



**METRO**

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

# Memorandum

DATE: January 8, 1990

TO: Joint Policy Advisory Committee on Transportation (JPACT)

FROM: *AC* Andrew C. Cotugno, Transportation Director

RE: LRT DECISION MAKING

Attached is a resolution describing a comprehensive LRT decision-making structure (deferred at the December 14, 1989 JPACT meeting). It is intended to address organizational requirements for corridor planning activities in the Westside/Hillsboro project, Alternatives Analysis in the I-205/Milwaukie area and the Bi-State related studies. It also addresses overall systems planning, staging and priority setting. Finally, it includes a proposal for Clark County involvement in these various activities. TPAC has recommended that action on these recommendations be undertaken as follows:

1. Corridor Planning -- TPAC recommends approval of the organizational structure for corridor studies, including:
  - a. Adding the Hillsboro Alternatives Analysis to the Westside Corridor Project management structure.
  - b. Establishing a coordinated I-205/Milwaukie corridor management structure.
  - c. Establishing a joint IRC/JPACT management structure for the Bi-State related studies.
2. Clark County Involvement -- Further guidance by JPACT is needed on the extent to which a joint IRC/JPACT decision-making process should be followed for determining regional LRT corridor priorities and financing plans, especially for corridors that are not bi-state (i.e., Westside, Hillsboro, Milwaukie, I-205). Attachment A is an options paper on this subject for further discussion.
3. LRT Systems Staging and Priorities -- TPAC would like to give further consideration to how to best address issues dealing with systems planning and staging. A recommendation will be presented at a later date on the scope of these activities and the appropriate organizational structure.

ACC:mk

Attachment

ATTACHMENT A

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

A. Continue to follow and refine status quo.

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

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

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

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

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

STAFF REPORT

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

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

Date: December 5, 1989

Presented by: Andrew C. Cotugno

PROPOSED ACTION

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

FACTUAL BACKGROUND AND ANALYSIS

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

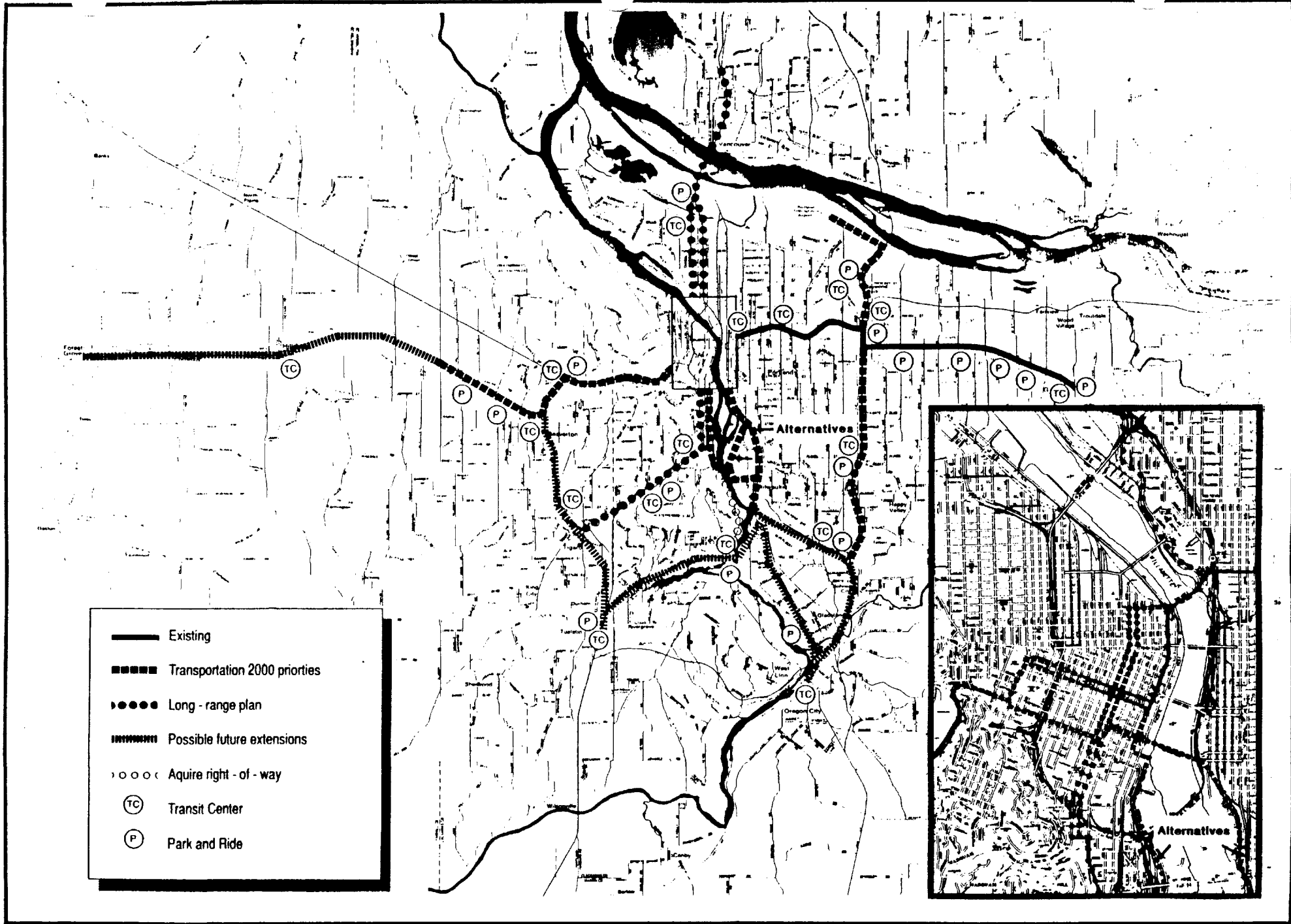
Because of the large amount of LRT planning underway or proposed, it is important to organize activities to allow for the most efficient conduct of the work, to ensure participation by the jurisdictions affected by the decisions that must be made and to ensure proper consideration of functional and financial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

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

#### EXECUTIVE OFFICER'S RECOMMENDATION

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

Attachment



Long-Range Regional Transitway System

Figure 4 - 5

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

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

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

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

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

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

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



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

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

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

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

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

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

BE IT RESOLVED:

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

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

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

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

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

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

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

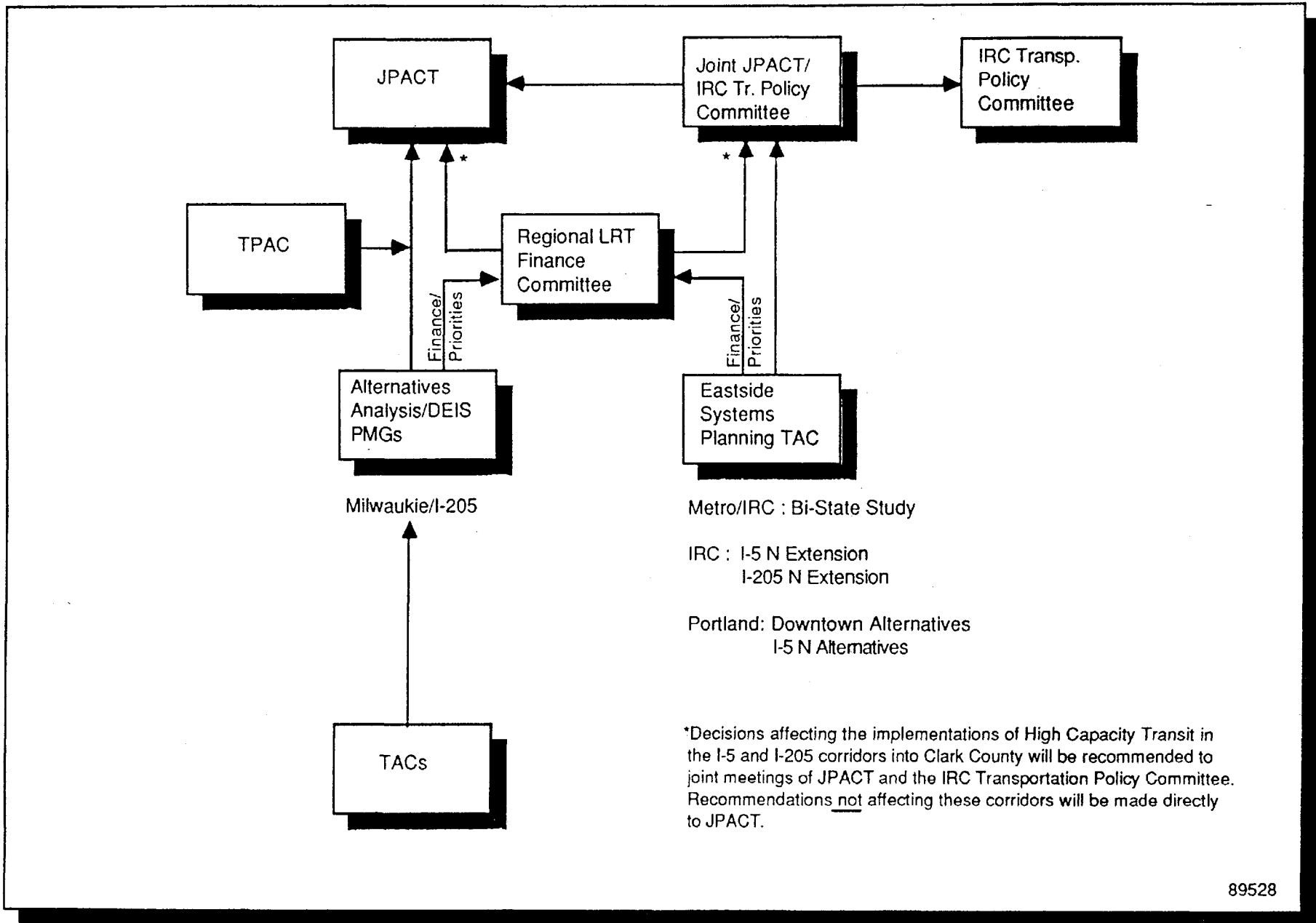
ADOPTED by the Council of the Metropolitan Service District this \_\_\_\_ day of \_\_\_\_\_, 1990.

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

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

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

# Regional LRT System : Decision-Making Process



## Regional LRT System

### Organization and Responsibilities

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

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

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

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

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

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

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

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

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

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

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

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

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

### III. EASTSIDE LRT SYSTEMS STUDY

#### A. Technical Advisory Committee

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

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

#### IV. HIGH CAPACITY TRANSIT FINANCE COMMITTEE

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

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

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

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

V. JOINT JPACT AND IRC TRANSPORTATION POLICY COMMITTEE

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

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

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

VI. JPACT AND IRC TRANSPORTATION POLICY COMMITTEE

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

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



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

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

**DRAFT**

TRI-MET INTEROFFICE MEMORANDUM

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DATE: January 16, 1990  
TO: JPACT  
FROM: James E. Cowen  
SUBJECT: Rail Priorities

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This memo is written to state Tri-Met's concern over the activities in rail planning and construction and the several agenda items that are before JPACT today relating to those activities.

Multiplicity of Rail Studies is Interfering  
with Westside Engineering and Construction

The Urban Mass Transportation Administration has expressed dismay at the number of requests for review and approval that are either already on its desk or are headed its way as a result of the Region's interest to initiate at least two Alternative Analysis efforts separate and different from the work scheduled for the Westside.

This concern is rapidly developing into hostility and, in our opinion, threatens the Westside Project.

# DRAFT

The congressional delegation is beginning to express concerns that the Region may have "bitten off more than it can chew."

We need to separate the Westside Project and all its requirements, hearings, and reviews, from the other rail efforts, or both areas of activity will become hopelessly bogged down and may eventually fail.

I. The outline of what we suggest is as follows:

- A. Move all potential AA efforts and other rail studies into a tightly organize Regional Rail Plan that will advance the line-by-line incremental AA approach, but on a system-wide basis.

Aspects of this move would be to join the efforts on I-205 and Milwaukie to planning studies and corridor review on the remaining projects in the Regional Transportation Plan (RTP).

This coordinated work effort entails:

1. Demographics, i.e., population, employment, density and development.
2. Comprehensive Land Use Plan requirements.

3. Operational and Capital costs of a system (as opposed to a line-by-line approach) of the entire RTP rail expansion plan.
  - a. Consideration to be given to the link between regional priorities and the sequencing of lines in order to define a multiple corridor rail plan with a phasing and implementation strategy.
  - c. Evaluation given to costs and impacts of fleet maximization. If a series of rail lines are built, the need for additional maintenance centers and their capital and operating requirements will be considered as well as the need for a larger fleet.
  
4. Extraordinary Capital Requirements of a complete system.
  - a. Evaluation of impact of new bridges over the Columbia and Willamette.
  - b. Evaluation of impact on downtown of a convergence of rail lines in the Central Business District.

5. Convening of a Technical Advisory Committee responsible to TPAC involving all jurisdictions in the two-state, four county region to supervise the Regional Rail Plan effort and take responsibility for its work plan.
  - a. Full committee membership for bi-state, four county interests.
  - b. Authority to weigh financial, political, developmental, operational, and ridership tradeoffs involved in any line under scrutiny during systems planning.
    - 1). To define a multiple corridor plan.
    - 2) To create a phasing and implementation strategy.
    - 3) To request initiation of A.A. to JPACT/IRC.
    - 4) To recommend what shall move to project status.

- B. Region to refrain from asking for AA approval from UMTA or of any workscope approval request of any potential AA effort until the Westside LRT project has been assured of a Full Funding Agreement for the entire alignment, Portland CBD to Hillsboro.
  - 1. Reassertion by the Region that the Westside is defined as CBD to Hillsboro.
  - 2. Continue to seek UMTA approval for AA/PE on Hillsboro extension and to pursue aggressively completion of those efforts by June 1, 1991.
  - 3. Limit review and involvement on any Westside design and alignment decision to the structure now governing the Preliminary Engineering and final design phase to the directly affected jurisdictions. Based on the Westside model:
    - a. JPACT and TPAC review of project to remain intact.
    - b. No new committees or TACs to be added to review structure.
    - c. Current jurisdictional membership in Project

Management Group (PMG) to remain the same.

- C. Seek no additional Sec. 3 capital construction funds for any rail line on the system other than the Portland-Hillsboro line until Westside start-up.
1. After Westside FFA is assured, the Regional Rail Plan will move the appropriately sequenced systems element to the preliminary engineering stage.
  2. Assuming compliance with the Regional Rail Plan, any jurisdiction can move a project forward with local funds prior to the completion of the Westside, subject to UMTA review if any portion of that project will rely on UMTA funding. With UMTA approval of the workscope of Rail Planning and/or A.A. and P.E., any part of any line may be forwarded to P.E. or to final design, or to construction of elements, or segments with local funds.
  3. Requests for federal funding will be consistent with the Regional Rail Plan sequencing strategy.

# Regional Rail Planning

Project Development

NOW

LATER

Westside P.E.  
(including A.A./P.E.  
to Hillsboro)

Westside  
Full Funding  
Agreement

FINAL DESIGN

Existing Approach {  
○ Steering Group  
○ P.M.-G.  
○ T.A.C.

P.E. on Other  
Selected Segments

FINAL DESIGN

Rail Planning

Regional Rail System Planning  
(Multiple Corridor)  
No Alternatives Analysis

Multiple Corridor  
Rail Plan with  
Sequencing Strategy

All Jurisdictions  
Bi-State  
Four-County

A.A. (if necessary)  
Of Any Selected Project



RECEIVED JAN 16 1990



# Port of Portland

Box 3529 Portland, Oregon 97208  
503/231-5000  
TLX: 474-2039

January 12, 1990

Joint Policy Advisory  
Committee on Transportation  
Metropolitan Service District  
2000 S.W. First Avenue  
Portland, OR 97201

Dear JPACT Members:

The January JPACT agenda includes a policy action on the I-205 light rail corridor. Both Carter MacNichol and I will be out of town for the January 18 meeting. However, I would like to state the position of the Port on this issue. Please consider this position to be a vote, which, if necessary, may be followed up by a vote by phone.

The I-205 light rail line should be treated the same as other corridors by the region. It should be eligible for Section 3 funds. This policy decision may either be made now or, if not now, clearly stated to our Congressional delegation that dependent upon alternate analysis information, Section 3 funds may be pursued for this corridor in the future.

The Port looks forward to working with the region on developing a long-term, viable transportation system.

Yours very truly,

Robert L. Woodell  
Executive Director

## I-205 Alternatives Analysis: How to Proceed

PROBLEM: Initiation of an Alternatives Analysis/DEIS is pending for the I-205 LRT corridor between the Portland Airport and Clackamas Town Center. This Alternatives Analysis was approved by JPACT and requested by the Governor as a project that would not use Section 3 funding for the initial segment that is proposed for construction as a result of the study. Eligibility for Section 3 funding for the remainder of the corridor at some future date was desired by JPACT when the UMTA request was submitted. In addition, it has been anticipated by JPACT that Section 9 funding may be sought for light rail vehicles.

UMTA has approved the buslane withdrawal and indicated that we could proceed to initiate an Alternatives Analysis, but only if Section 3 funding will not be sought for any of the corridor improvements. Eligibility for Section 9 funding is undefined.

In addition, recent cost estimates indicate that I-205 LRT is potentially \$150 million+ rather than the previously estimated \$90 million. As such, the likelihood of implementing an I-205 project or project segment without Section 3 funding is much more unlikely than previously thought.

Finally, preliminary financial forecasts indicate that imposition of a \$15 regional vehicle registration fee may allow for construction of two LRT corridors (one in addition to the Westside), but only if the second corridor is approximately \$200 million or less and only if it is at least 50 percent Section 3 funded.

ISSUE: UMTA has not released the I-205 grant because of uncertainty regarding the Eastside LRT studies. Decisions need to be made now on which Alternatives Analyses to proceed with and whether they should be done with or without Section 3 eligibility. The current status of decisions is as follows:

1. Hillsboro AA - grant approval imminent - Section 3 eligible.
2. I-205 AA - grant application submitted - not Section 3 eligible.
3. Milwaukie AA - grant proposed to be submitted in 1990 - Section 3 eligible.
4. I-5 North AA - not currently scheduled to proceed - Bi-State and Portland studies will address which alignments to evaluate in AA.

