

MEETING REPORT

DATE OF MEETING: August 8, 1996

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

PERSONS ATTENDING: Members: Chair Rod Monroe and Susan McLain, Metro Council; Roy Rogers, Washington County; Dean Lookingbill (alt.), Southwest Washington RTC; Claudiette LaVert, Cities of Multnomah County; David Lohman (alt.), Port of Portland; Craig Lomnicki, Cities of Clackamas County; Gerry Smith, WSDOT; Greg Green (alt.), DEQ; Charlie Hales, City of Portland; Rob Drake, Cities of Washington County; Dave Yaden (alt.), Tri-Met; and Les White (alt.), C-TRAN

Guests: Kate Deane and Steve Dotterer, City of Portland; Brent Curtis and Kathy Lehtola, and John Rosenberger, Washington County; Tom VanderZanden, Rod Sandoz and John Rist, Clackamas County; Pat Collmeyer, Office of Neil Goldschmidt; Richard Ross, Cities of Multnomah County; Leo Huff and Dave Williams, ODOT; and Susie Lahsene, Port of Portland

Staff: Andrew Cotugno and Lois Kaplan, Secretary

MEDIA: Gordon Oliver, The Oregonian
K.D. Norris, Valley Times Newspaper

SUMMARY:

The meeting was called to order and a quorum declared by Chair Rod Monroe.

MEETING REPORT

Councilor LaVert noted two corrections in the July 11 JPACT meeting report, with changes to be made as follows:

- . Substitution of Mayor Lomnicki for "Councilor LaVert" under "Action Taken" on page 5; and
- . Substitution of Councilor LaVert for "Mayor Lomnicki" under "Action Taken" on page 6.

The meeting report was approved as amended.

TITLES 2 AND 6 OF THE URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN

Andy Cotugno explained that the *Urban Growth Management Functional Plan* has undergone intensive review by local governments. The document, as submitted, is complete and ready for consideration by the Metro Council, comprising the full text of the UGM functional plan.

In highlighting the July 26 memo from TPAC to JPACT on Titles 2 and 6 of the document, Andy noted that TPAC has suggested a few small amendments along with some clarifying language to accompany the plan. He then elaborated on the proposed amendments to Title 6 relating to accessibility under Section 4.B.2, *Transportation Performance Standards*, and Section 4.C relating to congestion management under the same heading. Andy explained the intent behind the proposed amendments and the need for further discussion on issues brought to the table in the clarifying language.

Andy reviewed the three-step process pertaining to the level-of-service standard and the CMS series of approaches to solve that problem.

Commissioner Hales spoke of the roles of MTAC/TPAC with respect to MPAC/JPACT and the need for a clear separation between that which is technical rather than policy driven. He felt it was a procedural issue and expressed concern that TPAC would propose policy to JPACT.

Commissioner Hales cited MPAC's responsibility with the Regional Framework Plan and its role as an advisory body. He acknowledged that it was evident that the language very carefully crafted by MPAC would make some transportation planners uncomfortable. He further noted that the goal of this region is different in that a land use plan has been developed that creates a different kind of environment. Mode splits are different, and transportation investments are geared to support the mode split rather than the congestion. He felt that MPAC's direction was a philosophical change, could not support the proposed amendment, and felt that land use should be the foundation of that decision.

To alleviate Commissioner Hales' concerns, Andy Cotugno noted the differences in MPAC's role created by Charter to the advisory role JPACT assumes in complying with federal MPO and conformity requirements with respect to the *Regional Transportation Plan*. He cited the need for JPACT to act on the transportation elements of the *Urban Growth Management Functional Plan*, emphasizing that, in order to have a set of plans and requirements that affect transportation, the region also needs to meet the federal side of the requirements. He spoke of the procedural issue in terms of

the mechanics of the framework plan and the importance of MPAC working with JPACT to meet those MPO requirements.

Further discussion centered on process. Commissioner Hales elaborated on the amount of time and effort MPAC spent on the UGM functional plan, that TPAC's recommendation was being submitted at a late date, and felt the proposed changes "watered down" the text.

In further discussion on the impact of these changes, Andy noted that the functional plan calls for local jurisdictions to change densities. He gave as an example a jurisdiction that changed its densities and, as a result, created congestion. They would be allowed to use these proposed standards that permit a certain amount of congestion. If the standards were exceeded, a determination would then have to be made on whether the congestion limits accessibility. If they choose to live with the congestion, consideration should also be given to the impact on the neighboring community. Commissioner Hales felt it gives local governments the excuse that they can figure out what mode split is needed to serve that congestion level.

Mayor Drake commented that he has served on MPAC and JPACT for four years, noting the differences in the charges of the two committees. He acknowledged that, while they have different perspectives, their recommendations needn't be of one accord and that any differences would be resolved by the Metro Council. He was not uncomfortable with some of the differences.

Mayor Drake noted that some of the cities in Washington County still share concerns over the minimum and maximum parking requirements. He cited the importance of being respectful of those differences that would eventually be evaluated by Metro Council.

Dave Yaden didn't feel that either amendment undermined MPAC's recommendations for Titles 2 and 6 and felt the proposed changes were appropriate. He felt neither amendment was a substantive "watering down" of MPAC's recommendation.

Commissioner Rogers felt that a lot of local jurisdictions would rather have the original language as it offered more flexibility. The proposed language actually offers some arbitration and he didn't have a problem with those changes.

Commissioner Rogers noted a memo received from Washington County transportation planners, expressing concerns relating to meeting the level-of-service and congestion/accessibility standards in Washington County and how those standards interrelate at the

local level. The letter indicated the need for clarification to be provided on those issues. Commissioner Rogers urged Metro to work with Washington County planners in application of those standards. In response, Andy Cotugno reported that Metro is involved in an effort with Washington County to do a pilot study in the Peterkort area to sort out technical procedures and apply the new method to the level-of-service standards. The process for evaluating accessibility is relatively new. The technical people need to develop methods on how to conclude their accessibility and mode split targets. Andy assured the Committee that JPACT would be involved in any changes to the RTP.

Councilor McLain clarified that any disputes arising on land use matters would be referred to MPAC while transportation issues would be referred to JPACT.

