STAFF REPORT

Agenda Item No. _____

Meeting Date _____

CONSIDERATION OF RESOLUTION NO. 85-566 FOR THE PURPOSE OF AUTHORIZING FEDERAL FUNDS FOR EIGHT 16(b)(2) SPECIAL TRANSPORTATION PROJECTS AND AMENDING THE TRANSPORTATION IMPROVEMENT PROGRAM

Date: April 12, 1985 Presented by: Andrew Cotugno

FACTUAL BACKGROUND AND ANALYSIS

Proposed Action

Recommend Council adoption of the attached Resolution which authorizes Federal 16(b)(2) funds to eight private, nonprofit social service agencies. These funds will be used for the purchase of passenger vehicles and related equipment to provide special transportation services in the Portland metropolitan area to specific client groups not served by Tri-Met. This Transportation Improvement Program (TIP) addition will allow the agency to apply for 16(b)(2) funding from ODOT. ODOT will award funds following consideration of applications from throughout the state.

TPAC has reviewed these projects and recommends approval of Resolution No. 85-566.

Background

Section 16(b)(2) authorizes the Urban Mass Transportation Administration (UMTA) to make capital grants to private, nonprofit organizations to provide transportation services for elderly and handicapped persons. Capital investments include purchase of conventional and paratransit vehicles and other equipment associated with providing local and regional (non-intercity) transportation services to the elderly and handicapped. Apportioned 16(b)(2) funds are not available for operating expenses. Transportation Improvement Programs and their Annual Elements must be amended to include new 16(b)(2) projects.

Section 16(b)(2) funding is only available to private, nonprofit organizations and, in the Metro region, only for use to serve specific client groups that cannot be served effectively by Tri-Met. Tri-Met has reviewed the eight applications for 16(b)(2) funds and supports them all on the basis that Tri-Met is unable to perform more efficiently the function these vehicles would provide. Tri-Met has conditioned their support on the applicant's agreement to coordinate with the tri-county LIFT program in cases where that would provide more efficient service. (See attached sample letter of support from Tri-Met.)

The eight local providers submitting applications are:

	Name/Area	Equipment	Federal/ Applicant
a.	Fairlawn Town & Care Center	1 10-16 passenger bus 1 Wheelchair Lift	$27,200/ $7,450
b.	Portland Action Committees Together, Inc.	1 10-16 passenger van 1 Wheelchair Lift	$14,490/ $3,622
c.	Loaves and Fishes Center, Inc.	3 10-16 passenger buses 3 Wheelchair Lifts	$80,190/ $20,047
d.	Tualatin Valley Mental Health Center	1 10-16 passenger bus 1 Wheelchair Lift	$27,720/ $6,930
e.	Clackamas Challenge Center	2 10-16 passenger vans	$21,840/ $5,460
f.	Robison Jewish Home	1 10-16 passenger van 1 Wheelchair Lift	$14,490/ $3,622
g.	Friendly House	1 10-16 passenger van 1 Wheelchair Lift	$14,490/ $3,622
h.	Homestreet, Inc.	1 10-16 passenger van	$11,400/ $2,850

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 85-566.

AC/RB/gl
3330C/411-3
04/29/85

SAMPLE LETTER SENT TO
EACH 16(B)(2) APPLICANT

RECEIVED APR 10 1985

TRI-COUNTY
METROPOLITAN
TRANSPORTATION
DISTRICT
OF OREGON

TRI-MET
4012 SE 17th AVENUE
PORTLAND, OREGON 97202

April 9, 1985

Bill Grossie
PACT
3588 SE Division
Portland, OR 97202

Dear Mr. Grossie:

Tri-Met has reviewed your 1985 16(b)(2) public notice and has determined that Tri-Met is unable to perform the functions the vehicle(s) would provide. We consequently support your application based on your agreement to coordinate with the LIFT program in cases where that would provide more efficient service.

Sincerely,

Park Woodworth

Park Woodworth, Manager
Special Needs Transportation

cc: Andy Cotugno
Joan Plank

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AUTHORIZING FEDERAL FUNDS FOR EIGHT 16(b)(2) SPECIAL TRANSPORTATION PROJECTS AND AMENDING THE TRANSPORTATION IMPROVEMENT PROGRAM (TIP)	)))))	RESOLUTION NO. 85-566 Introduced by the Joint Policy Advisory Committee on Transportation

WHEREAS, Section 16(b)(2) of the Urban Mass Transportation Act authorizes the Urban Mass Transportation Administration to make capital grants to private, nonprofit organizations to provide transportation services for elderly and handicapped persons; and

WHEREAS, 16(b)(2) funding will be made available only to nonprofit organizations serving specific client groups which cannot better be served by regular Tri-Met service to the elderly and handicapped community; and

WHEREAS, Tri-Met has determined that all the applicants listed below can serve their client-group more efficiently than could Tri-Met; and

WHEREAS, To comply with federal requirements the TIP must be amended to include projects recommended for UMTA 16(b)(2) funds; and

WHEREAS, The projects described below were reviewed and found consistent with federal requirements and regional policies and objectives; now, therefore,

BE IT RESOLVED,

1. That Federal 16(b)(2) funds be authorized for the purchase of special transportation vehicles for the following:

	Name/Area	Federal/ Applicant
a.	Fairlawn Town & Care Center	$27,200/ $7,450
b.	Portland Action Committees Together, Inc.	$14,490/ $3,622
c.	Loaves and Fishes Center, Inc.	$80,190/ $20,047
d.	Tualatin Valley Mental Health Center	$27,720/ $6,930
e.	Clackamas Challenge Center	$21,840/ $5,460
f.	Robison Jewish Home	$14,490/ $3,622
g.	Friendly House	$14,490/ $3,622
h.	Homestreet, Inc.	$11,400/ $2,850

2. That the TIP and its Annual Element be amended to reflect this authorization.

3. That the Metro Council finds the project to be in accordance with the region's continuing, cooperative, comprehensive planning process and, thereby, gives affirmative Intergovernmental Project Review approval.

ADOPTED by the Council of the Metropolitan Service District this _____ day of _____, 1985.

_____
Presiding Officer

AC/RB/gl
3330C/411-3
04/29/85

STAFF REPORT

Agenda Item No. _____

Meeting Date _____

CONSIDERATION OF RESOLUTION NO. 85-567 FOR THE PURPOSE OF AMENDING THE TRANSPORTATION IMPROVEMENT PROGRAM TO INCORPORATE URBAN MASS TRANSPORTATION ADMINISTRATION GRANT APPLICATIONS FOR 20 ACCESSIBLE VANS

Date: March 14, 1985 Presented by: Andrew Cotugno

PROPOSED ACTION

Recommend adoption of the attached resolution amending the Transportation Improvement Program (TIP). This action requested by Tri-Met would utilize existing funds in two separate grants:

1. The amendment of OR-05-0007 will affect the TIP as follows:

Add New Project 14 Accessible Vans w/Radios	$291,200
Delete Powell Facility Engineering (Status Uncertain)	($96,000)
Reduce Fueling Equipment Project	($195,200)

2. The amendment of OR-03-0029 will affect the TIP as follows:

Revise Existing Projects Increase from 36 to 40 (12-18 passenger buses w/radios). The remaining 2 of 20 vans will be purchased as part of the 36 since only 34 have been purchased to date	$84,412
Reduce City/Eastside TSM Project	($44,254)
Reduce Contingency	($40,158)

These actions would be mutually offsetting, thus keeping unchanged the total funds available in the grants covering these projects.

TPAC has reviewed this project and recommends approval of Resolution No. 85-567.

FACTUAL BACKGROUND AND ANALYSIS

The proposed 20 accessible vans with radios will be used to continue the LIFT program service, replacing the 15 Mercedes buses which have been retired.

These actions are consistent with the recommendations of Tri-Met's Special Needs Transportation Advisory Committee, which were adopted by the Tri-Met Board on July 30, 1984. They are also consistent with the draft Interim Special Needs Transportation element of the Regional Transportation Plan (Attachment A) which is now under review by Tri-Met's Special Needs Committee and will be considered for inclusion in the RTP at the next update.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 85-567.

BP/gl
3115C/411-6
04/29/85

ATTACHMENT "A"

INTERIM SPECIAL NEEDS TRANSPORTATION PLAN

Introduction

Since 1980, Tri-Met has assumed the responsibility for coordinating regional transportation for the disabled. Services include some fixed route accessibility, and for those unable to use Tri-Met buses, the Tri-County door-to-door LIFT program. Other services include the registration of clients, the distribution of Federal Section 18 funds, the purchase of equipment, and funding for sub-contracted special transportation services. The total FY 1985 Tri-Met operating budget for special needs transportation is approximately $2.6 million, excluding the capital cost of lift devices.

Tri-Met's transportation efforts for the Transit Handicapped have been guided by its "Section 504 Transition Plan" which was adopted by the Tri-Met Board of Directors in 1980. The Transition Plan was required by the Federal Department of Transportation (DOT) from any transit agency receiving federal funds, but not yet 50 percent fixed-route accessible. Tri-Met's efforts are also directed by Section 267.240 of the Oregon Revised Statutes.

In 1981, DOT's Transportation Handicapped regulations and ORS 267.240 were revised to allow more flexibility in providing special transportation. The federal government now requires that "special efforts" be made to provide accessible transit service and has released new proposed regulations. The state of Oregon requires that transit districts provide a program of transportation for the disabled that is comparable to regular transit service. The decision as to the extent of the service provided, and the manner in which it is provided, is left to the discretion of the transit agency with significant input from the disabled community.

In addition to regulations governing service for the Transportation Handicapped, Tri-Met also operates under state and federal regulations requiring discounted fares for the elderly. State and federal regulations mandate a maximum half-fare for seniors during non-peak hours.

In 1984, the Tri-Met Board created a Special Needs Transportation Advisory Committee. The report and recommendations of this committee form the basis of the Interim Special Needs Transportation Plan.

Statement of Purpose

Transit handicapped people are citizens with the same needs as other transit riders and, therefore, certain costs must be incurred to meet those needs.

