

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ADOPTING THE)	RESOLUTION NO. 86-686
FY 1987 TO POST-1990 TRANSPORTA-)	
TION IMPROVEMENT PROGRAM AND THE)	Introduced by the Joint
FY 1987 ANNUAL ELEMENT)	Policy Advisory Committee
)	on Transportation

WHEREAS, Projects using federal funds must be specified in the Transportation Improvement Program (TIP) by the fiscal year in which obligation of funds is to take place; and

WHEREAS, In accordance with the Metropolitan Service District (Metro)/Intergovernmental Resource Center (IRC) of Clark County Memorandum of Agreement, the Transportation Improvement Program has been submitted to the IRC for review and comment; and

WHEREAS, Some 1986 Annual Element projects may not be obligated by the end of FY 1986 because the exact time for obligation is indeterminate; now, therefore,

BE IT RESOLVED,

1. That the Council of the Metropolitan Service District adopts the FY 1987 Transportation Improvement Program for the urban area as contained in the Attachment to this Resolution marked Exhibit "A."

2. That projects that are not obligated by September 30, 1986, be automatically reprogrammed for FY 1987 for all funding sources.

3. That the Transportation Improvement Program is in conformance with the Regional Transportation Plan and the 1982 Air Quality State Implementation Plan (Ozone and Carbon Monoxide) and that the planning process meets all requirements of Title 23-Highways

and Title 49-Transportation of the Code of Federal Regulations.

4. That the Metro Council allows funds to be transferred among projects consistent with the Transportation Improvement Program Project Management Guidelines adopted by Resolution No. 85-592.

5. That the Metro Council hereby finds the projects in accordance with the Regional Transportation Plan and, hereby, gives affirmative Intergovernmental Project Review approval.

ADOPTED by the Council of the Metropolitan Service District
this 25th day of Sept., 1986.


Richard Waker, Presiding Officer

BP/sm
4119C/405-9
09/03/86

CONSIDERATION OF RESOLUTION NO. 86-686 FOR THE
PURPOSE OF ADOPTING THE FY 1987 TO POST-1990
TRANSPORTATION IMPROVEMENT PROGRAM AND THE FY 1987
ANNUAL ELEMENT

Date: September 9, 1986

Presented by: Andy Cotugno

FACTUAL BACKGROUND AND ANALYSIS

Proposed Action

The Transportation Improvement Program (TIP) and FY 1987 Annual Element serve as the basis for receipt of federal transportation funds by local jurisdictions, the Oregon Department of Transportation (ODOT) and Tri-Met.

This TIP reflects a number of changes from last year's update due to resolutions and administrative adjustments approved during the past year and to be approved by this resolution. The primary importance of the annual TIP update is to consolidate all past actions into a current document and set forth the anticipated program for FY 1987. The FY 1987 program reflected herein is a first step in establishing actual priorities for FY 1987. A number of future actions will result in refinements to the material presented.

Adoption of the TIP endorses the following major actions:

- Past policy endorsement of projects is identified in the TIP (including projects to be funded with Interstate, Interstate Transfer, Federal-Aid Urban and UMTA funds), thereby providing eligibility for federal funding.
- Approximately \$23.6 million of Interstate Transfer funding is programmed for FY 1987 and includes all projects that will be considered for funding; actual FY 1987 priorities will be established among these candidates later this year. Federal appropriations for the highway portion are estimated to be \$21.5 million.
- Some \$12 million of UMTA Section 3 "Trade" funds are programmed in FY 1987, all of which have been identified as a reserve. From this reserve, funds will be withdrawn and assigned to specific projects as they are developed for the FY 1987 grant application. In addition, the projects remaining in the Section 3 "Trade" program are now being re-evaluated and new projects may be recommended later in the year.

- The maximum allowable use of UMTA Section 9 funds for FY 1987 operating assistance is included (\$4.66 million) which is identical to that for FY 1986. This year's estimate may be affected by forthcoming federal legislation resulting in a reduction.

TPAC and JPACT have reviewed the TIP and Annual Element and recommend approval of Resolution No. 86-686.