OPTIONS:

- I. Pursue the I-205 corridor as Section 3 eligible.
  - A. Decide now to pursue I-205 LRT as a Section 3 eligible corridor and recognize that it will proceed through the studies at its own pace, likely completing the process in advance of Milwaukie LRT. This would require a revised request by the Governor and would likely not be administratively approved by UMTA. Would probably require Congressional intervention and probably delay start-up by 3 to 12 months.
  - B. Decide now to pursue I-205 LRT as a Section 3 eligible corridor to be completed in a manner coordinated with Milwaukie LRT. Require that the Alternatives Analysis process will be used to determine whether Milwaukie or I-205 will be the next Section 3 project to be implemented. Would face same UMTA problems as above.
- II. Recognize that Section 3 funding may be appropriate for the I-205 corridor depending upon the outcome of the Alternatives Analysis.
  - A. Proceed with the I-205 Alternatives Analysis under the current conditions imposed by UMTA and advise our delegation of our course of action and that their help may be needed later to change the I-205 corridor eligibility if we find it to be a viable project.
  - B. Seek advice from our Congressional delegation on whether to establish Section 3 eligibility now before initiating the Alternatives Analysis or later after concluding the Alternatives Analysis.
- III. Continue on the basis that I-205 will not be considered for Section 3 eligibility now or at the end of Alternatives Analysis. In accordance with lack of Section 3 availability, decide:
  - A. To proceed with Alternatives Analysis to see if other funding sources can be obtained to build the project or a project segment; or
  - B. To proceed with Alternatives Analysis to at least define an alignment for future consideration; or
  - C. To not proceed with Alternatives Analysis in recognition that the project is virtually un-buildable without Section 3 funding.

RECOMMENDATION:

1. Reconfirm that the Westside LRT is the region's No. 1 priority and will be the priority focus of attention locally, with UMTA and with our Congressional delegation.
2. Reconfirm that it is our intent to proceed with Alternatives Analysis in both the I-205 and Milwaukie corridors and that they will be conducted in a coordinated manner. Proceed with Bi-State studies to determine whether and when to initiate Alternatives Analysis in the I-5 and/or I-205 corridors into Clark County.
3. Seek advice from our Congressional delegation on how to best proceed with Alternatives Analysis for the Milwaukie and I-205 corridors and not unduly jeopardize future funding options for these corridors.
  - A. Recognize that if I-205 Alternatives Analysis determines that I-205 LRT is a viable project, that we may want to seek some form of federal assistance.
  - B. Recognize that by proceeding with Alternatives Analysis with the UMTA conditions attached (no Section 3), the region may jeopardize future funding options available to our Congressional delegation.
4. Ensure that the Milwaukie and I-205 Alternatives Analysis conclusions will take into consideration local criteria to be established for corridor priorities and impact on overall system staging.
5. Recognizing the Congressional language authorizing the Portland region to initiate Alternatives Analysis in the "Eastside/I-5 and I-205 corridors..." between "Clark County, Washington and Oregon City, Oregon," submit a request to proceed with Alternatives Analysis in this area on a phased basis, as follows:
  - A. Phase 1 -- Immediately for the I-205 and McLoughlin Boulevard corridors; and
  - B. Phase 2 -- Dependent upon the conclusions of the Bi-State studies for the I-5 and/or I-205 corridors into Clark County, Washington.

## I-205 Alternatives Analysis: How to Proceed

**PROBLEM:** Initiation of an Alternatives Analysis/DEIS is pending for the I-205 LRT corridor between the Portland Airport and Clackamas Town Center. This Alternatives Analysis was approved by JPACT and requested by the Governor as a project that would not use Section 3 funding for the initial segment that is proposed for construction as a result of the study. Eligibility for Section 3 funding for the remainder of the corridor at some future date was desired by JPACT when the UMTA request was submitted. In addition, it has been anticipated by JPACT that Section 9 funding may be sought for light rail vehicles.

UMTA has approved the buslane withdrawal and indicated that we could proceed to initiate an Alternatives Analysis, but only if Section 3 funding will not be sought for any of the corridor improvements. Eligibility for Section 9 funding is undefined.

In addition, recent cost estimates indicate that I-205 LRT is potentially \$150 million+ rather than the previously estimated \$90 million. As such, the likelihood of implementing an I-205 project or project segment without Section 3 funding is much more unlikely than previously thought.

Finally, preliminary financial forecasts indicate that imposition of a \$15 regional vehicle registration fee may allow for construction of two LRT corridors (one in addition to the Westside), but only if the second corridor is approximately \$200 million or less and only if it is at least 50 percent Section 3 funded.

**ISSUE:** UMTA has not released the I-205 grant because of uncertainty regarding the Eastside LRT studies. Decisions need to be made now on which Alternatives Analyses to proceed with and whether they should be done with or without Section 3 eligibility. The current status of decisions is as follows:

1. Hillsboro AA - grant approval imminent - Section 3 eligible.
2. I-205 AA - grant application submitted - not Section 3 eligible.
3. Milwaukie AA - grant proposed to be submitted in 1990 - Section 3 eligible.
4. I-5 North AA - not currently scheduled to proceed - Bi-State and Portland studies will address which alignments to evaluate in AA.

OPTIONS:

- I. Pursue the I-205 corridor as Section 3 eligible.
  - A. Decide now to pursue I-205 LRT as a Section 3 eligible corridor and recognize that it will proceed through the studies at its own pace, likely completing the process in advance of Milwaukie LRT. This would require a revised request by the Governor and would likely not be administratively approved by UMTA. Would probably require Congressional intervention and probably delay start-up by 3 to 12 months.
  - B. Decide now to pursue I-205 LRT as a Section 3 eligible corridor to be completed in a manner coordinated with Milwaukie LRT. Require that the Alternatives Analysis process will be used to determine whether Milwaukie or I-205 will be the next Section 3 project to be implemented. Would face same UMTA problems as above.
- II. Recognize that Section 3 funding may be appropriate for the I-205 corridor depending upon the outcome of the Alternatives Analysis.
  - A. Proceed with the I-205 Alternatives Analysis under the current conditions imposed by UMTA and advise our delegation of our course of action and that their help may be needed later to change the I-205 corridor eligibility if we find it to be a viable project.
  - B. Seek advice from our Congressional delegation on whether to establish Section 3 eligibility now before initiating the Alternatives Analysis or later after concluding the Alternatives Analysis.
- III. Continue on the basis that I-205 will not be considered for Section 3 eligibility now or at the end of Alternatives Analysis. In accordance with lack of Section 3 availability, decide:
  - A. To proceed with Alternatives Analysis to see if other funding sources can be obtained to build the project or a project segment; or
  - B. To proceed with Alternatives Analysis to at least define an alignment for future consideration; or
  - C. To not proceed with Alternatives Analysis in recognition that the project is virtually un-buildable without Section 3 funding.

RECOMMENDATION:

1. Reconfirm that the Westside LRT to Hillsboro is the region's No. 1 priority and will be the priority focus of attention locally, with UMTA and with our Congressional delegation.
2. Reconfirm that it is our desire to proceed with Alternatives Analysis in both the I-205 and Milwaukie corridors and that they will be conducted in a coordinated manner. Proceed with Bi-State studies to determine whether and when to initiate Alternatives Analysis in the I-5 and/or I-205 corridors into Clark County.
3. Seek advice from our Congressional delegation on how to best proceed with Alternatives Analysis for the Milwaukie and I-205 corridors and not unduly jeopardize future funding options for these corridors or for the Westside Corridor.
  - A. Recognize that if I-205 Alternatives Analysis determines that I-205 LRT is a viable project, that we may want to seek some form of federal assistance.
  - B. Recognize that by proceeding with Alternatives Analysis with the UMTA conditions attached (no Section 3), the region may jeopardize future funding options available to our Congressional delegation.
4. Ensure that the Milwaukie and I-205 Alternatives Analysis conclusions will take into consideration local criteria to be established for corridor priorities and impact on overall system staging.

STAFF REPORT

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

CONSIDERATION OF RESOLUTION NO. 90-1200 FOR THE PURPOSE OF  
ALLOCATING THE INTERSTATE TRANSFER REGIONAL RESERVE AND  
AMENDING THE TRANSPORTATION IMPROVEMENT PROGRAM ACCORDINGLY

Date: December 29, 1989

Presented by: Andrew C. Cotugno

PROPOSED ACTION

This resolution would allocate the last remaining unallocated Interstate Transfer funds, now contained in a Regional Reserve, as follows:

Banfield Freeway	\$ 608,820
Banfield LRT	1,000,000
Convention Center Area	2,000,000
Light Rail Vehicles	<u>1,444,844</u>
	\$5,053,664

It would also allocate FAU funds as follows:

Hawthorne Bridge Transition Structure -  
LRT Compatibility:

P.E.	\$100,000
Reserve	<u>190,000</u>
	\$290,000

Metro Transportation Planning	<u>\$300,000</u>
	<u>\$590,000</u>

TPAC, at its meeting of January 5, 1990, recommended adoption of this resolution.

FACTUAL BACKGROUND AND ANALYSIS

Of the total \$501 million Interstate Transfer Program, \$65.5 million remains to be spent. However, of this amount only \$5 million remains to be allocated to specific projects. The remainder has already been allocated and the projects are scheduled over the next several years. This \$5 million is the final allocation from the Regional Reserve which was originally \$16.97 million and has had the following allocations to date:



May, 1987

I-505 Alternative . . .	\$1,085,000
Banfield Highway . . .	387,000
Sunset/217 . . . . .	500,000
Oregon City Bypass . .	50,000
	<u>\$2,022,000</u>

February, 1988

Stark Street . . . . .	\$1,150,000
185th Avenue . . . . .	1,680,000
82nd Drive . . . . .	1,680,000
Marine Drive . . . . .	<u>3,200,000</u>
	\$7,710,000

April, 1988

Metro Planning . . . . .	\$ 50,000
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May, 1988

Tri-Met TDP Reserve . . .	\$2,100,000
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April, 1989

Metro Planning . . . . .	\$ 34,914
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TOTAL ALLOCATED . . .	.\$11,916,914
BALANCE AVAILABLE . .	.\$ 5,053,664

THE RECOMMENDATIONS FOR ALLOCATION OF THIS \$5,053,664 ARE DESCRIBED BELOW.

Recommendation No. 1 - Allocate \$608,820 toward final Banfield highway costs.

The overall Banfield highway costs have been finalized and ODOT has indicated that \$608,820 is ineligible for reimbursement from UMTA Section 3 funds. The past Interstate Transfer funding allocation is fully spent and an additional \$608,820 is recommended for allocation.

Tri-Met has indicated that the final Banfield LRT costs are anticipated to be within the Interstate Transfer and Section 3 Full-Funding Agreement amounts previously approved for the project.

ODOT has indicated that the I-505 Alternatives project is nearly complete and sufficient Interstate Transfer allocation is available.

Recommendation No. 2 - Allocate \$1 million toward final Banfield LRT costs.

The Banfield LRT Full-Funding Agreement provides an overall cap to UMTA's funding commitment to the project plus a clause allowing for additional federal funding participation over and above the cap for "extraordinary costs" that were not foreseen in the originally approved scope (for such costs as those incurred due to acts of God and court settlements). The Banfield Full-Funding Agreement currently has approximately \$5 million remaining up to the cap plus a potential additional \$5 million under the provision for "extraordinary cost" eligibility. The following expenditures are proposed by Tri-Met within the remainder of the Full-Funding Agreement:

Settlement of Claims, Legal Fees, Etc.	\$ 2.10 m.
Double Track (Gresham)	6.97
Storage Track (Ruby Junction)	<u>1.03</u>
	\$10.10 m.

However, in 1986, as a precondition to adding the Vintage Trolley project to the scope of the Banfield LRT project, UMTA required that the first \$1 million of costs above the Full-Funding contract be borne locally before any federal funds up to the "extraordinary cost" limit would be provided. In December, 1986, TPAC and JPACT concurred that this amount should be committed from the Interstate Transfer Regional Reserve. At this time, it is necessary to determine whether to seek the additional funding provided by the "extraordinary cost" clause and therefore whether to commit the \$1 million of Interstate Transfer funding. It is recommended that this funding be committed because of the ability to implement a \$5 million package of LRT improvements with only \$1 million of locally available funds subject to later approval of the projects by UMTA.

**Recommendation No. 3 - Allocate \$2 million toward Convention Center Area Transportation Improvements.**

In early 1989, the City of Portland established a Convention Center Area Transportation Capital Improvement Program (see Attachment A) to support the Convention Center and implement aspects of the Urban Renewal plan. This is a comprehensive package of improvements to traffic circulation, pedestrian amenities, transit improvements, street lighting and other related projects. The total \$33.7 million improvement program relies on a diverse set of funding from the Convention Center project itself, the City of Portland, private property interests, the urban renewal district, previously approved FAU funds and this \$2 million allocation. This improvement program also includes previously approved federal transit funding for the Convention Center LRT station and the Convention Center hotel component of Project Breakeven. If this Interstate Transfer funding is not allocated, the other funding participants could reduce their funding commitment since it would be impossible to implement the full improvement package. Because of the contingent nature of the other funding sources, it is recommended that a deadline of July 1, 1990 be established to finalize all other required City of Portland budget actions and actions required to form local improvement districts and urban renewal districts. If this deadline is not met, this allocation should revert to the Regional Reserve for reconsideration.

**Recommendation No. 4 - Allocate the remaining \$1,444,844 for light rail vehicles.**

Tri-Met is seeking to acquire at least 10 additional light rail vehicles to improve their present spares ratio to ensure proper maintenance schedules can be met and to provide sufficient capacity to serve short-term ridership growth (see Attachment B). Continued peak-hour ridership growth since opening day has forced Tri-Met to minimize spares in order to maximize actual operating capacity. As ridership continues to grow, further decreases in spares as an option is no longer available. Furthermore, as the vehicles approach 250,000 miles in 1990, a higher spares ratio will be required for recommended maintenance. The need for additional light rail vehicles is as follows:

-	Needed now to allow adequate spares	2
-	Needed through 1998 to keep up with capacity needs of peak hour ridership growth	6
-	Needed through 1998 to stay ahead of peak hour ridership growth	<u>3</u>
	Total	11

In order to establish a vehicle order of at least 10 vehicles, Tri-Met is expecting to commit the following funding sources (including this Regional Reserve):

Section 9 Funding	\$ 9.01 m.
Previous Interstate Transfer Allocation	3.36
Regional Reserve	<u>1.44</u>
	\$13.81 m.

Additional TIP amendments will be required to approve these other aspects of the light rail vehicle purchase.

**ALTERNATIVES** -- TPAC CONSIDERED AT LENGTH OTHER ALTERNATIVES THAT COULD BE PURSUED IN LIEU OF RECOMMENDATIONS 3 AND 4 (DESCRIBED PREVIOUSLY):

Candidate arterial projects that could be considered are as follows:

Washington County

Baseline Road - 185th to 231st	\$11.97 m.
Murray Boulevard - U.S. 26 to Cornell	1.50 m.

Clackamas County

Sunnybrook Extension - east of I-205	\$10. m.
I-205 LRT	5. m.

Multnomah County

207th - I-84 to Glisan	\$ 5.5 m.
Hawthorne Bridge - LRT Conversion	.3 m.
Hawthorne Bridge Transition Structure - Shortfall	3.2 m.
Metro Transportation Planning	.3 m.

City of Portland

Convention Center area circulation 2.0 m.

This funding could be allocated on a 100 percent discretionary basis, on a 100 percent formula basis or 75 percent formula/25 percent discretionary as now used for FAU allocation. Assuming an allocation of \$3,444,843 (after allocation of Regional Reserve funding to final Banfield highway and LRT costs), possible formula distributions are as follows:

	<u>Population</u>	<u>Percent</u>	<u>100% Formula</u>	<u>75/25 Formula</u>
Multnomah County	139,204	14.1	\$ 485,723	\$ 364,292
City of Portland	419,810	42.4	1,460,613	1,095,460
Clackamas County	179,615	18.1	623,517	467,637
Washington County	251,517	25.4	874,990	656,243
Regional Allocation			0	861,211
TOTAL	<u>990,146</u>	<u>100.0</u>	<u>\$3,444,843</u>	<u>\$3,444,843</u>

In addition, TPAC indicated that sufficient funding should be available for proposed LRT studies, either from this source or others.

The initial package of projects is recommended for adoption in lieu of any of these alternatives because this will complete ongoing projects of regional significance. However, in addition, two items identified above are recommended for allocation of FAU funds:

- I. Hawthorne Bridge Transition Structure (Attachment C) -- include LRT compatibility in structure design of replacement transition structure.
  - a. P.E. to determine preferred LRT alignment on the Hawthorne Bridge and cost to retrofit the entire Hawthorne Bridge for LRT (including consideration of bridge fatigue) as compared to the cost of a new LRT bridge: \$100,000
  - b. Reserve for construction in the event P.E. concludes LRT compatibility can be included: \$190,000
- II. Metro Transportation Planning -- to be included in FY 91 and 92 Unified Work Program: \$300,000

These FAU allocations are recommended to come proportionately from the City of Portland Contingency and the Regional FAU Reserve as follows:

Portland	(42.4%)	\$250,160
Region	(57.6%)	<u>339,840</u>
		\$590,000

As in the past, funding for Metro Transportation Planning is predicted on equal funding commitments from ODOT, Tri-Met and the region.

This funding commitment has been in place for the past four years and is now scheduled for renewal. This FAU allocation would be the region's share of this commitment for the next two years.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 90-1200.

Attachments

**CONVENTION CENTER  
TRANSPORTATION  
CAPITAL IMPROVEMENTS**

March 6, 1989

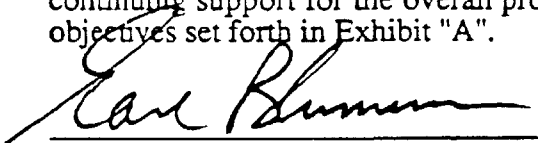
# FINANCE AGREEMENT

## CONVENTION CENTER TRANSPORTATION PROGRAM

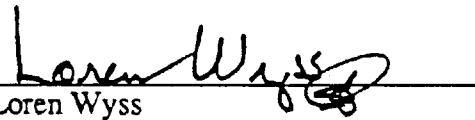
MARCH 6, 1989

We the undersigned do hereby commit our support to implementation of a public improvement program for the Convention Center Area substantially in conformance with the attached Exhibit "A". In so doing, we recognize that the scope and breadth of individual projects remains flexible and subject to the recommendations of the Policy Team and approval of the City Council, but that our mutual intent is to implement these improvements to the highest and best interests of the redevelopment of the district and to complement the public's existing investment in the Oregon Convention Center. To that end, we pledge our combined resources as outlined in the attached Exhibit "A". Recognizing that we as individuals may not possess sole authority to commit corporate or public resources to this end, we agree to seek and obtain such authority as is necessary within forty-five days of execution of this agreement. Should any party hereto, for whatever reason, choose not to fully participate as outlined in Exhibit "A", that action, by virtue of this agreement, shall be cause for the other parties to reduce their fiscal commitment by a commensurate amount. In any case, no such reduction will be accommodated by deletion of elemental projects described in Exhibit "A" and shall be made in a way which preserves the maximum integrity of the program in attempting to meet the stated goals and objectives. In addition to the program outlined in Exhibit "A", the parties understand public safety is a priority issue that will be addressed through a separate program.