Thus, it is the intent of this plan to provide parity of transit service between transit handicapped and non-transit handicapped people within realistic costs and the intent of the federal guidelines.

System Requirements

A multi-modal system should be used to address the needs of the transit handicapped. It is estimated that there are 50,000 transit handicapped people in this region (Attachment II); 40,000 of them can use the regular transit system with varying degrees of difficulty. Of the remaining 10,000 transit handicapped people, 7,200 need door-to-door service for a variety of reasons.

The majority of transit handicapped people are over the age of 65, and this population, as well as other transit handicapped groups, will continue to grow. Recognizing this trend, paratransit services need to be an integral part of the special needs transportation program. However, there should be a consistent effort to provide the transit disabled sufficient opportunity to mainstream by operating some accessible fixed-route service and/or light rail service in each section of the metropolitan area.

Standards for the System

The following standards should be applied to the system to ensure quality service:

- Is regular consumer feedback built in to the system?
- Is the service reliable?
- Does the service meet minimum federal, state and local regulations?
- Does the service have accessible public information?

Criteria to be Considered when Developing Programs and Budgets

- Maximizes number of rides provided
- Optimizes cost-effectiveness of alternative service options
- Provides parity of service (waiting time, fares) with general population
- Mainstreams into general public to extent possible
- Considers impact on non-disabled rider
- Maximizes other Tri-Met funding and is, in fact, fundable
- Does not significantly hinder bus or rail schedules
- Program additions/deletions are properly prioritized and an appropriate timetable for phasing is developed
- Program additions/deletions contribute to a multi-modal system so that no subgroup is excluded

Goals

In April 1984, the Special Needs Transportation Advisory Committee recommended the following goals to the Tri-Met Board:

1. Establish a standing committee on special needs transportation.

2. Develop an independent, annual program and financial audit of all Tri-Met special needs transportation services.

3. Consolidate all Tri-Met special needs transportation staff and budget resources.

4. Examine the feasibility of using a paratransit corporation to broker all special needs transportation services.

5. Retain the optimum number of fixed-route accessible routes (up to 11 -- not less than four) using the more reliable ADB lift-equipped buses.

6. Establish a two-year experiment providing alternative demand/response service along the routes served by the articulated buses. When the experiment begins, eliminate lift use on the articulated buses.

7. Paratransit service:

   a. Continue Tri-County LIFT program.

   b. Evaluate the following experiments:

      - corridor service
      - rapid response, taxi-type service to supplement both the Tri-County LIFT program and corridor service
      - increased use of volunteers

   c. Examine cutting the Tri-County LIFT program prior notice requirement to 24 hours or less.

   d. Examine establishment of a computerized dispatch system for the Tri-County LIFT program.

8. To increase community accessibility, Tri-Met will work cooperatively with the cab companies to make accessible cabs (accessible without transferring) available at the same fare charged non-disabled users. Tri-Met will look into availability of federal grant money to assist in the purchase of accessible taxis.

9. Establish wayside lifts at all Banfield light rail stations. The standing committee should study the feasibility of high platform access for all future light rail stations.

10. Establish 16-hour daily special needs transportation non-recorded telephone service (to include a TTY system

for people who are hearing impaired) subcontracted for times other than regular Tri-Met business hours.

11. Seek additional and/or alternative funding specifically for special needs transportation programs (over and above the 3 percent proposed federal requirement):

    a. Consider an increased fare for Honored Citizens not to exceed $.10 which is within the federal guidelines.

    b. Consider a standardized Tri-County LIFT fare of $.50.

    c. For the purposes of continuity and consistency, Tri-Met will explore the establishment of an ongoing, dedicated source of funding for the special needs transportation program.

12. In cooperation with people who use wheelchairs and other mobility aids, improve securement systems on all vehicles.

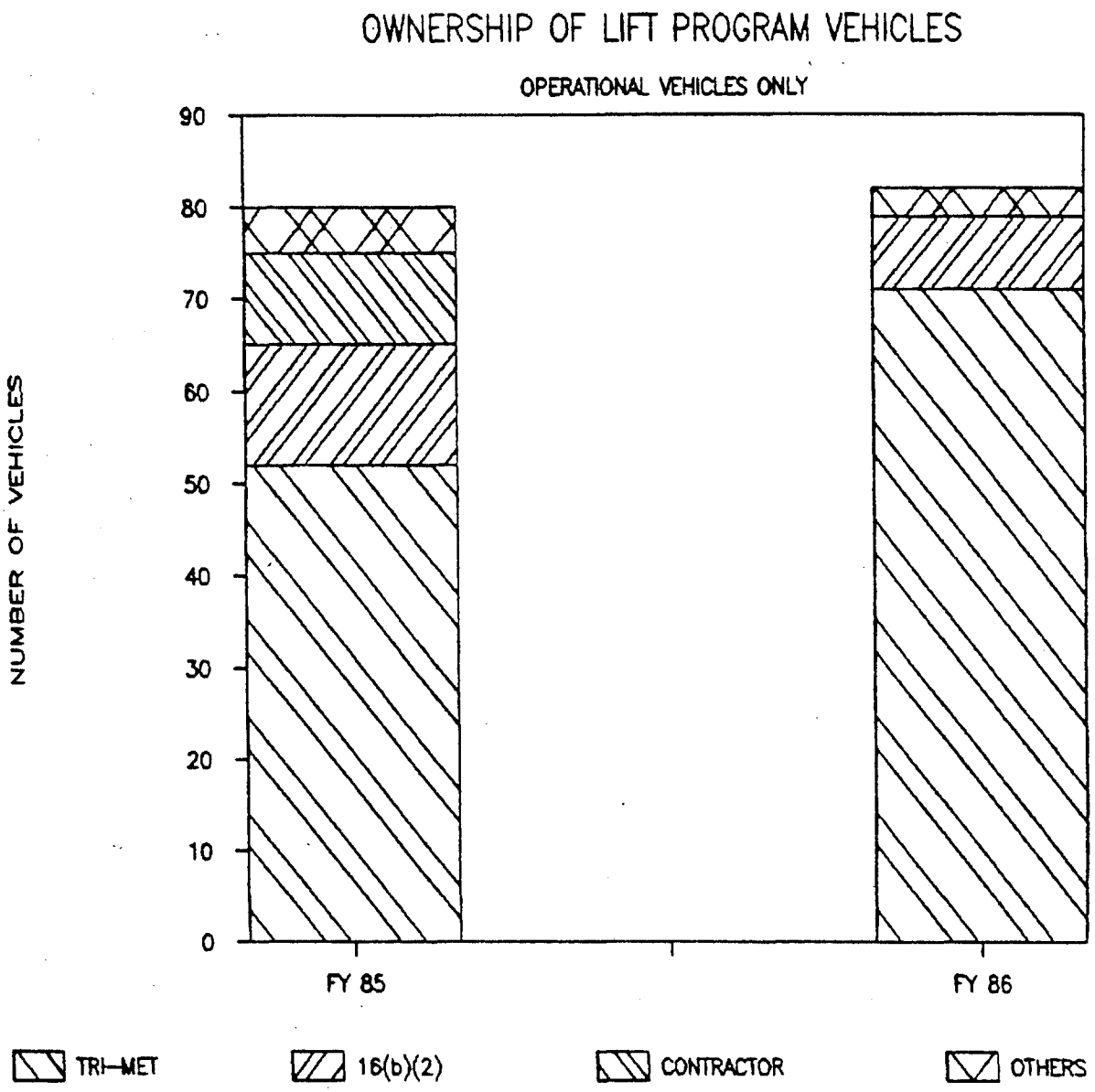
In July 1984, the Tri-Met Board adopted the foregoing as policies and also resolved that, until a dedicated source of special needs transportation funding is secured, Tri-Met's annual funding of all SNT services shall not exceed 3.5 percent of Tri-Met's total annual operating budget.

Current Service

Fixed rate accessibility is presently provided by 121 lift-equipped buses operating on approximately 25 percent of the Tri-Met routes. LIFT Program (subcontracted door-to-door) service is provided by approximately 80 vehicles -- 54 of these vehicles are owned by Tri-Met with the remaining provided by contractors or agencies receiving rides. It is Tri-Met's goal to ultimately provide all vehicles to reduce the cost of service purchased through the subcontractors.

An ongoing Committee on Accessible Transportation (CAT) is meeting at least monthly to review service provided and consider policy changes to produce higher efficiency and/or quality.

RB/srs
3139C/411-2
03/21/85


OWNERSHIP OF LIFT PROGRAM VEHICLES
OPERATIONAL VEHICLES ONLY
NUMBER OF VEHICLES
90
80
70
60
50
40
30
20
10
0
FY 85
FY 86
TRI-MET
16(b)(2)
CONTRACTOR
OTHERS

TRI-MET LIFT FLEET FOR FY 84-85

No. Units	Make	Model	Year	Average Mileage	Ownership Status	Retirement Date	
1	Dodge	Van	75	NA	SMS	FY86	
2	Dodge	Van	75	NA	Loaves & Fishes	FY86	
1	Carpenter	Mini-bus	75	NA	SMS	FY87	
1	Carpenter	Mini-bus	75	NA	Hillsboro Center	FY87	
15	Mercedes	309D	76	100,000	Tri-Met	FY85	Retired
1	Dodge	Van	77	NA	16(B)(2)	FY85	Retired
1	Dodge	Van	77	NA	SMS	FY86	
1	Plymouth	Van	77	NA	16(B)(2)	FY86	
1	Plymouth	Van	77	NA	Loaves & Fishes	FY86	
2	Dodge	Van	78	NA	SMS		
1	Ford	Van	79	147,000	Tri-Met	FY86	
1	Wide One	Van	79	NA	Tri-Met	FY86	
1	Chev	Van	80	NA	Loaves & Fishes		
4	Plymouth	Van	80	80,000	16(B)(2)	FY86	
2	Ford	Van	80	80,000	16(B)(2)	FY86	
2	Wide One	Van	80	65,000	16(B)(2)	FY87	
1	Superior	Transliner	80	20,000	Tri-Met	FY88	
1	Wide One	Van	81	80,000	16(B)(2)	FY88	
1	Wide One	Van	82	80,000	SMS	FY88	
6	Thomas	Mighty Might	82	60,000	Tri-Met	FY88	
1	Ford	Van	82	NA	SMS	FY88	
16	Flxette	103MN	83	20,000	Tri-Met	FY88+89	
5	Flxette	103MN	83	20,000	Sect. 18	FY88+89	
4	Wide One	Van	83	8,000	16(B)(2)	FY89	
1	Wide One	Van	84	NA	SMS	FY86	
15	Flxette	103MN	84	15,000	Tri-Met	FY90	
8	Carpenter	Cadet	84	10,000	Tri-Met	FY90	

