Meeting Notes 1981-01-08

Joint Policy Advisory Committee on Transportation

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AGENDA

Date: January 8, 1981
Day: Thursday
Time: 7:30 a.m.
Place: Metro Conference Room A1/A2

*1. TIP AMENDMENT - AUTHORIZING FEDERAL AID PRIMARY FUNDS FOR TV HIGHWAY, SE 21ST AVENUE TO SE OAK STREET - APPROVAL REQUESTED.

*2. TIP AMENDMENT - ALLOCATING INTERSTATE TRANSFER FUNDS FOR RAILROAD AVENUE/HARMONY ROAD PROJECT - APPROVAL REQUESTED.

#3. FY 82 UWP ALTERNATIVES - DISCUSSION.

*4. COMMITTEE ROSTER FOR RTP EVALUATION - SUBMITTED FOR INFORMATION ONLY.

*Material enclosed.

#Material available at meeting.
MEETING REPORT

DATE OF MEETING: December 4, 1980

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

PERSONS ATTENDING: Members: Charlie Williamson, Dick Carroll, John Frewing, Bob Bothman, Connie Kearney, Lloyd Anderson, Bill Young, and Dennis Buchanan

Guests: David Peach, Sarah Salazar, Bebe Rucker, Steve Dotterrer, Ted Spence, Bill Greene, and Paul Bay

Staff: Andy Cotugno, Rick Gustafson, Rod Sandoz, Bill Pettis, Ellen Duke, Keith Lawton, Karen Thackston, Lubin Quinones (FHWA), and Lois Kaplan, Secretary

MEDIA: None

SUMMARY:

1. PROPOSED PRIORITIZATION OF PROJECTS REQUIRING INTERSTATE TRANSFER FUNDING

A draft of a letter to be sent to the various jurisdictions was reviewed at the meeting regarding the setting of priorities on projects requiring Interstate Transfer funding. Andy related that it is anticipated that the Portland area may only receive approximately one-third ($20 million) the amount of the initial funding request of $55 million.

Andy stated that the TIP Subcommittee has met to develop a set of priorities for those projects that would be submitted for various levels of shortfall. Relevant to setting priorities, consideration was given to what kind of projects were ready to move, its relationship to past history, what phase it was in, and staff commitments requiring Preliminary Engineering. It was pointed out that, on the Priority 1 list -- for projects totaling approximately $35 million -- projects listed are essential and of the highest priority. The $45 million list of projects is intended in case of a reallocation of funds.

Andy explained that the drafted letter being sent out is to gain concurrence of the strategy from the affected jurisdictions. He also indicated that a final list will be developed for adoption when the actual funding level is established by FHWA. The Committee indicated approval of the letter but felt that it should be clearly identified as a preliminary list inasmuch as it has not been approved by the various Councils.
2. TRANSPORTATION IMPROVEMENT PROGRAM AMENDMENT - AUTHORIZING INTERSTATE TRANSFER FUNDS FOR THE 82ND AVENUE IMPROVEMENT PROJECT

It was pointed out that this project was included in the Priority 1 listing for Interstate Transfer funds.

Action Taken: It was moved and seconded to approve the recommendation to amend the TIP for authorization of Interstate Transfer funds for the 82nd Avenue improvement project. Motion CARRIED.

3. TRANSPORTATION IMPROVEMENT PROGRAM AMENDMENT - AUTHORIZING FEDERAL AID PRIMARY FUNDS FOR A SIGNAL AT MT. HOOD HIGHWAY AND BIRDSDALE AVENUE

After a review of the Agenda Management Summary, the following action was taken:

Action Taken: It was moved and seconded to approve the recommendation to amend the TIP for authorization of Federal Aid Primary funds for a signal at Mt. Hood Highway and Birdsdale Avenue. Motion CARRIED.

4. TRANSPORTATION IMPROVEMENT PROGRAM AMENDMENT - TRI-MET'S SPECIAL EFFORTS PROGRAM FOR THE HANDICAPPED - AND RESPONSE TO UMTA'S COMMENTS

After a discussion on the Agenda Management Summary, action was taken as follows:

Action Taken: It was moved and seconded to approve the recommendation to amend the FY 1981 Transportation Improvement Program to include Tri-Met's Special Efforts program for the handicapped. Motion CARRIED.

5. CONCURRING IN THE DESIGNATION OF THE CLARK COUNTY PUBLIC TRANSPORTATION BENEFIT AREA AS THE SECTION 5 RECIPIENT

It was explained that the voters of the Clark County Public Transportation Benefit Area had authorized, at its November 4 election, a sales and use tax to become effective January 1, 1981, at which time the PTBA will assume financial responsibility for the provision of transit service in Clark County. This resolution is necessary to change the designated recipient from the Vancouver Transit System to the PTBA effective the first of the year.
Action Taken: It was moved and seconded to give formal endorsement for designation of the Clark County Public Transportation Benefit Area as the Section 5 recipient. Motion CARRIED.

6. REGIONAL TRANSPORTATION PLAN UPDATE - ALTERNATIVES TO BE STUDIED AND LEVEL-OF-SERVICE CRITERIA

A copy of RTP alternatives and System Performance Criteria was distributed to Committee members at the meeting. Andy related that it represented a conceptual list of alternatives and a definition of what constitutes an adequate level of mobility on the highways and the transit system. The alternatives will be used as a tool in answering questions in terms of cost and will it work? He then reviewed the alternatives, their costs, and impacts to the Committee.

A graphic presentation was further made depicting the committed investment in terms of major highway expansion, major transit expansion and major carpool expansion.

The Committee was informed that, at the last TPAC meeting and at the ICC meeting as well, the question was raised as to whether Metro shouldn't be looking at the process of making the trade-offs that will have to be made in adoption of the RTP. Crucial issues to be considered include needs in the year 2000, what should be done first, the phasing of money over time, and where and when to spend the money. They further indicated the need for an evaluation of a development plan for the region. TPAC therefore voted to recommend that JPACT make a request of the Executive Officer for the ICC, RPC, and Metro Development and Transportation staffs to prepare a work program for a regional sketch plan for development policy in working with the RTP for consideration at the January JPACT meeting. It was their objective to define some criteria for development of the region, taking into consideration the various jurisdictional Comprehensive Development Plans, where the infrastructures are now, where land is available and where it is not, and indicate where opportunities for development and its constraints exist.