Action Taken: Mayor Drake moved, seconded by Councilor LaVert, to approve the two TPAC changes to the *Urban Growth Management Functional Plan* proposed in its July 26, 1996 memo to JPACT. The motion PASSED. Commissioner Hales voted against.

STIP/MTIP UPDATE

Andy Cotugno explained that ODOT and Metro will soon start the process for updating the State Transportation Improvement Program (STIP) and the Metropolitan Transportation Improvement Program (MTIP).

A revised version of the STIP/MTIP calendar was distributed. The first key benchmark falls in September/October 1996, when TPAC must approve its draft program of projects for submittal and consideration by JPACT on October 10 and Metro Council on October 17, 1996, respectively. The next important milestone is for JPACT/Metro Council adoption of the draft final MTIP/STIP in March-April 1997. Final adoption, contingent on air quality conformity analysis, is expected by Metro in August. The Oregon Transportation Commission will consider approval of the joint MTIP/STIP in September 1997.

Andy reviewed the discouraging funding outlook and the factors influencing that forecast, which included: estimated lower federal revenue; a decline in state net gas tax receipts based on inflation and increased fuel efficiency; inability to keep up with present commitments, creating a build-up of carryover projects; inability to spend carryover funds; the state's No. 1 priority of operations and maintenance being up 18 percent on an annualized basis relative to FY 96-98 expenditures, creating a smaller budget for Modernization projects; and the first year of the STIP (FY 98) having already being committed, representing draw-down of the available resources.

Andy explained that inflation has been factored in considering revenue available to the year 2001 on the funding charts.

The state is proposing to program projects up to the level of 90 percent of appropriated funds. Metro staff is proposing that projects be programmed up to the 100 percent level to allow for some project slippage. Andy noted that the \$57 million of revenue represents a four-year resource. A discussion ensued over concerns about project slippage (from FY 97 to FY 98+), its impact on the MTIP/STIP, and the need to prevent it from occurring. There is a total of \$95 million of programmed commitments through FY 98, which includes carryover from FY 97 and estimated cost increases needed to complete construction of projects authorized to obligate more limited funding commitments, against available state and regional resources totaling \$90 million. Funds have only been allocated through 1997.

Mayor Drake asked whether the U.S. 26-Camelot - Sylvan (Phase 2) project will be stretched out an additional year. Andy Cotugno noted that there are two phases that involve the Sylvan interchange that are not slipping. He cited the importance of the project staying on track. The \$4 million phase won't make it in 1997.

Councilor McLain emphasized the importance of making decisions on the level of commitment and whether that commitment is still appropriate. She felt it would be a difficult process.

Commissioner Rogers cited the need for a cash flow analysis. Andy indicated that approximately \$15 million a year will be available in terms of cash flow. The carryover is set in the hope that Congress will give spending authority to permit 105 percent of the appropriation. Carryover is about \$100 million statewide.

To clarify matters, Andy explained that in preparation for the year 2001 and beyond, there are a lot of projects under development that don't have commitments for construction. There is need to determine how much money should be spent on developing projects as opposed to construction of projects.

Andy noted that cuts from the last construction program included eastbound Camelot/U.S. Highway 217 and Camelot-Sylvan/U.S. 26 (Phase 3). Those projects have special status as they were approved through a prior resolution. Decisions on priorities are part of the process and all of this is predicated on existing or forecasted resources. None of this is based on the recommendations of the Governor's Transportation Initiative. If there are increases through the legislative process, there will need to be firm decisions made on priorities as new resources become available.

Andy highlighted the process which included:

- . A 45-day public notification process beginning in August 1996;
- . A public comment workshop to be held in September 1996;
- . TPAC and JPACT's draft recommendation in September/October 1996;
- . Project solicitation, if necessary, by jurisdictions by November 15, 1996;
- . Technical ranking of projects in January 1997;
- . Adoption of final State Modernization Program and flexible funding allocation by TPAC, JPACT and Metro Council in February/March 1997;
- . An air quality conformity analysis conducted in April-June 1997;
- . JPACT/Metro Council adoption of the final MTIP/STIP, including conformity, in August 1997; and
- . Adoption by the OTC of the joint MTIP/STIP in September 1997.

Andy pointed out that the final recommendation will be contingent upon the results of the air quality conformity analysis, indicating that some of the decisions may have to be revisited if there are problems with conformity. He cited the need to adhere to the key steps in the process and that the program is to be funded within the \$57 million state Modernization funds. Also, a decision must be made as to whether any of the flexible funds (CMAQ and Transportation Enhancement) should go toward the Modernization projects or whether any of those funds are available for flex purposes. After selection criteria has been adopted, the solicitation process will begin.

Dave Lohman asked whether there would be an impact on 1998 funds if the State Legislature provided any additional funds. In response, Andy Cotugno indicated that it would probably go toward projects in 1999. The Legislature will probably refer something to the voters such as a gas tax measure.

Andy indicated that the MTIP/STIP commitments, criteria to follow for selection, and whether there will be a flex fund to draw from will be reviewed at the September 12 JPACT meeting. Andy also spoke of air quality conformity compliance with the series of benchmark years forecast for vehicle emissions. Forecasted

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emissions must stay within the Environmental Quality Commission (EQC) budget for the Portland Area Quality Maintenance Area.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Mike Burton
JPACT Members

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 96-2395 FOR THE PURPOSE OF AMENDING THE REGIONAL TRANSPORTATION PLAN AND METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM TO INCLUDE PROJECTS FUNDED BY THE FY 97 SECTION 5309 (FORMER SECTION 3) APPROPRIATION

Date: September 19, 1996

Presented by: Andrew Cotugno

FACTUAL BACKGROUND AND ANALYSIS

Proposed Action

Approval of this resolution would amend the 1995 *Interim Federal Regional Transportation Plan* to include two projects in the Financially-Constrained Network. These are: 1) the Portland State University Transit Center; and 2) the Portland Central City Streetcar project. Approval would also amend the FY 96 Metropolitan TIP to program newly appropriated Section 5309 (former Section 3) funds in FY 97 for construction of these projects: \$6 million for the PSU Transit Center and \$5 million for the Portland Central City Streetcar project. Staff would also initiate amendment of the State TIP to program these funds.

This staff report also addresses staff-initiated administrative amendments that have been processed to program other miscellaneous funds approved in the Section 5309 Appropriation Bill.