Background: The Metro TIP describes how federal transportation funds for highway and transit projects in the Metro region are to be obligated during the period October 1, 1986 through September 30, 1987. Additionally, in order to maintain continuity, funds are estimated for years before and after the Annual Element year. The FY 1987 TIP is a refinement of the currently adopted TIP and is structured by the following major headings:

Interstate Transfer Program
Urban Mass Transportation Administration Programs
Other Programs - Interstate, Primary, Bridge, Safety, State
Modernization, Bike, etc.
Federal-Aid Urban System Program

INTERSTATE TRANSFER PROGRAM

The TIP includes a fixed program amount for the Metro region of \$500,653,204 (federal) based upon the amount for the withdrawn freeways. This FY 1987 TIP update reduces by some \$1.2 million the previously adopted FY 1986 Interstate Transfer Program (Resolution No. 86-633) in keeping with a combination of federal curtailments and project priorities. The curtailments took the form of reductions imposed by the Gramm-Rudman-Hollings Bill on some appropriations and restrictions imposed by obligation ceilings which limited obligations to 88.8 percent of available funds. At the end of the federal fiscal year, unbuilt FY 1986 projects will automatically shift to FY 1987.

The FY 1987 Interstate Transfer program of approximately \$23.6 million represents the full-funding need and this together with the projects that slip from FY 1986 is in excess of the level of funding the region can anticipate (\$21.5 million). The noted amount is earmarked wholly for FHWA highway projects. Priorities will be established from amongst the full FY 1986 and FY 1987 programs later in the year based upon a closer estimate of funding revenues. Projects not funded in FY 1987 will be delayed; however, they will be considered for implementation in the event additional FY 1987 funds become available, or for funding in FY 1988.

Major revisions to the previous update have occurred, one of which was the sub-allocation of the McLoughlin Boulevard reserve to its component projects. The original reserve was in the amount of \$25.1 million which has been redistributed to the

McLoughlin Boulevard projects (in million of dollars) appearing on lines 8 through 18:

Preliminary Engineering	\$ 1.4
Alternatives Analysis and DEIS	1.0
Reserve	3.2
Southeast Corridor Study	0.1
Phase I -- Tacoma Overpass and Harrison/ River Road	11.2
Phase II -- Tacoma to Highway 224	6.5
Phase III -- Union/Grand Viaduct to Harold Street	1.7

Another change of importance was the transfer of \$1.2 million from the Terwilliger Boulevard project (Line 60) back to the Bertha Boulevard project (Line 61). Additional funds from other federal sources have been made available for Terwilliger, thus freeing up Interstate Transfer funds for use on Bertha.

The Columbia Boulevard project - Delaware to Chautauqua (Line 74) centers on improvements in safety for the railroad crossings in the project area. The City of Portland has transferred \$1.7 million of Interstate Transfer funds to other projects in anticipation of Railroad Crossing Protection funds being approved for use on the project.

A number of revisions to the overall project allocations are incorporated including a variety of minor transfers due to cost overruns and underruns.

URBAN MASS TRANSPORTATION ADMINISTRATION PROGRAMS

Section 3 Discretionary

For FY 1986, some \$9.0 million had been programmed for the Banfield LRT (Line 168). This amount has since been reduced to \$8,522,175. This reduction was brought about by the Gramm-Rudman-Hollings Bill.

For FY 1987, Tri-Met anticipates some \$1.3 million in Section 3 Discretionary funds for the Banfield LRT and the TIP has been programmed accordingly. However, this amount is also subject to change in light of federal legislation.

Section 5 Capital Funding

No changes have occurred to the Section 5 program during the past year except for minor adjustments to make the TIP consistent with the grants.

Section 3 "Trade" Funding

In April 1982, Metro Council endorsed the use of Section 3 funds for selected transit projects in exchange for Interstate

Transfer funds. This involved transfer of funds from a series of regionwide transit projects to the Banfield project; in exchange, Section 3 funds previously earmarked for the Banfield were assigned to those transit projects. Subsequently, the fixed amount of \$76.8 million was committed by UMTA for this Section 3 "Trade" program. The full \$76.8 million is currently allocated to specific projects or reserves. This TIP update programs a reserve of \$12.0 million (Line 230) for FY 1987 in accordance with the funding schedule in the Letter-of-Intent. As project developments occur, funds will be withdrawn from the reserve and assigned to the projects in the Section 3 Trade program.

Some \$59.7 million of the trade program is being implemented and grants are received or pending. The remaining \$17.2 million must be finalized and grants applied for during the fiscal years 1987 and 1988. The specific projects to which the final \$17.2 million is currently allocated appear in the "Post 1989" column. However, prior to submitting the next grant application, these projects will undergo re-evaluation and, in all likelihood, some of the projects will be replaced. Three new projects were added to the most recent grant application for FY 1986:

• Tigard Park-and-Ride	\$1.6 million	(Line 204)
• Milwaukie Park-and-Ride	0.8 million	(Line 205)
• Oregon City Park-and-Ride	<u>1.2 million</u>	(Line 209)
	TOTAL	<u>\$3.6 million</u>

These were added under the condition that they also would be included in the overall re-evaluation. Priority for use of any of the remaining funds is as follows:

- 1) To fund cost overruns on previously approved projects within the specific jurisdiction;
- 2) To fund alternative projects within the specific jurisdiction; and
- 3) To fund alternative projects regionwide.