PRESENT TOTAL 96

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AMENDING THE TRANSPORTATION IMPROVEMENT PROGRAM TO INCORPORATE URBAN MASS TRANSPORTATION ADMINISTRATION GRANT APPLICATIONS FOR 20 ACCESSIBLE VANS	)	RESOLUTION NO. 85-567 Introduced by the Joint Policy Advisory Committee on Transportation

WHEREAS, Through Resolution No. 84-498, the Council of the Metropolitan Service District (Metro) adopted the Transportation Improvement Program (TIP) and its FY 1985 Annual Element; and

WHEREAS, The TIP must be revised to reflect changing project priorities and funding availability; and

WHEREAS, Tri-Met has requested that a new project be added to the TIP covering the purchase of 20 accessible vans; and

WHEREAS, This new project will be funded using mutually offsetting funds from other Section 3 and Section 5 projects and sources; now, therefore,

BE IT RESOLVED,

1. That the Council of the Metropolitan Service District (Metro) approves the amendment to:

• Add	
Purchase of 20 accessible vans with radios	$375,612
Section 3/Section 5	
• Delete	
Powell Facility Engineering Project	($96,000)
• Reduce	
City/Eastside TSM Construction	($44,254)
Fueling Equipment	($195,200)
Contingencies	($40,158)

2. That the TIP be amended to reflect these project changes.

3. That the Metro Council finds these actions to be in accordance with the Regional Transportation Plan and gives Affirmative Intergovernmental Project Review approval.

ADOPTED by the Council of the Metropolitan Service District this _____ day of _____, 1985.

_____
Ernie Bonner, Presiding Officer

BP/gl
3115C/411-5
04/29/85

STAFF REPORT

Agenda Item No. _____

Meeting Date _____

CONSIDERATION OF RESOLUTION NO. 85-568 FOR THE PURPOSE OF AMENDING THE TRANSPORTATION IMPROVEMENT PROGRAM TO INCLUDE AN I-5 PAVEMENT SUBSIDENCE GEOLOGICAL INVESTIGATION PROJECT

Date: April 17, 1985 Presented by: Andrew Cotugno

FACTUAL BACKGROUND AND ANALYSIS

Proposed Action

This action will amend the Transportation Improvement Program (TIP) to include a new project to conduct geological investigation of I-5 pavement subsidence:

I-5 Pavement Subsidence Geological Investigation - 4R

Federal-Aid Interstate 4R Funds

Geological Investigation	$18,400
Match	1,600
	$20,000

TPAC has reviewed this project and recommends approval of Resolution No. 85-568.

Background and Analysis

Geologic subsidence has occurred between the northbound and southbound freeway roads. The PCC pavement crowns have tilted to slope toward the median whereby the inside edges of pavement are about one-half foot lower than the outside edges. There have been four wet-pavement accidents between 1979-1983. Region Geology has identified that up to 40 feet of unstable wet foundation lies beneath the affected area.

Expanded geological foundation work is needed to define the boundary of the foundation problem and to propose a plan to stabilize the pavement. Necessary field surveys to establish control lines to monitor subsidence and to gather data to support the development of a solution will be performed.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 85-568.

AC/BP/gl/3378C/411-2
04/29/85

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AMENDING THE TRANSPORTATION IMPROVEMENT PROGRAM TO INCLUDE AN I-5 PAVEMENT SUBSIDENCE GEOLOGICAL INVESTIGATION PROJECT	)))))	RESOLUTION NO. 85-568 Introduced by the Joint Policy Advisory Committee on Transportation

WHEREAS, Through Resolution No. 84-498, the Council of the Metropolitan Service District (Metro) adopted the Transportation Improvement Program (TIP) and its FY 1985 Annual Element; and

WHEREAS, The Oregon Department of Transportation has requested that a new project utilizing Federal-Aid Interstate 4R funds be added to the TIP; and

WHEREAS, This project will provide for geological foundation investigations on I-5 leading to a proposed plan to stabilize the pavement; and

WHEREAS, It is necessary that projects utilizing the noted funds be included in the TIP in order to receive federal funds; now, therefore,

BE IT RESOLVED,

1. That Federal-Aid Interstate 4R funds be authorized for I-5 pavement subsidence geological investigation.

Federal	$18,400
Match	1,600
	$20,000

2. That the TIP and its Annual Element be amended to reflect this authorization.

3. That the Metro Council finds the project in accordance

with the Regional Transportation Plan and gives Affirmative Intergovernmental Project Review approval.

ADOPTED by the Council of the Metropolitan Service District this _____ day of _____, 1985.

_____
Ernie Bonner, Presiding Officer

AC/BP/gl
3378C/411-3
04/29/85

STAFF REPORT

Agenda Item No. _____

Meeting Date _____

CONSIDERATION OF RESOLUTION NO. 85-569 FOR THE PURPOSE OF AMENDING THE TRANSPORTATION IMPROVEMENT PROGRAM TO INCLUDE A PROJECT TO IMPLEMENT IMMEDIATE EMERGENCY REPAIRS ON THE HAWTHORNE BRIDGE

Date: April 30, 1985 Presented by: Andrew Cotugno

FACTUAL BACKGROUND AND ANALYSIS

Proposed Action

This action will amend the Transportation Improvement Program (TIP) to include a new project to implement immediate emergency repairs on the Hawthorne Bridge:

Hawthorne Bridge Emergency Repairs - HBR
Highway Bridge Replacement Funds $_____

TPAC has reviewed this project and recommends approval of Resolution No. 85-569.

Background and Analysis

The Hawthorne Bridge has been closed because of structural failure of the nine-foot diameter pulleys. In addition, the lift guides which align the raising and lowering of the bridge have become worn.

Emergency measures are being undertaken to correct the above conditions. Other measures to restore structural integrity will be applied when the full extent of the problems are determined.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 85-569.

AC/BP/srs
3469C/411-2
05/02/85

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AMENDING THE TRANSPORTATION IMPROVEMENT PROGRAM TO INCLUDE A PROJECT TO IMPLEMENT IMMEDIATE EMERGENCY REPAIRS ON THE HAWTHORNE BRIDGE	RESOLUTION NO. 85-569 Introduced by the Joint Policy Advisory Committee on Transportation

WHEREAS, Through Resolution No. 84-498, the Council of the Metropolitan Service District (Metro) adopted the Transportation Improvement Program (TIP) and its FY 1985 Annual Element; and

WHEREAS, The Oregon Department of Transportation has requested that a new project utilizing Federal Highway Bridge Replacement funds be added to the TIP; and

WHEREAS, This project will provide for emergency repairs on the Hawthorne Bridge; and

WHEREAS, It is necessary that projects utilizing the noted funds be included in the TIP in order to receive federal funds; now, therefore,

BE IT RESOLVED,

1. That Federal Highway Bridge Replacement funds be authorized for the Hawthorne Bridge Emergency Repairs project.

Federal $

Match _____

$

2. That the TIP and its Annual Element be amended to reflect this authorization.

3. That the Metro Council finds the project in accordance with the Regional Transportation Plan and gives Affirmative Intergovernmental Project Review approval.

ADOPTED by the Council of the Metropolitan Service District this _____ day of _____, 1985.

_____
Ernie Bonner, Presiding Officer

AC/BP/srs
3469C/411-2
05/02/85

STAFF REPORT

Agenda Item No. _____

Meeting Date _____

CONSIDERATION OF RESOLUTION NO. 85-570 FOR THE PURPOSE OF AMENDING THE TRANSPORTATION IMPROVEMENT PROGRAM TO EXPAND THE SCOPE OF THE MULTNOMAH COUNTY S.E. STARK STREET PROJECT

Date: April 30, 1985 Presented by: Andrew Cotugno

FACTUAL BACKGROUND AND ANALYSIS

Proposed Action

This action will amend the Transportation Improvement Program (TIP) to authorize Preliminary Engineering only for an expansion of the Stark Street project by addition of the segment:

S.E. Stark Street - 221st Avenue to 242nd Avenue
Federal-Aid Interstate Transfer Funds

Preliminary Engineering	$120,000
Match	21,176
	$141,176

TPAC has reviewed this project and recommends approval of Resolution No. 85-570.

Background and Analysis

In March 1983, the East Multnomah County Transportation Committee approved funding a S.E. Stark Street improvement from 221st Avenue to 257th Avenue. The termini were later revised to 242nd Avenue to 257th Avenue to accommodate funding limitations.

In April 1985, the Committee recommended allocation of $120,000 for Preliminary Engineering on the segment from 221st Avenue to 242nd Avenue utilizing available Reserve funds from the 242nd Avenue TSM project (Attachment A). Upon completion of Preliminary Engineering, new funds will either be sought from available Interstate Transfer Reserves or be built with local funds. The project will be identified separately in the TIP in order to provide accountability by segment.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 85-570.