TPAC has reviewed this RTP and MTIP amendment and recommends approval of Resolution No. 96-2395.

Background

PSU Transit Center. The University District Plan element of the Central City Plan was adopted by the City of Portland in April 1995. The District Plan endorses creation of a PSU Transit Center within the two blocks bounded by Mill and Harrison Streets and SW Fifth and Sixth Avenues. Montgomery Street, between Fifth and Sixth, would be abandoned by the City of Portland for vehicular use and would be converted to a pedestrian spine linking the two transit streets. The PSU Transit Center would feature new high-capacity shelters, widened sidewalks, and improved crosswalks along Fifth and Sixth Avenues. Additionally, Fifth and Sixth Avenues would be reconstructed to include exclusive bus lanes with accommodation of local auto access on two general purpose travel lanes. The total cost of these improvements is estimated to be \$7.5 million. The FY 97 Section 5309 appropriation earmarked \$6 million as the federal share for construction of the Transit Center.

In December of 1995, the *Central City Transportation Management Plan* (CCTMP) was approved by the City of Portland. The CCTMP specifically proposes extension of the Downtown Mall from its current southern terminus at Madison, south eight blocks, to Harrison Street (i.e., the University District). Also in December 1995, the City of Portland approved the *South/North Downtown Tier I Final Report*. The report also recommends extension of the Transit Mall to PSU and specifies a design concept for Fifth and Sixth Avenues that accommodates light rail, buses and local auto access.

The PSU Transit Center project exhibits independent utility as a set of bus and pedestrian-related amenities that would execute transit-supportive designs endorsed in the University District Plan. However, the project also advances work elements that were anticipated as part of the South/North LRT Extension project. Specifically, the South/North design endorsed in the Tier I Final Report would extend Transit Mall treatment of Fifth and Sixth Avenues from Madison eight blocks south to Harrison and construct a University LRT station. The currently proposed PSU Transit Center project would provide mall treatment of Fifth and Sixth along the final two blocks of this extension. Also, Transit Center amenities would anticipate subsequent addition of the University LRT Station. In the event the South/North project is approved, costs associated with these improvements would be deducted -- to an as yet undefined extent -- from the South/North work program. Moreover, as a stand-alone Section 5309 project, the Transit Center enjoys an 80/20 federal/local match ratio. If constructed as a South/North capital cost, the same work would enjoy only a 50/50 match ratio.

Effects of the South/North LRT project were modeled as part of the Year 2005 network of the 1995 Portland area Air Quality Conformity Determination jointly approved by FHWA and FTA in December 1995. The elements of the PSU Transit Center that are capable of evaluation within Metro's regional model have until now been "bundled" within the South/North project. Therefore, both the transit and highway-related transportation effects of the Transit Center project, to the extent they remain a segment of the larger South/North LRT project, have been conformed and are regionally insignificant. As a stand-alone project with independent utility, the Transit Center is exempt from regional conformity analysis under federal and state regulations.

- The total project cost is \$7.5 million. The FY 97 Section 5309 appropriation earmarks \$6 million (federal share) for construction of the project. Tri-Met has proposed a three-way split of the remaining \$1.5 million local share between PSU, the City of Portland and Tri-Met.
- The project concept has been repeatedly endorsed in City of Portland planning documents including the *Central City Plan*

(1988), the *University District Plan* (April 1995), the *CCTMP* (December 1995) and the *South/North Downtown Tier I Final Report* (December 1995).

With respect to air quality conformity, fiscal constraint and public involvement issues, the project is eligible for inclusion -- independent of its former association with the larger South/North LRT Extension project -- within the financially-constrained network of the *Regional Transportation Plan*. Because the Section 5309 appropriation has been approved and a grant request will soon be submitted, programming of the funds in the Metropolitan TIP is timely.

Portland Central City Streetcar Project. Phase 1 of the Streetcar project, the subject of this resolution, would provide "streetcar-style" fixed guideway transit service on the north/south couplet of 10th and 11th Avenues from Mill Street (the University District) to the Lovejoy/Northrup couplet (the River District) and east/west service between 10th/11th Avenues and NW 23rd Avenue (see Attachment 1). The streetcars would operate seven days a week from 6:00 a.m. to midnight. Headways would be 20 minutes from 6:00 a.m. to 7:00 a.m and from 6:00 p.m. to midnight. From 7:00 a.m to 6:00 p.m., 10-minute headways would prevail. To maintain this schedule reliably, the system would require use of two Vintage Trolleys in addition to the four streetcar vehicles planned for initial deployment.

The project connects the region's highest transit ridership district (Northwest Portland) with districts (River, Pearl and University) whose planned infill and redevelopment are expected to provide over 6,500 new housing units, 1.3 million square feet of office space and other high density, mixed use commercial development. The project is deemed essential by Portland in order for River District redevelopment to obtain its stated goal of capturing 45 percent of travel demand by transit. The project has been included in the City of Portland Capital Improvement Program since 1990. It has been the subject of feasibility studies jointly financed by the Portland Office of Transportation and the Federal Department of Housing and Urban Development (HUD). Its alignment was approved in January 1994 (COP Resolution No. 35231). It was endorsed as the primary transit link of the River District Development Plan adopted by the City of Portland in May 1994 and plays a prominent role in several other City of Portland planning documents including the *Central City 2000 Strategy* (July 1996) and the *River District Housing and Strategic Financial Plan* (December 1994).

Auto-related transportation effects associated with project implementation have been analyzed within the financially-constrained network of the 1995 *Interim Federal Regional Transportation Plan*. These include demolition of the Lovejoy Viaduct and reconstruction of a surface alignment, together with construction of other miscellaneous two and three-lane surface

streets in the northwest portion of the River District. Congestion effects of streetcar operation are expected to be minimal throughout its alignment as the streetcars would operate with mixed traffic in much the same fashion as buses. Stops would be "on demand" rather than at all designated stops and the streetcars would not enjoy traffic signal pre-emption. Because the street system required to accommodate the planned streetcar alignment is modeled, traffic effects of streetcar operation are captured within the RTP's financially-constrained network performance analysis.