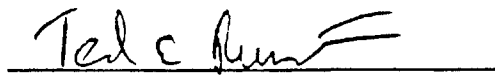
By execution of this understanding and agreement, we pledge to one another our continuing support for the overall program and agree to work in good faith to achieve the objectives set forth in Exhibit "A".



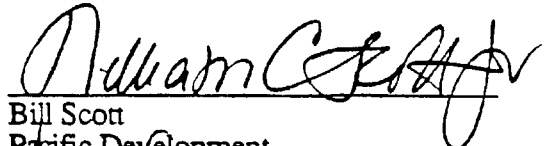
Earl Blumenauer, Commissioner  
City of Portland



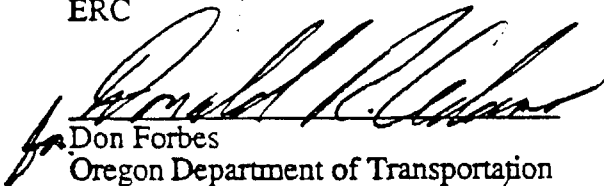
Loren Wyss  
Tri-Met



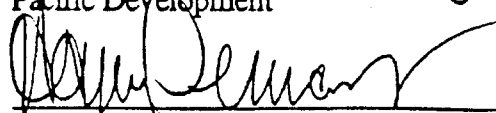
Ted Runstein  
ERC



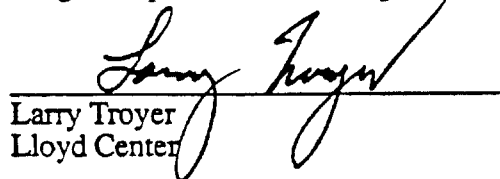
Bill Scott  
Pacific Development



Don Forbes  
Oregon Department of Transportation



Harry Demarest  
Portland Development Commission



Larry Troyer  
Lloyd Center



Tom Walsh  
Metro/OCC

**CONVENTION CENTER  
TRANSPORTATION  
CAPITAL IMPROVEMENTS**

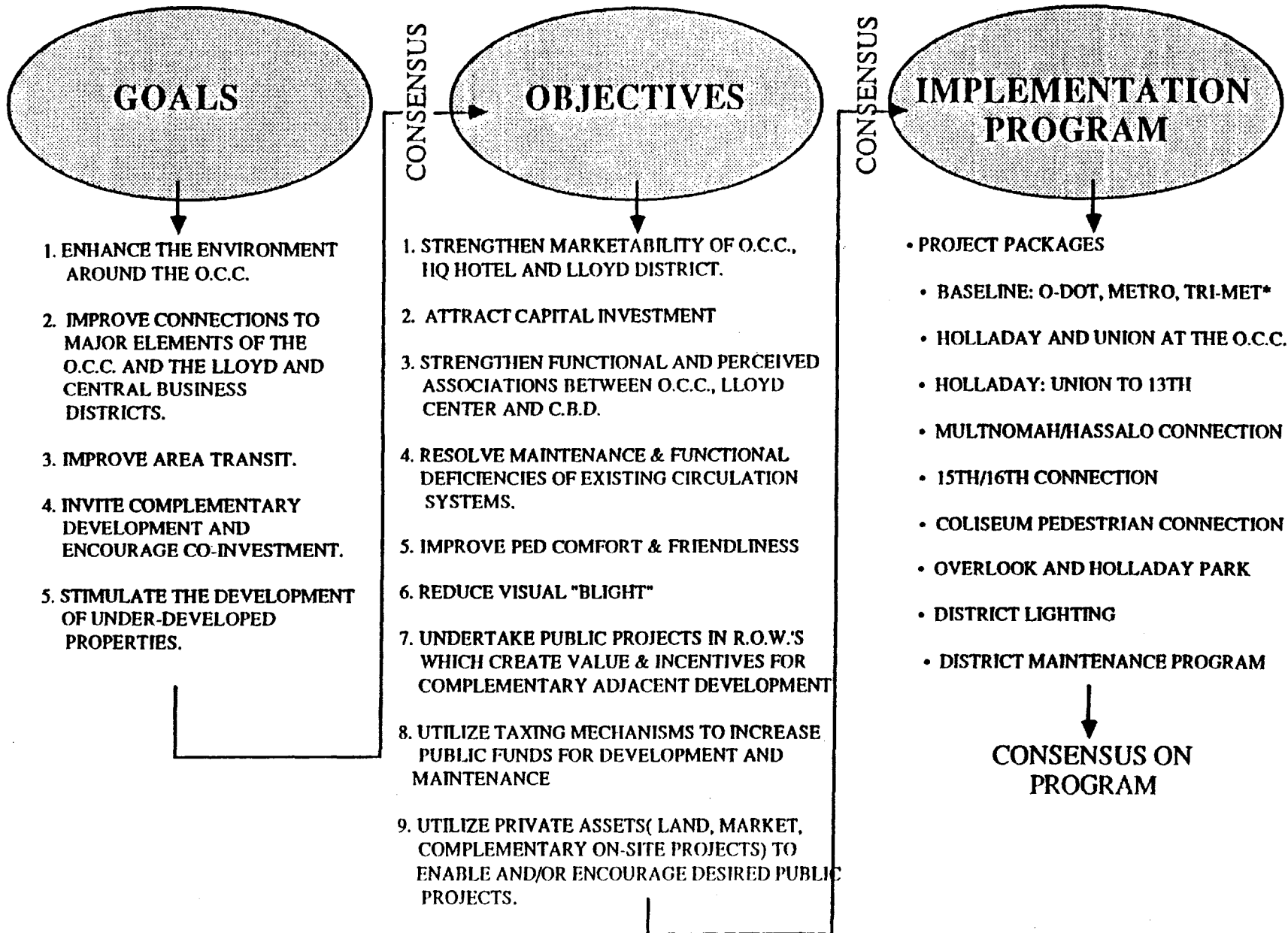
**Finance Agreement  
EXHIBIT 'A'**

March 6, 1989



# CONVENTION CENTER TRANSPORTATION CAPITAL IMPROVEMENTS

## PROCESS DIAGRAM



# CONVENTION CENTER TRANSPORTATION CAPITAL IMPROVEMENTS

MATRIX

PROJECT PACKAGES	PROGRAM GOALS				
	ENHANCE THE ENVIRONMENT AROUND THE O.C.C.	IMPROVE CONNECTIONS TO THE LLOYD AND CENTRAL BUSINESS DISTRICTS	IMPROVE AREA TRANSIT	INVITE COMPLEMENTARY DEVELOPMENT AND CO-INVESTMENT	STIMULATE DEVELOPMENT OF UNDER-DEVELOPED PROPERTIES
HOLLADAY AND UNION AT THE O.C.C.	●	●	●	●	●
HOLLADAY: UNION TO 13TH	●	●	●	●	●
MULTNOMAH/HASSALO CONNECTION	●	●	◐	●	●
15TH/16TH CONNECTION	◐	●	◐	◐	●
COLISEUM CONNECTION	●	●	◐		◐
OVERLOOK & HOLLADAY PARK	●	●			◐
DISTRICT LIGHTING	●	●			◐
DISTRICT MAINTENANCE PROJECTS	●			◐	◐

COMPLEMENTS



CONSISTENT



UNRELATED

CONVENTION CENTER CAPITAL IMPROVEMENTS  
IMPLEMENTATION STRATEGY  
March 6, 1989

REQUIREMENTS

Element	Budget Estimate (Millions)
Holladay/Union at O.C.C.	\$ 2.327
Holladay, Union to 13th	5.106
Multnomah/Hassalo	0.787
Hotel Site Acquisition	4.500
16th Two-Way, 15th/16th Right-of-Way*	5.026 0.100
Williams/Hassalo Intersection	0.205
District Lighting	2.377
Overlook & Holladay Park	0.847
District Maintenance Projects	ODOT
General Contingency (4.7%)	<u>1.047</u>
Program Total	\$22.322
Baseline	<u>11.381</u>
Area Total	\$33.703

\*Railroad property purchase. Remainder donated in exchange for equal land area from street vacations.

CONVENTION CENTER CAPITAL IMPROVEMENTS  
IMPLEMENTATION STRATEGY

March 6, 1989

RESOURCES

Source	Amount (Millions)
FAU (King Blvd. / Halliday St.)	\$ 1.960-
Match	0.130
Region Funds	2.000
Match	0.300
Tri-Met "Project Breakeven"	4.500
Street Lighting	3.000
Metro Pedestrian Fund	0.200
PDC/Urban Renewal (15th/16th)	5.126
Private Sector Participation	<u>5.106</u>
Program Total	\$22.322
Baseline Funding	<u>11.381</u>
Area Total	\$33.703

CONVENTION CENTER CAPITAL IMPROVEMENTS  
IMPLEMENTATION STRATEGY  
March 6 1989

EXHIBIT A ADDENDUM  
BASELINE RESOURCES

Source	Amount (Millions)
ODOT	\$ 4.700
Lloyd Blvd. Extension	
Holladay Off-Ramp	
Grand Avenue Ramp Improvement	
Tri-Met Grant	\$ 3.481
Holladay LRT Station	
Coliseum Station	
Bus Transfer Facility	
Right of Way	
METRO	\$ 2.700
Lloyd Blvd. & First Avenue Right of Way	
Holladay, 1st-Union Basic Street plus Signals	
Basic LRT Platform	
Union Avenue West Frontage	
Oregon Street to Two-Way	
Detours, Miscellaneous & Engineering	
Pedestrian Improvements	
Hassalo/Williams Right Turn	
Two-Way Lloyd & Misc. @ 9th & 11th	
City	\$ .500
OCC Area Lighting to Metro	
Revise Holladay to Eastbound	
Widen Hassalo, Williams - Occident	
Union, East Side Lights	
Consultants (Cooper, ZGF I, ZGF II)	
OCC Project Manager	
Total	\$11.381

**CONVENTION CENTER  
TRANSPORTATION  
CAPITAL IMPROVEMENTS**

**Assumptions & Proposed Schedule**

March 6, 1989

# CONVENTION CENTER TRANSPORTATION CAPITAL IMPROVEMENTS

## Proposed Critical Path Dictating Project Schedules

March 6, 1989

The attached project schedules and derivative cash flow and funding projections are based upon a sequence of assumptions regarding the project requirements, characteristics and resources associated with each of the potential participants. The participants include the Portland Office of Transportation, the Oregon Department of Transportation, Tri-Met, the Exposition and Recreation Commission, the Portland Development Commission, the Portland Bureau of Parks, Metro, Melvin Simon & Associates, Inc., and Pacific Development Inc. The assumptions regarding their relevant project requirements, characteristics and resources have been reviewed and confirmed by each. The reconciliation of these multiple objectives suggests the following critical path of interdependent projects and events.

### Projects

### Events

---

Projects Associated with  
Oregon Convention Center

The following must be completed by September 1990:

- All ODOT Baseline projects
- All Tri-Met Baseline projects
- All Metro Baseline projects
- Metro Parking Lot
- All District Maintenance by ODOT, City and others
- All other improvements to Union and Holladay adjacent to the Convention Center

The following should be completed by September 1990:

- Vintage Trolley
- Coliseum Connection
- Phase 1 improvements to Holladay Park
- Phase 1 improvement to the Overlook (ROW acquisition will probably delay this project for a year)

**Multnomah/Hassalo**

Construction must follow completion of EIA and design work estimated to consume 22 months.

Construction must follow successful acquisition of new ROW to accommodate alignment.

ROW acquisition may be coordinated with acquisition of Headquarters Hotel site.

Construction may be coordinated with construction of Headquarters Hotel.

**Holladay/Union-13th**

Must follow completion of Multnomah/Hassalo project to assure acceptable vehicular access to district properties during its construction.

Should be completed with or prior to the completion of PDI's initial development on Holladay. Should also avoid conflicts with Christmas shopping season.

**15th/16th Streets Project**

Must follow successful acquisition of ROW necessary to accommodate alignment.

Must be constructed and completed in coordination with Melvin Simon's improvement to its eastside properties.

Must be completed when development and redevelopment of area properties require completion of ring road to accommodate increased vehicular traffic.

**Lighting Improvements**

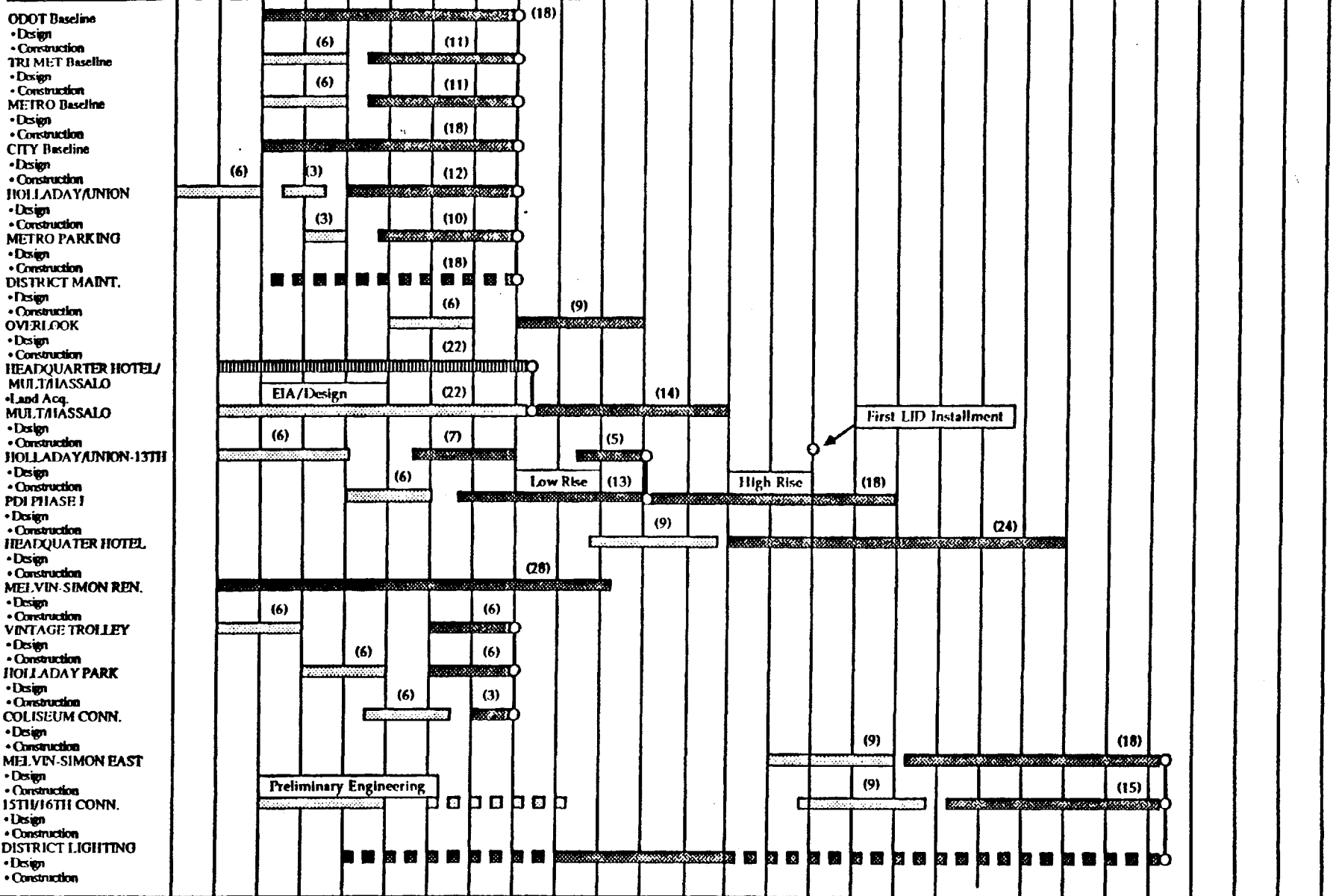
To occur in coordination with related projects such as street improvements that are implemented.



# CONVENTION CENTER TRANSPORTATION CAPITAL IMPROVEMENTS

Proposed Schedule 1989 1990 1991 1992 1993 1994

PROJECTS Sept Dec Mar June Sept Dec Mar June Sept Dec Mar June Sept Dec Mar June Sept Dec Mar June Sept Dec Mar



(6) Months Design Construction Land Acquisition On Going Milestones/Critical Path

LRV PURCHASE

-Analysis-

DRAFT

Part II

- o Ridership Demand
- o Maintenance Requirements
- o Timing and Procurement Issues
- o Financing Alternatives

## Light Rail Vehicle Purchase

In this report the issues surrounding the decision to proceed or not to proceed with the purchase of additional eastside light rail vehicles now are analyzed. Two basic questions are addressed: 1. When do we need LRVs? (ridership and maintenance issues), and 2. How do we pay for them? (financial issues).

### I. Timelines

The following discussion of the maintenance and ridership issues should be read keeping several procurement dates in mind. As the scenarios in Exhibit I show, Tri-Met could expect to have additional LRVs delivered by late 1992 at the earliest (Alternative I), or by early to mid-FY 1994 (Alternative II) if we begin the procurement process now. If we wait a year to begin the procurement process, the delivery dates increase one year (Alternative III). Procurement issues are discussed in more detail below.

### II. Ridership

#### A. What is the trend in peak ridership growth?

##### Peak Load Data

Since the first year of operation, discretionary, off-peak, novelty ridership on MAX has been contracting, as evidenced by declining weekend rail ridership, and peak hour commuter ridership has been expanding, as evidenced by increasing peak hour loads.

While average weekday light rail boardings have increased only slightly since opening year,

FY87 19,500  
FY88 19,600  
FY89 19,700

peak direction, peak one hour loads have increased about 14% per year on average:

Average AM Peak Loads -Fall-	% Change	Average AM Peak Loads -Spring-	% Change
1986 Fall 1,432	-	1987 Spring 1,518	-
1987 Fall 1,695	18.4%	1988 Spring 1,607	5.9%
1988 Fall 1,912	<u>12.8%</u>	1989 Spring 1,912	<u>18.9%</u>
Average	15.6%	Average	12.4%

MAX peak hour trip by trip passenger volumes at Lloyd Center from 10/86 through 7/89 are presented in Exhibits II and III. The Lloyd Center is the peak load point.