The JPACT members indicated that they too felt that a set of assumptions for the region had to be adopted and concurred on prior to any funding commitments. In order for the RTP to be effective, it was felt that an effort should be made to build a base on direction and that this should run parallel to what the ICC is doing. The importance of making the assumptions well known is very critical. The question of how to address the information to the public is the next step.
The Committee stressed the need in getting the public involved at this point in time as well as contacts being made with vested interest groups, such as the League of Women Voters, industrial clubs, AOI, neighborhood associations, and environmental groups in order to form and build a political base for the final RTP. Andy related that the immediate next step is to complete more of the various criteria in the evaluation.

How the "user" would get input into the criteria selected was of vital concern to Committee members. They also expressed the need to illustrate the important relationship between the amount of anticipated growth and the transportation plan to serve that need.

Gaining public acceptance and early involvement of the jurisdictions were matters of key importance to the Committee. They therefore recommended that the staff prepare a document of key assumptions for use in public discussions and involvement. These assumptions would be used as guidelines for achievement.

Action Taken: The Metro staff was instructed by Acting Chairman Williamson to prepare a booklet on key assumptions for the RTP for presentation to public groups and consideration by JPACT.

7. AMENDMENTS TO THE FY 79 AND FY 80 UNIFIED WORK PROGRAMS

Andy Cotugno explained that the resolution is merely a housekeeping measure for the purpose of shifting priorities and carrying funds over into the next fiscal year.

Action Taken: It was moved and seconded to approve the recommendation to amend the FY 79 and FY 80 Unified Work Programs. Motion CARRIED.

8. DISCUSSION ON JPACT ATTENDANCE AND THE QUESTION OF ALTERNATES

Inasmuch as the matter of attendance was taken up at the last JPACT meeting, concern was registered by one committee member who realized he would be unable to attend all meetings and questioned the desirability of an alternate being appointed. It was discussed that most of the material for the meeting is distributed beforehand and, even with the member in question missing, a policy-making decision could be made ahead with an alternate in attendance placing his vote.
It was therefore moved and seconded to recommend to the Metro Council that the Department of Environmental Quality be authorized to put forth an alternate to JPACT and that person be a voting member in the absence of the designated member. In discussion on the motion, it was pointed out that JPACT has never lacked a quorum, that it is a policy-making board, and Committee members expressed concern over the possibility of it becoming another technical committee; however, it was felt that the question should be raised of Metro Council. The motion and its second were then withdrawn.

Acting Chairman Williamson indicated he would take the matter up with Metro Council to see whether any of the designated agencies could be authorized to appoint an alternate who would have voting privilege in the absence of the designated member. In general, however, the Committee indicated it did not wish to have technical people serve in the capacity of the policy-making committee member.

9. CERTIFICATE OF APPRECIATION FOR CONNIE KEARNEY

A Certificate of Appreciation was presented to Connie Kearney at the meeting for her dedication and contribution to JPACT. Acting Chairman Williamson expressed the Committee's appreciation for her faithful attendance and devotion.

10. ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: JPACT Members
Denton Kent
Rick Gustafson

AC: lmk
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<thead>
<tr>
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<td>Lois Kaplan</td>
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AGENDA MANAGEMENT SUMMARY

TO: JPACT
FROM: Executive Officer
SUBJECT: Authorizing Federal Aid Primary Funds for Tualatin Valley Highway in Hillsboro and Amending the Transportation Improvement Program

I. RECOMMENDATIONS:

A. ACTION REQUESTED: Recommend Council adoption of the attached Resolution authorizing $1,790,880 in Federal Aid Primary (FAP) funds for Tualatin Valley Highway - 21st Avenue to Oak Street.

B. POLICY IMPACT: This action will respond to the high traffic volumes and access movements to adjacent commercial strip development. It will enable the selection of an alternative to alleviate these adverse traffic conditions. It will carry out corrective measures for this area outlined in the Hillsboro Comprehensive Plan. Funding allocation is consistent with the Five Year Operational Plan.

C. BUDGET IMPACT: The Oregon Department of Transportation (ODOT) is responsible for allocation of FAP funds and recommends their use on this project.

II. ANALYSIS:

A. BACKGROUND: A roadway improvement is planned for that section of Tualatin Valley Highway between S.E. 21st Avenue and Oak Street in the city of Hillsboro. The current 1979 traffic volumes on this section of highway range between 25,000 and 27,000 vehicles per day. A transportation report prepared in December of 1979 by Carl Buttke for the city of Hillsboro shows forecast traffic volumes on this section range between 34,000 and 40,000 vehicles per day. This forecast was developed from the city of Hillsboro's Comprehensive Land Use Plan.

The December 1979 report identified this section of highway as being capacity deficient and recommended that the roadway be widened to provide a continuous left-turn median. The report also recommended that an alternative to the widening would be the implementation of a 9th-10th couplet system between Cedar Street and Baseline Road. Both alternatives may be considered during the course of the study on this project. The project includes an update of the existing signal equipment to provide compatible controller units and an intertie system between 21st Avenue and Oak Street.
The controversial nature of the alternatives, combined with potential land use and economic impacts, warrants the preparation of a draft and final Environmental Impact Statement.

B. ALTERNATIVES CONSIDERED: Two alternatives are proposed to alleviate the problems: 1) Widen Tualatin Valley Highway between 21st Avenue and Oak Streets to provide a continuous left-turn lane; or 2) Implement a 9th/10th Avenue couplet system between Cedar Street and Baseline Street with a continuous left-turn lane on 10th (Tualatin Valley Highway) between Cedar and 21st Avenue (See Exhibit A). The couplet would convert 10th Avenue to a one-way, northbound, three-lane facility between Cedar and Baseline. Ninth Avenue would become one-way southbound from Main to Cedar where it would connect to 10th to form a five-lane roadway farther south.

