

AGENDA MANAGEMENT SUMMARY

TO: JPACT
FROM: Executive Officer
SUBJECT: Endorsing the Use of Section 3 Funds for Selected Transit Projects in Exchange for Interstate Transfer Funds

I. RECOMMENDATIONS:

- A. ACTION REQUESTED: Recommend adoption of the attached Resolution amending the TIP to revise certain transit projects' authorization for the use of Section 3 and Interstate Transfer funding.
- B. POLICY IMPACT: This Resolution will adopt the following actions:
- . Transfer the authorization for the use of Interstate Transfer funds from a series of regionwide transit projects to the Banfield in exchange for Section 3 funds previously committed to the Banfield (Note: transit projects affected include Westside Corridor, Milwaukie Transit Station, Oregon City Transit Station, Tigard Transit Station, McLoughlin transit improvements, buses, Portland transit transfers, and Northwest Transit Station).
 - . Establish a Section 3 reserve to be used for escalation on the revised Section 3 authorizations and completion of other transit projects.
 - . Establish a Section 3 project development and annual programming process.
 - . Provide a commitment to highway projects in Washington County for priority scheduling of \$2 million per year of their Interstate Transfer authorizations for FY 83-85 under the condition that, if sufficient annual funding is not received, a proportionate increase will be provided.
- C. BUDGET IMPACT: None.

II. ANALYSIS:

- A. BACKGROUND: During 1981, considerable efforts went into negotiations with the Federal Government regarding funding for this region's transfer program, in particular, Banfield transitway funding commitments, Interstate Transfer funding needs for other highway projects and Section 3 funding commitments for other transit projects. This effort was necessitated by the Administration's desires to eliminate all

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ENDORSING THE)	RESOLUTION NO.
USE OF SECTION 3 FUNDS FOR)	
SELECTED TRANSIT PROJECTS IN)	Introduced by the Joint
EXCHANGE FOR INTERSTATE TRANSFER)	Policy Advisory Committee
FUNDS)	on Transportation

WHEREAS, The Portland metropolitan area Interstate Transfer Program consists of \$464.88 million in projects (in June 30, 1981 dollars); and

WHEREAS, The funding program for the Banfield Transitway consists of \$123,569,278 (in June 30, 1981 dollars) in Interstate Transfer funding and \$85.7 million (in escalated dollars) in Section 3 Urban Mass Transportation Administration (UMTA) Capital Assistance; and

WHEREAS, The federal government has committed to complete the Banfield Transitway with \$8.9 million of Section 3 UMTA Capital Assistance with the balance from Interstate Transfer funding; and

WHEREAS, The federal government has committed to provide the remaining \$76.8 million in Section 3 Capital Assistance originally intended for the Banfield Transitway for non-rail transit purposes; now, therefore,

BE IT RESOLVED,

1. That the adopted Interstate Transfer and Section 3 funding authorizations are revised as follows:

Project	INTERSTATE TRANSFER		SECTION 3	
	June 30, 1981 \$		June 30, 1981 \$	
	Current Authorization	Shift	Current Authorization	Shift
Milwaukie Transit Stn.	\$ 1,457,203	-\$ 1,457,203	0	+\$ 1,371,484
McLoughlin Transit Imp.	1,109,608	- 1,109,608	0	+ 1,044,337
Oregon City Transit Stn.	680,000	- 680,000	0	+ 640,000
Tigard Transit Center	1,020,000	- 1,020,000	0	+ 960,000
Buses	1,370,897	- 1,370,897	0	+ 1,290,256
Portland Transit Transf.	2,613,795	- 2,613,795	0	+ 2,460,042
Northwest Transit Stn.	85,000	- 85,000	0	+ 80,000
Westside Corridor Res.	63,661,074 ¹	- 46,719,860	0	+ 43,971,633
Section 3 Reserve	0	0	0	+ 24,982,248
Banfield Transitway	123,569,278	+ 55,056,363	\$85,700,000	- 76,800,000
	\$195,566,855	0	\$85,700,000	0

¹Westside unobligated balance (\$63,661,074) less shift (\$46,719,860) = \$16,941,214.

2. That the Transportation Improvement Program (TIP) Subcommittee is directed to pursue additional shifts between the above Section 3 authorizations and committed Interstate Transfer authorizations as mutually agreed by the affected jurisdictions.

3. That the Section 3 funding is provided to complete the project objectives originally established for the authorized Interstate Transfer funding, as described in Attachment "A."

4. That the unobligated portion of Section 3 funding allocated to each project will be escalated with the National Construction Cost Index with the Section 3 Reserve adjusted accordingly.