The streetcar proposal has not been explicitly modeled with respect to effects on transit demand within the affected Districts. Several issues must first be clarified before meaningful assumptions can be made regarding effects of the streetcar system on generation of trip demand and its interaction with existing bus transit service currently serving the University, River and Northwest Portland Districts. These issues include the fare to be charged, the displacement of bus routes off the transit mall to 10th and 11th Avenues assuming startup of South/North LRT operation, and final design of Lovejoy as a surface street. However, in general, it is clear that the Streetcar project would duplicate some existing service currently provided by the 77 crosstown line which traverses the River District and continues to Northwest Portland on Lovejoy on 15-minute headways, and any number of lines which connect the University and River Districts on Fifth/Sixth and 10th/11th. The Streetcar project would either supplement or replace some of this service.

At the same time, the higher frequency and quality of service afforded by the streetcars, its novelty appeal to tourists and its unique alignment with respect to current bus lines indicate that the streetcar service would increase transit ridership above levels that would otherwise prevail assuming comparable bus service. From a modeling perspective, it should be noted that the entire River District is contained within a single Transportation Analysis Zone (TAZ) currently served by a high degree of transit. Metro's transportation systems modeling manager has indicated that, given the current high quality of transit accessibility within the TAZ, it is probable that only very limited alteration of transit trip generation rates would result within the zone should the streetcar service be explicitly factored in the travel demand and mode split elements of the regional model.

The City of Portland has stated that the Section 5309 appropriation will round out the project's \$42 million capital plan. Anticipated funding is shown below.

Local funding (62%):	
Public Component	\$11.0 million
<u>Private Participation</u>	<u>15.0 "</u>
Subtotal Local Funds	\$26.0 million
Federal Funding (38%):	
Sec. 5309 funds.	\$ 5.0 million
HUD & Other Fed.	<u>11.0 "</u>
Subtotal Fed. Funding.	\$16.0 million
TOTAL FUNDS. \$42.0 million	

Portland has indicated that the most desired use of a portion (\$2.3 million) of the appropriated Section 5309 funds is to complete project engineering. This must be negotiated with FTA because such use would encumber the funds prior to the project having secured all local contributions to assure project construction. Portland has indicated no other need for regional funding to implement the project. Regional funding support has been requested for demolition and reconstruction of Lovejoy which is an essential requirement for implementation of the Streetcar project. The City of Portland is currently assembling a financial strategy to fund streetcar operations.

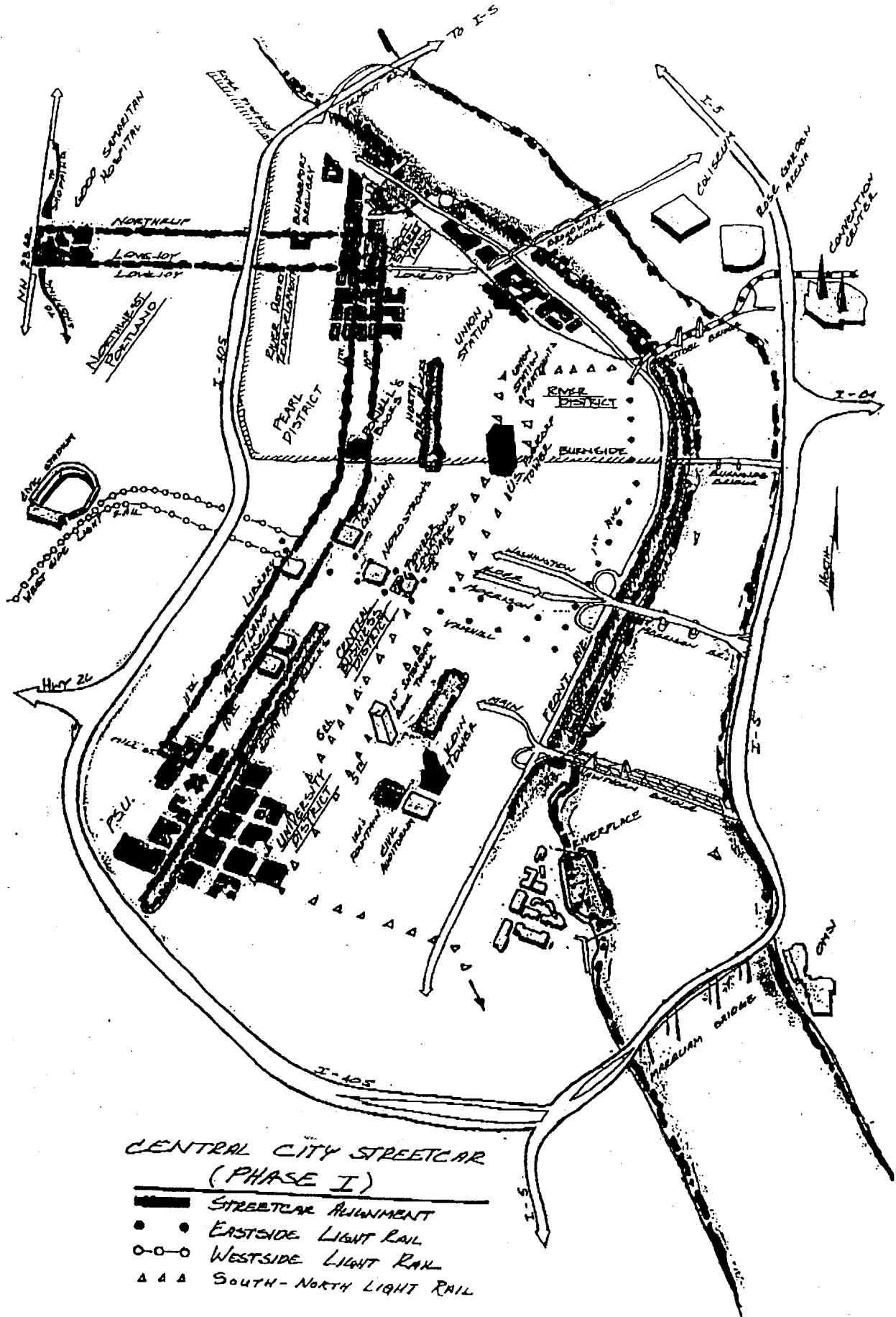
- The Streetcar project has been the subject of extensive public comment since 1990 and has been repeatedly endorsed by formal action of the Portland City Council.
- With respect to its effect on regionally significant surface street operations, the Portland Central City Streetcar project has been modeled in the 1995 *Interim Federal RTP* financially-constrained network. Its probable transit demand impacts are considered to be minimal in the best professional estimate of Metro's transportation model manager.
- The 1995 RTP was the subject of Metro's 1995 Air Quality Conformity Determination jointly approved by FHWA and FTA in December 1995. Therefore, the streetcar project is insignificant with respect to regional air quality impacts.
- The Streetcar project has established a capital funding package demonstrating that sufficient funds to construct the project can be reasonably anticipated in the near future.