Both alternatives would require the relocation of two public tennis courts, therefore, having an adverse impact on recreational land use if a satisfactory replacement site cannot be found nearby. Both alternatives would improve traffic flow and safety; however, from an operational standpoint, Alternative 2 is superior because of reduced conflict at intersections and the elimination of cross-traffic, left-turn movements. Project design will consider operation of a regional transit trunk route into Hillsboro.

C. CONCLUSION: Metro staff recommends approval of the attached Resolution based on the need for corrective action and the future opportunity to perform a review of the Draft Environmental Impact Statement to ensure that the original project objectives are met.

BP:et
1376B/188
WHEREAS, The Metro Council previously adopted Resolution No. 80-186 which endorsed the FY81 Transportation Improvement Program (TIP); and

WHEREAS, The Oregon Department of Transportation (ODOT) has requested that a new project be added to the TIP for a State initiated improvement on Tualatin Valley Highway in the city of Hillsboro; and

WHEREAS, ODOT is responsible for Federal Aid Primary (FAP) funds and recommends their use in the amount of $1,790,800 on this project; and

WHEREAS, This improvement is consistent with the Hillsboro Comprehensive Plan; now, therefore,

BE IT RESOLVED,

1. That $1,790,800 of Federal Aid Primary funds be authorized for the Tualatin Valley Highway improvement, SE 21st Avenue to Oak Street.

2. That the TIP and its Annual Element be amended to reflect this authorization as set forth in Exhibit "A".

3. That the Metro Council finds the project in accordance with the region's continuing, cooperative, comprehensive planning process and, hereby, gives affirmative A-95 Review approval.
**PROJECT DESCRIPTION**

Oregon Department of Transportation

**RESPONSIBILITY (AGENCY)** SE 21st Avenue - SE Oak Street LENGTH 1.2 miles

**DESCRIPTION** Widen the existing 4-lane facility to include a continuous left turn lane, possibly construct a one-way couplet on 9th and 10th between SE Oak and SE Cedar St. Update existing signals to current designs and construct intertie.

**RELATIONSHIP TO ADOPTED TRANSPORTATION PLAN**

Long Range Element TSM Element

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<tr>
<th>FUNDING PLAN BY FISCAL YEAR ($000)</th>
<th>FY 80</th>
<th>FY 81</th>
<th>FY 82</th>
<th>FY 83</th>
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**APPLICANT'S ESTIMATE OF TOTAL PROJECT COST**

- PRELIM ENGINEERING $135,000
- CONSTRUCTION $700,000
- RIGHT OF WAY $1,000,000
- TRAFFIC CONTROL $200,000
- ILLUM, SIGNS, LANDSCAPING, ETC
- STRUCTURES
- RAILROAD CROSSINGS

**TOTAL** $2,035,000

**SOURCE OF FUNDS (%)**

- FEDERAL
- FAUS (PORTLAND)
- FAUS (OREGON REGION)
- FAUS (WASH REGION)
- UMTA CAPITAL
- UMTA OPRTG
- INTERSTATE
- FED AID PRIMARY 88
- INTERSTATE
- SUBSTITUTION
- NON FEDERAL
- STATE 12
- LOCAL
AGENDA MANAGEMENT SUMMARY

TO: JPACT
FROM: Executive Officer
SUBJECT: Allocating Interstate Transfer Funds for the Railroad Avenue/Harmony Road Project and Amending the Transportation Improvement Program

I. RECOMMENDATIONS:

A. ACTION REQUESTED: Recommend Council adoption of the attached Resolution allocating $229,500 of Interstate Transfer funds for Preliminary Engineering (PE) and reserving $2,720,000 for future Metro allocation to right-of-way and construction phases.

B. POLICY IMPACT: This would endorse Clackamas County's proposal to improve Railroad Avenue/Harmony Road as a regional transit trunk route between the city of Milwaukie and the Clackamas Town Center. It concurs that the project is supportive of the McLoughlin Blvd. Improvement Strategy adopted by Resolution No. 80-175 as required by the Metro Council for use of these funds. Funding allocations are consistent with the Five Year Operational Plan.

C. BUDGET IMPACT: None.

II. ANALYSIS:

A. BACKGROUND: Resolution No. 80-132 set up a Southern Corridor Related Project Reserve in the amount of $6,017,563 (inflated through September 30, 1980 to $6.4 million) for projects that support improvements in the Southern (McLoughlin) Corridor.

Resolution No. 80-175 adopted the McLoughlin Blvd. Improvement Strategy calling for a regional trunk route system connecting timed transfer transit stations at Milwaukie, Clackamas Town Center and Oregon City.

The Milwaukie/Clackamas Town Center trunk route is proposed to be operated on Railroad Avenue/Harmony Road. In order for this to occur, these facilities need upgrading to provide adequate pavement structure, improved geometrics, improved traffic operations for high-speed transit service and bus stops, sidewalks, bus pullouts, bike paths and pedestrian amenities.

The proposed action would allocate $229,500 for PE funding of a joint effort by Milwaukie and Clackamas County for the following elements:
- Upgrade Railroad Avenue and Harmony Road and realign intersection of Harmony and 82nd.

- Evaluate measures to reduce through traffic and/or provide bus priority treatments to allow direct, fast transit service from Milwaukie transit station to Hwy. 224, across Hwy. 224, along Railroad and Harmony, across 82nd and into the Clackamas Town Center transit station.

- Identify opportunities for a park and ride lot on the trunk route with direct, convenient auto access to Hwy. 224.

The proposed action would also reserve $2,720,000 for right-of-way construction of the project. Upon completion of the PE, Metro will undertake a review to ensure the project objectives and commitment to the local match by all jurisdictions for the full project are met.