AC/BP/srs
3468C/411-2
05/02/85

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AMENDING THE TRANSPORTATION IMPROVEMENT PROGRAM TO EXPAND THE SCOPE OF THE MULTNOMAH COUNTY S.E. STARK STREET PROJECT	)))))	RESOLUTION NO. 85-570 Introduced by the Joint Policy Advisory Committee on Transportation

WHEREAS, Through Resolution No. 84-498 the Council of the Metropolitan Service District (Metro) adopted the Transportation Improvement Program (TIP) and its FY 1985 Annual Element; and

WHEREAS, The TIP must be revised to reflect changing project priorities and funding availability; and

WHEREAS, Multnomah County has requested that Interstate Transfer funds be allocated for Preliminary Engineering for an additional segment of the S.E. Stark Street project to be funded from a Reserve on the 242nd Avenue project; and

WHEREAS, The new segment from 221st Avenue to 242nd Avenue is a logical extension of that currently approved and underway from 242nd Avenue to 257th Avenue; and

WHEREAS, It is necessary that projects utilizing the noted funds be included in the TIP as a requisite to receiving federal funds; now, therefore,

BE IT RESOLVED,

1. That Federal-Aid Interstate Transfer funds be authorized for Preliminary Engineering on S.E. Stark Street - 221st Avenue to 242nd Avenue in accordance with Attachment A:

Federal $120,000

2. That the TIP and its Annual Element be amended to reflect this authorization.

3. That the Metro Council finds the project in accordance with the Regional Transportation Plan and gives Affirmative Intergovernmental Project Review approval.

ADOPTED by the Council of the Metropolitan Service District this _____ day of _____, 1985.

_____
Ernie Bonner, Presiding Officer

AC/BP/srs
3468C/411-2
05/02/85

ATTACHMENT A

MULTNOMAH COUNTY OREGON

ENGINEERING SERVICES
2115 S.E. MORRISON STREET
PORTLAND, OREGON 97214
(503) 248-3591

DENNIS BUCHANAN
COUNTY EXECUTIVE

April 26, 1985

Andy Cotugno, Chairman
Transportation Policy Alternative Committee
Metropolitan Service District
527 S.W. Hall St.
Portland, OR 97201-5287

RE: Request for authorization of Multnomah County Interstate Transfer Reserve to fund Preliminary Engineering for Stark Street (221st to 242nd).

Dear Andy:

On April 15, 1985, the East County Transportation Committee passed a resolution recommending allocation of $120,000 of Multnomah County Interstate Transfer fund reserve to preliminary engineering for Stark Street (221st-242nd). This project was originally in the concept plan and is a logical extension of the Stark Street project (242nd - 257th) currently under preliminary engineering. The extension of the Stark Project has ranked the highest on our capital improvement program and will receive priority for completion.

Thank you for consideration in this matter.

Very truly yours,

LARRY F. NICHOLAS, P.E.
County Engineer

Susie Lahsene
Program Staff Assistant

SL:rj

Memo

METROPOLITAN SERVICE DISTRICT 527 S.W. HALL ST., PORTLAND, OREGON 97201 503 221-1646
Providing Zoo, Transportation, Solid Waste and other Regional Services

Date: April 30, 1985

To: JPACT

From: Richard Brandman, RB Senior Transportation Analyst

Regarding: Telecommuting

Attached are two reports of the findings and recommendations of the Telecommunications Working Group. The first report addresses telecommuting and how Metro should consider its potential effects on travel in the Regional Transportation Plan. (Telecommuting is defined as working at home on a computer terminal or personal computer that is connected by telephone lines or coaxial cable to a central computer.)

The second report addresses non-transportation, general telecommunications issues that the Working Group feels are important to the economic future of the region. This report is enclosed as a general information item at the request of the Working Group.

RB:lmk

Attachments

REPORT OF THE

TELECOMMUNICATIONS WORKING GROUP

March 18, 1985

TELECOMMUTING

Findings of the Telecommunications Working Group

The Telecommunications Working Group was formed to provide advice to the Metropolitan Service District (Metro) and local transportation providers regarding the potential for telecommuting to occur in this region by the year 2005. After reaching conclusions regarding telecommuting's potential, the Working Group was charged with recommending a policy direction regarding how to consider telecommuting and its potential effect on travel movements in the Regional Transportation Plan.

With respect to the first charge, the Working Group has concluded the following:

1. There would be some benefit to the region's transportation system if telecommuting were to occur on a widespread basis. These benefits could include decreased congestion, a lesser need to build additional street and highway capacity, or the need for a smaller transit system than otherwise would be required. The extent of these benefits would be dependent upon the number of persons who would telecommute.

2. There are few persons who telecommute in this region today on a regular basis.

3. The number of persons who will telecommute in the future is dependent on many factors. Some factors will increase the potential for telecommuting to occur; others will decrease the potential, while the impact from the remaining factors is not clear. The primary factors affecting the potential for telecommuting include:

   - The increasing availability of personal computers and modems in the home in future years.
   - The changing nature of the work force from a manufacturing to a service-based economy.
   - The potential shortening of the work week to less than 40 hours.
   - The increasing computer literacy of school-age children.
   - Changing land-use patterns resulting in a greater dispersion of services and shorter trip lengths.
   - The relatively short peak-hour travel times in this region as compared to others.
   - The need for social interaction that most people have which may diminish their desire to work at home on a full-time basis.

- The potential stress on family life which may occur from working at home full time.

- The institutional barriers which must be broken on the part of managers to allow their employees to work from home.

- The cost to employers of establishing telecommuting programs (pc's, modems, terminals, telephone or cable lines, etc.) versus cost savings realized by reduced needs for parking, office space, lunchroom facilities, etc.

- Telecommuting's acceptance by organized labor and the general labor force.

- The security of the data being transmitted.

- The availability of high-quality transmission lines for telecommuting.

- Legal and regulatory constraints which may be counterproductive to fostering telecommuting.

4. Given the uncertainty regarding all of the factors listed above, it would be difficult to forecast with any confidence the number of persons who will telecommute in the year 2005.

Recommendations

Based upon the preceding conclusions, the Telecommunications Working Group recommends the following:

1. That Metro should forecast long-range travel patterns without including an expectation for telecommuting in the current revision of the Regional Transportation Plan.

2. That Metro should carefully monitor telecommuting trends in this region and collect data on telecommuting as a separate travel mode in future travel behavior surveys.

3. That Metro should identify legal and regulatory constraints which may inhibit telecommuting and encourage their removal.

4. That Metro should share the findings and recommendations of the Working Group with local jurisdictions and interested businesses.

RB:lmk
3-18-85

TELECOMMUNICATIONS WORKING GROUP

Rosemarie Carnese, Telecommunications Manager
Oregon Health Sciences University

Douglas Strain, Chairman
Electro Scientific Industries

Stephen Swerling, General Manager of Computer Systems Division
Mentor Graphics

John Cloyd, Telecommunications Manager
First Interstate Services Company

Jack Thomas, Telecommunications Manager
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Ray Pirkl
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Robert French, Manager of Systems and Programming
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Chuck Mendenhall, President
Oregon Public Employees Union

David Lansky
Center for Urban Education

Lee Bryant, Communications Systems Representative
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Storer Cable Communications, Inc.

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Metropolitan Service District

3058C/399-3

REPORT OF THE TELECOMMUNICATIONS WORKING GROUP

Background

The Telecommunications Working Group was formed to provide advice to the Metropolitan Service District (Metro) and local transportation providers regarding the potential for telecommuting (working at home on a computer terminal that is connected by telephone lines or coaxial cable to a central computer) to occur in this region by the year 2005. Members of the Working Group, listed on the last page of this report, included telecommunications providers, regulators, and major users.

The Working Group met several times and collectively analyzed the potential impact of telecommuting on the region's transportation system. The group found that there are a number of factors, such as acceptance by both employees and employers, which will affect the propensity for telecommuting to occur on a widespread basis in this region. Because of the uncertainty regarding many of the factors, the Working Group recommended that Metro not revise the Regional Transportation Plan to include an expectation for telecommuting at this time. The group also recommended that Metro monitor telecommuting in future travel behavior surveys to determine trends. The complete findings of the Working Group, with respect to telecommuting, are available upon request from the Transportation Department at Metro.

In the course of its meetings, the Working Group also recognized, however, that telecommunications issues go far beyond telecommuting and will affect the economic health and development of the region. This is evidenced by the changing nature of our economy. Over the past decade, the economic structure of both the region and the nation has begun to change from one that is manufacturing-based to one that is more service-based and information-oriented. With this change has come the need for a sophisticated telecommunications infrastructure which is capable of transmitting voice, data and video messages quickly, reliably, and cost-effectively. This need will become even greater in the future.

Several regions in the United States have already recognized the significance of telecommunications and consider it as important as roads, sewers and water in developing their economic infrastructure. For example, the complete interconnection of all cable television systems is required in the Minneapolis-St. Paul metropolitan area, making it possible for businesses to transmit data throughout the region many times faster and more accurately than over standard telephone lines.

Other cities, including several on the West Coast, are developing teleports, which will allow businesses within entire metropolitan areas to be able to easily transmit data and video by satellite to international (i.e., Pacific Rim) and transcontinental destinations. These cities will obviously have an edge in attracting

multi-national businesses or ones with a national clientele.

In this metropolitan area, however, the Working Group has found that no clear approach is being taken to improve the climate for a regionally-coordinated telecommunications network, while many actions are needed. For example, although it is possible to transmit data over telephone lines throughout the region, it is not possible to send data over video cables between the City of Portland and anywhere in Washington County, because of the nature of franchise boundaries. Since other alternatives are limited, the lack of competition has an effect on the cost of purchasing this service, impacting many businesses having multiple locations such as banks, high technology firms, supermarkets, department stores, etc., who all have a great need to communicate amongst themselves. Similarly, many opportunities are lost for educational and governmental institutions because of this limitation. Numerous other examples can be cited.

Conclusions

Based upon the preceding findings, the Telecommunications Working Group has concluded that:

1. Telecommunications will have a significant effect on the future of the region's economy. Without a sophisticated telecommunications infrastructure which is capable of cost-effectively transmitting voice, data and video messages both inside and outside the region, this region will be unable to effectively compete with others in attracting new businesses or possibly even in retaining existing businesses. Also, without this infrastructure, the cost of doing business may increase for all.

2. Because of the importance of telecommunications to the region's future, telecommunications issues deserve attention by local governments. There is today a lack of understanding by local governments of the importance of telecommunications. Some mechanism should be established to communicate to public sector leaders the issues and their importance.