In any case, alternative projects must be incorporated into the Regional Transportation Plan and must be supported by Tri-Met as a logical element of the transit system. Tri-Met will be the actual grant recipient of all these funds.

Changes occurring since last year's update included minor funding adjustments to the TIP program to make it consistent with the grant. Several others were more significant in the form of project increases brought about by changes in work scope, program appraisals, construction estimates, etc. These are summarized below:

• Oregon City Transit Station, for right-of-way increase	\$ 303,859	(Line 202)
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- Bus purchase for 8 additional buses \$1,386,663 (Line 203)
- Sunset Transit Center for right-of-way increase \$ 829,235 (Line 212)
- Beaverton Transit Center for additional preliminary engineering and increased construction cost estimate. \$ 274,400 (Line 219)

Schedule changes from last year's report to the trade program included:

- Bus Purchase accelerated to FY 1986 from FY 1988 Line 203
- Beaverton Park-and-Ride slipped from FY 1985 to FY 1986 Line 211
- Tanasbourne Transit Center accelerated to FY 1986 from post FY 1989 Line 224
- Transit Mall Extension North slipped from FY 1985 to FY 1986 Line 229

Section 9/9A

The FY 1986 anticipated apportionment of Section 9 funds was \$15,819,149. This amount included \$4,661,082 of operating funds. UMTA had earlier indicated that there probably would be a 20 percent reduction in operating assistance. Allowing for this reduction (-\$932,216) resulted in a program of \$14,886,933. The FY 1986 program identified in the TIP at the time was as follows:

Bus Purchase	\$ 6,120,000
Operating Assistance	3,728,866
Reserve	5,038,067
	<u>\$14,886,933</u>

The reduction in FY 1986 operating assistance did not come about; rather, an approximate reduction by some 11 percent was made to the \$14.9 million resulting in an allowable program level of \$13.3 million for FY 1986. In April and May of 1986, the TIP was amended accordingly (Resolution Nos. 86-638 and 86-647).

The revisions to the FY 1986 TIP embodied the following changes to the Section 9 program of projects:

- Bus purchases (Line 235) were reduced to 23 (from 50) and funded at \$2.8 million. This change was off set by an increase in the Section 3 "Trade" counterpart.
- Park-and-Ride lot improvements, a generic project, was deleted (\$66,000).

- Two new Park-and-Ride projects were added -- a Gresham lot (Line 238) at \$800,000 and a 162nd Avenue lot (Line 239) at \$1,200,000.
- The Special Needs Transportation project (Line 242) was increased by \$640,000 to cover purchase of 20 buses.
- Parts and Equipment project (Line 241) was increased to accommodate FY 1986 needs.
- The Unified Work Program project (Line 245) was segmented to separately identify Metro's portion (Line 233) as a unique project. In addition, a Metro reserve was programmed for FY 1987 and subsequent years in accordance with Resolution No. 86-638.

The FY 1987 program is being held to the same total level as that of FY 1986. Due to uncertainties of federal legislation, it is likely to be reduced, and further amendments to the TIP will be required later in the year to program the reserve to a particular set of planning, engineering and capital improvements. As it now stands, the program calls for:

• Metro Planning	\$ 100,000	(Line 233)
• Capital Reserve	8,511,348	(Line 248)
• Operating Assistance	4,661,082	(Line 249)
	<u>\$13,272,430</u>	
	TOTAL	

SPECIAL TRANSPORTATION

Eight new special transportation projects were added to the TIP totaling \$242,976 and covering the purchase of vehicles. Their inclusion was based on the need and the applicants' agreement to coordinate service with the LIFT Program. The potential recipients are:

Albertina Kerr Centers for Children
 Lambert House Adult Day Care
 Reach Center for Children
 Volunteers of America of Oregon
 Waverly Children's Home
 Colton Senior Center
 Clackamas Loaves and Fishes
 Gladstone Seniors

Inclusion of these projects in the TIP will allow the applicants to request 16 (b) (2) funding from ODOT, which, in turn, will award funds following consideration of other applications throughout the state.

OTHER PROGRAMS

This Section of the TIP consists of and is organized by funding for:

Federal Aid Interstate System
State Highway Funds Financing
Other -- Federal Aid Primary, Highway Bridge
Replacement, and other funding sources
Title II Safety Program
Bicycle Transportation

The most significant change in this TIP update has been the addition of a new category devoted to state funding, wherein the state participates in part or in whole in the development of a project and its funding. The projects use funds generated by the Fuel and Equivalent Truck taxes. This funding source has been expanded to include State Modernization projects (\$200 million statewide) made possible by the recently approved two-cent per gallon increase in gas tax.