B. ALTERNATIVES CONSIDERED:

Alternative Routes

1. King/Harrison - too slow, residential street.

2. Hwy 224 - fast route but cannot serve land uses along the way.

3. Railroad/Harmony - most direct, provides ability to serve surrounding industrial and residential development.

Alternative Funding Strategy

PE and construction could be allocated to Milwaukie for Railroad Avenue and to Clackamas County for Harmony, independent of one another with no guarantee that they would be constructed as a single uniform project.

C. CONCLUSION: Metro staff recommends approval of the attached Resolution.

AC: ss
1377B/188
WHEREAS, The Metro Council adopted the McLoughlin Blvd. Corridor Improvement Strategy by Resolution No. 80-175; and

WHEREAS, This strategy called for a regional trunk route system connecting timed transit stations at Milwaukie, Clackamas Town Center and Oregon City; and

WHEREAS, Railroad Avenue and Harmony Road have been identified as a Regional Transit Trunk Route connecting the Milwaukie and Clackamas Town Center transit stations; and

WHEREAS, These facilities, in order to adequately serve the proposed Regional Transit Trunk Route function must be substantially upgraded; and

WHEREAS, The Southern Corridor Related Projects Reserve established by Resolution No. 80-132 to fund improvements which support the McLoughlin Boulevard Improvement Strategy; and

WHEREAS, This reserve, minus previous project allocations, currently has some $5.6 million (in September, 1980 dollars); now, therefore,

BE IT RESOLVED,

1. That $229,500 (federal) be allocated from the Southern Corridor Related Projects reserve for the joint use of Clackamas County and the city of Milwaukie to conduct Preliminary Engineering (PE) studies.
2. That the allocation above is conditioned on the PE studies including the following elements:
   - Design of street improvements with intersection realignments.
   - Measures to reduce through traffic such as street closures to limit access, signalization to discourage through traffic, bus priorities to compensate for diverted traffic.
   - Bus priorities at 82nd into the Clackamas Town Center and at Hwy. 224 into Milwaukie.
   - Identification of park and ride opportunities with convenient access from Hwy 224.

3. That $2,720,000 (federal) from the Southern Corridor Related Projects Reserve be set aside for right-of-way and construction. Specific allocations to these work phases will be made subject to future review by Metro Council to determine if project objectives and commitment of local match for the full project are met.

4. That the Transportation Improvement Program and its Annual Element be amended to reflect the allocation as set forth in Exhibit "A."

5. That the Metro Council finds the project in accordance with the region's continuing cooperative, comprehensive planning process and hereby gives affirmative A-95 Review approval.
PROJECT INFORMATION FORM - TRANSPORTATION IMPROVEMENT PROGRAM

PROJECT DESCRIPTION

RESPONSIBILITY (AGENCY) Clackamas County - City of Milwaukie

LIMITS 82nd to Milwaukie Central Business District LENGTH 3 miles

DESCRIPTION The development of a regional transit trunk route that will connect the McLoughlin Blvd. and I-205 corridors. This project will include widening of roadway, development of transit, bicycle, and pedestrian facilities. Relocation of Harmony Rd. between 80th and 82nd Ave. is an important component of this project.

RELATIONSHIP TO ADOPTED TRANSPORTATION PLAN

LONG RANGE ELEMENT XXX TSM ELEMENT

FUNDING PLAN BY FISCAL YEAR ($000)

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<th></th>
<th>FY 80</th>
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*Clackamas County and the City of Milwaukie will share local match based on ownership.

LOCATION MAP

PROJECT NAME Harmony - Railroad

ID No FAIL 9702

APPLICANT Clackamas County & City of Milwaukie

SCHEDULE

TO ODOT PE OK'D EIS OK'D CAT'Y BID LET HEARING COMPLE'T

APPLICANT'S ESTIMATE OF TOTAL PROJECT COST

PRELIM ENGINEERING $270,000
CONSTRUCTION* (2,190,000)
RIGHT OF WAY* (510,000)
TRAFFIC CONTROL* (500,000)
ILLUM, SIGNS, LANDSCAPING, ETC
STRUCTURES
RAILROAD CROSSINGS

*RESERVE 3,200,000
TOTAL $3,470,000

SOURCE OF FUNDS (%)

FEDERAL
FAUS (PORTLAND)  
FAUS (OREGON REGION)  
FAUS (WASH REGION)  
UMTA CAPITAL UMTA OPRTG
INTERSTATE  
FED AID PRIMARY  
INTERSTATE  
SUBSTITUTION
MT. HOOD CAT. 1 85%
NON FEDERAL
STATE LOCAL 15% 100%
SYSTEMS REPORT AND PROJECT ALTERNATIVES

Prepared by Clackamas County
RAILROAD/HARMONY TRANSIT TRUNK ROUTE: ALTERNATIVES, OBJECTIVES, PROJECT PROPOSAL, AND FUNDING.

PROPOSED CONCEPT

The Regional Transportation Plan, Draft Two proposes a timed-transfer concept for the southern corridor. The transit system developed under this concept would include a number of local feeder routes tied to major transit stations in Milwaukie, Oregon City, and the Clackamas Town Center. Timed-transfers between routes at transit stations would provide minimal waiting time. These transit stations would be tied to each other and to other parts of the region by high-speed trunk routes.

High speed trunk routes are a necessary part of the concept in order to provide region-wide transit access within a reasonable travel time. Attachment 1 (which is Figure 5 in the Draft RTP) shows a trunk route on McLoughlin Blvd. connecting Oregon City, Milwaukie, and points north; a trunk route on I-205 and/or 82nd Drive connecting Oregon City, the Clackamas Town Center, and points north; and a trunk route connecting the Town Center and Milwaukie. The latter is not only important as part of the trunk route network, but would provide a badly needed high-speed east/west transit link within Clackamas County, and would serve three major market areas, downtown Milwaukie, the Omark Industrial Park, and the Clackamas Town Center.

Four alternatives for the trunk route between the Town Center and Milwaukie are briefly described and analysed below.