#### Present Supply and Demand

Of the 22 vehicles operating during the peak hour, there are 15 inbound direction cars through the peak load point at Lloyd Center. Tri-Met's peak loading standard says that the average load during the peak one hour in the peak direction will be 218% of seated capacity, or 166 passengers per car ("Tri-Met Service Standards," April 1989). This is 76 passengers seated, 90 standing, 4 people standing per square meter throughout the peak hour. At 166 passengers per car, the peak hour capacity of the line at the peak load point is 2,490 passengers.

Presently, passenger volumes during the peak one hour average about 125 to 135 passengers per car. During the peak twenty minutes, passenger volumes average 150 to 166 passengers per car. (See Exhibits III and IV).

During the peak 30 minutes, passenger volumes are consistently 20% higher than the peak hour average and during the peak 20 minutes, passenger volumes are consistently 30% higher than the peak hour average. If we assume the same relationship, the peak 20 minutes will be at an even higher standard when the peak one hour standard of 166 passengers per car is reached. Car loads during the peak 20 minutes will be 264% of capacity, 5 passengers standing per square meter, and car loads during the peak 30 minutes will be 242% of capacity, 4.5 passengers standing per square meter, necessitating schedule adjustments. (See Exhibits III, IV and IX and Section II.D. below.)

Exhibit V is a snapshot of the peak one hour and direction on MAX since the opening of the line, summarizing the data presented in this section.

B. What is the basis for our loading standards and how do they compare to other transit agencies? What level of crowding will people tolerate?

Vehicle loading standards specify the acceptable average number of passengers per vehicle passing the peak load point during the hour (or 20 minutes, or 30 minutes, depending on the transit agency) of the day when the highest passenger loadings occur. The standards are based on the practical capacity of the vehicles as defined by the equipment specifications, and are designed to ensure safety, passenger comfort, and operating efficiency. While different transit agencies may adopt different standards, transit agencies universally measure peak loads in this manner.

To answer our questions, a phone survey of other light rail properties was conducted. Exhibit X presents the results of the survey.

From the results of the survey, it is apparent that:

- o 4 standing passengers per square meter is the maximum "practical" car load that passengers will tolerate on a daily basis, according to nearly all properties surveyed.

- o 6 standees per square meter is considered to be a "crush" load.
- o Calgary operates at near crush conditions throughout the peak hour, but Calgary officials say passengers are compensated for this with 3 minute peak period headways. While Buffalo officials have a goal of achieving over 5 standees per square meter in the peak one hour, they carry nowhere near this today.
- o Sacramento's peak hour load standard compensates for peak 20 minute loads. Sacramento, which has peak hour loads that are similar to Tri-Met's, is buying 10 additional light rail vehicles to accommodate peak hour growth.
- o Tri-Met's load standard is in line with that of other rail properties.

C. How many vehicles will be needed and when?

Projected Supply and Demand

Based on the the trend in peak hour loads since 1986, we can project increases in MAX peak hour ridership for the next few years using either (a) the average annual increase in peak loads--14% per year--or (b) by fitting a least squares line to the data. Using the least squares formula, projected peak hour ridership increases 7% per year. Exhibits VI and VII present projected peak hour ridership using the least squares formula.

Based on the least squares projection, by 1992 every trip in the peak one hour will operate at 218% of capacity. By 1993 four additional light rail vehicles will be required to operate at 218% of capacity, by 1994 six additional light rail cars will be needed, and by 1995 eight additional cars will be needed. (See Exhibit VIII.)

Without additional cars, we will be carrying five passengers per square meter during the peak 20 minutes by 1992. By 1993, we will be carrying 5 passengers per square meter in the peak 30 minutes and 6 passengers per square meter in the peak 20 minutes. These are crush loads. At or before this point, ridership growth will be constrained by lack of capacity. People will not be able to ride when they want to ride, and while some passengers will adjust and move to the shoulders, others will find other means of transportation. (See Exhibit IX).

How tenable are these projections? The observed increases in MAX peak hour ridership are substantiated by cutline counts which show that traffic volumes in the region are increasing. Between 1986 and 1988, eastside all day traffic volumes increased 12%, 6% annually, and peak hour volumes increased 6%, 3% per year. (Source: Keith Lawton, Metro, 9/89.)

The LRV peak hour ridership projections are nearly identical to Metro 1998 east/west MAX peak hour projections. While one forecast is not verification of another forecast, the observed and projected MAX ridership is consistent with the projected growth that makes Westside light rail construction defensible. The purchase of additional vehicles based on these ridership projections would be entirely consistent with Tri-Met's regional rail plans.

D. Can peak hour capacity be increased without cars? Is there a scheduling technique that will allow Tri-Met to save a car in the peak?

In general there are two techniques available: (a) techniques that would allow us to cut a car by decreasing cycle time, and (b) techniques that would allow us to increase peak load point capacity, by increasing the number of cars though the peak load point in the peak one hour.

All known and available techniques have been analyzed by Bill Coffel, Ken Zatarain and Hal Juram. (See 9/28/89 memo from Bill Coffel, attached).

They concluded that:

- o There is one feasible option for increasing peak hour/direction capacity--an additional car-cut, already in practice at Tri-Met.
- o Only one more opportunity exists to perform the car-cut operation--adding one car trip west of Gateway in the peak.
- o Trip adjustments, where a group of trips is moved slightly so that service is concentrated at the time of greatest need, will be used in conjunction with the car-cut to further relieve peak of the peak overcrowding.
- o Tri-Met's options are limited by (a) the single track operation between Ruby Junction and Cleveland, (b) the design of the line with integration of bus service, and (c) fairly high reverse direction and East County ridership. In fact, passenger volumes east of Gateway remain high, and should reverse commuting and off-peak traffic increase with the opening of the Gresham Mall, the car cut may no longer be viable.
- o Implementation of another car-cut combined with trip adjustments would alleviate peak capacity problems for one year, given the trend in peak hour ridership growth. (See Exhibit VIII).
- o The car cut requires an additional operator.
- o There is no known scheduling technique that would allow Tri-Met to operate with one less car in the peak without severe overcrowding. Again, our options are reduced by single track and bus service meets, but even without these two factors, our ability to increase peak period, peak load point capacity would be limited by the high passenger volumes east of Gateway. Sixty-four percent of the maximum load arrives at Gateway from the east.
- o As an interim measure to alleviate overcrowding, rail service could be supplemented with express bus service from Gateway. Buses would standby at Gateway, and passengers would be encouraged to board express buses.

Advantages would be: 1) Provides a low cost capital solution if spare peak buses are available. 2) Provides a slightly quicker trip.

Disadvantages: 1) Service would require additional operators, each rail car carries the equivalent of three buses. This alternative could not be accomplished by diverting existing bus lines to the rail line to pick up passengers, mostly because there is not enough capacity available even today on the inner segments of the bus lines that are the most likely candidates for diversion (the 15-Mt. Tabor and the 19-Glisan). Diverted bus service will not be attractive to MAX riders because, as local service, it will continue to make lots of local stops. 2) Would be likely to constrain ridership growth. People prefer rail. When the Norristown light rail line was out of operation for six months after a serious accident, SEPTA replaced the rail service with express buses and found that they lost rail ridership. Riders found other means for their commute.

A peak hour MAX fare surcharge was also considered, but ruled out, as a means of increasing peak hour capacity without additional cars. The idea was ruled out because we don't know if it would work, or how well it would work. Also, it is in contradiction with the newly established policy of simpler fares.

E. Why are a greater number of cars required compared to the original 1980 operating plan, although passenger loadings are lower?

The following table compares the two plans:

COMPARISON OF OPERATIONS PLANS

<u>Indicator</u>	<u>Proposed 1980</u>	<u>Existing 1989</u>	<u>Percent Difference</u>
Passengers/Day	31,875	19,700	(38.2%)
Peak Hour and Direction Pax	3,848	1,866	(51.5%)
Peak Fleet	23 cars	22 cars	(4.3%)
Peak Hour/Direction Trains	13	8	(38.5%)
Peak Hour/Direction Cars	22	15	(31.8%)
Short-turn Trains	8	1	(87.5%)
Peak Hour Headway	4.6 min.	6.6 min.	43.4%
Average Schedule Speed	22.6 mph	18.9 mph	16.4%
Cycle Time	96 min.	120 min.	25.0%
Loading Standard	175	166	(5.1%)
Loading Standard Percent	230%	218%	(5.2%)
Average Loading	175	125	(28.6%)
Average Loading Percent	230%	164%	(28.7%)

Source: James Gallagher, Rail Operations, 9/89

Observations:

1. There is a marked difference between the number of cars proposed in the peak hour and direction (22 versus 15) even though the peak fleet (23 versus 22 cars) is nearly identical. Clearly, the peak direction carrying capacity of the two operating plans is different.
2. The cycle time, the time it takes between the start of round trips, is significantly different, approaching the order of 2 trains or 4 cars. The effect of an increase in cycle time is a reduction of the number of trains that can pass the peak load point within one hour. The reasons for the difference in cycle time have been presented in "Justification for New LRV Purchases," 2/4/88, Ken Stanley, attached.

In order to stage a large number of cars at a single point within one hour, service on the balance of the line would suffer given the same peak fleet and/or total fleet.

3. The number of trains we are able to "short-line" today is much lower than what was proposed in 1980 (1 today compared to 8 in 1980) because we have a higher number of passengers east of Gateway than was anticipated in 1980.
4. Finally, the loading standard assumed in 1980 is different, and accounts for one more 1989 car:

	1980 Peak Hour Load	/	Load Standard	-	# Cars
1980	3,848		175		22
1989	3,848		166		23

The 1980 standard was modified in the summer of 1983 to 166 passengers per car. The change was attributed to the difference between the Duwag "B" car assumed in 1980 and the Bombardier car that, by 1983, was ordered and essentially designed.

F. Ridership Summary

If peak period ridership continues to grow at current rates, additional vehicles will be necessary by 1993, given that the second car cut works as planned. Obviously, there is no way to know whether peak ridership will continue to grow as it has since the line opened. Still, because of the long lead time required to buy LRVs, we must make a decision that is based on projected data, but assess the risk that the projections are wrong. If we are making a decision that is based on a compelling situation today, we are probably making a decision that is several years too late. The projections say that by waiting to buy LRVs (Exhibit I, Scenario III) we risk constraining ridership growth on MAX. If commuters are not able to ride when they want to ride, they are likely to find other means of transportation.



The decision when to buy LRVs and how many depends on how we view the future of MAX:

Where do we want the system to be in three or four years?

1. Do we want to risk a degradation of rail service to our current and future riders? If this is our ridership strategy, then how many cars do we purchase and when do we purchase them? (Ridership Strategy #1.)
2. Do we want cars to meet future demand? If this is our ridership strategy, then how many cars do we purchase and when do we purchase them? (Ridership Strategy #2.)
3. Do we want cars to be able to keep pace with growth and to encourage increased ridership by providing an increment of expansion as we are proposing with the Westside line? If this is our ridership strategy, then how many cars do we purchase and when do we purchase them? (Ridership Strategy #3.)

### III. Maintenance

- A. How many spare vehicles does rail maintenance require today? Is labor allocated efficiently by rail maintenance?

#### Current Staffing

Light Rail Vehicle Maintenance is staffed with twelve vehicle mechanics and four vehicle cleaners. Six apprentice mechanics are now in training. Vehicle maintenance is staffed twenty hours a day, seven days a week with alternating shifts. As Exhibit XI shows, nearly all vehicle maintenance and cleaning is performed at night when the greatest number of vehicles are available. Of the twelve vehicle mechanics, seven work a PM shift.

Not all vehicle maintenance can take place at night or on weekends. A number of maintenance tasks require two shifts to complete. A preventive maintenance cycle requires two shifts, more if defects are discovered. Truing also requires two shifts. On a daily basis, one vehicle under goes both interior and exterior cleaning, requiring two shifts. Day shifts are also necessary to take care of in-service problems as they arise.

#### Current Spare Requirements

Currently, there are twenty-six light rail vehicles in the active fleet. Twenty-two vehicles are required for peak service -- eleven two car trains operate weekdays between 5:30 AM and 9:00 AM and 3:00 PM and 6:00 PM. This leaves four spare vehicles.

A vehicle is in the active fleet if it is not out of service for repairs or modifications for an extended period or an indefinite period. A vehicle is in the inactive fleet if it is out of service for maintenance and cannot be easily rotated into and out of service on a daily, or near daily basis with the rest of the fleet.

One spare LRV is scheduled on a daily basis for preventive maintenance (PMs). Each vehicle is scheduled for preventive maintenance once a month, twelve times a year. Preventive maintenance tasks require that the vehicle be out of service for 24 hours, approximately, more if defects are discovered. Because of the number of vehicles, the length of time the checks require and the number of checks required each year, preventive maintenance cannot be performed just at night or on weekends.

One spare is scheduled on a daily basis for interior/exterior cleaning. Light maintenance and unscheduled repairs are also performed on this vehicle if necessary. This vehicle also serves as a revenue spare. When there is an inservice failure, this vehicle can generally be prepared for revenue service within thirty minutes.

One spare has been required on a daily basis for fleetwide modifications. Small modifications are performed during the night shift, by campaign on weekends or on a vehicle that is in for preventive maintenance. In general, however, modifications have kept one vehicle out of service on a daily basis since opening day. These have included VTAG installation, door sensitive edge, brakes, paint, TWC, intercom, signal tripping. Presently, there are

five fleetwide modifications underway. The number of large modifications are expected to decrease after the air-conditioning retrofit, but by that time overhauls and unscheduled repairs are expected to more than make up for the decrease.

In addition to scheduled maintenance (PMs, cleaning, modifications), unscheduled maintenance also requires spares. These are defects that are discovered during PM checks or in-service when there is an equipment failure. Defects are unpredictable and their impact on spares is also unpredictable. Two or more safety or performance related defects, which require that the vehicle come out of service immediately, may occur on the same day. Non-performance related defect repairs are postponed to the night shift or weekends.

Rail vehicle spare requirements change daily. On some days spares may be required for:

- 1 - Preventive maintenance
- 1 - VTAG installation or other vehicle modification
- 1 - Paint
- 1 - Cleaning and unscheduled repairs

Other days:

- 1 - Accident repair
- 1 - Preventive maintenance
- 1 - Preventive maintenance (if rail maintenance is behind schedule)
- 1 - Unscheduled repairs

Other days:

- 1 - Preventive maintenance
- 1 - Modifications such as passenger intercom installation
- 1 - Cleaning
- 1 - Unscheduled repairs

Exhibit XII presents the results of a survey of spare ratios at other properties. All of the agencies with spare ratios lower than, or similar to, Tri-Met's are in the process of purchasing additional vehicles, or are not yet even in operation (Baltimore).

B. Do we know that high mileage will result in critical mechanical problems?

Yes. Defects (unscheduled repairs) are clearly a function of age and accumulated mileage as the following data show:

## Maintenance Indicators-Trend in Unscheduled Repairs

	FY87	FY88	FY89	
Annual Fleet Mileage	1,375,401	1,417,721	884,400	(1)
Annual Average Miles/Car	52,990	54,500	51,000	(2)
Number of Defects	9,685	9,901	6,990	(1)
Defects Per Car Mile	.00704	.00698	.00790	(1)
Miles Per Defect	142.01	143.19	126.52	(1)
Percent Change-Defects/Mile	-	(.86%)	13.1%	
Percent Change - Miles/Defect	-	.83%	(13.2%)	
Percent Change - Defects	-	2.2%	5.9%	(2)
Percent Change - Car Miles	-	3.0%	(6.8%)	

(1) Eight months actual data.

(2) Annualized, based on eight months actual data.

Source: James Gallagher, Rail Operations, 9/89.

### Observations

1. The number of defects (unscheduled repairs) varies with mileage as expected.
2. The rate of occurrence, however, is directly related to the age (and accumulated mileage) of the equipment.
3. Car miles decreased in 1989 partly as a result of single-car "day base" service. However, the rate of occurrence is increasing as car miles decrease, i.e. the age factor. Note the 13.1% increase in defects per car mile versus the 6.8% decrease in car miles. Also, an annualized figure for 1989 defects would be nearly 10,500 for the year. In 1988 the rate of occurrence decreased slightly as both the car miles and raw number of defects increased, not so for 1989.
4. In addition, manhours per defect are increasing. Manhours per defect were 1.12 hours/defect between 1/87-6/87, 1.32 hours/defect between 7/87-12/87, and 1.99 hours/defect 1/89-7/89. (Not shown on table.)
5. The increase in the defect rate is an indication that the vehicles are in need of overhauls, and that the overhaul program should not be postponed.

The increase in unscheduled repairs has reduced the availability of spares for preventive maintenance. Rail Maintenance frequently is unable to meet the preventive maintenance schedule. In June, Rail Maintenance was 12 vehicles behind, half the fleet, 13 behind schedule in July, and as of September 22, Rail Maintenance was 12

PMs behind. (Source: memo from Julie Zaddack to Rudy Luepke, 9/28/89.)

Unable to meet the preventive maintenance schedule, where most defects are discovered, we risk additional inservice failures, or even multiple vehicle failures, resulting in vehicle availability problems.

Rail Maintenance has been able to meet peak service requirements partly because there have always been 26 vehicles in the active fleet, which means that generally, there are 4 vehicles that can be made ready for service on short notice, within 30 minutes to 24 hours. Even so, car availability is constrained today:

- o When car 118 was out of service for three weeks for accident repair, all ongoing modifications were delayed to maintain availability of 22 peak service cars.
- o When defects are found that are safety or performance related, routine maintenance (PMs and cleaning) is postponed to maintain the availability of 22 peak cars. If defects are found that are not performance or safety related, the vehicle goes out anyway and the repairs are made in the evenings or on weekends.

The inability of Rail Maintenance to meet the routine maintenance schedule indicates that additional manpower is needed, or another vehicle is needed, or both.

- C. How many maintenance spares will be required for overhauls, air conditioning? Will additional personnel and working different shifts accomplish maintenance requirements at a cost which is less than the cost of an additional maintenance spare?

One additional maintenance spare is justified and necessary, given current peak service requirements, overhauls, and an increasing defect rate. Two spares may be justified. Additional personnel and different shifts will not accomplish the task for less. However, because under the most optimistic timeline, where Tri-Met purchases LRVs with local funds new LRVs will arrive six months to over a year later than needed for overhauls, a third shift of mechanics will be required.