3. Many telecommunications issues cross jurisdictional boundaries. This has led in some instances to disjointed policies affecting the cost and availability of basic telecommunications services throughout the region. It is our recommendation that Metro help resolve some of these interjurisdictional issues.

Work Program

The Working Group believes that a number of actions are necessary to ensure that this region will have a coordinated telecommunications infrastructure, as well as to resolve the many other telecommunications issues facing both the public and private sectors. The group

also recognizes that, because of the current lack of understanding in the public sector of the importance of telecommunications issues, and the lack of resources to address these issues, that any initial efforts should be focused on educating public sector officials. The proposed work program is, therefore, defined in stages. Those in Phase I are of primary importance and should be undertaken immediately. Those in Phase II, while important, can commence following the completion of the first group of tasks.

I. Tasks Which Should Commence Immediately.

A. Clearly identify the role that telecommunications has for continued economic development in this region.

B. Identify the essential elements of a regional telecommunications infrastructure which will meet the needs of the business community, educational institutions and local governments.

C. Identify telecommunications issues which cross jurisdictional boundaries and may require intergovernmental coordination to resolve.

D. Report the findings of the above tasks to appropriate officials in the public and private sectors.

E. Meet with these officials to determine an appropriate course of action.

II. Future Tasks

If there is a consensus at the end of Phase I that telecommunications issues are important to the region's economic future and should be further addressed by the public sector, the following tasks should be considered. Others will undoubtedly arise from the Phase I process.

A. Identify constraints, including regulatory, operational, institutional, and market, which inhibit development of a cost-effective telecommunications network.

B. Develop strategy to remove constraints.

C. Inventory the existing telecommunications infrastructure in this region. Produce a map or brochure showing what resources are available. Distribute this map to various agencies or commissions concerned with economic development as a tool for attracting or helping locate new businesses in the region.

D. Other tasks developed during Phase I.

Organization

In order to accomplish this work program, input will be required from a variety of telecommunications users, providers and regulators. In addition, it will be equally important to have the involvement of local jurisdictions. We, therefore, recommend that interested members of this Working Group and appropriate representatives of local jurisdictions and economic development agencies form a Telecommunications Task Force. This task force should be charged with accomplishing Phase I, Tasks A-E, in the preceding work program.

Findings of the task force should be reported to a steering committee composed of elected officials from local jurisdictions and to appropriate leaders of the business community and economic development agencies. The steering committee will be responsible for considering the findings of the task force and determining what further actions are appropriate. The steering committee should meet with the task force before commencement of the analysis to become familiar with the work to be undertaken or to modify the scope.

The Working Group recognizes that resources of local governments are very limited at this time and, therefore, recommends that members of the task force be responsible for providing all input required to perform Tasks A, B and C in Phase I. Metro staff assistance is requested for coordinating task force and steering committee meetings and for assistance in writing the final report and recommendations.

RB/gl
3058C/399-4
03/18/85

Memo

METROPOLITAN SERVICE DISTRICT 527 S.W. HALL ST., PORTLAND, OREGON 97201 503 221-1646
Providing Zoo, Transportation, Solid Waste and other Regional Services

Date: May 8, 1985

To: JPACT

From: Andrew C. Cotugno, Transportation Director

Regarding: LRT Feasibility on I-205 Bridge

A number of questions have been raised during the last several weeks regarding the feasibility of light rail on the I-205 Bridge. As part of the Regional LRT Study, ABAM Engineers conducted a brief analysis of the feasibility of operating light-rail vehicles on the bridge, based upon an analysis by Svedrup & Parcel, the bridge designers.

In brief, ABAM found that with current traffic operating characteristics on the I-205 Bridge, the bridge "is not suited for LRT use." However, they also concluded that it may be possible to operate LRT vehicles on the bridge if one "were to consider a reduction for the remaining lanes of AASHTO loading" and that an in-depth structural review should take place when the LRT option becomes an attractive alternative in terms of operating costs and ridership.

These and other conclusions regarding the feasibility of LRT to Clark County in the I-205 corridor were reviewed by the Bi-State TAC members who include ODOT and WSDOT staff, as well as Tri-Met, Metro and affected jurisdictions. A memorandum distributed to the TAC for review and comment (Attachment 1) concluded that it is not prudent to proceed with further consideration of LRT to Clark County in the I-205 corridor at this time for the following reasons:

1. There is projected to be very low ridership on LRT in the corridor in the year 2000 -- less than half that which UMTA requires for consideration of federal funding and less than one-third the ridership projected in the I-5 corridor.

2. At the projected passenger volumes, LRT will be more costly to operate between Vancouver Mall and Gateway than a comparable bus system.

The memo also stated ABAM's conclusions which are summarized above.

Members of the TAC concurred with the conclusion to not pursue LRT to east Clark County over the I-205 Bridge at this time and agreed

with ABAM's conclusion regarding the feasibility of LRT on the bridge. In addition, Metro received a letter from ODOT on July 26, 1984, which concurred with ABAM's findings.

The recommendation to not pursue LRT to Clark County in the I-205 corridor was presented to a meeting of the Bi-State Policy Advisory Committee on April 18, 1985 and was reported inaccurately in the Oregonian the next day. The Oregonian incorrectly reported that light-rail planning was being abandoned because the I-205 Bridge cannot support the rail cars and that "while the I-205 light-rail route would attract more riders than four alternatives, the two and one-half year old bridge's strength makes further study moot." (The Bi-State reports clearly show that light rail in the I-205 corridor had the lowest ridership projections of any of the alternative alignments.)

To ensure that there are no misunderstandings regarding the structural ability of the I-205 Bridge to accommodate light-rail vehicles, Metro called a meeting of ODOT and WSDOT bridge and project engineers, ABAM engineers, Tri-Met and the Clark County IRC. The unanimous conclusions reached at this meeting were:

1. The I-205 Bridge, as constructed, was modified from the original Sverdrup and Parcel design as a result of value engineering which occurred after the contract award. These modifications saved money and increased the structural strength of the bridge.

2. ABAM's conclusions regarding the structural ability of the I-205 Bridge to carry light-rail vehicles were reported inaccurately in the Oregonian.

3. The I-205 Bridge, as constructed, will accommodate light-rail vehicles.

ACC:RB:lmk

Attachments

ATTACHMENT 1

Memo

METROPOLITAN SERVICE DISTRICT 527 S.W. HALL ST., PORTLAND, OREGON 97201 503 221-1646
Providing Zoo, Transportation, Solid Waste and other Regional Services

Date: April 18, 1985

To: Bi-State Policy Advisory Committee

From: Bi-State TAC

Regarding: Progress of Bi-State Corridor Study

This memo summarizes the progress to date in three areas of the Bi-State Corridor study.

Travel Forecasts - Bi-State Corridor Working Paper "A", Travel Forecasts, has been completed. A summary of the travel-forecasting results is shown in Attachment "A". Some of the key findings include:

- Overall travel demand between Clark County and Oregon will increase 88 percent between 1980 and the year 2000.
- The Glenn Jackson Bridge (I-205) will carry an increasing share of Bi-State trips. In 1983, it carried 29 percent of the p.m. peak-hour vehicle trips across the river; in 2000, this increases to 45 percent.
- The evening peak-hour transit mode split will increase to 11 percent in the year 2000. Overall, 18 percent of the total trip growth will be absorbed by the transit system. The year 2000 transit ridership is the equivalent of nearly two traffic lanes just north of the Fremont Bridge.
- The I-5 and Interstate Avenue LRT alignments produce the greatest trunk line ridership in the Bi-State corridors with approximately 21,000 daily riders on the LRT in the year 2000.
- Daily LRT ridership in the I-205 corridor is projected to be much less with only 6,300 riders.
- Transit ridership (on bus or LRT) across the Columbia River is approximately the same on all the I-5 and Interstate Avenue alignments. The I-5 corridor short-line LRT terminating at Hayden Island does result in approximately 1,500 fewer daily LRT riders than the full I-5 LRT to Vancouver because of the required bus transfer.

- The All-Bus network generates approximately the same amount of transit ridership in the Bi-State Corridor as does the Interstate Avenue LRT. The I-5 LRT network, however, generates approximately 1,500 more transit riders in the corridor than the All-Bus or Interstate Avenue LRT alternatives.

I-205 LRT - Based on the ridership data and other factors discussed in Attachment "B", the Bi-State TAC has concluded that LRT in the I-205 corridor between Gateway and the Vancouver Mall does not appear feasible at this time. The TAC has recommended that no further economic or engineering analysis be conducted for the I-205 LRT across the Glenn Jackson Bridge.

Cost Analysis - Attachment "C" shows operating and construction cost estimates for the two LRT alternatives in the I-5 corridor and for the All-Bus alternative.

Operating cost estimates for the two light-rail alignments are approximately equal; however, the total I-5 LRT operating costs include an additional $823,065 to provide local bus service to Interstate Avenue. No additional bus service is necessary with the Interstate Avenue LRT alignment.

Preliminary construction cost estimates total $99 million for the I-5 LRT and $87.5 million for the Interstate Avenue LRT. The Interstate Avenue estimate assumes the development of light rail with one auto travel lane in each direction. Indications are that single-lane capacity on Interstate Avenue will be inadequate and, as a result, cost estimates for the development of light rail with two auto lanes in each direction are being prepared.

Both I-5 and Interstate Avenue construction cost estimates include $25 million for a light-rail bridge across the Columbia River. A short line to Hayden Island along either alignment would cost approximately $25 million less than the full alignment to Vancouver.

Cost estimates for light-rail vehicles are equal for the Interstate Avenue LRT and the I-5 LRT; however, the I-5 LRT alignment incurs additional vehicle costs for the Interstate Avenue local bus service.