ALTERNATIVE ROUTES: Milwaukie/Clackamas Town Center Transit Trunk

Description of Alternatives

Figures 1 through 4 show the four routes under consideration and the major land use features within one-quarter mile of each. The routes can generally be described as: 1) Harrison St., King Rd, 82nd Ave., 2) Railroad Ave., Harmony Rd., 3) Highway 224, Harmony Rd., and 4) Highway 224, 82nd Ave. The western terminus of each route is the transit station being planned for downtown Milwaukie. The eastern terminus of each is the transit station at the Clackamas Town Center.

Each Figure shows the designated Activity Center around the Town Center. The Activity Center is an area planned for intensive, transit-supportive development.

Evaluation of Alternatives

The four alternatives were compared for transit trunk route suitability on the basis of travel times, congestion, and population and employment served.

TRAVEL TIME:

Average peak and off-peak travel times under existing conditions were determined for each route, as shown on Table 1. Alternative 2, the Railroad/Harmony route was significantly superior to all other routes.
TABLE 1
Travel Time Comparison
Milwaukie to Clackamas Town Center

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CONGESTION:

Problem areas were identified by examining data from a 1977 congestion study, the draft RTP, and a County document entitled Clackamas Town Center Area Transportation Study Final Report. Results of the 1977 study and forecasts for the year 2000 were combined to show general areas of congestion on Figure 5.

It appears that buses using alternative 1 (Harrison, King, 82nd) would encounter peak hour congestion under present conditions on Harrison between the Milwaukie transit station and Highway 224. By the year 2000, this route would encounter congestion on 82nd.

Buses using alternative 2 (Railroad, Harmony) would encounter peak hour congestion under present conditions on Harmony Road. However, road improvements proposed as part of this project are expected to eliminate excessive congestion on this route.

Buses using Alternative 3 (Highway 224, Harmony) would encounter congestion on Harmony Road and, in addition, would be required to cross the Southern Pacific mainline at Harmony. This situation causes substantial traffic tie-ups.

Buses using Alternative 4 (Highway 224, 82nd) would not encounter excessive congestion under normal conditions.

POPULATION AND Employment SERVED:

Estimates of population and employment for the years 1980 and 2000 were made for areas within one-quarter mile of each of the four alternative routes. These estimates are shown on Table 2.

The population and employment within the Activity Center around the Clackamas Town Center were considered to be served by each of the four routes. The relatively high population and employment within the Activity Center would obscure differences among the four corridors, hence figures for the Activity Center are not included in Table 2.
Buses using Highway 224 (alternatives 3 and 4) would be unable to serve a large part of the population and employment adjacent to the Highway due to the expressway design of Highway 224. For that reason, the figures in Table 2 exaggerate the potential of alternatives 3 and 4. Thus, alternative 1 appears to provide the most service to population and alternative 2 provides the most service to employment.

Approximately 40% of the employment and 20% of the population within one-quarter mile of Alternative 1 lies along 82nd Ave., which is and will continue to be served by other bus routes. In addition, much of the route along King Road and 82nd Ave. is presently a poor environment for pedestrians. Right-of-way limitations would make a solution to the pedestrian problem difficult at a reasonable cost.

Much of the area served by alternative 2, including the Omark Industrial Park, is presently not served. Hence, Alternative 2 appears to have the greatest overall usefulness in terms of area served.

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Conclusions of Alternatives Evaluation

Alternative 1 (Harrison, King, 82nd):

This route would provide service to a residential population, but would be a poor choice for service to employment. This route has the worst travel time and the second longest mileage. A significant portion of the route is projected to be congested by the year 2000. The route would be appropriate for local service.

Alternate 3 (224, Harmony):

This route would provide poor service to adjacent areas and would pose a safety hazard because of pedestrian access problems on Highway 224. The route has relatively long travel times and the crossing of the Southern Pacific mainline in an area of traffic congestion poses severe problems for bus scheduling.
Alternative 4 (224, 82nd)

This route would provide poor service to adjacent areas and would pose a safety problem because of pedestrian access problems to Highway 224. The route has relatively long travel times due to a large number of traffic signals. The route has the longest mileage of the four alternatives.

Alternative 2 (Railroad, Harmony):

This route appears best for several reasons:

1. Relatively short mileage and significantly lower travel times,
2. Superior service to employment areas;
3. Good service to population areas;
4. Traffic congestion problems could be solved more easily with Alternative 2 than with Alternative 1.

The Railroad Ave./Harmony Rd. route is recommended as a transit trunk route between Milwaukie and the Clackamas Town Center. Some improvements to the route will be required, including widening and strengthening of the pavement; installation of sidewalks, crosswalks, shelters, and pedestrian connections to Omark Industrial Park; and improved curve geometry, turn lanes, and signalization to insure high speed bus service.

Details of the project are described below.

PROPOSED PROJECT & PROJECT OBJECTIVES

Objective: The Railroad Avenue - Harmony Road project is designed to provide a route for high speed reliable transit service between the Clackamas Town Center and the Milwaukie transit stations. By providing this link, a major component of the transit network as adopted in the plans of both Milwaukie and Clackamas County will be achieved, and regional air quality and transit goals will be furthered.

Within the major transit objective are sub-categories of pedestrian access and safety. Also, the provision of a direct east-west bicycle connection will enhance the overall goal of providing alternatives to the private automobile.

Proposed Project: Clackamas County and the City of Milwaukie are jointly sponsoring the development of a regional transit trunk route. The route will be on Harmony Road and Railroad Avenue between 82nd Ave. and the Milwaukie central business district.

The physical components of this project will include:

- Upgrading Railroad Avenue and Harmony Road to provide two full width lanes,
paved shoulders, sidewalks and other pedestrian facilities that will encourage transit utilization and provide a safe environment for the schools and residents along this route,
the establishment of a bikeway the length of the project,
turn bays at key intersections,
realigning the Harmony Road intersection at 82nd Ave. to the north to intersect with Sunnyside Road,
signals at key points along the route with a bus actuated signals at Hwy. 224, and in Milwaukie,
Improving the road bed to withstand the increased weight requirements,
and
modification to the radius of existing corners where necessary in order to facilitate bus turning movements.