#### Air Conditioning

In June 1990, after the Rose Festival, one rail revenue vehicle will be removed from the fleet to perform a prototype installation of air conditioning. The retrofit will keep the vehicle out of service six weeks, until August of 1990. When the retrofit is complete, including testing, each successive vehicle retrofit is expected to take two weeks to complete. Retrofitting air conditioning to the vehicles is a complex task that will require the vehicles to be unavailable for revenue service. This means that for one year between June 1990 and September 1991, there will

be 25 vehicles in the active fleet, one less than today. At this point, there will be only three revenue spares for routine maintenance, cleaning, other modifications, and unscheduled repairs, increasing the chance that peak service requirements will not be met.

#### Vehicle Overhaul Evaluation

Bombardier recommends that the LRVs be overhauled at 250,000 miles. Rail maintenance plans on beginning the overhaul program on October 1, 1990. This will involve the removal of one car from service when it has reached 225,000 miles of service. Various systems on the car will be dismantled, inspected, and evaluated, and if necessary, overhauled. A detailed vehicle structure inspection will also be performed on the vehicle. At the completion of the first car, the next high-mileage car will be evaluated and overhauled. The total evaluation period of the two cars with revenue vehicle technicians working three shifts (twenty-four hours, seven days a week) will take approximately sixteen weeks, ending the evaluation program in February 1991.

During the overhaul evaluation, these vehicles will not be available for rotation into revenue service. At this point, if the air conditioning retrofit proceeds as planned, there will be only 24 vehicles in the active fleet for four months. Only two vehicles will be available for preventive maintenance, unscheduled maintenance, cleaning, and for rotation into revenue service, seriously increasing the chance either that peak service requirements will not be met, or that scheduled maintenance will be deferred. (See Exhibit XV and Exhibit I.A.)

Given the periodic difficulties Rail Maintenance experiences today with vehicle availability given an active fleet of 26 vehicles, it would not be prudent to reduce the active fleet to 24 vehicles. It is for this reason that other strategies for the air-conditioning retrofit must be analyzed. These options might include: (a) performing the retrofit on weekends, with additional labor, (b) postponing the retrofit until the overhaul evaluations have been completed, or (c) postponing the retrofit until new vehicles arrive. All of these options will increase the cost of the retrofit program.

#### Progressive Overhaul

At the end of the overhaul evaluation, the active fleet will be 25 vehicles until the air conditioning retrofit is completed. The purpose of the overhaul evaluation is to assign various overhaul tasks to specific preventive maintenance checks (where possible) to keep the vehicle down time to a minimum, therefore keeping the active fleet, the number of vehicles that are available for rotation into service, as large as possible. Just as modifications and unscheduled repairs are routinely performed on vehicles already in the shop for preventive maintenance, various parts will be overhauled during preventive maintenance checks. After the air

conditioning retrofit, and during the progressive overhaul, the active fleet will be 26 vehicles if the progressive overhaul does not require vehicles to be out of service longer than expected, and nothing else diminishes the active fleet (such as an accident, or a series of defects).

Accurate overhaul figures will not be available until the evaluation is conducted. However, all of the known overhaul tasks will double the amount of time required for a PM, if spread out over a period of one year, with 24 hour shifts, seven days a week. It is not known how long the entire progressive overhaul will take, but it will be at least one year, probably more.

If periodic overhauls increase PM time by 100%, and manpower stays the same, theoretically, 13 PM/overhauls can be accomplished each month. That leaves 13 additional preventive maintenance checks to be performed to meet the routine PM schedule. To keep up with the additional maintenance required by an increasing defect rate and by progressive overhauls without additional vehicles, Rail Maintenance plans on adding additional mechanics on all shifts, plus a third shift (for a 24-hour day, 7-day week) staffed with four or five mechanics, and moving as much work as possible to nights. By reducing the elapsed time for overhauls with additional labor, Rail Maintenance believes all 26 monthly PMs can be accomplished without an additional spare. The same result could be accomplished without a third shift if one more revenue spare were available during the day. This way fewer mechanics would work on the vehicles, but over a longer period of time. Exhibit XIII illustrates the tradeoff between labor (an additional shift) and capital (an additional revenue spare). While Tri-Met will have to cover increased maintenance requirements with additional labor, at least for the next several years, the vehicle is clearly the better investment.

- D. Has Rail Maintenance looked at creative approaches to vehicle maintenance, like alternating shifts?

#### Comparison of Rail Vehicle Overhaul Philosophies

To some extent this question has already been answered. But in addition, there are two different vehicle overhaul philosophies. One approach is to do a comprehensive overhaul at predetermined intervals and simply change out, repair or rehabilitate major vehicle systems and components from the wheels upward. During this process, the vehicle is largely dismantled and unavailable for service for an extended period. The vehicle overhaul evaluation is something like this approach. Another approach, the progressive overhaul, is to recognize that different parts wear out at different rates and to change out or rehabilitate the various parts as they wear out. This is the philosophy Rail Maintenance has selected.

Each has advantages and disadvantages:

#### Comprehensive Overhaul

##### Advantages

- o Maximum fleet availability prior to overhaul cycle.
- o Minimum operations staffing

##### Disadvantages

- o In service failures tend to increase.
- o Vehicle availability is unpredictable.
- o Overhaul becomes a major project; early failures wait for overhaul process to gear up.
- o Demands a larger spare ratio to achieve overhaul productivity in production line fashion.
- o Components not life-expired are changed out indicating a measure of inefficiency and waste.

#### Progressive Overhaul:

##### Advantages:

- o Overhaul program is routine and ongoing.
- o Changeout and rehabilitation is less likely to be done prematurely, or worse, upon in-service failure.
- o Fleet requirements can be planned and availability is more predictable because of short-term downtime for progressive overhaul work.
- o Overall fleet reliability is more likely to remain stable during the overhaul process, important with a large fleet of vehicles that are all the same age, accumulating mileage at the same rate.

##### Disadvantages:

- o Slightly higher annual operating and manpower costs as maintenance labor is not disguised as a "capitalized" cost.

(Source: Memo from James Gallagher to Bill Allen, 8/17/89.)

#### E. Maintenance Summary

At least one, and preferably two, LRVs are needed now to maintain an adequate spare ratio and meet routine and on-going inspection, maintenance and overhaul requirements.

Exhibit XV shows the mileage that the 26 LRVs will accumulate if they continue to operate exactly as they did in FY89--one car midday, two cars as needed Saturdays and Sundays. Notice that by FY94, the vehicles will be approaching the second overhaul cycle. Under some scenarios we will not see additional vehicles until 1994-1995. It is important to note that with the Gresham Mall and



the Convention Center openings, it will become impossible to maintain one-car midday service. This means the rail cars will accumulate mileage, and will age faster than Table XV suggests, putting Tri-Met at even greater risk for in-service failures and advancing the date of the second overhaul cycle. While these are highly reliable vehicles, the fleet requires at least four revenue spares at all times, even if vehicle maintenance is staffed 24 hours, seven days a week. By 1994 Tri-Met will be approaching a second overhaul cycle, which means another increase in unscheduled repairs; with ridership high and increasing, we risk the predictability of MAX service.

RIDERSHIP AND MAINTENANCE  
SUMMARY TABLES

LRV Requirements  
(Based on Exhibit VIII)

Maintenance requirements (Current Service Levels)	1-2
Ridership Strategy #1	1-2
Ridership Strategy #2 (Allows Tri-Met to meet projected demand through 1995)	8*
Ridership Strategy #3 (Allows Tri-Met to meet projected demand through 1997, when Westside opens)	11*

\*includes maintenance spares.

	Ridership Req.	Maintenance Req.	Total
Ridership Strategy #1	-	1 - 2	1 - 2
Ridership Strategy #2	6	2	8
Ridership Strategy #3	8	3	11

IV. Timing: Risk and Procurement Issues

- A. What are the ridership and maintenance risks associated with the gap in delivery dates between the alternative procurement/funding scenarios presented in Exhibit I?

Three alternatives for the purchase of light rail vehicles are being discussed:

- I. Fund the vehicles locally, begin the procurement process now. Vehicles would be in service by mid to late 1992.
- II. Fund the vehicles federally, with FY90 and FY91 Section 9 and Regional Reserve funds, begin the procurement process now. Vehicles would be in service by mid to late 1993.
- III. Wait one year. Procure additional vehicles with a possible order for Westside vehicles. Vehicles may be in service by mid to late 1994.

Exhibit VIII (column C) presented the projected number of cars required in the fleet to maintain a 218% load standard. Using column C as a guide, under Alternative I, vehicles will arrive ahead of when they will be needed to accommodate ridership under the status quo ridership strategy, but after they are needed for maintenance purposes. The greatest risk under Alternative I is deferred maintenance. (The financial risk these alternatives present are discussed in Section IV.)

Under Alternative II, vehicles arrive far too late for maintenance purposes, and slightly too late to accommodate peak loads under the status quo ridership strategy. The risks under this alternative are deferred maintenance and possibly the inability to meet peak demand.

Under Alternative III, vehicles arrive far too late for maintenance purposes, and far too late to accommodate peak loads under the status quo ridership strategy. The risks under this alternative are deferred maintenance, the inability to meet peak hour demand, and seriously compromised service quality.

- B. What are the procurement issues presented by each of these alternatives? What about sole source, BUY AMERICA regulations? Are these regulations likely to eliminate any one of these procurement/funding scenarios?

Neither the state or federal sole source or BUY AMERICA regulations will be likely to eliminate any of the three funding alternatives. Based on a precedent set recently by Sacramento, as well as a survey of other rail manufacturers conducted by Tri-Met Engineering this year, it appears that Tri-Met has a good case for the federal approval of sole source procurement with Bombardier as well as a BUY AMERICA waiver if we decide to buy additional LRVs from Bombardier.

The state and federal sole source procurement and BUY AMERICA requirements that would have been fulfilled have been addressed in a memo from Kevin McDonald to Bruce Harder, 9/28/89, attached.

#### Local Funding

Just in terms of procurement, local funding is, of course, the most straightforward option. BUY AMERICA regulations do not apply, and while state sole source regulations do apply, a contract may be awarded without competitive bidding or RFP if, after making a reasonable effort to identify other sources through a market survey, Tri-Met determines that there is only one source that can provide the equipment. (See McDonald memo.)

#### Federal Funding

Similar sole source requirements must be met, and a BUY AMERICA waiver must be obtained, if the vehicles are to be federally funded. To obtain an exception to the Buy America Act, Tri-Met would have to show that:

- (a) The application of the Act will be inconsistent with the public interest,
- (b) Materials are not produced in the U.S. in sufficient and reasonably available quantities and of a satisfactory quality, or
- (c) The inclusion of domestic materials will increase the cost of the overall project contract by more than 25%.

Tri-Met must satisfy one of the above.

Point (b), that "materials are not produced in the U.S. in sufficient and reasonably available quantities and of a satisfactory quality" was the argument that Sacramento officials developed for UMTA. Those documents are also attached.

In Sacramento's case, the approval of the BUY AMERICA waiver was also tacit approval from UMTA that they could proceed to negotiate a contract with Siemen's, the LRV manufacturer, then submit the negotiation memo and cost analysis for UMTA approval of the contract.

Based on the Sacramento precedent, plus recent discussions with Sacramento officials, a likely procurement timeline for federally funded vehicles for Tri-Met would be:

Alternative II:	Bombardier Proposal with Federal Funding, Sole Source Approval and BUY AMERICA Waiver.
Oct. '89-Jan. '90	Board Process Prepare Specifications Prepare BUY AMERICA Waiver Arguments Prepare Regional Funding Package
Jan. '90-Mar. '90	Letter of No Prejudice Request
Jan. '90	Grant Application Submitted
Jan. '90-June '90	BUY AMERICA Waiver Received LONP Received
July '90-Aug. '90	Prepare Price and Cost Analysis for Sole Source Submittal
Sep. '90-Oct. '90	Begin Contract Negotiations with Bombardier
Nov. '90-Dec. '90	Send Cost Analysis and Negotiation Memo to UMTA for Sole Source Approval
Jan. '91	UMTA Approves Contract
Jan. '91	Funds Allocated
Jan. '91-Dec. '91	Engineering and Design
Mar. '91-Feb. '93	Production
Oct. '92-Feb. '93	Delivery

We are pursuing additional information from UMTA on the procurement schedule.

C. Is the Bombardier price a good price? Perhaps Tri-Met should wait and go through a competitive bidding process to obtain the best price?

The Bombardier price of \$1.9 million per car is their proposed price. Until Tri-Met negotiates with Bombardier, it will be impossible to say what the contract price will be. According to the UMTA sponsored "Rail Car Cost Containment Study," August 1988, negotiated rail car procurements are crucial to obtaining a favorable price.

While it is extremely difficult to make comparisons, because rail car costs are largely determined by the design and the features of the vehicle and the particular car requirements each rail property has, the Bombardier proposed price appears to be reasonable. Baltimore paid \$1.9 million per car recently for an order of 35 cars. Sacramento recently negotiated a price with Siemens Duewag of \$1.4 million a car, down from Siemens' first proposal of \$1.7

million, for an order of 10 cars, and Los Angeles is paying \$1.76 million per car for an order of 35 vehicles. (All prices have been CPI adjusted. Source: Booz, Allen & Hamilton, "Light Rail Vehicle Comparison Matrix," 3/11/89, updated by Denny Porter.)

In cases where the agency requires essentially the same vehicle, effective competition in the rail car industry is likely to be inadequate. The market survey conducted by Tri-Met Engineering this year showed that no manufacturer of LRVs is willing or able to make the Bombardier vehicle for Tri-Met as long as Bombardier is around. Recently San Diego, intending to procure cars that were essentially the same as their original fleet, went out to bid. They encouraged competitive bidding and expected to get a number of proposals. Of the car builders who responded, two were found in compliance with the RFP and invited to submit bids. When bids were submitted, only one was received from Siemens/Duewag. San Diego determined that the bid price was too high, rejected all bids and negotiated a reasonable price with Siemens/Duewag.

One additional cost advantage of a sole source procurement is that Tri-Met is assured of only two fleet types. The proposed BN Bombardier vehicle will be 95% the same as our current fleet, according to Tri-Met Engineering.

D. Are there any advantages to waiting a year? By waiting will Tri-Met be able to attach an order to an order of Westside vehicles and achieve the price advantage of quantity discounts?

The cost advantage that Tri-Met may receive through quantity discounts is unlikely to outweigh the risks associated with waiting a year. The risk that Westside vehicle funds are not available next fall must be weighed against the price advantage we think we might receive with a larger car order, factoring in inflation.

Things rarely get cheaper in the future, and at 9.4% per year, LRV inflation has outpaced the CPI by over 5% annually since the early '70s. (Source: "Rail Cost Containment Study," UMTA, August 1988.) In order to receive an advantage from a quantity discount by waiting one year, Tri-Met would have to receive a large order discount that is greater than 9.4%.

It is not at all clear from the data presented in the "Rail Cost Containment Study" what the cost advantage is with large orders. Exhibit XVI shows the cost per car for all the light rail vehicle purchases in the U.S. since the early 1970s, CPI adjusted. From the data, it appears that the price per car bears little relationship to the size of the car order. The smallest car order shown was six vehicles. The greatest LRV procurement cost savers identified in the report were:

- o Negotiated procurement,
- o Existing, proven design,
- o Smaller cars, and
- o Large order sizes, which, as Exhibit XVI shows, would be on the order of 100 vehicles.

Waiting a year presents risks on a number of levels. First, we expose ourselves to additional risk on the ridership and maintenance side. Second, there are election risks. Third, even if the May and November votes pass, it is likely that our first Westside allocation from the new start account in FY91 will not include funds for vehicles, but only for final engineering. Jeff Booth feels that funds for Westside vehicles will be a low priority for draws on the new start account next year, and that Tri-Met will not be able to make large draws on the new start account for the Westside until FY92. (See memo from Claire Cushman and Cynthia Weston to Bob Post and Bruce Harder, 8/28/89, attached.)

Since UMTA regulations unequivocally prohibit a procurement of 10 light rail vehicles with an option for 32 (number of Westside vehicles), we would have no alternative but to go ahead with a small order of 10 vehicles if we decide to wait a year then do not get an allocation for Westside vehicles in FY91. Given high LRV inflation, the possibility of Bombardier exiting the light rail business, and the ridership and maintenance risks we are exposing ourselves to by waiting a year, we should be certain beyond a doubt that new start funds will be available in FY91 for Westside vehicles and that the cost advantages are worth the risks before we make a decision to wait a year.

## V. Funding Issues

The largest financial problem facing Tri-Met is the decline of federal capital funds. Today, Tri-Met's continuing capital revenues are only \$5 million, while the district's (federally fundable) continuing capital requirements are \$8 million. The current situation will only worsen as inflation increases the cost of capital and Gramm-Rudman dictates further federal transit assistance cuts. In addition, under the 1992 Surface Transportation Act, transit agencies are likely to face 50% local match of federal funds. With one possible exception (explained below), all the available one-time funds from Tri-Met's capital reserves have been programmed.

Tri-Met's estimated federal capital shortfall, given all of the projects that are pending or underway during the next five years, is \$13.9 million. These projects include the Gresham Mall, the Convention Center Hotel, double track, storage track, articulated buses, continuing bus requirements and the North Mall. This assumes that Tri-Met receives a full appropriation from the Banfield Full Funding Agreement, and that Section 9 revenues increase from \$4.5 million in FY89 to \$6.1 million this year. The Section 9 estimates are based on the recent House budget recommendation plus a \$900,000 allocation for MAX, and decline 7% in subsequent years. The estimate also assumes the continuation of 75%/25% federal match.

While federal discretionary funds are likely to be available in the future for some bus purchases, it is unlikely that Section 3 bus monies will be available on a continuing basis for Tri-Met's future bus procurements.

Unless we receive state capital assistance, Tri-Met will be faced with spending its own funds on many capital expenditures that were once federally funded. With a \$13.9 million federal shortfall, it is only a matter of when and which projects. It is for this reason that it is somewhat deceptive to think about purchasing rail vehicles with federal funds as "cheaper" than purchasing rail vehicles with local funds without looking at the total picture.

### A. Local Funding

Long-term financing of capital projects is appropriate when the project life is longer than the time required to pay for it. Light rail vehicles, storage track and double track, which all last 30-35 years, and land for the Convention Center Hotel, are all capital expenditures that are appropriate for long-term financing.

Alternative I, local funding of LRVs, could take a number of forms, but one option might be:

- o A municipal lease agreement.
- o Vehicles would be financed over a 25 year period at tax exempt rates.

- o Tri-Met would maintain working capital adequate to maintain a \$6-\$7 million sinking fund invested at taxable rates. The spread between taxable and tax-exempt rates has historically been 1.5 percentage points, and would save Tri-Met \$2 million in costs (present value).
- o The net increase in continuing expenditures would be \$1.7 million a year.

