

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

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

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

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

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

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

WHEREAS, Metro proposes to initiate, as the next regional priority after the Westside Corridor, preparation of an Alternatives Analysis and Draft Environmental Impact Statement in the Portland to Milwaukie to Clackamas Town Center corridor and in the I-205 Corridor from Portland International Airport to Clackamas Town Center; and

WHEREAS, Metro and IRC have jointly approved a Bi-State Study work program to evaluate the adequacy of the existing transportation system and the currently adopted Regional Transportation Plan to meet existing and projected bi-state travel demands and to determine whether or not and when to initiate Alternatives Analysis/DEIS for a bi-state transit corridor; and

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

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

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

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

BE IT RESOLVED:

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

2. That technical and project coordination oversight of the Eastside Systems Planning studies shall be provided through establishment of an Eastside LRT Systems Planning Technical Advisory Committee to include membership from each affected agency and jurisdiction.


3. That policy oversight for the I-205/Milwaukie Study shall be provided through JPACT; and

4. That technical and project coordination oversight for the I-205/Milwaukie Study shall be provided through establishment of a joint I-205/Milwaukie Planning Management Group with an I-205 Technical Advisory Committee and a Milwaukie Technical Advisory Committee.

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

6. That these high capacity transit studies will be coordinated with each other in concept as defined in Exhibit A.

ADOPTED by the Council of the Metropolitan Service District this 10th day of May, 1990.



Tanya Collier, Presiding Officer

ADOPTED by the Board of Directors of the Intergovernmental Resource Center this ____ day of _____, 1990.

John Magnano, Chair



METRO

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

Memorandum

Date: January 3, 1990
To: Intergovernmental Relations Committee
From: Jessica *JPM* Marlitt, Council Analyst
Regarding: AGENDA ITEM NO. 6 -- RESOLUTION NO. 90-1179, ESTABLISHING AN ORGANIZATIONAL STRUCTURE FOR OVERSEEING HIGH CAPACITY TRANSIT STUDIES

The Committee considered this resolution earlier, December 5, 1989, as Resolution No. 89-1179, "Establishing an Organizational Structure for Overseeing North-South High Capacity Transit Studies." At that time, Committee members DeJardin, Devlin and Gardner voted unanimously to recommend Council adoption of Resolution No. 89-1179 (Councilors Collier and Bauer were excused). However, the resolution was not included in the December 14, 1989, Council agenda because the Transportation Policy Alternatives Committee (TPAC) had not taken final action and potential amendments were expected.

Resolution No. 90-1179 differs from Resolution No. 89-1179 as follows:

- 1) The title no longer includes "North-South" in describing the high capacity transit studies;
- 2) The fifth "Whereas" (Resolution page 1) adds the "Westside project from 185th Avenue to Hillsboro" in describing the preparation of Alternatives Analyses and Draft Environmental Impact Statements;
- 3) The third "Whereas" on page 2 combines two former statements addressing separately IRC and C-TRAN studies;
- 4) The last "Whereas" on page 2 uses "throughout the region" in describing coordination efforts, replacing more specific language that had detailed the "north-south corridors between Clark County and Oregon City...";
- 5) Under "Be It Resolved", no. 1, the "Eastside Systems Planning Study" description replaces "Bi-State high capacity transit studies";
- 6) "Be It Resolved" no.'s 5 and 6 are new.

Transportation Department Director Andy Cotugno, Metro extension 152, can answer any questions you may have about the reasons for and implications of these changes.