A component study during the preliminary engineering phase will deal with limiting the automobile traffic on this route. Considerations in this study will be:

- priority treatment for busses along the route, and
- restricting general access from Hwy. 224 to Harmony Road.
RECOMMENDED FUNDING ACTION

In order to achieve the objectives set forth in this application, the following action is requested:

1. Designate Railroad Avenue - Harmony Road a regional transit trunk route in the Regional Transportation Plan (RTP),

2. Allocate $229,500 (Federal Share) of preliminary engineering money for a joint Clackamas County, City of Milwaukie study of the following projects.
   a. Preliminary engineering for modification and upgrading of Railroad Harmony.
   b. Evaluate potential for limiting access from Hwy. 224 to Harmony Road.
   c. Evaluate bus operation and the need for transit priority treatment through downtown Milwaukie, at Hwy 224, along Harmony and Railroad at 82nd and into the Clackamas Town Center transit station,
   d. Evaluate potential to eliminate or improve signals along Hwy. 224.

3. Reserve $2,720,000 (Federal Share) for right-of-way acquisition and construction of the Railroad Ave./Harmony Road project upon the completion of preliminary engineering and with the local match commitment from affected jurisdictions. Further require action by Metro to authorize the release of committed funds after a project review to ensure that the stated objectives will be met.
FIG. 1
HARRISON/KING/82ND
ALTERNATIVE

LEGEND
HD  HIGH DENSITY RES.
MD  MED. DENSITY RES.
LD  LOW DENSITY RES.
G.E.  GEN. INDUSTRY
C.I.  CAMPUS INDUST.
C.  COMMERCIAL
FIG. 2
RAILROAD/HARMONY ALTERNATIVE

LEGEND
HD HIGH DENSITY RES.  G.I. GEN. INDUSTRY
MD MEDIUM DENSITY RES.  C.I. CAMPUS INDUST.
LD LOW DENSITY RES.  E. COMMERCIAL
FIG. 4
224 / 82ND
ALTERNATIVE

LEGEND
HD HIGH DENSITY REG.
MD MED. DENSITY REG.
LD LOW DENSITY REG.
G.I. GEN. INDUSTRY
C.I. CAMPUS INDUST.
C. COMMERCIAL
FIG. 5
TRANSIT TRUNK ALTERNATIVES CONGESTED AREAS
December 19, 1980

Andy Cotugno, Acting Director
Transportation Planning
Metro
528 S.W. Hall
Portland, OR 97201

Dear Andy:

The purpose of this letter is to reconfirm Tri-Met's strong interest in transit/pedestrian improvements along Railroad Avenue and Harmony Road, and to reaffirm our support of the Railroad Avenue/Harmony Road Improvement Project. This project has the potential of providing a very useful and important transit link between the McLoughlin and I-205 corridors. At the same time, there is the potential that some improvements on Harmony Road may, in fact, attract additional unwanted through-traffic and thus cancel out any net advantages to transit. The following points should be considered during the preliminary engineering phase of the Railroad/Harmony project.

1. A higher speed transit trunk line connection between Clackamas Town Center and the Portland CBD via the Milwaukie Transit Center is a vital component of our proposed Southeast suburban timed transfer network.
   a. It is essential to the operation of the Clackamas Town Center Transit Center and park-and-ride lot.
   b. It is essential to the operation of the Milwaukie Timed-Transfer Center by providing increased frequency and capacity on McLoughlin Blvd. north of Milwaukie. (The McLoughlin trunkline and the Clackamas Town Center (CTC) trunkline schedules will be integrated.)

2. In order to make efficient use of transit resources, this trunkline will be required to serve a dual function:
   a. Provide a direct, relatively fast connection between the Transit Centers.
   b. Since the anticipated off-peak passenger volumes will not be enough to justify all-day express service, the alignment must serve developments
along the route.

3. The Railroad Avenue/Harmony Road alignment is favored because:

   a. The Railroad Avenue/Milwaukie Expressway (Hwy 224)/Lake Road corridor provides the most direct route between CTC and Milwaukie.

   b. The 82nd Avenue/King Road/Harrison alternative is less direct, is significantly slower, and would involve unnecessary duplication of local service which will operate along or parallel to that route. Southeast Milwaukie residences and industry would not be served.

   c. Railroad Avenue provides transit access to an area of southeast Milwaukie not within walking distance of other service on King Road and Linwood Avenue and could potentially serve the industrial area south of Railroad if pedestrian improvements are made.

   d. Milwaukie Expressway would only be appropriate as an express route because of its high speed nature and poor pedestrian access to adjacent development. (This route would have potential delays because of the required crossing of the SP mainline.)

   e. International Way, which we will use in the interim, provides good access to the industrial area but is virtually inaccessible from developments north of Railroad. (Also requires railroad crossing.)

   f. Lake Road would already be used by another line going to the Clackamas industrial area and would provide no access to either the Milwaukie industrial area or southeast Milwaukie, meaning that another line would have to serve those areas, probably on Railroad, requiring road improvements.

4. Successful operation of the Clackamas Town Center trunkline requires roadway improvements and traffic management on Railroad Avenue and Harmony Road because:

   a. All alternative alignments described in point 3, except the least favored King Road alignment, require use of Harmony Road which, without improvements and traffic control measures, is expected to be used by more through traffic than it is designed to handle, both structurally and environmentally.

   b. Both Railroad and Harmony currently offer a poor pedestrian (hence transit user) environment because of lack of sidewalks and pedestrian links to adjacent land-uses.

   c. Railroad Avenue is structurally unfit for medium to heavy use by transit vehicles.
5. In order for the Railroad/Harmony Project to be a viable transit-oriented project that Tri-Met can support, the following elements must be included:

a. Sidewalks on both sides of Railroad and Harmony.

b. Safe and conveniently spaced pedestrian pathways (every 600-1000 feet) connecting Railroad Avenue with Industrial Way across the Southern Pacific tracks.

c. Positive traffic control through turn prohibitions, traffic metering, ramp closures, or other means for the segment between 82nd and Harmony and the Linwood/Railroad/Harmony intersection to discourage use of Harmony Road as a major connection for general traffic between Highway 224 and the Town Center area. Such controls would, at the same time, need to provide priority treatment to transit vehicles.