5. That the balance of the Section 3 Reserve is set aside as needed for the completion of the Banfield Transitway.

6. That Tri-Met will be the applicant for all Section 3 grants and all grant applications will be approved by the Tri-Met Board.

7. That all Section 3 grant applications must be endorsed by TPAC, JPACT and the Metro Council for inclusion in the TIP and must distinguish between Section 3 "trade" funding consistent with the authorized funding level and "discretionary" Section 3 funding.

8. That Tri-Met is intended to provide the local match for transit projects subject to final agreement between Tri-Met and the affected jurisdiction on a project-by-project basis.

9. That the TIP Subcommittee will serve as the regional working group to monitor project development on candidate projects and develop recommendations on the scheduling of projects and funding for inclusion in the TIP and the Section 3 grant application.

10. That Section 3 project development to meet specified project objectives will be a cooperative effort of Tri-Met, Metro, ODOT and the affected jurisdiction following a mutually acceptable monitoring and decision-making process.

11. That the Westside Corridor Section 3 Reserve (\$43,971,633) and Westside Corridor Interstate Transfer Reserve (\$16,941,214) will be allocated through the process previously established for allocation of the Westside Corridor Reserve.

12. Because of the Section 3/(e)(4) funding trade, the seven-year (e)(4) highway funding program will be developed to provide highway projects in Washington County \$2 million per year in additional funds beyond the normal allocation for the period from FY 1983-85. However, if the annual federal appropriation is below the amount needed for an evenly distributed seven-year program, projects in Washington County will receive a proportionate amount

above its normal allocation. Over time, the total amount of funds so prioritized will equal \$6 million.

ADOPTED by the Council of the Metropolitan Service District
this _____ day of _____, 1982.

Presiding Officer

AC/srb
5568B/107
03/26/82

A G E N D A M A N A G E M E N T S U M M A R Y

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 - . Establish a Section 3 Reserve to be used for escalation on the revised Section 3 authorizations and completion of other transit projects.
 - . Establish a Section 3 project development and annual programming process.
 - . Provide a commitment to highway projects in Washington County for priority scheduling of \$2 million per year of their Interstate Transfer authorizations for FY 83-85 under the condition that, if sufficient annual funding is not received, a proportionate increase will be provided.

TPAC and JPACT have reviewed and approved this endorsement. However, a letter was introduced at the JPACT meeting from the Mayor of the City of Troutdale expressing concern over Resolve #12 in the Resolution.

- C. BUDGET IMPACT: None.

II. ANALYSIS:

- A. BACKGROUND: During 1981, considerable efforts went into negotiations with the Federal Government regarding funding for this region's transfer program, in particular, Banfield transitway funding commitments, Interstate Transfer funding needs for other highway projects and Section 3 funding commitments for other transit projects. This effort was necessitated by the Administration's desires to eliminate all

new rail starts with Section 3 funding and reduce the FY 82 appropriation for Interstate Transfer funding. Since the Banfield LRT is programmed to use some \$85.7 million of Section 3 funding, this would involve a significant delay. Furthermore, since the Banfield highway improvements were programmed for some \$63 million of Interstate Transfer highway funding in FY 82, the reduced appropriation would mean little if any funding for other Interstate Transfer funded highway projects throughout the region.

To keep the region's transportation program on schedule and accommodate the Administration's desires, to the greatest extent possible, the following actions were taken:

- . A commitment was provided to complete the Banfield transitway on schedule with Interstate Transfer funding.
- . Since the above change would involve a local change in Interstate Transfer funding authorizations to increase the Banfield authorization, a commitment was made to provide the Section 3 funding previously committed to the Banfield to implement other "non-rail" transit projects throughout the region.
- . A commitment was made to fund a portion of the Banfield "highway" construction with Interstate Transfer "transit" funding to reduce the competition for scarce highway funding, thereby allowing other regionwide highway projects to be built.

All of these commitments are in place through Congressional action; a full-funding contract has been signed for the Banfield and a Section 3 Letter of Intent has been drafted for the other transit projects. The action necessary at the local level is to identify which Interstate Transfer authorization should be shifted to the Banfield in exchange for Section 3 funding. Since the Interstate Transfer Program is for a fixed \$464.88 million (in June 30, 1981 \$) and is fully authorized to various projects, a simple increase in the Banfield authorization is not possible; rather, a transfer is required. Since the replacement Section 3 funding can only be spent on transit projects, it is preferable to shift authorization from transit projects to the Banfield rather than highway projects. The list of projects involved represents all transit projects in the region and the majority of funding set aside for the West-side Corridor project. The impact of the shift of Interstate Transfer for Section 3 funds involve the following:

- . Provision of sufficient Interstate Transfer authorization for the Banfield.
- . Narrowing of the eligibility of what the replacement Section 3 funding can be spent on to strictly transit improvements (the Interstate Transfer funding could

have been spent on either transit or highway projects).