With respect to public involvement, regionally significant system effects, air quality conformity, and financial constraint, the Portland Central City Streetcar project is eligible for inclusion within the Financially-Constrained Network of the 1995 *Federal Interim Regional Transportation Plan*. The Section 5309 appropriation earmarks \$5 million for project construction which the City of Portland estimates would be suitable for encumbrance in FY 98. Therefore, programming of these funds in the Metropolitan TIP for

construction in FY 98 is timely, until and unless FTA approves the City's anticipated request to advance use of a portion of the funds for Preliminary Engineering in FY 97.

Administrative Programming of Section 5309 Appropriated Amounts. The FY 97 Section 5309 appropriation would fund the above referenced projects that are new to both the RTP and Metropolitan TIP. The appropriation also provided continuation of funding for a number of other activities already included in both the RTP and Metropolitan TIP. These funds have been administratively programmed in the TIP pursuant to the Management Guidelines contained in Metro Resolution No. 85-592. These include the following projects.

Westside/Hillsboro Construction	\$123.0 million	
Westside Startup Costs.	14.6	"
South/North Preliminary Engineering	6.0	"
Tri-Met Bus Purchase.	3.0	"



BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE)	RESOLUTION NO. 96-2395
REGIONAL TRANSPORTATION PLAN AND)	
METROPOLITAN TRANSPORTATION)	Introduced by
IMPROVEMENT PROGRAM TO INCLUDE)	Rod Monroe, Chair
PROJECTS FUNDED BY THE FY 97)	JPACT
SECTION 5309 (FORMER SECTION 3))	
APPROPRIATION)	

WHEREAS, The Section 5309 (former Section 3) Appropriation Bill (the Bill) has been approved by Congress; and

WHEREAS, The Bill appropriates \$6 million for construction of the Portland State University (PSU) Transit Center and \$5 million for construction of the Portland Central City Streetcar project; and

WHEREAS, Tri-Met and the City of Portland desire to submit grant applications requesting award of the funds by FTA; and

WHEREAS, FTA first requires that the projects be listed in Metro's Regional Transportation Plan Financially-Constrained Network; and

WHEREAS, FTA requires that the appropriated funds be programmed by year of expected obligation and phase of work in both the State and Metropolitan Transportation Improvement Programs; and

WHEREAS, Analysis of the projects indicates that each has been affirmatively assessed for effects on the regionally significant transportation system; compliance with regional public involvement policies; regional air quality conformity and financial constraint; and

WHEREAS, The PSU Transit Center would implement elements of the South/North work program at a more favorable federal/

local match ratio than if the same work were to be accomplished as a South/North capital cost; and

WHEREAS, A yet to be determined portion of PSU Transit Center costs would be deducted from final South/North capital costs; and

WHEREAS, The Transit Center project anticipates no additional reliance on state or regional funding sources; and

WHEREAS, The Streetcar project is deemed critical by the City of Portland to leverage high density, mixed use redevelopment of the University and River Districts as contemplated in the Central City 2000 Strategy and other approved plans; and

WHEREAS, The Streetcar project has assembled a capital finance plan that does not rely on additional regional funding; and

WHEREAS, Successful implementation of the Streetcar project is reliant on completion of the Lovejoy Viaduct demolition and reconstruction of Lovejoy as a surface street; and

WHEREAS, The Lovejoy Viaduct project is currently an element of the financially-constrained network of the Regional Transportation Plan and a recipient of regional funds; and

WHEREAS, The City of Portland will devise a Streetcar operations funding strategy in the near future; now, therefore,

BE IT RESOLVED:

1. That the 1995 *Interim Federal Regional Transportation Plan* be amended to explicitly include the PSU Transit

Center project in the financially-constrained network at an amount of \$7.5 million (total dollars).

2. That the 1995 *Interim Federal Regional Transportation Plan* be amended to explicitly include the Portland Central City Streetcar project in the financially-constrained network at an amount of \$42.0 million (total dollars).

3. That the Metropolitan Transportation Improvement Program be amended to reflect Section 5309 appropriation of \$6 million (federal share) for construction of the PSU Transit Center (80/20 match ratio).

4. That the Metropolitan Transportation Improvement Program be amended to reflect Section 5309 appropriation of \$5.0 million (federal share) for construction of the Portland Central City Streetcar project (80/20 match ratio).

5. That Metro staff are directed to cooperate with ODOT to secure identical amendment of the State TIP.

ADOPTED by the Metro Council this ____ day of _____,
1996.

John Kvistad, Presiding Officer

Approved as to Form:

Daniel B. Cooper, General Counsel

96-2395.RES
TW:lmk
9-19-96

**METRO**

October 4, 1996

TO: JPACT

FROM: Andrew C. Cotugno

SUBJECT: Proposed Draft State Modernization Program and Flexible Funding Program Solicitation

Introduction.

If approved, this Resolution would represent Metro's endorsement of a list of state modernization projects for inclusion in the Draft FY 1998- 2001 State Transportation Improvement Program (STIP). It would also endorse Region 1 staff's proposed financing strategy for these projects. If approved, the list would also then function as the draft state modernization element of the Metropolitan Transportation Improvement Program (MTIP). The list is included as Attachment 1. The recommendation consists entirely of projects programmed in the current STIP but for which funding is not anticipated to be available within the timeframe of the current STIP (i.e., through FY 1998). Metro's action regarding this list and its associated financial strategy would be forwarded for consideration by the Oregon Transportation Commission at its November meeting. Further agency and public review of the draft recommendation would occur through January 1997.

Financial Strategy.