One fairly straightforward solution to the Harmony Road traffic problem would be to close two of the ramps at the Lake Road/Highway 224 interchange—the eastbound exit and the westbound entrance. Local traffic to and from the industrial area and Lake Road could go via the signals at Freeman Lane/International Way and Rusk Road (the latter may require a new left turn phase). Traffic to/from the Town Center area would thus be encouraged to go via 82nd Avenue or I-205.

We are very desirous of having this project become a success and hope the above comments are useful to you.

Sincerely,

Thomas G. Matoff
Director, Service Planning

TGM:mm

cc: Winston Kutch
Priority 1 - Required or High Priority Projects

A. Westside Corridor Project - $165,000

This project will move into the critical public hearing and decision-making phase. The current work program provides for completion of all technical work and publication of the Draft EIS. Next year's funding requirement of $165,000 will be partially funded from the current grant ($33,500) with the remaining eligible for 85 percent funding from Interstate Transfer funds ($111,775).

B. Regional Transportation Plan - $90,000

Technical work associated with the RTP will be predominantly completed during FY 81. However, a portion of the report writing, public involvement, revisions to respond to public and local jurisdictions' concerns and adoption will take place during FY 82. The RTP is a mandatory work element to respond to local needs and federal requirements. This can be funded 80 percent with UMTA-Section 8 and FHWA-Planning funds.

C. Air Quality Planning - $50,000

Metro has completed the technical evaluation of alternative "transportation control measures" to reduce air pollution and is scheduled to adopt the overall policy for pollution reduction during the next 4-5 months. FY 82 activities involve obtaining local commitments for implementation of selected strategies and writing and adoption of the transportation element of the State Implementation Plan for meeting air quality standards. This work element will be funded 100 percent through the approved EPA Section 175 funds.

D. Energy Contingency Planning - $25,000 - $150,000

Energy contingency planning has been a very high federal priority for several years and is a mandatory work activity for next year. However, there is a rather broad range of level-of-effort that could be undertaken. At the "minimum" end of the scale, Metro must have an adopted Contingency Plan. This could be a simple in-house document representing a compilation of outside agency commitments. Commitment to this level-of-effort would effectively delegate the responsibility for contingency planning to other agencies, predominantly Tri-Met. At the "maximum" level-of-effort, Metro would conduct a high profile effort to establish interagency responsibilities for declaring an
emergency and providing services. In this manner, Metro would clearly be the lead agency bringing the various parties together. This activity could be funded 80 percent with UMTA-Section 8 and FHWA-Planning funds.

E. Transportation Improvement Program - $70,000 - $120,000

This activity involves preparation and adoption of the 5-year program annually with periodic amendments at the request of local jurisdictions. In addition, it involves allocation of Interstate Transfer funds and monitoring of project obligations, transfers and quarterly escalations. This could be expanded from the minimum level to also monitor federal policy actions affecting Portland and working with state and federal officials on legislative proposals. This activity can be funded at 85 percent with Interstate Transfer funding.

F. Urban Goods Movement Planning - $25,000 - $100,000

Similar to energy contingency planning, this is an increasing federal priority and should be addressed in FY 82. However, the level-of-effort is flexible. It could be an in-house effort dealing strictly with truck circulation or a larger interagency effort dealing with trucks, rail, ports and their interface. This activity can be funded at 80 percent with FHWA-Planning funds.

G. Bi-State Study - $30,000

Metro is currently seeking $200,000 for the Bi-State study, including $52,000 in Metro staff support and $135,000 of consultant services. This grant will likely not be approved for several months and will therefore carry over into FY 82.

H. Travel Forecasting Model Refinement - $25,000 - $150,000

Metro's travel forecasting models were developed on a 1977 in-house survey based upon 1977 estimates of population and employment, traffic and transit ridership. Metro's travel forecasting models were developed in-house with the recognition that they would be refined and improved over time. At a minimum, the first two or three of the following activities should be conducted during FY 82:


2) Develop factors to more accurately deal with "special" traffic generators such as the airport, regional shopping centers, the port, major hospitals, etc.
3) Develop computer graphics capabilities to graphically depict the transportation information output from the analytical process. This would make the data more easily used and allow the data to be more easily presented to the public and decision-makers.

4) Develop more detailed models, including estimation of travel by more trip purposes and forecasting at a more detailed level of highway usage to meet local jurisdictional needs.

5) Improve the reliability of the transit mode choice model for nonwork trips. This is particularly critical as we expand the transit system to serve nonwork purposes.

6) Develop the capability to convert traffic counts collected throughout the region to an estimate of vehicle miles traveled. This would be valuable in estimating fuel consumption trends and provide an additional measure to verify the accuracy of our travel forecasting models.

These activities can be funded at 80 percent with UMTA-Section 8 and FHWA-Planning funds.

I. Coordination and Management - $100,000

This involves management of the department, coordination with outside local, state and federal agencies, dealing with Metro Council and committees, and providing necessary documentation for federal requirements.

Priority 2 - FY 82 Program Options

A. Transportation Financing - $20,000 - $35,000

The availability of funds for transportation is clearly one of the most critical issues identified in the Regional Transportation Plan. This work element would formalize current ad hoc activities in pursuit of new funding mechanisms at the federal, state and local level. This activity can be funded at 80 percent with UMTA-Section 8 and FHWA-Planning funds.

B. Demand Management Planning - $75,000 - $150,000

It is clear in the development of the RTP and recent air quality studies that efforts to reduce travel and shift travel to more efficient modes are necessary to accommodate
the ongoing large population growth of the region. Several options include:

1) Rideshare planning -- This involves a development of specific rideshare programs for each corridor in cooperation with the various implementing agencies. This would be a continuation of past efforts by TriMet and Portland and would involve Metro's Rideshare Advisory Subcommittee.