- . Acceleration of the schedule of when the funding would be received by five years.

The final effect of the Resolution is to provide priority commitment for highway funding for Washington County projects. The basis for this commitment is that the shift in funding accomplished by this Resolution limits the flexibility of how the Westside Corridor funding can be spent. In addition, this action removes the majority of the Westside Corridor project funding from "Category I" Interstate Transfer funding status (Category I funding status was established by Resolution 81-247 for the Westside, Banfield, I-505 Alternative, McLoughlin Boulevard and Powell Boulevard with the intent to provide a preferential funding schedule over other regionwide projects). Since Washington County has a well documented need for highway improvements, priority scheduling is appropriate.

B. ALTERNATIVES CONSIDERED:

- . Incur a delay to the Banfield due to the "No New Rail Starts" policy.
- . Retain Section 3 funds on the Banfield and seek Congressional action each year for five years to release the funding. This alternative would mean building a major public works project without funding certainty and would delay receipt of state local match for the LRT project.
- . Shift Interstate Transfer authorization from various highway projects to the Banfield. This alternative would involve elimination of these highway projects since they could not be built with the replacement Section 3 funding.

- C. CONCLUSION: Metro staff recommends approval of the Resolution since it keeps the Banfield on schedule and accelerates regionwide transit projects.

AC:lmk
3-31-82

Attachment "A"

Section 3 Project Objectives

A. Milwaukie Transit Station

1) Project Objectives

- . Provide a focus for bus routes connecting the Southern Corridor to central Portland (via McLoughlin) and the Clackamas Town Center (via Railroad/Harmony Road).
- . Provide improved local bus service.
- . Provide improved transit service from the Southern Corridor market to Milwaukie.
- . Enhance the viability of business development in downtown Milwaukie.
- . Improve pedestrian access to the Willamette River in downtown Milwaukie.

2) Project Scope

- . Implement immediate short-term transfer facility.
- . Reserve funding for permanent long-range transit station.

B. Oregon City Transit Station

1) Project Objectives

- . Provide a focus for bus routes connecting the Oregon City area to Milwaukie, Clackamas Town Center and Lake Oswego.
- . Provide improved service from the Southern Corridor to downtown Oregon City.
- . Enhance the viability of business development in downtown Oregon City.

C. McLoughlin Transit Improvements (south of Milwaukie)

1) Project Objectives

- . Improve transit operations and safety along McLoughlin Boulevard.
- . Integrate transit and pedestrian facilities with existing and proposed high density development along McLoughlin Boulevard.

- . Provide a convenient location for park-and-ride to serve the Oregon City area and Oregon City Bypass market.
- . Provide efficient and attractive bus operating speeds for the regional trunk route connecting from the Oregon City Transit Station, through the Oregon City Park-and-Ride to the Milwaukie Transit Station.

2) Project Scope

- . Provide bus priority treatment, shelters and pedestrian connections along McLoughlin Boulevard.
- . Provide necessary improvements for bus and auto access to the Oregon City Park-and-Ride.
- . Consider refurbishing of the Portland Traction Company Bridge for bus use.

D. Tigard Transit Station

1) Project Objectives

- . Provide a focus for buses connecting the Tigard area to central Portland, Beaverton and Lake Oswego.
- . Provide improved service from the Southwest Corridor to Tigard.
- . Enhance the viability of business development in downtown Tigard.

E. Westside Transitway Corridor

1) Project Objectives

- . Improve transportation service levels.
- . Minimize neighborhood infiltration of regional traffic.
- . Promote efficient land use patterns.
- . Reduce hydrocarbon emissions and conserve energy.
- . Maintain reasonable access to job opportunities.
- . Balance the Westside transportation system to improve travel conditions on local roads, in the Sunset Corridor, the Highway 217 Corridor and the I-5 Corridor.
- . Improve transit operating efficiencies.

2) Project Scope

- . Improve transit service on the Westside through the preferred alternative from among the following:
 - a) Major bus service expansion
 - b) A busway in the Sunset Corridor from Portland to Beaverton
 - c) LRT in the Sunset Corridor from Portland to west of Beaverton
 - d) LRT in the Multnomah Corridor from Portland to west of Beaverton
- . Identify needed highway improvements that, in combination with the transit expansion, will create a balanced transportation system.

F. Buses

Acquire buses for expansion of service in the McLoughlin Boulevard Corridor.