The strengths of financing LRVs locally are:

- o LRVs would be in service at the earliest possible date.
- o Insures federal funds for capital projects that are not appropriate for long-term financing, and for which federal funds have not yet been identified, including the articulated bus procurement in FY94 and FY95 and subsequent bus procurements.

The weaknesses of local financing of LRVs are:

- o Will increase continuing expenditures by \$1.7 million for 25 years.
- o Does not honor the gentleman's agreement we made with Hatfield for the appropriation of Section 3 funds for buses--that it was to free Section 9 funds for the purchase of light rail vehicles.

B. Federal Funding

An alternative for the financing of LRVs with federal funds has recently been developed. This scenario would revise the most recent UMTA Funding Plan as follows:

(millions)

\$ 3.36	Regional Reserve	d e c 94)
2.90	Section 9	(\$4.3 million minus \$1.4 million for additional Gresham Mall funds)
1.03	Storage Track	(Section 9)
2.26	LRVs	(Section 9)
1.80	Section 9	carryover
<u>4.30</u>	Regional Reserve	
\$15.65	Total	

The key to this scenario is that Tri-Met will agree to locally fund the hotel if the City of Portland agrees to support our request for \$4.3 million additional Regional Reserve funds. Higher Section 9 estimates, based on the House Appropriations Committee recommendation, may allow Tri-Met to utilize Section 9 as proposed in our most recent UMTA Funding Plan for Project Breakeven.



In addition, Tri-Met will attempt to close out the Banfield Full Funding Agreement (F.F.A.) in FY91 for Banfield system improvements:

\$3.70 Double Track  
\$1.03 Storage Track  
\$2.10 Claims  
\$4.30 Project Breakeven

The scenario is complex and will require discussion and agreement concerning the re-ordering of Tri-Met's capital priorities. It has the following advantages:

- o It honors the gentleman's agreement Tri-Met made with Hatfield to purchase LRVs with Section 9 funds in exchange for Section 3 discretionary funds for buses.
- o Avoids requesting a Letter of No Prejudice for Section 9 funds that would be allocated after the 1992 Surface Transportation Act.
- o Does not diminish the effort to get Banfield Full Funding Agreement funds allocated.
- o Satisfies City of Portland's interest in the Hotel.
- o Satisfies Tri-Met concerns that local monies not be used on a large purchase before the Westside votes.
- o Delivers vehicles within a reasonable, although not optimal, time. (Alternative II).
- o May be able to justify buying the Hotel with local money, if we make a successful bid for F.F.A. and if the lease revenues from the Hotel pay back the expense over time.

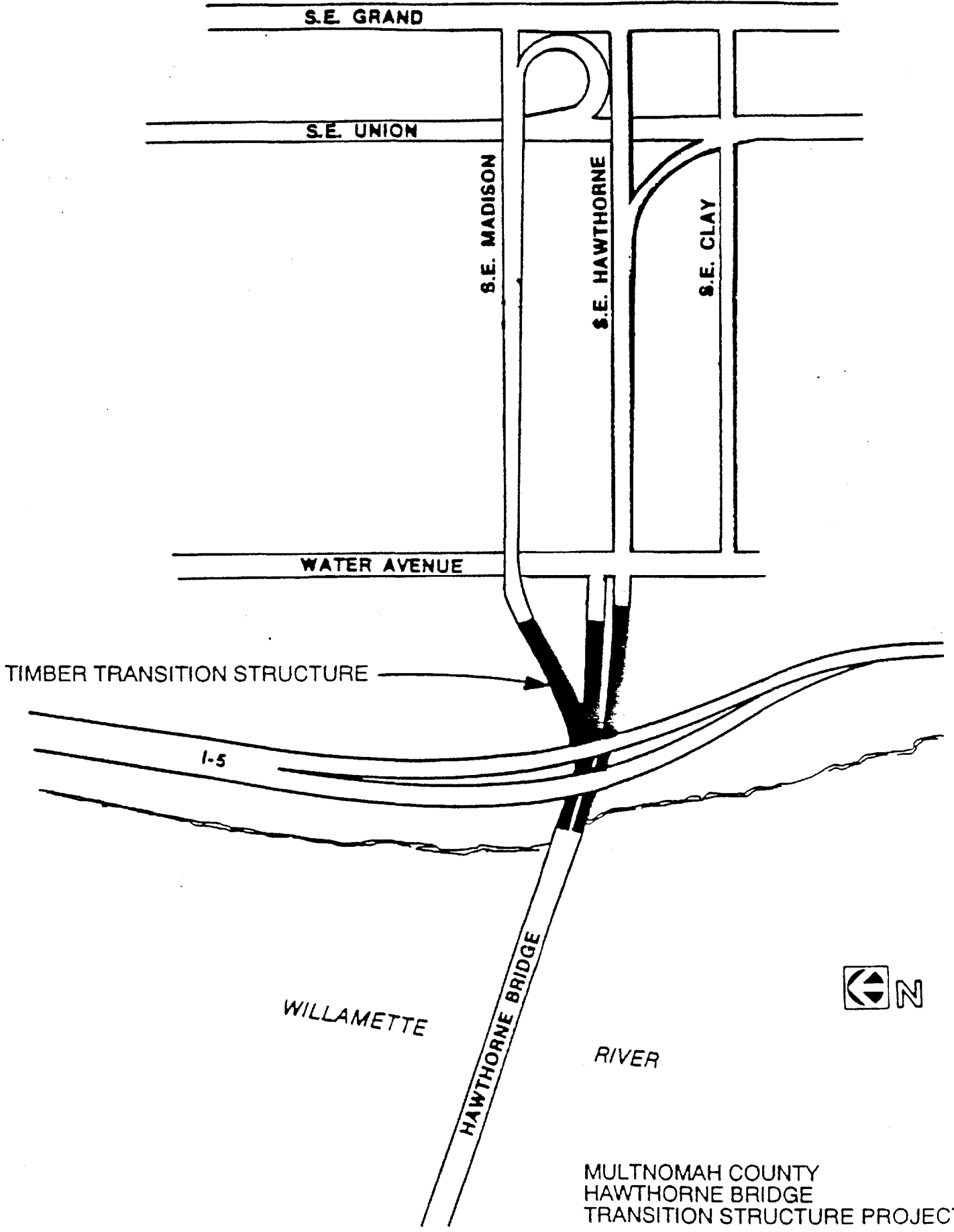
The proposal has the following disadvantages:

- o Regional Reserve strategy may not work, in which case Tri-Met must be prepared to use local funds.
- o May not fulfill Congressional directive to Tri-Met to use Section 9 funds for Project Breakeven. (Although UMTA may question our use of Section 9 funds for this project.)
- o Tri-Met may be locked into the Hotel site purchase this way, a project that is not a top district priority, given the current funding situation.
- o Project Breakeven will no longer "break-even."

## VI. Conclusions

While the analysis does not reduce to one simple answer or recommendation, it sets the stage for that decision. A tremendously complex set of issues and variables are reduced to a manageable few. Also, some decisions cannot be made because they must be tested before the outcome is known (i.e. a sole source procurement and BUY AMERICA waiver). Nonetheless, the decision matrix is relatively straightforward:

1. Ridership - We need a clear resolution of how we want the light rail system to respond to ridership demands. How we answer the questions posed on page 6 answer the LRV question from a ridership perspective. (See pages 6 and 15.)
2. Maintenance - We are operating at high risk. (See pages 14-15.)
3. Timing - Maintenance requirements pose a problem under any timetable. However, we must explore the federal funding alternative.
4. Funding - Our long term capital program is at risk under any scenario. We may have to use local funds for some projects, or else delete some projects that are pending. It invites questions of priority, are LRVs basic Tri-Met services? If they are, do we have any choice but to proceed?



MULTNOMAH COUNTY  
HAWTHORNE BRIDGE  
TRANSITION STRUCTURE PROJECT

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ALLOCATING THE ) RESOLUTION NO. 90-1200  
INTERSTATE REGIONAL RESERVE AND ) Introduced by  
AMENDING THE TRANSPORTATION IMPROVE- ) Mike Ragsdale,  
MENT PROGRAM ACCORDINGLY ) Presiding Officer

WHEREAS, Metro Resolution No. 89-1072 adopted the Metro  
Transportation Improvement Program; and

WHEREAS, \$5,053,664 is included in the Interstate Transfer  
Regional Reserve; and

WHEREAS, This Reserve is available for allocation to final  
costs on the Banfield LRT and Highway project, the I-505 Alternatives  
project or to other regional transit or highway projects; and

WHEREAS, Federal-Aid Urban funds are available for region-  
wide highway improvements of which a portion remains unallocated; now,  
therefore,

BE IT RESOLVED:

1. That the Council of the Metropolitan Service District  
hereby allocates the Interstate Transfer Regional Reserve as follows:

Banfield Freeway	\$ 608,820
Banfield LRT	1,000,000
Convention Center Area	2,000,000
Light Rail Vehicles	<u>1,444,844</u>
	\$5,053,664

2. That the Council of the Metropolitan Service District  
hereby allocates Federal-Aid Urban funding as follows:

Hawthorne Bridge Transition Structure -

LRT Compatibility:

P.E.	\$100,000
Reserve	<u>190,000</u>
	\$290,000
Metro Transportation Planning	<u>\$300,000</u>
	<u>\$590,000</u>

3. That the Transportation Improvement Program be amended to incorporate these actions.

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

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

---

, Presiding Officer

STAFF REPORT

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

CONSIDERATION OF RESOLUTION NO. 90-1189 FOR THE PURPOSE OF  
ADOPTING THE JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION (JPACT) BYLAWS

Date: December 5, 1989

Presented by: Andrew C. Cotugno

PROPOSED ACTION

Adoption of this resolution by JPACT and the Metro Council would establish bylaws for JPACT defining roles, responsibilities, membership and other operating procedures. These bylaws, as proposed, largely codify existing practices. One addition is also proposed as an amendment -- to add membership to JPACT for all Oregon cities with a population in excess of 60,000. At this time, this would result in the addition of the City of Gresham to the Committee.

FACTUAL BACKGROUND AND ANALYSIS

On January 10, 1989, the Clark County Intergovernmental Resource Center requested the addition of C-TRAN as a member of JPACT to represent the transit interests in Clark County. Subsequently, on March 10, 1989, the City of Gresham requested a seat on JPACT independent of the "Cities of Multnomah County" to represent the majority of population in the East Multnomah County area. In order to consider these requests and to review the overall role and responsibilities of JPACT, a JPACT Membership Committee was formed at the May 11, 1989 JPACT meeting consisting of the following individuals:

Mike Ragsdale, Committee Chair, Metro  
Earl Blumenauer, Portland  
Pauline Anderson, Multnomah County  
Clifford Clark, Cities of Washington County  
Scott Collier, Vancouver  
Bob Bothman, ODOT  
Gary Demich, WDOT

The Committee met on a number of occasions to review the current JPACT operations, consider possible changes in organizational structure and develop an overall recommendation for consideration. Since JPACT bylaws have never been adopted, it was the general consensus of the Committee that recommendations regarding committee roles, responsibilities and membership be established through adoption of a set of bylaws. Major issues discussed by

the Committee included:

- a. Whether there should be one Metropolitan Planning Organization (MPO) for the Portland-Vancouver area, or two, as there is now.
- b. With two MPO's, whether representation from Washington on JPACT should be restricted to one member or expanded to four with the addition of C-TRAN.
- c. If Gresham is added, whether additional "city" representatives should be added from other parts of the region -- either through a population threshold of 30-40,000 or simply by adding an additional "city" representative from each county.
- d. Whether the Metro Council needs to approve JPACT actions, how the MPO designation has been made, and whether a Council change to a JPACT action would affect the MPO designation.
- e. Concern over the current inequity in representation with the ability of voting members with little or no direct transportation operating responsibility being able to out-vote those members with the majority of operating responsibility.
- f. Whether to change to a weighted vote to more accurately reflect population.
- g. Concern over the size of the Committee, the need for a smaller working group, and the need to reduce the demands on individuals resulting from numerous subcommittees.
- h. Whether to form an Executive Committee to handle routine JPACT business.
- i. Whether to make future changes in the bylaws difficult through a two-thirds vote requirement.
- j. Whether to include an automatic sunset clause to ensure the issue is revisited if a major change in structure is adopted.
- k. Whether JPACT membership should be restricted to elected officials and board members or open to staff representatives from designated agencies.

In addition, background material was provided to the full JPACT on statutory authority (state and federal), population shares for each voting member, current appointment procedures for "city" representatives, current TPAC bylaws and current membership for the Clark County Intergovernmental Resource Center, Washington County Transportation Coordinating Committee, East Multnomah County Transportation Committee and Clackamas County Transportation Committee.

At the September 14, 1989 JPACT meeting, a "draft" set of bylaws were reviewed and a series of options to the status quo were discussed:

- Option 1: To reduce JPACT membership;
- Option 2: To increase JPACT membership; and
- Option 3: To create an Executive Committee with expanded membership on the full JPACT and reduced membership on the Executive Committee.

Based upon discussion at the JPACT meeting and a subsequent Membership Committee meeting, a recommended set of bylaws were presented to the November 9, 1989 JPACT meeting. The key components of the recommendation were as follows:

- a. The bylaws identified existing roles and provided for eventual inclusion of an Arterial Fund when it is established.
- b. Actions requiring Council approval were identified to include Council approval; the remainder were identified on a JPACT-only action.
- c. Membership was recommended to be expanded to include C-TRAN and one additional "city" representative from each county.
- d. An Executive Committee was recommended with 9-11 members to serve in an advisory capacity on all action items scheduled for the full JPACT.
- e. Membership from Tri-Met and the Port of Portland was recommended to be restricted to board members only.
- f. Amendment to the bylaws was recommended to require a two-thirds vote of the full JPACT and a two-thirds vote of the Metro Council.

There was, however, general disagreement by many JPACT members that many of these changes should be adopted. There was particular disagreement to increases in membership and formation of an Executive Committee. At the instruction of the Chair, a bylaws proposal was recommended for consideration at the December 14, 1989 meeting that largely institutionalizes status quo. As such, the bylaws recommended for adoption by this resolution include the following key components:

- a. Existing roles and responsibilities are identified.
- b. All JPACT actions except the Regional Transportation Plan are forwarded to the Metro Council for adoption; the Council will



adopt or refer the item back to JPACT with specific recommendations.

- c. Membership is retained at the status quo, with the exception that the three State of Washington seats can be filled by Vancouver, Clark County, WDOT or C-TRAN.
- d. Members from agencies can be board members or principal staff.
- e. An Executive Committee is not recommended.

In addition to the bylaws as recommended by this resolution, also included is an amendment for consideration. The amendment would add JPACT membership for all cities exceeding 60,000 population, which would include the City of Gresham at this time.

During the process, letters were received from Clark County IRC, Washington County, Tri-Met, Gresham and Lake Oswego (attached).

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 90-1189.

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ADOPTING THE )  
JOINT POLICY ADVISORY COMMITTEE )  
ON TRANSPORTATION (JPACT) BYLAWS )

RESOLUTION NO. 90-1189  
Introduced by  
Mike Ragsdale,  
Presiding Officer

WHEREAS, Title 23 of the Code of Federal Regulations,  
Part 450, and Title 45, Part 613, require establishment of a  
Metropolitan Planning Organization (MPO) in each urbanized area;  
and

WHEREAS, These regulations require that principal  
elected officials of general purpose local governments be repre-  
sented on the Metropolitan Planning Organization to the extent  
agreed to among the units of local government and the governor;  
and

WHEREAS, The Governor of the State of Oregon, on Novem-  
ber 6, 1979, designated the Metropolitan Service District as the  
Metropolitan Planning Organization for the Oregon portion of the  
Portland urbanized area; and

WHEREAS, The Governor of the State of Washington, on  
January 1, 1979, designated the Intergovernmental Resource Center  
of Clark County as the Metropolitan Planning Organization for the  
Washington portion of the Portland-Vancouver urbanized area; and

WHEREAS, ORS 268 requires the Metropolitan Service  
District to prepare and adopt a functional plan for transporta-  
tion; and

WHEREAS, The involvement of local elected officials and representatives from transportation operating agencies is essential for the successful execution of these responsibilities; now, therefore

BE IT RESOLVED:

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

ADOPTED by the Joint Policy Advisory Committee on Transportation this \_\_\_\_ day of \_\_\_\_\_, 1990.

Mike Ragsdale, JPACT Chair

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

Mike Ragsdale, Presiding Officer

EXHIBIT A

JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION  
(JPACT)

BYLAWS

ARTICLE I

This committee shall be known as the JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION (JPACT).

ARTICLE II  
MISSION

It is the mission of JPACT to coordinate the development of plans defining required regional transportation improvements, to develop a consensus of governments on the prioritization of required improvements and to promote and facilitate the implementation of identified priorities.

ARTICLE III  
PURPOSE

Section 1. The purpose of JPACT is as follows:

a. To provide the forum of general purpose local governments and transportation agencies required for designation of the Metropolitan Service District as the metropolitan planning organization for the Oregon urbanized portion of the Portland metropolitan area and to provide a mechanism for coordination and consensus on regional transportation priorities and to advocate for their implementation.

b. To provide recommendations to the Metro Council under state land use requirements for the purpose of adopting and enforcing the Regional Transportation Plan.

c. To coordinate on transportation issues of bi-state significance with the Clark County, Washington metropolitan planning organization and elected officials.

d. (Pending establishment of an Urban Arterial Fund) To establish the program of projects for disbursement from the Urban Arterial Fund.

Section 2. In accordance with these purposes, the principal duties of JPACT are as follows:

a. To approve and submit to the Metro Council for adoption the Regional Transportation Plan (RTP) and periodic amendments.

b. To approve and submit to the Metro Council for adoption short and long-range growth forecasts and periodic amendments upon which the RTP and other Metro functional plans will be based.

c. To approve and submit to the Metro Council for adoption the Unified Work Program (UWP) and periodic amendments for the Oregon and Washington portions of the metropolitan area. The Metro Council will adopt the recommended action or refer it back to JPACT with a recommendation for amendment.

d. To approve and submit to the Metro Council for adoption the Transportation Improvement Program (TIP) and periodic amendments. The Metro Council will adopt the recommended action or refer it back to JPACT with a recommendation for amendment.

e. To approve and submit to the Metro Council for adoption the transportation portion of the State Implementation Plan for Air Quality Attainment for submission to the Oregon Department of Environmental Quality. The Metro Council will adopt the recommended action or refer it back to JPACT with a recommendation for amendment.

f. To periodically adopt positions that represent the consensus agreement of the governments throughout the region on transportation policy matters, including adoption of regional priorities on federal funding, the Surface Transportation Act, the Six-Year Highway Improvement Program priorities and regional priorities for LRT funding. The Metro Council will adopt the recommended action or refer it back to JPACT with a recommendation for amendment.

g. To review and comment on the RTP and TIP for the Clark County portion of the metropolitan area and include in the RTP and TIP for the Oregon urbanized portion of the metropolitan area a description of issues of bi-state significance and how they are being addressed.

h. To review and comment, as needed, on the regional components of local comprehensive plans, public facility plans and transportation plans and programs of ODOT, Tri-Met and the local jurisdictions.