2) Parking studies -- Control of parking supply, cost and configuration is a strong tool to influence travel demands. This effort would focus on several key locations in the region to assess the potential for controlling parking.

3) Long Range Programs -- In the long term, several programs appear promising that could be examined further, including telecommunications, mixed-use real estate developments and expanded rideshare matching capability. This activity would examine these to establish their potential in reducing the need for travel and identify potential public actions to aid in implementation.

C. Population, Household and Employment Forecast - $50,000 - $100,000

The specific needs here are to develop, in conjunction with the various interests in the region (infrastructure suppliers, agencies, jurisdictions, other Metro departments such as Metro Development, Environmental Services, and Solid Waste), a reasonable forecast of the probable size and location of future growth in the region. This is particularly important following the completion of the 1980 census, giving us new information on recent trends.

This process will need to be a fairly long one (1-2 years) to enable a full and open exploration of the development of a policy for growth management which is sensitive to issues of growth, market forces and needs and the sensitivities of the jurisdictions which make up the region. This activity is a continuation of past efforts and should be conducted in conjunction with the preparation of a regional development policy.

D. Minor Arterial/Collector Circulation Studies - $120,000

The RTP is focusing predominantly on the major arterial system in terms of establishing the highway functional classification and identifying capital improvements. This
work element would establish the functional classification for the minor arterials and collectors and identify needed capital improvements. If this activity is undertaken, it would also require several of the described "model refinement" activities dealing with development of more detailed highway networks. This study can be funded at 80 percent with FHWA-Planning funds.

E. Bikeway Planning - $25,000

The most recent regional bikeway plan was adopted by CRAG in 1975. This activity would update the previous bikeway plan based upon bicycle policies adopted into the RTP and recently completed comprehensive plans.

F. UGB Sketch Planning - $120,000

The RTP has been developed to serve the land use pattern expected by the year 2000. While this is based upon adopted comprehensive plans, it does not establish the transportation needs for full build-out of the comprehensive plans. This activity would establish the transportation system for full development that is consistent with the year 2000 system reflected in the RTP and adopted comprehensive plans. The conduct of this study is interrelated with a proposed Metro Development work element dealing with preparation of a regional development policy. Eligibility for use of federal planning funds is unlikely or of low priority since the effort focuses on a time horizon beyond 20 years. As such, this activity will have to be funded from a local source.

G. Technical Assistance to Jurisdictions - $50,000

This is included to provide the means of generating travel forecasts for special sub-areas being studied by the local jurisdictions. Approximately one-half is to conduct work under contract with the Clark County Regional Planning Council. The remainder is to provide services to Oregon jurisdictions and could be funded with FHWA-Planning or UMTA-Section 8 funds.
### Funding Summary

#### I a. FY 82 Required Projects

<table>
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<tr>
<th>Project</th>
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<tr>
<td>Westside Corridor Project</td>
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<tr>
<td>Regional Transportation Plan</td>
<td>$90,000</td>
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<tr>
<td>Air Quality Planning</td>
<td>$50,000</td>
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<td>Energy Contingency Planning</td>
<td>$25,000 - 150,000</td>
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<td>Transportation Improvement Program</td>
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<td>Urban Goods Movement</td>
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<tr>
<td>Bi-State Study</td>
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<tr>
<td>Travel Forecasting Model Refinement</td>
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<td>Coordination and Management</td>
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**TOTAL** $580,000 - 955,000

#### I b. FY 82 Program Options

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<td>Population &amp; Employment Forecasting</td>
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<td>Minor Arterial/Collector Circulation Studies</td>
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<td>Bikeway Planning</td>
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<td>Sketch Planning for UGB Build-Out</td>
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<td>Technical Assistance to Jurisdictions</td>
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**TOTAL** $460,000 - 600,000

**GRAND TOTAL** $580,000 - 1,555,000

#### II. FY 82 Potential Revenue (includes local match)

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<td>EPA - Section 175</td>
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<td>UMTA - Section 8 (shared with Tri-Met)</td>
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**TOTAL** $884,000 - 1,114,000
Date: December 29, 1980
To: JPACT
From: Andy Cotugno
Regarding: RTP Involvement

At a past JPACT meeting, I indicated that the Interagency Coordinating Committee would be meeting on a weekly basis (Tuesdays at 2:00 p.m.) on the Regional Transportation Plan. I also indicated that additional participation from other members of TPAC or other jurisdictions would be welcomed.

Attached for your information are the regular ICC and TPAC members and other guests that have participated to date. All RTP mailings are sent to the full list. If you wish staff from your jurisdiction to participate, please have them notify me.

AC: lmk

Enclosure
MAIL-OUT ROSTER FOR RTP EVALUATION

TPAC

Winston Kurth (Clackamas County)
Ed Murphy (Cities of Multnomah County)
Martin Nizlek (Washington County)
Ted Spence (Oregon Department of Transportation)
John Price (Federal Highway Administration)
Gerry Edwards (Washington Department of Transportation)
Chuck Neumayer (Clark County)
Steve Dotterrer (City of Portland)
John Hankee (Citizen)
LeeAnn MacColl (Citizen)
Paul Bay (Tri-Met)
Sarah Salazar (Port of Portland)
Bebe Rucker (Multnomah County)
Bill Parrish (Cities of Clackamas County)
Wink Brooks (Cities of Washington County)
Bill Greene (Department of Environmental Quality)
Terry Ebersole (Urban Mass Transportation Administration)
Chuck Becker (Citizen)
Anne Sylvester (Clark County Regional Planning Council)

ICC

Ted Spence (Oregon Department of Transportation)
Steve Dotterrer (City of Portland)
Paul Bay (Tri-Met)
Tom VanderZanden (Clackamas County)
John Rosenberger (Washington County)
Bebe Rucker (Multnomah County)

GUESTS

Dave Lawrence (City of Hillsboro)
Rick Walker (City of Gresham)
Valerie Southern (City of Portland)

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<td>Andy Cotugno</td>
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<td>Karen Throckton</td>
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<td>Lois Kaplan Sec'y</td>
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