There are five critical elements of the recommendations financing strategy. First, the recommended project list would account for all anticipated state modernization revenue through FY 2001. Secondly, the recommendation assumes transfer of all modernization funds from the *rural portion* of Region 1 to the *urban area* (approximately \$14 million). This rural/urban transfer must be approved by the OTC. Third, the OTC must approve a proposal to count elements of the Modernization Program -- notably a portion of the I-5/217/Kruse Way Interchange project -- against the Region 1 Safety Program funding target that has been established by the Commission. This would reduce demands against modernization funds but would also reduce, on a dollar-for-dollar basis, purely safety-related projects that would otherwise be funded under the Safety Program. Fourth, Region 1 staff are recommending that only a \$20 million phase of the full \$37 million I-5/217/Kruse Way Interchange project be funded through

2001. Finally, funding the recommended project list relies on transfer to ODOT of approximately \$15 million of Regional Flexible funds (i.e., Regional STP, CMAQ and Transportation Enhancement funds) that would otherwise be available for programming by the region to new projects during the period FY 1998-2001.

Regional Flexible Funding Project Solicitation.

Assuming transfer of \$15 million of Flex funds to the State program, a pool of Regional Flexible Funds would still remain available for programming of new projects. The precise amount available cannot be calculated at this time but appears to fall in the range of \$14 million. TPAC has forwarded a list of candidate projects -- assembled by membership of its TIP Subcommittee -- to compete for receipt of these residual Flex funds (see Attachment 2). The candidate projects are derived primarily from the residual \$50 million "short list" of projects that were considered for allocation of the \$28 million Region 2040 Implementation Program funds in 1995. This approach (rather than an entirely new solicitation process) is recommended to minimize staff effort in light of the small amount of funds likely to be available for allocation. The "short list" projects were all quite recently the subject of a high degree of agency and public review and comment and ranked in the top third of all projects considered during the allocation process with respect to both technical and administrative considerations.

Refined Region 2040 Project Selection Criteria.

Changed conditions necessitate revision of the currently approved Technical Ranking Criteria used for the Region 2040 Implementation Program allocation and thus re-ranking of the proposed candidate projects. Most notably, the RTP Policy Chapter and the Urban Growth Management Functional Plan have both been adopted which further refine 2040 growth management and transportation-related concepts, especially with respect to target density, connectivity between and access within high priority land uses, and mandated pedestrian/transit oriented street design features on significant boulevards. In response to these refinements, staff have proposed an update of the current technical ranking criteria to expand the value of the Region 2040 component and to make the value of other criteria more consistent between modes (see Attachment 3). The major result of these modifications is that the value of the "2040 points" increase from 25 out of a possible 100 points, to 40 points. Associated with this increased value is expansion of the factors considered in assignment of the 2040 points. Previously all 25 points were assigned based solely on project location relative to high priority land uses (e.g., Central City, Regional Center and Industrial Sanctuaries projects received highest points). The value of this factor is reduced to 20 points and additional factors of density, access and street design are introduced.

Relationship of Flexible Funding Program to Draft STIP Process.

ODOT proposes to publish the recommended programming of state modernization revenue -- including the requested Regional Flexible Funding component -- in the Draft FY 1998 STIP update that will be circulated for public comment. As a separate *textual element* of the published draft program, ODOT proposes to include the list of Flexible Funding candidate projects together with a description of Metro's proposed process for ranking review and selection of a final program allocation. Again, this process would be conducted throughout the remainder of this year and would conclude with a draft final recommendation in February/March 1997. This draft final program would be revised only in the event that Air Quality Conformity analysis necessitated its amendment. Final adoption both the FY 98 STIP and MTIP would occur in August/September 1997.

**PROPOSED STATE MODERNIZATION PROJECTS
AND
FUNDING STRATEGY**

• **State Funds**

1. Anticipated/Unspecified FY 97 Overprogramming	\$14.0 million
2. I-5/217/Kruse Way Interchange*	20.0 "
3. US 26: Camelot-Sylvan Phase 2	12.0 "
4. OR 47: Council Creek-Quince (Forest Grove Bypass)	4.2 "
5. Sandy Blvd. MACS Capital Program	3.6 "
6. Sunnybrook Split Diamond Interchange**	16.0 "
7. Tri-Met Replacement Bus Purchase	5.4 "
8. <u>Greenburg Road/Hwy 217 NB On-ramp</u>	<u>.39 "</u>
 Subtotal (<i>with 5% inflation</i>)	 \$79.37 million

* Full interchange @ \$37 million in not recommended

** Full cost reduced by \$3 million County contribution

• **CMAQ Funds**

1. Tri-Met Replacement Bus Purchase (Residual)	\$6.0 million
2. Halsey Blvd Bikeway	.8 "
3. <u>Pacific Avenue Pedestrian Improvement (Forest Grove)</u>	<u>.08 "</u>
 Subtotal (<i>with 5% inflation</i>)	 \$7.22 million

• **Regional STP Funds**

1. Sunnyside Road Widening: 102nd - 122nd	\$2.2 million
2. <u>TV Highway: Hwy 217 to 117th</u>	<u>3.1 "</u>
 Subtotal (<i>with 5% inflation</i>)	 \$5.57 million

• **Transportation Enhancement**

1. <u>Eastbank Esplanade</u>	<u>\$1.8 million</u>
 Subtotal (<i>with 5% inflation</i>)	 \$1.89 million

TOTAL FLEXIBLE FUNDS REQUESTED: \$14.68 MILLION

FLEXIBLE FUNDING CANDIDATE PROJECTS: FY 98 - 01

PROJECTSRoadway Projects

Sunnyside Road	\$1,000,000
Hwy. 43/Willamette Falls	\$115,500
Johnson Crk. Blvd Phase II (ROW & Con)	\$2,000,000
Sandy Blvd. Signal Interconnect	\$300,000
Powell Signal Interconnect	\$50,000
TV Highway Signal Interconnect	\$275,000
99W/Tualatin Rd/124th	\$1,400,000
238th & Halsey Signal	\$183,000
Gresham/Mult Co Signal Optimization Ph 2	\$1,000,000
SUBTOTAL	\$6,323,500

Freight Projects

COP/Port Columbia/N. Lombard OXing (PE)	\$737,000
Albina O-Xing	\$3,200,000
NE Columbia Blvd. Improvements	\$250,000
Columbia/Burgard Intersection O-run	\$500,000
SUBTOTAL	\$4,187,000

Transit

Additional Service Expansion Buses	(\$\$ TBD)
Additional Mini-buses	(\$\$ TBD)
Swan Island Transit Demo	\$150,000
SUBTOTAL	\$150,000