**ARTICLE IV  
COMMITTEE MEMBERSHIP**

Section 1. Membership

a. The Committee will be made up of representatives of the following jurisdictions and agencies:

City of Portland . . . . .	1
Multnomah County . . . . .	1
Washington County. . . . .	1
Clackamas County . . . . .	1
Cities of Multnomah County . . . . .	1
Cities of Washington County. . . . .	1
Cities of Clackamas County . . . . .	1
Oregon Department of Transportation. . . . .	1
Tri-Met. . . . .	1
Port of Portland . . . . .	1
Department of Environmental Quality. . . . .	1
Metropolitan Service District (Metro). . . . .	3
State of Washington. . . . .	<u>3</u>

TOTAL 17

b. Alternates may be appointed to serve in the absence of the regular members.

c. Members and alternates will be individuals in a position to represent the policy interests of their jurisdiction.

Section 2. Appointment of Members and Alternates

a. Members and alternates from the City of Portland and the Counties of Multnomah, Washington and Clackamas will be elected officials from those jurisdictions and will be appointed by the chief elected official of the jurisdiction. The member and alternate will serve until removed by the appointing jurisdiction.

b. Members and alternates from the Cities of Multnomah, Washington and Clackamas Counties will be elected officials from the represented cities and will be appointed through the use of a mail ballot of all represented cities based upon a consensus field of candidates developed through a forum convened by the largest city being represented. The member and alternate will be from different jurisdictions. The member and alternate will serve for two-year terms. In the event the member's position is vacated, the alternate will automatically become member and complete the original term of office. The member and alternate will periodically consult with the appropriate transportation coordinating committees for their area.

c. Members and alternates from the two statewide agencies (Oregon Department of Environmental Quality and Oregon Department of Transportation) will be a principal staff representative of the agency and will be appointed by the director of the agency. The member and alternate will serve until removed by the appointing agency.

d. Members and alternates from the two tri-county agencies (Tri-Met and the Port of Portland) will be appointed by the chief board member of the agency. The member and alternate will serve until removed by the appointing agency.

e. Members and alternate from the Metropolitan Service District will be elected officials and will be appointed by the Presiding Officer of the Metro Council in consultation with the Metro Executive Officer and will represent a broad cross-section of geographic areas. The members and alternate will serve until removed by the Presiding Officer of the Metro Council.

f. Members and alternate from the State of Washington will be either elected officials or principal staff representatives from Clark County, the cities of Clark County, the Washington Department of Transportation and C-TRAN. The members will be appointed by the Clark County Intergovernmental Resource Center and will serve until removed by the appointing agency.

#### ARTICLE V MEETINGS, CONDUCT OF MEETINGS, QUORUM

a. Regular meetings of the Committee will be held monthly at a time and place established by the chairperson. Special meetings may be called by the chairperson or a majority of the membership.

b. A majority of the voting members (or designated alternates) of the full Committee shall constitute a quorum for the conduct of business. The act of a majority of those present at meetings at which a quorum is present shall be the act of the Committee.

c. Subcommittees to develop recommendations for JPACT can be appointed by the Chair. The Chair will consult on subcommittee membership and charge with the full membership at a regularly scheduled meeting. Subcommittee members can include JPACT members, JPACT alternates and/or outside experts.

d. All meetings shall be conducted in accordance with Robert's Rules of Order, Newly Revised.

e. The Committee may establish other rules of procedure as deemed necessary for the conduct of business.

f. Each member shall be entitled to one (1) vote on all issues presented at regular and special meetings of the Committee. In the absence of the member, the alternate shall be entitled to one (1) vote. The chairperson shall vote only in case of a tie.

g. Unexcused absence from regularly scheduled meetings for three (3) consecutive months shall require the chairperson to notify the appointing agency with a request for remedial action. In the case of the representative for the "cities" of Multnomah, Washington and Clackamas Counties, the chairperson will contact the largest city being represented to convene a forum of represented cities to take remedial action.

h. The Committee shall make its reports and findings public and available to the Metro Council.

i. Metro shall provide staff, as necessary, to record the actions of the Committee and to handle Committee business, correspondence and public information.

#### ARTICLE VI OFFICERS AND DUTIES

a. The chairperson and vice-chairperson of the Committee shall be designated by the Metro Presiding Officer.

b. The chairperson shall preside at all meetings he/she attends and shall be responsible for the expeditious conduct of the Committee's business.

c. In the absence of the chairperson, the vice-chairperson shall assume the duties of the chairperson.

#### ARTICLE VII RECOGNITION OF TPAC

a. The Committee will take into consideration the alternatives and recommendations of the Transportation Policy Alternatives Committee (TPAC) in the conduct of its business.

#### ARTICLE VIII AMENDMENTS

a. These bylaws may be amended or repealed only by a two-thirds vote of the full membership of the Committee and a two-thirds vote of the Metro Council.



- PROPOSED AMENDMENT #1 -

JPACT BYLAWS

Article IV - Committee Membership

Section 1. Membership

City of Gresham . . . . . 1

Total 18

Section 2. Appointment of Members and Alternates

c. Member(s) and alternate(s) from all Oregon cities with population in excess of 60,000 will be elected officials from those jurisdictions and will be appointed by the chief elected official of the jurisdiction. The member(s) and alternate(s) will serve until removed by the appointing jurisdiction.

JPACT BYLAWS

- PROPOSED AMENDMENT #2 -  
(in lieu of Amendment #1)

Article IV - Committee Membership

Section 2. Appointment of Members and Alternates

b. Members and alternates from the Cities of Multnomah, Washington and Clackamas Counties will be elected officials from the represented cities and will be appointed through the use of a mail ballot of all represented cities based upon a consensus field of candidates developed through a forum convened by the largest city being represented. The member and alternate will be from different jurisdictions, one of which will be from the city of largest population (after the City of Portland). The member and alternate will serve for two-year terms. In the event the member's position is vacated, the alternate will automatically become member and complete the original term of office. The member and alternate will periodically consult with the appropriate transportation coordinating committees for their area.

JPACT BYLAWS

- PROPOSED AMENDMENT #3 -

Article VIII - Amendments

a. These bylaws may be amended or repealed only by a [two-thirds] majority vote of the full membership of the Committee and a [two-thirds] majority vote of the Metro Council.

RECEIVED JAN 17 1989

**INTERGOVERNMENTAL  
RESOURCE CENTER**

1351 Officers' Row  
Vancouver, Washington 98661  
(206) 699-2361  
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Executive Director  
Gilbert O. Mallery

January 10, 1989

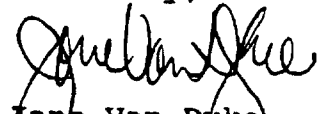
Mr. Mike Ragsdale, JPACT Chairman  
METRO  
2000 S.W. 1st Avenue  
Portland, Oregon 97201

Dear Mr. Ragsdale:

The Intergovernmental Resource Center Board of Directors and the three current Clark County JPACT members support C-TRAN's request to have representation on JPACT. C-TRAN is the public transit operator in Clark County and their participation on JPACT would help to strengthen transit service planning and coordination in the region. In addition, as we look to the future and the possibility of light rail transit service connecting the Portland and Vancouver metropolitan areas, it is very important to have C-TRAN directly involved in the region-wide policy and decision making process. Our request is to have a representative from C-TRAN added to JPACT as a full voting member.

If you have any questions or need further information, please contact Gil Mallery, IRC Executive Director, at 699-2361. I will look forward to hearing from you.

Sincerely,

  
Jane Van Dyke  
Chairperson

\sm

c: Gil Mallery, IRC  
Transportation Policy Committee Members

*In by Coluzo*



**CITY OF GRESHAM**

1333 N.W. Eastman Parkway  
Gresham, Oregon 97030-3825  
(503) 661-3000

March 10, 1989

for  
sue McRobert

ndlers  
ger Clawson  
nie Giusto  
if Malone  
bers Sullivan-Hoem  
ry Walker  
bers Wiggan

MIKE RAGSDALE  
Chair, JPACT  
METRO  
200 SW 1ST AVE  
Portland, OR 97201

RE: JPACT REPRESENTATION

Dear Mike,

The proposal to add JPACT membership for C-TRAN has raised an issue of equitable JPACT representation on the Oregon side of the Columbia. JPACT representation is of great concern to the City of Gresham, METRO's second largest city. The City of Gresham and its residents are vitally involved in many regional transportation issues. As we have expressed to you and other East Multnomah County cities, we would like to investigate various options for direct Gresham representation on JPACT, before JPACT considers expanding its membership for C-TRAN.

Throughout the 1980's, as Gresham has experienced substantial growth, we have devoted increasing efforts and resources to transportation planning, in cooperation with the region. While Gresham is directly involved in regional projects which have major impacts on Gresham residents and the region (e.g. Mt. Hood Parkway, I-84 improvements, light rail implementation and Winmar Mall/ Project Breakeven), we are not directly represented on JPACT now. City staff has been actively serving our area on TPAC, but we are concerned that significant funding and regional planning decisions affecting Gresham are made at JPACT, without direct input from Gresham elected officials.

We would like the opportunity to discuss the options for direct Gresham JPACT representation with you, the Multnomah County cities, and other JPACT members within the next month before TPAC reviews this. We look forward to a cooperative dialogue on this issue with you and other METRO-area jurisdictions.

Sincerely,

*Gussie McRobert*

Gussie McRobert  
Mayor

GM/RR:sbe

CC: Mayor Sam Cox, Troutdale  
Mayor Derald Ulmer, Wood Village  
Mayor Fred Carlson, Fairview  
Councilor Marge Schmunk, Troutdale  
Commissioner Earl Blumenauer, Portland  
Commissioner Pauline Anderson, Multnomah County  
Councilor Sharron Kelley, METRO



TRI-MET

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

October 24, 1989

Mr. Mike Ragsdale,  
Chairman JPACT  
METRO  
2000 S.W. First Avenue  
Building #128  
Portland, Oregon 97201-5398

Dear Mike,

Members of JPACT have been requested to comment on the draft Bylaws forwarded to us on September 14. After review of the proposed revisions I find I am unable to support the changes as currently proposed. Specifically, the proposal to create a two-tiered committee and the suggested members/alternates appointment process are recommendations which cause concern.

Expansion of JPACT to include some of the larger communities and C-TRAN would be appropriate. However, it is not apparent the creation of a two-tiered JPACT would improve the deliberations or functioning of the Committee. The proposal would most likely lengthen the time required to deal with many issues, routine and otherwise. Certainly, items which are controversial are going to have to be dealt with and resolved twice. Creating an Executive Committee of eleven will not produce a noticeable streamlining of deliberations compared to a committee of seventeen if that is the objective. The suggested structure may have benefits of which I am unaware, however the material forwarded made no attempt to articulate them if they exist.

Section I.C. of Article IV of the Bylaws identifies the qualifications for JPACT members and alternates. The qualifier stated is simply that the individuals appointed be able "to represent the policy interests of their jurisdiction." Section 2 of Article IV outlines the procedures for appointment of members/alternates and includes changes which impact Tri-Met's representation on the Committee. The recommendations result in a confusing collage of representations. Cities and counties (Oregon) are to be represented by elected officials, statewide agencies by principal staff, Tri-Met and the Port of Portland by board members, Metro by elected officials and Washington cities, Clark County WDOT and C-TRAN can be represented by either elected officials or principal staff. Therefore under the proposed bylaws

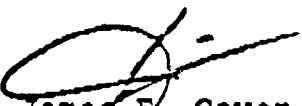
Page 2

October 24, 1989

it is okay for Vancouver to be represented by a key staff member but not so for any city on the Oregon side. C-TRAN can be represented by staff, Tri-Met cannot. A more appropriate definition would be those jurisdictions with elected officials to be represented by elected officials (including Washington jurisdictions). All other members should be represented by individuals which can meet the requirements of Section I.C. with the appointment made by the chief member of the governing board. The current proposal is arbitrary in its application and directs Tri-Met to utilize the limited availability of our board members in a way which may or may not be in the best interests of the District. We are not opposed to Board members serving in such a capacity and in fact have been represented by Board members in the past. We do object to not being given the opportunity to determine the most appropriate method of representation.

The above comments have been discussed with the Tri-Met Board Chairman who is in agreement.

Sincerely,



James F. Cowen  
General Manager

BCC:  W. Wyss  
E. Blumenauer  
R. Feeney



WASHINGTON  
COUNTY,  
OREGON

MEMORANDUM

November 8, 1989

TO: JPACT

FROM: Bonnie Hays, Washington County Representative *BH*  
Clifford Clark, Cities of Washington County Representative *cc*

SUBJECT: JPACT MEMBERSHIP COMMITTEE RECOMMENDATIONS

RECOMMENDED ACTION

It is our recommendation, as well as that of the Washington County Transportation Coordinating Committee, that no changes be made to the JPACT membership and that an executive committee not be established. We believe that JPACT is functioning as intended, as the regional consensus body.

BACKGROUND

JPACT represents the broad spectrum of local governments in the Metro area and has made good decisions with a regional consensus on a regular basis. The addition of other members to JPACT or the creation of executive committee is not necessary.

In order to more fully understand our recommendation, we will walk through the issues. These are as follows:

° Attendance (lack of quorum)

One of the reasons that an executive committee has been proposed is to deal with lack of attendance at the regular JPACT meetings on some crucial issues. It was felt that an executive committee could meet and react more quickly to specific issues of concern. It is our feeling that, even though attendance has been a problem in the past, attendance is now good and continues to be good and this executive committee is not the way to deal with the attendance problem.



° Additional members to JPACT

One of the main reasons the region is looking at allowing additional members to JPACT was a result of concerns by C-TRAN in Washington and the City of Gresham that they were not be represented on JPACT. Our position on these two areas are outlined on the following paragraphs.

The State of Washington through Clark County, City of Vancouver and Washington State Department of Transportation already has three representatives on JPACT. It is not necessary to add an additional member to assure that they are well represented. If those three entities wish to allow C-TRAN to sit on JPACT in their place, such a recommendation would be well received. In other words, Clark County, City of Vancouver, C-TRAN and Washington Department of Transportation can have three seats on JPACT, but it is up to them to determine which three members should attend.

If JPACT wishes to go ahead with two cities being represented by each particular county, the City of Portland should be the representative for the major city of Multnomah County and another city representative by election of all cities in that county. In Washington County's case our primary representative is from Forest Grove and our alternate is from the City of Beaverton, the largest city in Washington County.

Washington County created and staffs the Washington County Transportation Coordinating Committee which is represented at both the Technical and Policy level. We feel that our city representative to JPACT clearly represents the overall interests of Washington County and its cities. This level of cooperation allows us to conclude that an additional city representative to JPACT is not necessary or warranted.

° Proposed Executive Committee

We have reviewed the proposed membership of the executive committee and think that it is counter-productive to have an executive committee made up of 9 to 11 members. We do not see where 9 to 11 members is a more workable group than the full JPACT committee. Since this committee would just be an advisory committee to JPACT on items requiring approval by the full JPACT, this committee's review and analysis seems redundant.

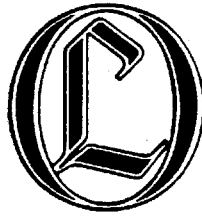
JPACT  
Page 3  
November 6, 1989

We believe that if JPACT needs input and advice on specific matters it should appoint committees as necessary to report to the full JPACT with recommendations. This was done on the Membership Committee and the previous Finance Committee.

#### CONCLUSIONS

It is the unanimous recommendation of the Washington County Coordinating Committee, as well as the members of JPACT representing Washington County and the cities of Washington County, that no changes to JPACT membership be made. Further, we recommend that an Executive Committee not be formed. Finally, we recommend that C-TRAN and Washington State interests determine for themselves which three agencies should be represented on JPACT.

JPACTBW/br



# CITY OF LAKE OSWEGO

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November 9, 1989

JPACT  
METRO  
2000 SW First Avenue  
Portland, OR 9721-5398

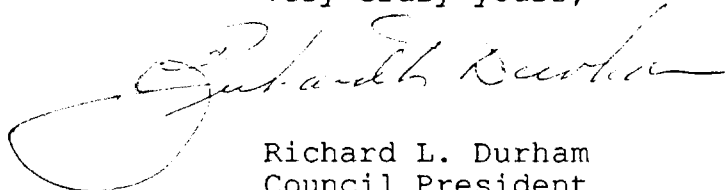
Dear JPACT Members:

At their regular meeting of November 7, 1989, the City Council of the City of Lake Oswego reviewed the September 14, 1989 memo from the membership committee regarding the structure of JPACT.

Following discussion, the Council members present voted unanimously (Mayor Schlenker was absent) to endorse option 3 (in the September 14 memo), with the exception that the 30,000 population be modified to include cities that have an active comprehensive plan and have a population of 30,000 within their urban service boundary. Lake Oswego has almost 38,000 within its urban service boundary, and is approaching 30,000 within the city limits.

Thank you for the opportunity to provide input.

Very truly yours,



Richard L. Durham  
Council President

RLD/sms  
cc: City Council

STAFF REPORT

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

CONSIDERATION OF RESOLUTION NO. 90-1177 FOR THE PURPOSE  
OF AMENDING THE TRANSPORTATION POLICY ALTERNATIVES  
COMMITTEE (TPAC) BYLAWS

Date: December 5, 1989

Presented by: Andrew C. Cotugno

FACTUAL BACKGROUND AND ANALYSIS

The Transportation Policy Alternatives Committee (TPAC) Bylaws have not been revised since 1982 and are in need of minor house-keeping updates as follows:

- . As there is no longer a Regional Development Committee, citizen members will now be nominated by the Intergovernmental Relations Committee of the Council.
- . The current bylaws provide for four standing subcommittees. Three are no longer active and need to be deleted. The bylaws have been clarified to allow appointment of subcommittees on an as needed basis.

All other provisions of the bylaws remain unchanged.

TPAC recommends adoption of this resolution. In addition, they recommend further consideration be given to representation and voting rights for citizen members. Other members (from agencies) are allowed an alternate to ensure attendance during the absence of the regular member. Citizen members should be allowed some provision in the case when an absence is unavoidable. Possible options include:

- . appointing several people as alternates to fill in whenever any of the regular citizen members are absent.
- . allowing each citizen member to appoint his/her own alternate.
- . allowing each citizen member to send a written proxy allowing another member to vote on his/her behalf.

