE GARRETT	TRI-MET
✓ BRIAN CAMPBELL	PORT OF PORTLAND
✓ Carter MacNish	POP
✓ BARRINGTON	TRI-MET
✓ STEVE DOTTERER	CITY OF CHICAGO
✓ Les White	C-TRAN
✓ Dean Lookingbill	IXE
✓ ROD SANDOZ	CLACKAMAS COUNTY
✓ Tom VanderZanden	Clackamas County
✓ Mark Landers	C-TRAN
✓ ERIC WARNER	WASH. CO.
✓ CLAY MOORHEAD	GRESHAM
✓ Bud Roberts	City of Beaverton