TOD Projects

TOD Revolving Fund	\$1,500,000
Lovejoy Ramp Replacement (con)	\$6,000,000
Beaverton Central/Mill-Henry TOD	\$931,000
Gresham Civic Neighborhood LRT Station	\$250,000
Gresham Civic Neighborhood Collector Sig	\$300,000
SUBTOTAL	\$8,981,000

PROJECTSPedestrian Projects

A Avenue - Lake Oswego	\$8,000
Cully Blvd Bike & Ped	\$2,100,000
Hillsdale Pedestrian Improvement	\$600,000
Pedestrian to MAX (Region-wide)	\$1,000,000
Pedestrian to Transit (Region-wide)	\$1,000,000
Springwater Pedestrian Access @190th	\$1,210,000
Springwater Trail Cost Overrun	\$225,000
SUBTOTAL	\$5,918,000

Bike Projects

Hawthorne Bridge Bike Lanes	\$1,560,000
Walker Rd Bikeway Improvement	\$296,000
Gateway & Hollywood bike Access	\$500,000
Johnson/McKinly Bike Ln: I-205 - Webster	\$280,000
Front Avenue Bike Lane (On-street)	\$500,000
SUBTOTAL	\$3,136,000

Planning

Metro Planning (FY 98-2001)	\$2,000,000
Freight Planning	\$250,000
SUBTOTAL	\$2,000,000

TDM Projects

Regional TDM Program	\$3,200,000
Swan Island TMA	\$125,000
SUBTOTAL	\$3,325,000

GRAND TOTAL**\$34,020,500**



2040 IMPLEMENTATION PROGRAM PROJECT SELECTION CRITERIA

	Current	Proposed
PEDESTRIAN	1 2040 25 points	40 points
	2 Multi-modal 10 points	0 points
	3 Mode Share ↑/VMT ↓ 25 points	25 points
	4 Cost per VMT ↓ 15 points	15 points
	5 Safety correction 25 points	20 points
BICYCLE	1 2040 25 points	40 points
	2 Connectivity of Regional System 20 points	0 points
	3 Ridership (Usage) 15 points	25 points
	4 Cost per VMT ↓ 25 points	15 points
	5 Safety 15 points	20 points
PUBLIC TRANSPORTATION	1 2040 25 points	40 points
	2 Multi/intermodal 25 points	0 points
	3 Mode Share ↑/VMT ↓ 30 points	35 points
	4 Cost/new rider in 2015/VMT ↓ 20 points	25 points
TDM	1 2040 25 points	40 points
	2 Multi-modal 20 points	0 points
	3 Mode Share ↑ 30 points	35 points
	4 Cost per VMT ↓ 25 points	25 points
TOD	1 2040 25 points	40 points
	2 Multi-modal 10 points	0 points
	3 Mode Share ↑ 25 points	25 points
	4 Cost per VMT ↓ 15 points	15 points
	5 Density ↑ w/in ¼ mile of transit 25 points	20 points



METRO

2040 IMPLEMENTATION PROGRAM PROJECT SELECTION CRITERIA

	Current	Proposed
ROAD EXPANSION	①2040 25 points	40 points
	②Multi-modal 15 points	0 points
	③1990 VC (15)/2015 VC (10) 25 points	25 points
	④Cost per VHD ↓ 15 points	15 points
	⑤Safety 20 points	20 points
ROAD RECONSTRUCTION	①2040 25 points	40 points
	②Multi-modal 15 points	0 points
	③1992 Pavement/2002 Rating 25 points	25 points
	④Cost per VMT ↑ in 2015 15 points	15 points
	⑤Safety 20 points	20 points
FREIGHT	①2040 25 points	40 points
	②Multi-modal 10 points	0 points
	③System Connectivity 25 points	25 points
	④Cost per VHD ↓ 15 points	15 points
	⑤Safety 25 points	20 points

POTENTIAL EXPANDED 2040 CONSIDERATIONS

2040 (25) Multi-modal (15) Congestion (25) Cost-Benefit (15) Safety (20) ↑ (current points)	1. Location	<ul style="list-style-type: none"> • Central City, Regional Centers on LRT, Industrial Sanctuaries • Regional Centers with no LRT, Station Communities, Town Centers, Main Streets • Outer neighborhoods, Employment Areas 	Proposed points 20 or 10 or 0
	2. 2040 Target Density	<ul style="list-style-type: none"> • 1992 Density 1/3 } % ↑/↓ 1/3 } average 1/3 } present density	1992 5 <hr/> 2015 5
	3. Connectivity	<ul style="list-style-type: none"> • Access to (<i>delta of household access to total employment - '92/2015</i>) • Access within (<i>per functional plan performance standard: ratio of local to regional traffic on regional facilities</i>) 	5
	4. Street Design	<ul style="list-style-type: none"> • TSM Treatment (<i>access control & consolidation, signal intertie/timing, channelization</i>) • Multi-modal Boulevard Treatment (<i>pedestrian amenities, bikeway, transit amenities, etc.</i>) 	5

October 10, 1996

To: JPACT

From : Greg Green *GG*

Subject: 1996 Summer Ozone Season

Summer of 1996 Ozone Levels

Ozone levels in the Portland Air Quality Maintenance Area (AQMA) and in other areas of the state have been the highest in many years. This was brought about by extended periods of very hot weather coupled with poor ventilation periods. This condition was among the worst in the last 10 years, if not the worst (analysis is planned over the next few months to determine specifically the severity of weather conditions).

A violation of the federal ozone standard occurs if there are more than three days in any three year period that exceed 0.124 parts per million (ppm) one hour average ozone concentration at any one monitoring site. One monitoring site had two days that exceeded the ozone standard and two near misses. Another monitoring site had one exceedance day and one near miss. There have been no previous exceedances over the last three years. These levels are not totally unexpected, as the maintenance plan design contemplates ozone levels hovering near the standard throughout the ten year period. More severe ventilation than expected in a normal ten year period, however, could result in a violation of the federal standard. Phase in of prominent new maintenance plan control strategies, notably enhanced vehicle emission inspection in 1997, should provide more assurance that attainment of the standard will be maintained. There is no safety margin in the plan, and all the control measures need to be implemented to insure maintaining attainment.

Following is a tabulation of high ozone levels that have been reported in the Portland AQMA this year.