G. Portland Transit Transfers

1) Project Objectives

- . Improve the efficiency of transit service.
- . Improve the convenience of transferring between routes.
- . Promote increase transit ridership.

2) Project Scope

- . Provide the following transit improvements as needed at transfer locations: bus shelters, kiosks, information signing, transfer directional signing, trash receptacles and telephones.
- . Provide the following street improvements as needed at transfer locations: enlarged pedestrian waiting areas, sidewalks, stairways, bus pullout lanes, bus bays, crosswalks, traffic signals.

H. Northwest Transit Station

1) Project Objectives

Improve transit access to the Northwest industrial area by facilitating transfers between the various routes serving the area.

2) Project Scope

Provide an off-street transfer facility with pedestrian amenities.

AC:lmk
1-28-82



City of Troutdale

104 Kibling Street (503)685-5175
Troutdale, Oregon 97060

April 7, 1982

JPACT

c/o Charles Williamson, Chairman
Metropolitan Service District
527 S.W. Hall Street
Portland, OR 97201

Dear Members:

The Troutdale City Council after review of the proposed resolution to endorse the use of Section 3 Funds for selected transit projects in exchange for Interstate Transfer Funds supports in concept the proposal, however, cannot support the resolution. Specifically, the Council takes exception to the inclusion of Condition 12 as a component of the resolution. The City Council perceives the resolution (with the exception of Condition 12) as necessary to ensure the completion of essential transit and transportation projects, however, Condition 12 does not enhance and may detract from this effort.

Recently the East Multnomah County Transportation Committee adopted an 8-year work program which is consistent with the Regional Transportation Plan. The 8-year program not only takes into account the contribution various projects make toward the resolution of the regions transportation problem, but also takes into account the timing and phasing of projects to ensure the efficient expenditure of the public dollar. If Condition 12 is made part of the resolution the ability to implement the adopted 8-year work program may be aggravated unnecessarily.

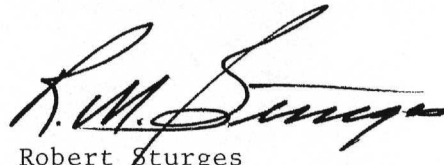
Moreover, the Council would have less reservation about Condition 12 if there was some demonstration that additional monies are needed to resolve specific Washington County area transportation problems that affect the regions transportation program. Since Washington County jurisdictions have been unable to identify a collective strategy to resolve regional transportation problems, the Council has serious reservation as to whether additional public dollar should be ear-marked for use in the Washington County area.

The City Council realizes that the Joint Policy Advisory Committee on transportation has a difficult task of balancing equitably the regions resources while ensuring the regions overall transportation needs are best served. The City Council believes that as proposed the resolution does not equitably distribute the regions resource nor assure that the regions overall transportation needs are met. Therefore, the Troutdale City Council urges the Joint Policy Advisory Committee on Transportation recommend to the Metropolitan Service District Council to amend the aforementioned resolution by deleting Condition 12.

Thank you for taking this matter under consideration.

Sincerely,

CITY OF TROUTDALE



Robert Sturges
Mayor

RS:kasc

cc: City of Gresham
Multnomah County

COMMITTEE MEETING TITLE

JPACT

DATE

3/11/82 — 7:30 am

NAME

AFFILIATION

✓ Dick Posenowski	City of Vancouver
✓ Jim Fisher	Washington County
✓ Michael Schoat	City of Portland
q STEVE DOTTERER	CITY OF PORTLAND
q VIC RHODES	"
q Ted Spence	ODOT
✓ LARRY COLE	CITIES OF WASHINGTON COUNTY
✓ ED FERGUSON	WSDOT
✓ Charlie Williamson	Metro
✓ Condy Kirkpatrick	Metro
✓ Star Janning	TRI-MET
S- Rick Gustafson	Metro
✓ Marge Kufner	Metro
✓ Vern Pleyres	Clark County
✓ Off. Thurst	Cities of Mult. County
✓ Bob Bohman	ODOT
q Larry Rice	WASH. Co.
q Winston Kveth	Clark Co.
q PAUL BAY	TRI-MET
q David Peach	WSDOT
q Martin Nizlek	Wash Co.
q John Price	FIWA
q Bebe Rucker	Mult. Co.

COMMITTEE MEETING TITLE TPACT

DATE 3/11/82 - 7:30 am

NAME

AFFILIATION

9 Sarah Salazar

Brie Pettus

Port of Portland

Metro

Karen Thackston

2

5 Reg Henwood

4

S James Gieseking

1

S. Keith Lawton

✓

of Bruce Etlinger

metro (councilor)

5 Andy Cotugno

Metro