In addition, TPAC recommends that appointment of the citizen members take into consideration a balance of geographic areas and interest groups, but that the six citizen member positions not be prescribed in the bylaws according to geography and interest groups.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 90-1177.

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AMENDING THE ) RESOLUTION NO. 90-1177  
TRANSPORTATION POLICY ALTERNATIVES ) Introduced by  
COMMITTEE (TPAC) BYLAWS ) Mike Ragsdale,  
 ) Presiding Officer

WHEREAS, The Bylaws of the Transportation Policy Alternatives Committee (TPAC), dated December 21, 1982, are outdated and need minor housekeeping changes; and

WHEREAS, There is no longer a Regional Development Committee, citizen representatives will be nominated by the Intergovernmental Relations Committee; and

WHEREAS, There is need to delete references to three now defunct standing committees; now, therefore,

BE IT RESOLVED:

That the Council of the Metropolitan Service District amends the TPAC Bylaws as shown in Exhibit A.

ADOPTED by the Council of the Metropolitan Service District this \_\_\_\_ day of \_\_\_\_\_, 1989.

---

Mike Ragsdale, Presiding Officer

## EXHIBIT A

### TRANSPORTATION POLICY ALTERNATIVES COMMITTEE

#### BYLAWS

#### ARTICLE I

This Committee shall be known as the TRANSPORTATION POLICY ALTERNATIVES COMMITTEE (TPAC).

#### ARTICLE II

The Transportation Policy Alternatives Committee coordinates and guides the regional transportation planning program in accordance with the policy of the Metro Council.

The responsibilities of TPAC with respect to transportation planning are:

- a. Review the Unified Work Program (UWP) and Prospectus for transportation planning.
- b. Monitor and provide advice concerning the transportation planning process to ensure adequate consideration of regional values such as land use, economic development, and other social, economic and environmental factors in plan development.
- c. Advise on the development of the Regional Transportation Plan and Transportation Improvement Program.
- d. Review projects and plans affecting regional transportation.
- e. Advise on the compliance of the regional transportation planning process with all applicable federal requirements for maintaining certification.
- f. Develop alternative transportation policies for consideration by JPACT and the Metro Council.
- g. Review local comprehensive plans for their transportation impacts and consistency with the Regional Transportation Plan.

h. Recommend needs and opportunities for involving citizens in transportation matters.

The responsibilities of TPAC with respect to air quality planning are:

a. Review and recommend project funding for controlling mobile sources of particulates, CO, HC and NOx.

b. Review the analysis of travel, social, economic and environmental impacts of proposed transportation control measures.

c. Review and provide advice (critique) on the proposed plan for meeting particulate standards as they relate to mobile sources.

### ARTICLE III

#### MEMBERSHIP, VOTING, MEETINGS

##### Section 1. Membership

a. The Committee will be made up of representatives from local jurisdictions, implementing agencies and citizens as follows:

City of Portland	1
Clackamas County	1
Multnomah County	1
Washington County	1
Clackamas County Cities	1
Multnomah County Cities	1
Washington County Cities	1
Oregon Department of Transportation	1
Washington State Department of Transportation	1
IRC of Clark County	1
Port of Portland	1
Tri-Met	1
Oregon Department of Environmental Quality	1
Metropolitan Service District (non-voting)	
Citizens	<u>6</u>
	19

In addition, the City of Vancouver, Clark County, C-TRAN, Federal Highway Administration, Federal Aviation Administration (FAA), Urban Mass Transportation Administration (UMTA), and Washington Department of Ecology may appoint an associate



member without a vote. Additional associate members without vote may serve on the Committee at the pleasure of the Committee.

b. Each member shall serve until removed by the appointing agency. Citizen members shall serve for two years and can be reappointed.

c. Alternates may be appointed to serve in the absence of the regular member. ~~Citizen members shall not have alternates.~~

d. Unexcused absence from regularly scheduled meetings for three (3) consecutive months shall require the Chairperson to notify the appointing agency with a request for remedial action.

### Section 2. Appointment of Members and Alternates

a. Representatives (and alternates if desired) of the Counties, the City of Portland and implementing agency shall be appointed by the presiding executive of their jurisdiction/agency.

b. Representatives (and alternates if desired) of Cities within a County shall be appointed by means of a consensus of the Mayors of those Cities. It shall be the responsibility of the representative to coordinate with the Cities within his/her County.

c. Citizen representatives [will be] nominated by the ~~Regional Development~~ [Intergovernmental Relations] Committee of the Metro Council, confirmed by the Metro Council, and appointed by the Presiding Officer of the Metro Council. [Alternates for the citizen members will be selected by each citizen member choosing to have an alternate.]

### Section 3. Voting Privileges

a. Each member or alternate of the Committee, except associate members, shall be entitled to one (1) vote on all issues presented at regular and special meetings at which the member or alternate is present.

b. The Chairperson shall have no vote.

### Section 4. Meetings

a. Regular meetings of the Committee shall be held each month at a time and place established by the Chairperson.

b. Special meetings may be called by the Chairperson or a majority of the Committee members.

#### Section 5. Conduct of Meetings

a. A majority of the voting members (or designated alternates) shall constitute a quorum for the conduct of business. The act of a majority of the members (or designated alternates) present at meetings at which a quorum is present shall be the act of the Committee.

b. All meetings shall be conducted in accordance with Robert's Rules of Order, Newly Revised.

c. The Committee may establish other rules of procedure as deemed necessary for the conduct of business.

d. An opportunity will be provided at each meeting for citizen comment on agenda and non-agenda items.

### ARTICLE IV

#### OFFICERS AND DUTIES

##### Section 1. Officers

The permanent Chairperson of the Committee shall be the Metro Transportation Director.

##### Section 2. Duties

The Chairperson shall preside at all meetings he/she attends and shall be responsible for the expeditious conduct of the Committee's business.

##### Section 3. Administrative Support

a. Metro shall supply staff, as necessary, to record actions of the Committee and to handle Committee correspondence and public information concerning meeting times and places.

### ARTICLE V

#### SUBCOMMITTEES

~~Four (4)~~ [One (1)] permanent subcommittee of the Committee are [is] established to oversee the major functional areas in the transportation planning process where specific products are required.[:] ~~These are:~~

~~1. Interagency Coordinating Committee (ICC) -- to guide systems analysis and subarea studies with regard to how these planning activities affect the major corridors and the Regional Transportation Plan; and~~

2. [1. Transportation Improvement Program Subcommittee (TIP) -- to develop and update the five-year TIP, including the Annual Element.]

~~3. Rideshare.~~

Subcommittees may be established by the Chairperson. Membership composition shall be determined according to mission and need. The Chair shall consult with the full committee on membership and charge before organization of subcommittees. Subcommittee members can include TPAC members, alternates and/or outside experts. All such committees shall report to the Transportation Policy Alternatives Committee.

## ARTICLE VI

### REPORTING PROCEDURES

The Committee shall make its reports and findings and recommendations to the Joint Policy Advisory Committee on Transportation (JPACT). The Committee shall develop and adopt procedures which adequately notify affected jurisdictions on matters before the Committee.

## ARTICLE VII

### AMENDMENTS

The Bylaws may be amended or repealed only by the Metropolitan Service District Council.

1 RECEIVED DEC 29 1989

cc T PAC  
J PACT

## Department of Transportation

TRANSPORTATION BUILDING, SALEM, OREGON 97310

December 28, 1989

In Reply Refer To  
File No.: PRO

Mike Ragsdale, Chairman  
JPACT  
Metropolitan Service District  
2000 SW First Avenue  
Portland, OR 97201-5398

Thank you for your September 21 letter expressing JPACT's concerns on policies affecting the development of our Six-Year Highway Improvement Program. Andy Cotugno presented those concerns at the November Transportation Commission meeting very well.

Andy made a case for adding the Sunset Highway to the Access Oregon Highways Program. The Commission does not see this program as an evolving one where various routes may be added or dropped. The Program is focused with the goal of developing 55 MPH highways. With the funding now in place, the Program will take 23 years to complete. We can meet 46 percent of the needs by the year 2000. Funds will be found for the Sunset Transitway. Our commitment to developing the highway improvements needed to support the Transitway has not changed.

Funding interstate modernization is not resolved. Current federal funding levels are not adequate to address interstate preservation or modernization work this coming decade. The Commission has agreed to change our policy and to spend state funds on the interstate system. This will help fund both preservation and modernization on the interstate. We will be working hard to secure additional funding for the interstate system in the next Federal Surface Transportation Act. Clearly, innovative funding solutions have to be found for identified interstate modernization work. The Commission has approved, on the basis of funding in place, a level that would meet 31 percent of the interstate modernization needs by the year 2000.

We must continue our joint efforts to plan for and implement jurisdictional exchanges of arterials in the Portland Metropolitan area. I know Don Adams has this as a priority, but getting agreement has been difficult. Planning for jurisdictional exchanges will continue to be a priority and likely become part of the next Oregon Roads Finance Study.

Mr. Ragsdale  
December 28, 1989  
Page Two

I share your concerns that adequate funding be available to advance the Western Bypass, Sunrise Corridor and Mt. Hood Parkway projects. We do not believe it is a good policy to set funds aside for this purpose. We are attempting to operate our highway construction program at minimum cash balance as directed by the Commission. You can appreciate our concern that motor vehicle revenue increases approved by the legislature be put to use and not be held in reserves. Let me assure you, though, we appreciate your concern of how to finance the three corridors you mention and are looking at scenarios with the update of the Highway Plan to fund them.

Adjustments to future updates of the program may be necessary to allow the Western Bypass, Mt. Hood Parkway and Sunrise Corridor projects to proceed.

We have increased the funding level for safety improvements at intersections and recognize that freeway management projects, such as those described by Tom Schwab at the Commission workshop, can yield large returns at comparatively low costs. We will continue to promote these projects.

Your views that the Six-Year Program is a commitment to fund projects are shared by me and the Commission. Updates allow some changes as developments support a project or if the funding picture changes. Recent legal decisions have sharpened our senses to the fact that the Six-Year Program is a commitment, but has some complications.

Thank you again for sharing JPACT's concerns with me and the Commission.

Robert N. Bothman  
Director

cc Mike Hollern  
Andy Cotugno



**METRO**

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

# Memorandum

DATE: September 21, 1989

TO: Robert N. Bothman, ODOT Director

FROM: Mike Ragsdale, <sup>NR</sup>Chair, JPACT

RE: ODOT SIX-YEAR HIGHWAY PROGRAM POLICIES -- JPACT CONCERNS

At the September 14, 1989 meeting, JPACT endorsed transmitting a series of concerns to ODOT regarding policies that affect the development of the Six-Year Highway Improvement Program. We would appreciate your sharing these with the Oregon Transportation Commission.

1. Consideration should be given to adding the Sunset Highway to the Access Oregon system and to scheduling improvements to be coordinated with the LRT construction schedule. The Sunset Highway does meet ODOT's criteria for the Access Oregon system as the key route from Portland to Seaside.
2. Consideration should be given to maintaining an adequate funding level for Interstate modernization. The past policy of splitting the FAI-4R funds 60/40 percent for Rehabilitation/Modernization ensures needed modernization projects can be advanced while a change in policy to 90/10 percent Rehabilitation/Modernization would significantly delay the entire program. Maintaining the 40 percent share or supplementing FAI-4R funds with state funds should be considered.
3. ODOT should clarify how it proposes to treat arterial projects:
  - a. which arterials does ODOT plan to retain and improve; what funding program is set up for this purpose?
  - b. which arterials does ODOT plan to drop; under what conditions should local jurisdictions expect to assume responsibility?
4. The Access Oregon program is a good one, but the region may see few or no improvements for eight to ten years. Although the region expects to seek funding from the Access Oregon

Robert N. Bothman  
September 21, 1989  
Page 2

program for the Westside Bypass, the Sunrise Corridor and the Mt. Hood Parkway, ODOT's policy prohibits including a commitment to construction in the Six-Year Program until the project has completed the EIS process. As such, funding cannot be committed in this update and perhaps the next update. If the OTC fully commits the Access Oregon funding, no construction activity can be committed to for the next six to eight years, causing a significant delay to these projects. Consideration should be given to not fully committing all available Access Oregon funding in the next several updates to the Six-Year Highway Program.

5. Consideration should be given to establishing a funding program for intersection improvements, freeway management projects and other small scale operations improvements. These projects produce a very high degree of benefit at minimal cost.
6. Funding Commitment -- The Portland region has historically viewed the Six-Year Program as a commitment by ODOT to fund the project. This is a good policy that should be continued. Furthermore, ODOT should maintain a commitment to a project once included in the Six-Year Program in the event funding is reprogrammed to other purposes and use the Six-Year Program update process to decide to drop projects.

Thank you for your consideration and assistance. We will also be submitting to you project-specific priorities.

MR:ACC:mk

CC: JPACT  
TPAC



RECEIVED DEC 12 1989

CONGRESS OF THE UNITED STATES  
HOUSE OF REPRESENTATIVES  
WASHINGTON, DC 20515

December 7, 1989

Mike Ragsdale  
Presiding Officer, Metro Council  
1001 S.W. Fifth Avenue  
Portland, OR 97204

Dear Mike:

Now that the 101st Congress has concluded its first session, it's reflection time. What have we done? Where have we been? And where are we going?

With your help, we have accomplished more in the transportation appropriations bill than we originally thought possible:

- \* We locked the region's consensus number 1 priority, the West Side, into 75/25 federal/local match, making it one of only two national projects with a federal contribution this generous. We all know what this could mean locally.

- \* We extended the West Side study out to Hillsboro, giving the region the potential for vastly expanded ridership while relieving the region's most congested roadways.

- \* We completed federal funding for the nationally highlighted, \$23.7 million Project Breakeven.

- \* We appropriated \$8 million for regional road improvements from our e(4) highway account.

- \* And we laid the groundwork for the next generation of transit projects by appropriating \$1.7 million for the study of additional rail corridors.

These victories, which complement the Banfield Project, are highly rewarding, especially when one considers the severity of the budget crunch. It took time, and the expenditure of political capital, to pull off these victories.

Having willingly spent the time, and the political capital, I want to now share with you my fear that our gains will go down the tubes if the May ballot measure fails. My ability, and that of Senator Hatfield, to bring the second as well as the third generation of transit projects to completion would be irreversibly damaged if the ballot measure fails.



My concern is that although recent polls are encouraging, the measure will not pass without the aggressive, enthusiastic support of the same team that brought us to where we are now.

We, in Oregon, do not have the luxury of time, as Houston did when its ballot measure failed. We have to support our claims in Congress of broad based community and state support with electoral success before the window closes on our funding match.

I look forward to continuing to work with you on coordination of the nation's most innovative, best looking, successful and growing transit system.

With warm personal regards,

Sincerely,



LES AuCOIN  
Member of Congress

cc Rena Cousma  
Andy Cotugno

LA/mev

Please mark your calendar for the following ODOT public hearings on the 1991-1996 Six-Year Program:

February 27:  
7:00 p.m.

Clackamas County  
Transportation and Development  
"Big Blue" - Room A  
902 Abernethy Road  
Oregon City, OR 97045

March 1:  
7:00 p.m.

Washington County Hearings Room  
150 N. First, Room 402  
Hillsboro, OR 97124

March 7:  
7:00 p.m.

Gresham City Hall  
Council Chambers  
1333 NW Eastman Parkway  
Gresham, OR 97030

March 8:  
7:00 p.m.

St. Helens High School  
2375 Gable Road  
Lewitt Room  
St. Helens, OR 97051

COMMITTEE MEETING TITLE SPACT

DATE 1-18-90

✓ G- Grace  
✓ G- Brandman  
✓ G- Karen  
✓ G- Ethan  
✓ G- Peter Fry  
Richard Marshnick

NAME

AFFILIATION

M- DAVE STURDEVANT

CLARK County

M- George Van Bergen

Metro

M- Margorie H. Johnson

City of Mult. County

MA- Greg Tommick

City of Clark County

M- [Signature]

Clackamas Co.

MA- Roy Rogers

WASHINGTON County

MA- Nick Nikkila

Dept. of Env. Quality

M- GARY DEMICH

WA. ST. DEPT OF TRANSP.

M- BOB BATHMAN

ODOT

M- Clifford Clark

City of Washington County

M- Scott Collier

City of Vancouver

M- David Kueles

Metro

MA- Mike Lumbrey

Tri / met  
City of Portland

M- Mike Ruggdale

METRO

✓ G- Steve Nansen

Port of Portland

G- Bebe Rucker

Port of Portland

G- Vic Rhoades

City of Portland

G- TOM VANDERZANDN

CLACKAMAS COUNTY

G- ROD SANDER

" "

G- MARY L. TORRES

TUALATIN VALLEY ECON DEVEL CORP

G- Diane Luther

Multnomah County Board

G- BOB POST

TRI-MET

G- Chris Beck

City of Portland

(dupl) Ted Leybold  
G- Grace Warner  
G- Greg Baldwin

Commissioner Blomquist's office  
Wash. Co.  
71-5

COMMITTEE MEETING TITLE

SPACT

DATE

1-18-90

NAME	AFFILIATION
✓ G- Rodger Lawson	Gresham
✓ G- Ted Jensen	ODOT
✓ G- Erik Feast	ODOT, Public Transit
G- Stuart Gwini	City of Portland
Med. Robert Goldsmith	DJC
Med. J.A. Jim Mays	Oregonian
G- Molly O'Reilly	Forest Park Neigh Assn
G- Leslie R. White	C-TRAN
✓ G- Howard Harris	DEA
✓ G- Walt Peck	WACO
✓ G- Steve Dotterver	City of Portland
G- Ted Fezhold	"
✓ G- DOUG CAPPS	TRI-MET
✓ G- Feeney	Tri met
✓ G- Gusie M. Robert (SPACT alt.)	Gresham - Mult Co <sup>Colles Alter</sup>
G- HARLAN MILLER	FHWA
G- Don Adams (SPACT alt.)	ODOT - Milwaukie
G- Bruce Harde	Tri. met
G- Dan Canfield	Tri-MET
G- <del>GP</del> BARRINGTON	TRI-MET
G- Joe Walsh	" "
G- GEOFF LARKIN	CONSULTANT
G- Winte Brooks	City of Hillsboro
G- DAVE SCHAMP	CITY OF HILLSBORO
G- Gusie Labrene	Multnomah County
G- Keith Linton	metro
✓ G- Rick Kuehn	CHAM Hill
✓ G- David Emerson	10P