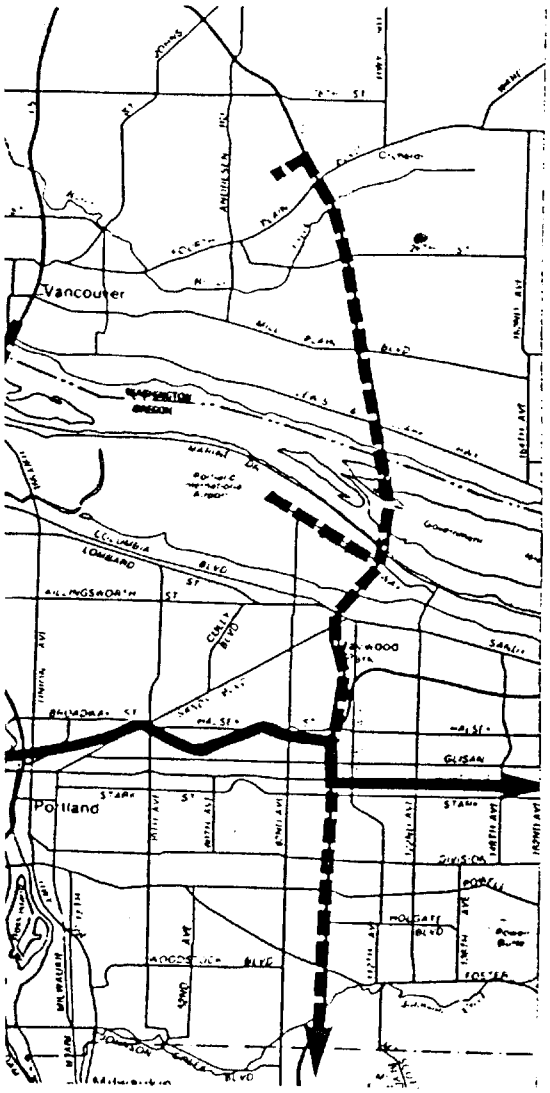
Right-of-way cost estimates are being prepared for the I-5 LRT alignment, the Interstate Avenue LRT alignment (with two auto travel lanes), and the Interstate Avenue LRT (with four auto travel lanes). The right-of-way estimates should be available by the end of April.

JC:lmk

Attachments

S

. BUS IN I-5 & I-205



. ALL BUS

ily Bi-State Corridor Riders:

I-5 Corridor	33,700
I-205 Corridor	7,200
Total	40,900

ily Bus Trunk Line Riders:

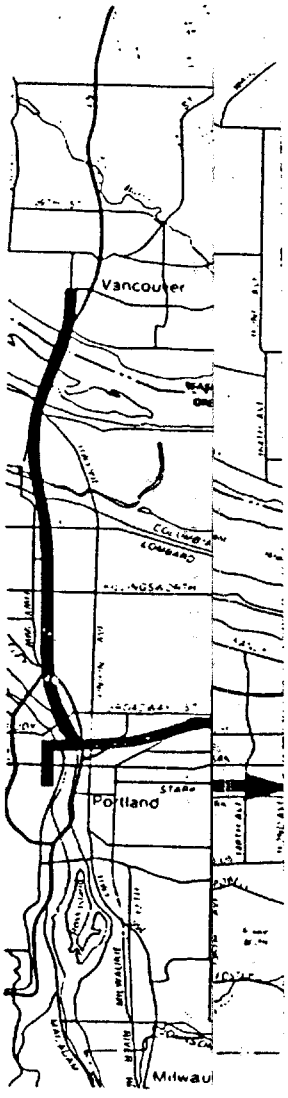
I-5 Bus Trunk	18,300
I-205 Bus Trunk	3,300
Total	21,600

ly Riders Across the Columbia:

I-5 Corridor	9,200
I-205 Corridor	3,000
Total	12,200

I-

2. I-5 L



2. I-5 LRT

Daily Bi-St
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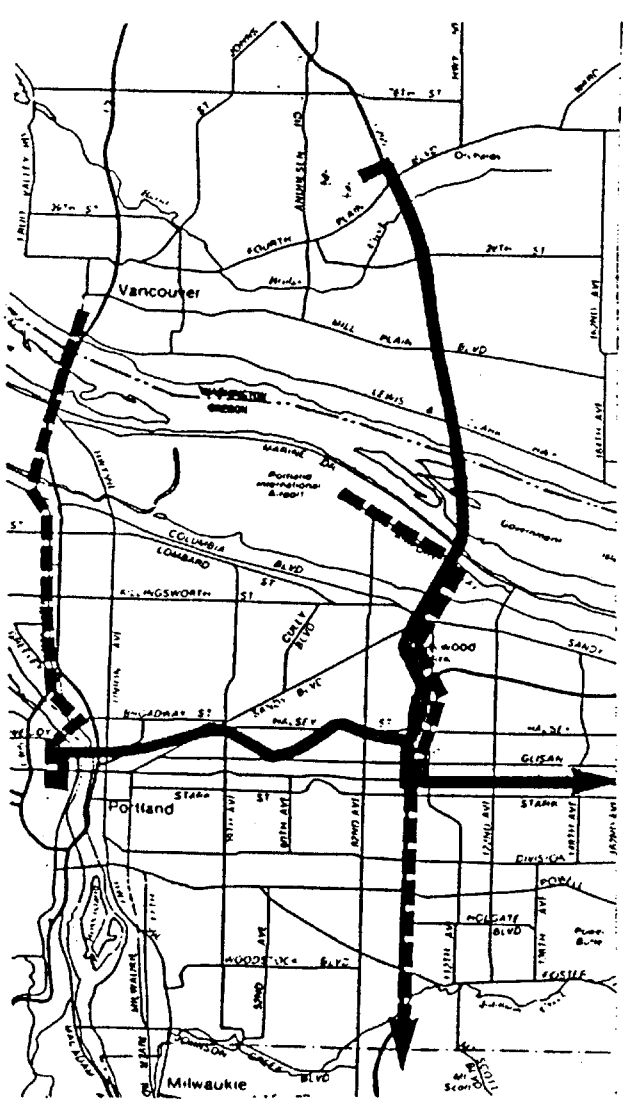
5. I-205 LRT RIVER CROSSING



5. I-205 LRT/I-5 BUS

Daily Bi-State Corridor Riders:

I-5 Corridor	32,700
I-205 Corridor	10,100
Total	42,800

Daily Bus or LRT Trunk Line Riders:

I-5 Bus Trunk	17,100
I-205 LRT	6,300
Total	23,400

Daily Riders Across the Columbia:

I-5 Corridor (Bus)	8,000
I-205 Corridor (LRT)	5,800
Total	13,800

ATTACHMENT "B"

Memo

METROPOLITAN SERVICE DISTRICT 527 S.W. HALL ST., PORTLAND, OREGON 97201 503 221-1646
Providing Zoo, Transportation, Solid Waste and other Regional Services

Date: April 18, 1985

To: Bi-State Policy Advisory Committee

From: Bi-State TAC

Regarding: I-205 LRT to Clark County

At this point in time, it is necessary to decide if further staff or consultant resources should be expended to develop the engineering analysis or capital costs associated with the I-205 LRT between Gateway and the Vancouver Mall. It should be emphasized that this decision is limited to the I-205 LRT between Oregon and Washington across the Glenn Jackson Bridge and does not affect questions of LRT feasibility in the I-205 corridor within Oregon. (The feasibility of LRT in the I-205 corridor between Portland International Airport and Gateway, and from Gateway to the Clackamas Town Center, will be addressed in a separate I-205 corridor study to be initiated after completion of the Bi-State phase of the LRT System Plan.)

Reasons for not proceeding with further LRT engineering analysis in the I-205 corridor at this time are detailed below:

1. Ridership: The travel forecast of the I-205 LRT attempted to determine the maximum potential ridership on the line by assuming fast speeds, good accessibility with stations at Parkrose, SR-14, Mill Plain, Burton Road and Vancouver Mall (not all of which may be feasible from an engineering standpoint), and through routing of trains to downtown Portland along the Banfield LRT tracks. Even with all these favorable assumptions, the I-205 LRT attracted only 6,300 daily riders -- as compared to approximately 20,000 for the I-5 corridor LRT alternatives.

   It is also important to note that UMTA's minimum threshold for beginning alternatives analysis in a corridor requires that there be 15,000 daily transit riders in the corridor <u>today</u> before advancing an LRT alternative to the DEIS stage. Current daily transit ridership in the corridor is less than 1,000. And, even the projected year 2000 ridership is less than half the level that current ridership should be to further consider this alignment.

   For comparison, in the Milwaukie Corridor which was recently studied, the McLoughlin LRT alternative attracted 15,000 daily

riders in the year 2000. The p.m. peak-hour, peak-load point for McLoughlin LRT is 2,918, which necessitates 7.5-minute LRT headways or 2.3-minute articulated bus headways.

2. Operating Costs: At the passenger volumes indicated above, LRT will be more costly to operate between the Vancouver Mall and Gateway than a comparable bus system. Preliminary calculations indicate that a bus trunk line at 7.5-minute peak-hour headways and 15-minute off-peak headways could be operated for approximately $2,400 per average weekday. A minimum LRT operation, providing 20-minute, all-day headways would cost at least $2,900 per average weekday. The main factor producing this result is that even though an LRT train carries three times the passengers as an articulated bus, one LRT service hour is approximately twice as costly to provide as one hour of bus service. Because LRT would be more expensive to operate in this corridor, there will be no transit economic justification for building LRT in this corridor.

3. The Glenn Jackson Bridge: The results of an engineering analysis of the I-205 Columbia River Bridge by ABAM Engineers, Inc. found that LRT vehicles could not be allowed to operate on the bridge without violating current AASHTO standards. ABAM noted, however, that "if one were to consider a reduction for the remaining lanes of AASHTO loading (such as limiting truck use), it is possible that the inclusion of light rail could be allowed." The possibility of a waiver or relaxation of AASHTO standards for the bridge could also be explored.

   ABAM concluded that a much more detailed engineering analysis is required before any mitigation measures could be considered. The Technical Advisory Committee feels that current ridership estimates for the I-205 LRT do not justify the expense of such a detailed analysis at this time. In the future, if planned population and employment densities in the corridor increase well beyond current projections, such an in-depth structural review may be considered.

For the above reasons, the following conclusions were drawn by Metro and Tri-Met staff:

1. That further analysis of the I-205 LRT alignment between Gateway and Vancouver Mall (including the economic analysis, the engineering analysis, and the detailed operational analysis) be curtailed at this time.