	Maximum One Hour Ozone Level	
	PPM	
Site		
Milwaukie High School	0.145	7/14 Sunday
“	0.133	8/10 Saturday
“	0.119	7/26 Friday
“	0.122	7/30 Tuesday
Carus	0.149	7/26 Friday
“	0.124	7/13 Saturday

One exceedance was also recorded in Salem and in Medford as shown below.

Salem	0.130	7/26 Friday
Medford	0.125	8/9 Friday

(Refer to the attached tabulation of the Clean Air Action Days and corresponding measured maximum ozone concentrations.)

Consequences of High Ozone Levels

If the Portland area experiences four exceedances of the federal ozone standard (two more at Milwaukie H. S.) before the Environmental Protection Agency (EPA) approves the ozone maintenance plan, then it is possible under interpretation of the Clean Air Act that the area would be automatically reclassified from a marginal to moderate nonattainment area. This would impose new control requirements including the need for a plan within three years to reduce airshed emissions by 15 percent within the following three years. The current maintenance plan reduces emissions about 10 percent within a ten year period. Reasonably Available Control Technology (RACT) would also be applied to Oxides of Nitrogen emissions from existing industries. We are still researching the issue with EPA to determine if this action would occur. However, since EPA approval of the maintenance plan is expected before the start of the 1997 ozone season, the chance of being bumped up to a more severe nonattainment category should be eliminated.

If the Portland area experiences four exceedances of the federal ozone standard within any three year period (including this year) after EPA approves the maintenance plan, EPA has discretion not to reclassify the area to nonattainment. As part of its consideration, EPA could decide that no new plans, or control actions are needed because the maintenance plan directly, or its contingency element, will prevent further violations.

Existing and Future Actions

DEQ, the City of Portland, and other jurisdictions are stepping up their public outreach on Clean Air Action Days (high ozone potential days) in order to get more participation from the public and private sectors, and the general public to reduce ozone precursor emissions. During the 1996 ozone season, several retailers agreed to promote clean air activities by posting signs and making periodic announcements to customers that the next day would be a Clean Air Action Day. Other actions included employers receiving fax notifications of Clean Air Action Days and publicizing pollution prevention measures. Another effort involved the voluntary curtailment of gasoline powered lawn and garden equipment on Clean Air Action Days. The Department plans to work on a kick-off event to take place before the start of the 1997 summer ozone season to publicize more prominently Clean Air Action Days. The objective is to further involve the public and

private sectors and area residents in preventing additional exceedances of the ozone standard.

The Maintenance Plan requires DEQ and the Southwest Washington Air Pollution Control Authority, under a phase 1 contingency provision, to get together if two exceedances occur in any three year period and jointly analyze and make recommendations on whether any further actions should be taken. This requirement has been triggered, and the results of this consultation must be presented to the Environmental Quality Commission and EPA within six months (February 1997).

Attachment

Summer of 1996 Ozone Season

Maximum one-hour ozone values for selected Oregon sites and dates:

Bold indicates exceedance of the federal Ozone standard (0.12 parts per million)

⊗ Indicates a Clean Air Action Day

	⊗		⊗	⊗	⊗	⊗	⊗	⊗
	Sat.	Sun.	Tues.	Wed.	Thurs	Fri.	Sat.	Sun.
Site/Date	7/13	7/14	7/23	7/24	7/25	7/26	7/27	7/28
Sauvie Island	0.094	0.090	0.075	0.061	0.083	0.088	0.087	0.030
Milwaukie H.S.	0.091	0.145	0.080	0.082	0.079	0.119	0.091	0.029
Carus (Spangler Rd.)	0.124	0.108	0.092	0.110	0.089	0.149	0.111	0.054

	⊗	⊗	⊗	⊗	⊗	⊗	⊗
	Thurs	Fri.	Sat.	Wed.	Fri..	Sat.	Sun.
Site/Date	8/8	8/9	8/10	8/14	8/23	8/24	8/25
Sauvie Island	0.081	0.085	0.096	0.032	0.069	0.074	0.050
Milwaukie H.S.	0.069	0.079	0.133	0.038	0.070	0.077	0.077
Carus (Spangler Rd.)	0.083	0.086	0.100	0.054	0.078	0.084	0.081

M E M O R A N D U M

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METRO

Date: October 9, 1996
To: JPACT Finance Committee
From: *EL* Ed Lindquist, Chair
JPACT Finance Committee
Re: Change of Meeting Date

The October 17 JPACT Finance Committee meeting has been moved to **October 24** at 7:30 a.m. in order to accommodate committee members and allow sufficient time for Bill Wyatt and Greg Wolf of the Governor's office to speak to the members on the Oregon Transportation Initiative and its relationship to regional funding.

The meeting will be held in the Council Annex of the Metro Regional Center.

EL:lmk

CC: JPACT
Bill Wyatt
Greg Wolf

COMMITTEE MEETING TITLE SPACT

DATE 10-10-96

NAME

AFFILIATION

✓ Jon Kvistad Metro Council

✓ Dean Lockwood RTK

✓ Claudiette LaVert Cities of Mult Co.

✓ John Kavalozys ODEQ

✓ Susan Medina Metro Council

✓ Ed Dussogues Clackamas Co.

✓ David Yaden Tri-met

✓ Rod Monroe Metro Council

✓ Andy Cotugno Metro

✓ Linda Peters Washington Co.

✓ CHARLIE HALES City of Portland

✓ ROB DRAKE CITIES OF WASH. CO.

✓ ~~William H. Foster~~ Grace Community ODOT

✓ ~~Steve Warner~~ ODOT

Leo Huff ODOT

John Ried Clackamas Co.

Mike Mabrey Gresham

XAVIER FALCONI TUALUMIN VALLEY ECONOMIC CORPORATION

George Fernsteiner PSU

Peter Fry CEIC

London Oliver Oregonian

Jessie Clark ODOT Pgmt. Funding

Andy Ginzburg DEQ

COMMITTEE MEETING TITLE _____

DATE _____

NAME

AFFILIATION

Howard Harris

DEQ

ROD SANDOZ

CLACKAMAS COUNTY

Elsa Coleman

Portland Transportation

STEVE DOTTERER

City of Portland

Vicky Dieck

City of Portland

Michael Frank

Metro