Four State Modernization projects of immediate interest appear in the TIP for FY 1986 and FY 1987: Shute Road improvements (Line 351) (north of Hillsboro), and State Street corridor (Line 340) (Lake Oswego) in FY 1986; and Northeast Portland Highway between 82nd Avenue and I-205 (Line 369), and Sunset/Cornelius Pass Road interchange (Line 367) in FY 1987. These and other state financed projects in the TIP may be funded in part from other sources including local financing.

Other State Modernization projects of significance to the region have been programmed in FY 1988 and beyond:

Johnson Creek Boulevard Improvements	(Line 345)
N.E. 181st Avenue Extension	(Line 346)
Scholls Highway Improvements	(Line 348)
Sunset/Canyon Court Interchange	(Line 349)

Every two years, ODOT updates the Six-Year Highway Improvement Program, adding an additional two years of funding and of projects which carry out the goals of maintenance, preservation, and modernization of the highway system. Through the Metro planning process, Clackamas County, Multnomah County, the City of Portland, and Washington County prepared a list of priority projects to be considered for inclusion in the Program. This process began in early 1985 and recently culminated in a regional consensus of recommended priority projects. In general, the Metro region projects selected and appearing in the Six-Year Highway Improvement Program are consistent with the adopted regional priorities.

In June 1986, JPACT commended ODOT for its effort in preparing the Six-Year Highway Improvement Program, in following an open process and for listening to local concerns. The Department has been responsive in selecting projects for funding from amongst the high priority projects adopted by the Portland region rather than the many other possible good candidates.

All projects in the "Other Programs" section of the TIP have been programmed in accordance with the State Highway Division's

proposed Six-Year Highway Improvement Program released in June 1986. Final adoption by the Transportation Commission of the Six-Year Highway Improvement Program and its formal issuance may require minor and corresponding changes to the TIP at a later date.

FEDERAL-AID URBAN SYSTEM PROGRAM

With the allocation of FY 1986 Federal Aid Urban Funds, the last of eight funding transfers was made and fulfilled the agreement between the Metro region and the State Highway Division. This final transfer was in the amount of \$1,486,925.

In a following action, \$19,030 of FAU funds was released as the Portland region's contribution toward the Oregon Roads Finance Study. The City of Portland took separate action in providing its pro rata share to the study.

Finally, the Gramm-Rudman Bill cut further into the allocation with a 4.3 percent reduction amounting to \$177,217. This and the other actions are summarized below:

FY 1986 Allocation	\$ 4,121,339
Final Transfer	-1,486,925
Oregon Roads Study	-19,030
Gramm-Rudman	-177,217
AVAILABLE	<u>\$ 2,438,167</u>

The amount available was then distributed in accordance with adopted procedures:

Region (Reserve)	\$ 1,390,993
City of Portland	997,101
Forest Grove	50,073
TOTAL	<u>\$ 2,438,167</u>

The \$1.4 million assigned to the reserve plus a FY 1985 carry-over of \$10,769 provided a FY 1986 availability of \$1,401,762. This was distributed to the jurisdictions (and their projects) in the following manner:

Previous Commitments		
Boones Ferry Road	\$ 709,310	(Line 462)
Tri-Met	135,021	(Line 474)
SUB-TOTAL	<u>\$ 844,331</u>	
Resolution No. 86-640		
Burnside (Stark to 223rd)	\$ 169,000	(Line 460)
Allen Boulevard	105,000	(Line 468)
Boones Ferry Road -- Unit 2	385,899	(Line 462)
SUB-TOTAL	<u>\$ 659,899</u>	
TOTAL	\$ 1,504,230	
Draw on FY 1987 Region Funds	<u>-\$ 102,468</u>	(Line 482)

The FY 1987 program appearing in the TIP assumes an allocation, with Gramm-Rudman applied, of \$3.9 million. Of this amount, the City of Portland (Line 451) would receive \$1.6 million and the region (Line 482) \$2.3 million. The TIP reflects these estimated allocations for FY 1987 through FY 1990. With little specifics known at this time, reductions greater than estimated here could affect the FAU program and require revisions to the TIP.

Air Quality

The TIP is in conformity with the Oregon State Implementation Plan (SIP) for Air Quality adopted in 1982. Updates to the carbon monoxide and ozone plans demonstrate attainment of both standards by 1987. All projects specified in the SIP as necessary for attainment of these standards are included in the TIP. In addition, the TIP has been reviewed to ensure that it does not include actions which would reduce the effectiveness of planned transportation control measures.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 86-686.

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