2. That the final Bi-State corridor findings and recommendations for the RTP reflect the I-205 corridor to Clark County as a bus trunk.

3. That if future land use plans call for greater population and employment densities in the corridor than were used in this analysis, the feasibility of LRT again be considered.

NM:lmk

ATTACHMENT "C"

Table 1

I-5 CORRIDOR ALTERNATIVES
CAPITAL COST ESTIMATES SUMMARY
($ Millions, 1984)

Alternative	Right-of-Way	Construction	Initial Vehicle	Total Capital Cost (Without ROW)
All-Bus	0	0	$11.55[a]	$ 11.55
I-5 LRT	To be Determined	$99.0	24.26[b]	123.26
Interstate LRT	To be Determined	87.5[c]	23.01	110.51

[a]31 articulated buses.

[b]Includes six standard buses @ $1.25 million.

[c]Interstate Avenue with two auto travel lanes.

Table 2

I-5 CORRIDOR ALTERNATIVES
ANNUAL OPERATING AND MAINTENANCE COSTS - SUMMARY
(1984 dollars)

. All-Bus	$4,052,934
. I-5 Alignment:	
LRT	2,810,660
Interstate Avenue Bus	823,065
TOTAL I-5 ALIGNMENT	3,633,725
. Interstate LRT	2,821,182

NM:lmk
4-17-85

Vancouver-Portland rail link rejected.

By BILL STEWART
of The Oregonian staff 4-18-55

VANCOUVER, Wash. — Planning for a Vancouver Mall-to-Portland light-rail route via Gateway is being abandoned because the Interstate 205 bridge cannot support the rail cars.

Members of the Bi-State Policy Advisory Committee, meeting in Vancouver Thursday, were told that while the Interstate 205 light-rail route would attract more riders than four alternatives, the 2½-year-old bridge's strength makes further study moot.

The Bi-State Policy Advisory Committee includes representatives of the Metropolitan Service District, Portland, Multnomah County, Vancouver, Clark County and the Intergovernmental Resource Center of Vancouver. It discusses topics of mutual interest such as transportation and solid waste.

Neil S. McFarlane, transportation planner for Metro, said the cheapest way to move more than 40,000 commuters daily to and from Clark County would be via light rail along Interstate Avenue. He said construction costs would be $110.51 million — if Interstate Avenue is not widened — and annual operating costs would be $2.8 million.

In outlining five transit alternatives, McFarlane said I-205 light rail is impractical, and ending an Interstate Avenue route at Hayden Island saves the cost of a new bridge but would draw the fewest Clark County riders.

The planner said the best route across the Columbia would be a $25 million to $28 million "shadow bridge," attached to the downstream side of piers of the existing Interstate Bridge. That option would mean the bridge would not have to have a wider drawspan now required on new bridges.

McFarlane said a light-rail link to Vancouver would have about the same priority as a spur line along McLoughlin Boulevard to Oregon City, but neither is expected to have enough mass transit passengers to justify construction until after the Banfield light-rail line and a Washington County rail line are built.

He said the light-rail study was started after the 1981 Governors' Bi-State Task Force decided a third Columbia River bridge was unnecessary if transportation needs could be satisfied with other solutions, such as mass transit. The technical work on the light-rail ideas will be completed in one month, McFarlane said.

He said that by the year 2000, both the Jackson and Interstate bridges will be nearing capacity. "Most of the growth will be on I-205, and the freeways are projected to be quite congested," McFarlane said.

"Are you saying we should be looking at a third bridge again?" asked Clark County Commissioner Vern Veysey.

"I think we can accommodate the people if the bus systems grow," McFarlane answered.

Highway engineers say I-205 bridge capable of handling light-rail cars

By STAN FEDERMAN
of The Oregonian staff 4-25-85

Oregon and Washington highway engineers said Wednesday that the Interstate 205 (Jackson) bridge over the Columbia River was capable of handling light-rail cars, contrary to what a regional planning group had been told last week.

The engineers indicated a Metropolitan Service District transportation planner had referred to a questionable report about the bridge in emphasizing Metro's position that eastern Clark County was not the proper place for any future light-rail link between Portland and Vancouver, Wash.

The planner, Neil S. McFarlane, had told the Bi-State Policy Advisory Committee that planning for a light-rail route from Vancouver Mall to Portland via the Gateway area was being abandoned because the I—205 bridge could not support the rail cars.

Later, McFarlane acknowledged he had referred to a minor study on the bridge's light-rail capabilities, a 1984 report that didn't involve any detailed analysis or conclusions. He added that lack of population, rather than the bridge's structural capability, was the chief reason for not going any further into a light-rail route for the I-205 corridor.

The bi-state committee consists of representatives of Metro, Portland, Multnomah County, Vancouver, Clark County and the Intergovernmental Resources Center of Vancouver. It meets frequently to discuss regional topics of mutual interest such as transportation and solid waste.

McFarlane's comments last week to the committee touched off a political flap over the I-205 bridge's design.

Former Multnomah County Commissioner Mel Gordon insisted that if the bridge couldn't handle light rail, then the Oregon Department of Transportation had reneged on its assurances to the county that the bridge would be designed for this possible use.

Gordon contended, and was supported by ex-Multnomah County Executive Don Clark, that the commission had held up bridge planning work in the early 1970s until such assurances were made.

"We gave them a mandate and they supposedly committed themselves to a design that would include light rail," Gordon said.

Clark said he doubted there would be any need for light-rail use on the bridge for many years to come and possibly never at all. But he stressed that the commission had wanted to make sure that "there wouldn't be any need to build further Columbia River bridges just to hold light rail."

However, Gordon and Clark backed off from the bridge dispute after learning that both Oregon and Washington highway spokesmen were convinced the bridge could hold rail cars as promised a decade ago.

"There's no doubt in our mind that the bridge can sustain a light-rail line," said Jerry Backstrand, assistant bridge engineer for the Oregon Department of Transportation.

Ed Ferguson, district administrator for the Washington Department of Transportation, said the bridge was designed to handle more than 150,000 vehicles a day. "The geometrics for it and structural capacity certainly are there to handle any light-rail cars," Ferguson added.

However, just to make sure, Ferguson said, he has asked the Washington bridge division to prepare a detailed analysis of such possible bridge use. He said the report should be available by mid-May.

Backstrand noted that the bridge, which opened in December 1982, is handling four lanes of traffic in each direction with a daily traffic total of between 45,000 and 50,000 vehicles.

"If a light-rail line were put across it," he said, "obviously there would have to be some accommodations made, such as reducing the vehicular lanes from four to three. This would be a major regional planning decision — but we could handle it."

McFarlane said his report to the bi-state committee about the bridge was based on a minor study for Tri-Met and Metro that evaluated the use of the center lanes on the I-205 bridge to carry light-rail traffic. The study, which consisted of only a "working paper report," was released in early 1984 by ABAM Engineers Inc., a Federal Way, Wash., consulting firm.

The report merely raised the question of the bridge's light-rail capabilities, according to Charles Dolan, an ABAM spokesman, and contained no detailed analysis or conclusions. Dolan said the firm told Tri-Met that such an analysis would have required a major investigation of the bridge. But the financially ailing agency decided against any further look at the bridge question.

TRI-MET BLUE RIBBON COMMITTEE:

MEETING SUMMARY

Meeting 1: March 26, 1985

1. The chairman, Hardy Myers, introduced James Cowen, general manager of Tri-Met, who pledged the full assistance of Tri-Met staff in meeting the Committee's needs. Cowen introduced (Gerard Drummond, president of the Tri-Met Board, who reviewed the issues before the Committee and the charge set out to the Committee by the Board (see Attachment A).

2. Myers presented a description of the Committee's major work elements for review. These are:

   - Background/Orientation: Historical Review of Regional Transportation Structure/Policies and Tri-Met Role in Region, 1969 to Present; Identification of Existing Regional and Tri-Met Goals.

   - Review of Draft Tri-Met Goals Proposed by Board; Findings and Conclusions RE: Goals; Determination of Recommended Goals for Tri-Met.

   - Development of Action Plan to Achieve Goals Recommended by Committee.

   The Committee agreed to meet every two weeks on Tuesday morning, from 7:30 a.m. to 9:30 a.m. The outline of a meeting and work plan is to be presented for review at the Committee's next meeting, Tuesday, April 9 at 7:30 a.m. in the Portland Building (Room A).

   The facilitator for the Committee's agenda and deliberations, Don Barney, a Portland consultant, was presented.

3. Bob Post, Tri-Met planning director, Andy Cotugno, Metro transportation planning director, and Dick Feeney, Tri-Met public affairs director, presented a history of the development and growth of Tri-Met from its organization in 1969 to the present. The presentations were made in five-year segments.

1970-74

°Populuation, employment and ridership statistics.
°History of regional planning for transportation, including PVMATS and 1990 Transit Plan.
°Impact of U.S. Department of Transportation and UMTA federal legislation and programs on Tri-Met's development; federal capital grant funds; Clean Air Act.
°State enabling legislation, including financing authority (tax base, payroll tax, an array of other potential financial tools).
°Land use planning impacts (SB 100, Portland Downtown Plan, Urban Growth Boundary.
°General progress of the agency: organization, acquisition of new buses, location of bus shelters, response to 1974 fuel crisis.

1975-79

°Population, employment, ridership statistics.
°Governor's Task Force (1973-75): An effort to consolidate two views of transportation solutions (roads and transit) in a balanced plan. As adopted by CRAG in 1975, the plan discarded PVMATS and introduced a program of transit expansion along major corridors in the region. Plan is the underpinning of current policy for transit expansion; high-speed, high-frequency service in transit corridors; and general accommodation of transit-related needs.

Q. from Committee members:

- Do ridership forceasts support current policy? Aren't forecasts optimistic? Where will density come from to support transit corridors? Where else in the nation has ridership concentration around transit (light rail) occurred? (Staff response: Bay Area, Washington, D.C.)

°Federal operating assistance had major impact on expansion of Tri-Met fleet, service to suburban areas, increased ridership.
°1977 Policy Goals adopted by Tri-Met. These and the operating policies developed from them remain current.
°Progress report for the period:
- Banfield HOV lanes
- Barbur Park and Ride lot; 60 added park and ride lots
- Barbur express bus lanes
- Transit Mall
- Construction of new bus maintenance centers
- Evolution of Transit Center concept (Beaverton, Milwaukie, Gresham)
- Banfield Project; initiating phase one work on Westside Corridor
- Passenger amenities expanded, including shelters, signage

1980-84

°Population, employment, ridership statistics. Employment growth trends for region settled back to 1960-75 levels, after "aberration" of rapid growth in late 1970s.

Q: What are detailed projections? Metro has new projections for year 2005, to be provided to the Committee.
Regional Transportation Plan made on 1981 projections, and being re-analyzed now.

°Tri-Met experiences period of lower revenues from farebox, low growth from payroll tax; productivity down sharply; annual operating deficits for four years.
°Decline in federal operating assistance; loss of state capital assistance (1985), deferring fleet replacement.
°Results: major short-term cash flow issue; long-term issue of how the region wants to fund transit with declining federal support and increasing growth in region.

4. Feeney then reviewed recent evaluations of Tri-Met's fiscal status:

° A Tri-Met cash flow analysis completed earlier this year by consultants, Government Finance Associates, developed a three-step incremented plan to return Tri-Met to financial stability:

(1) To continue with current service level, to begin funding of its pension plan, to continue to retire its outstanding debt, and to provide offset to the federal operating subsidy, Tri-Met will need $10 million in additional annual cash flow.

(2) To implement (1), plus fund a bus replacement program, provide service at the June 1983 level, and fund the operating requirements of the Banfield Light Rail System, Tri-Met will need $16 million in additional annual cash flow.

(3) To implement (1) and (2), plus implement the Westside Light Rail project at a 75% federal funding level, Tri-Met will need $22 million in additional annual cash flow.

° Options for increased revenue have been examined, including:

- Payroll tax: raise statutory limits from .6% to .7%. Eliminate exemption for local governments, instituting payment in lieu of taxes as state now pays.

- Business license fees: This would trigger exemptions from payroll tax, could raise problems of shifting tax burden.

- Income tax: Possible imposition of 1% surcharge on state income tax paid by regional taxpayers. Could generate added $12 million per year.

- Fares: Limited opportunity because of Bond Agreements.

- Gas tax: Constitutional amendment required to free use of state taxes on automotive fuel for transit.

DB:pjr
4/8/85

CITIZENS ADVISORY COMMITTEE

ON

MASS TRANSIT POLICY

Summary of Meeting #2:
April 9, 1985

1. Don Barney presented an explanation of a draft work plan and mission statement for committee consideration. The chair, Hardy Myers, said the materials would be taken up for review and decisions at the beginning of the next committee meeting, April 23. He asked members to communicate their views and concerns on these materials to Don Barney (telephone 222-0146) before the next meeting.

2. Doug Capps, Tri-Met Executive Director of Management Services, presented an overview of human resources considerations faced by Tri-Met. He said there are two key issues: management of human resources and productivity.

   On the management side, Capps described significant cutbacks in training programs and activities at Tri-Met during the past four years.

   Elements of the productivity issues include absenteeism, which stands improved from recent years at about 12% level. This remains costly to Tri-Met, with each 1% of absenteeism representing a cost of some $330,000. To lower absenteeism, Tri-Met has employed steps since 1979 including:

   -- required verification by doctor's certificate of illness

   -- offered incentives for no-absence records

   -- increased termination levels for chronic absenteeism

   -- computerized attendance records to keep information current

   Other productivity issues for Tri-Met management cited by Capps included residual effects of "generous" union contracts of early Tri-Met years; 1970's inflation driving up cost-of-living increases sharply; general union-management friction.

In the late 1970's, Capps said, Tri-Met management began to use the contract to control costs, and agency funding resources tightened. In most recent years, Tri-Met has instituted these productivity improvements:

-- Lowered cost of benefits

-- Adjusted the level of cost-of-living increases downward

-- Introduced use of part-time drivers

-- Subcontracted out some maintenance work

-- Instituted lower entry level wage rates

Capps said Tri-Met now stands 13th in a peer group of 67 other transit systems as to level of personnel costs, compared to 4th several years ago. He reported that Tri-Met has begun negotiations with the Transit Union on a new contract; the current contract expires April 30, 1985.

3. Bill Allen, Tri-Met's Executive Director of Operations, presented an overview of operations and services. He expressed concern that Tri-Met is "substantially at risk" in being able to maintain quality levels of service. The bus fleet is aging, with the average bus age between 10-11 years. (The expected average life of a bus is 12½ years.) Tri-Met has reduced the size of its "extra board" of emergency bus drivers, threatening reliability of services. The reduction in training and supervision personnel can cause adverse impacts on Tri-Met's high pull-out and on-time records of operation. Quality of service and fleet age/condition are the two key operations issues before Tri-Met, Allen said.

Questions from committee members:

Q. Why is "extra board" costly?

A. Emergency operators guaranteed a day's work whether used or not for that time. This could be a negotiated cost in the contract, Allen said.

Q. Does Tri-Met face structured or scheduled overtime?

A. Yes. Time in excess of eight hours is scheduled overtime. Cost of this overtime represents about 2% of total Tri-Met labor costs.

Q. What's level of fringe benefits?

A. 21%. The package of fringes is a straight package, though an active look at a cafeteria approach is current. Part-time workers start with no fringe, begin pro-rated benefits after two years.

4. Jack Mason, Tri-Met's Executive Director of Finance, presented the current status of the agency's finances and reviewed charts made available to the Committee.

Charts covered:

-- Sources of revenues and expenditures in Tri-Met budget

-- Passenger revenue

-- Annual originating rides

-- Farebox recovery ratio

-- Employer payroll tax revenue

-- Federal operating assistance

-- Cost and revenue

-- Personal services/materials and services

-- Operating results

-- Retained earnings

-- Current financial projections

Questions from Committee members:

Q. What components go into ridership model?

A. Gasoline prices, employment level, population

Q. What's farebox recovery ratio?

A. Ratio of total passenger fares to total system costs

Q. What goes into agency forecasts on payroll tax?

A. Employment levels, wage levels, CPI forecast (5% annual increase currently)

Q. Current status of working capital?

A. $8.6-million at beginning of this fiscal year. Potential for Ø by October 1985.

Q. Comparisons over past five years on approved budgets and actual results?

A. Mason will provide to the Committee

Q. Anticipated level of initial light rail ridership?

A. 11,000 - 12,000 daily riders at outset

Q. Impact of light rail on number of buses deployed?

A. Current intention: to keep the same number of buses on the road, but redeploy in some cases to connect into light rail.

Q. Expectation on federal operating subsidy?

A. Congressional leaders looking for 20% cut annually over next five years, but Administration proposal to end the subsidy this year requires Tri-Met not to project any revenue from this source for 1985-86.

Q. Status of Tri-Met-related bills at Legislature affecting Committee decisions?

A. Those with potential for additional revenue are in areas of:

-- help with transit cost of elderly, handicapped

-- restructuring Tri-Met debt to reduce costs

-- increasing State's in lieu of payment

-- capital funding

5. Tri-Met President, Gerry Drummond, reviewed the history of the standard to achieve 40% of operations department costs at the farebox. Drummond noted this standard has not been achieved in recent years, and that the standard was developed externally of Tri-Met as a "political decision" and not by the Tri-Met Board.

DUANE BERENTSON
Secretary

STATE OF WASHINGTON
DEPARTMENT OF TRANSPORTATION
Office of District Administrator • 4200 Main Street, P.O. Box 1709 • Vancouver, Washington 98668-1709

May 8, 1985

Andy Cotugno, Director
Transportation
Metropolitan Service District
527 S.W. Hall Street
Portland, OR 97201

Re: LRT Feasibility of
I-205 Bridge

Dear Mr. Cotugno:

As a result of the concern for the structural capability of the I-205 Bridge to carry a light rail facility, if necessary, the following comments are offered.

The Regional Light Rail Study Report (Task B-10), which indicates that the I-205 Columbia River Bridge will not carry LRT vehicles without violating the designed criteria, is based on inaccurate assumptions and reaches the wrong conclusions.

The original structure, as designed by Sverdrup & Parcel, was redesigned as a result of a value engineering study under contract, and the structure, as constructed, will support LRT vehicles.

Studies done for LRT loadings on the Main Channel and South Channel structures would indicate that the I-205 Columbia River Bridges could be adapted for LRT use.

Our Bridge Division in Olympia has been working with the Oregon Department of Transportation Bridge Division and it is my understanding that both are in concurrence as to the structural adequacy of the I-205 Columbia River Bridges.

Yours very truly,

ED W. FERGUSON, P.E.
District Administrator

EWF:m

cc: Ed Hardt, ODOT
Gil Mallery, IRC
Dave Sturdevant, Clark Co. Commissioner
Records Control

COMMITTEE MEETING TITLE JPACT

DATE 5-9-85 — 7:30 a.m.

	NAME	AFFILIATION
M-	Earl Blumenauer	Multnomah County
M-	Larry Cole	Cities in Wash. Co.
M-	Ed Ferguson	WSDOT
M-	John Frewing	Tri-Met Board
MA-	Ted Spence	ODOT (alt.)
M-	Wes Myllenbeck	Washington County
M-	Margaret Strachan	City of Portland
M-	Ron Thom	Cities in Clackamas Co.
M-	George Van Bergen	Metro Council
M-	Richard Waker	Metro Council
S-	Rick Gustafson	Metro
S-	Andy Cotugno	"
S-	Richard Brandman	"
S-	J. Keith Lawton	"
G-	Julia Pomeroy	City of Portland
G-	Steve Dotterrer	"
G-	Grace Crunican	"
G	Keith Ahola	WSDOT
G-	Gil Mallery	IRC of Clark County
G	Peter Fry	CEIC
G	Bob Post	Tri-Met
G	Larry Nicholas	Multnomah County
G-	Susie Lahsene	" "