jpmthree b:\901179.mem

STAFF REPORT

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

Date: December 5, 1989

Presented by: Andrew C. Cotugno

PROPOSED ACTION

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

FACTUAL BACKGROUND AND ANALYSIS

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

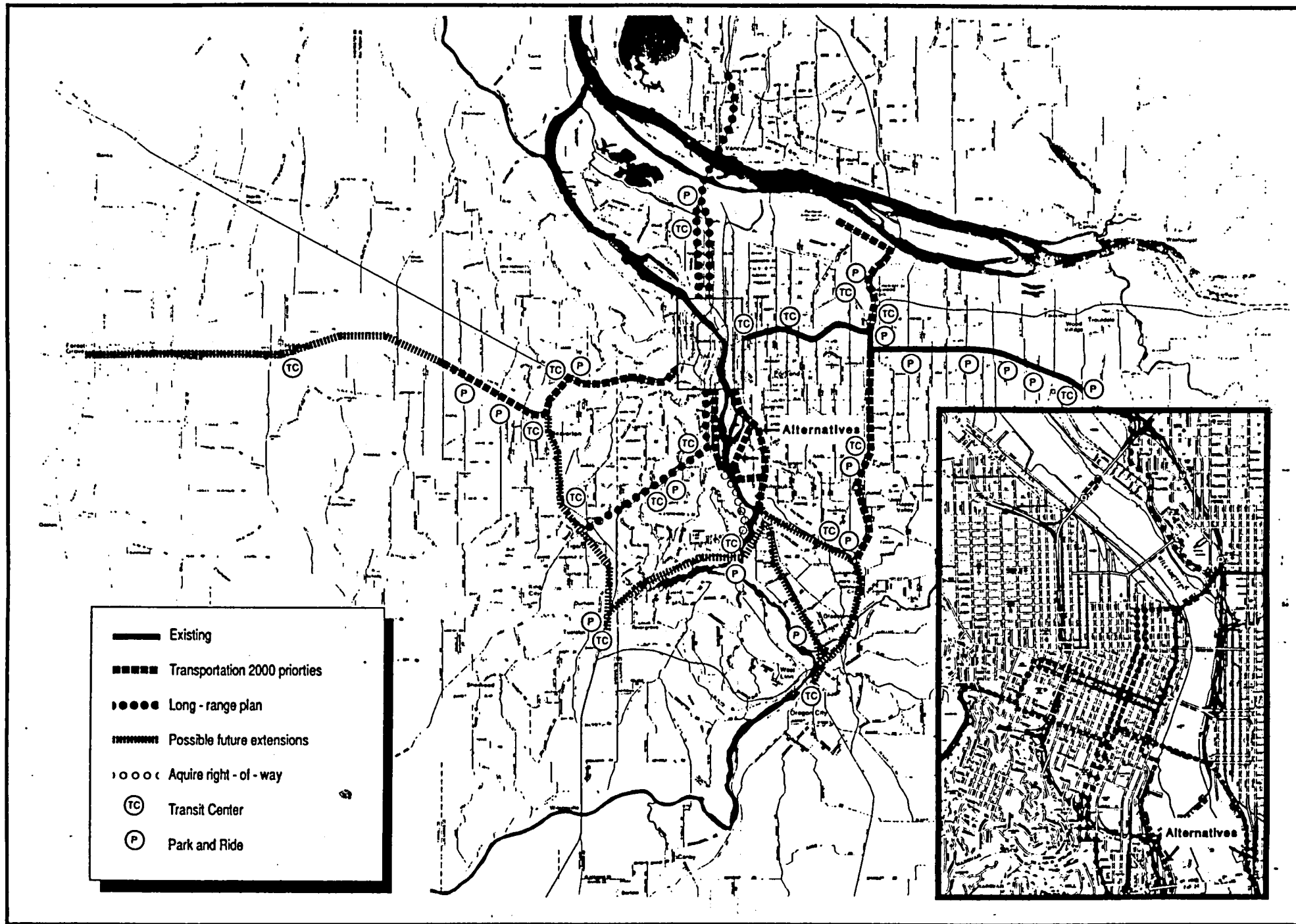
Because of the large amount of LRT planning underway or proposed, it is important to organize activities to allow for the most efficient conduct of the work, to ensure participation by the jurisdictions affected by the decisions that must be made and to ensure proper consideration of functional and financial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

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

EXECUTIVE OFFICER'S RECOMMENDATION

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

Attachment



Long-Range Regional Transitway System

Figure 4-5

JOINT RESOLUTION OF THE
METROPOLITAN SERVICE DISTRICT
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FOR THE PURPOSE OF ESTABLISHING) METRO RESOLUTION NO. 90-1179
AN ORGANIZATIONAL STRUCTURE FOR) IRC RESOLUTION NO. _____
OVERSEEING HIGH CAPACITY)
TRANSIT STUDIES)

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

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

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

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

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

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

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

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

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

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

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

BE IT RESOLVED:

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

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

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

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

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

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

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

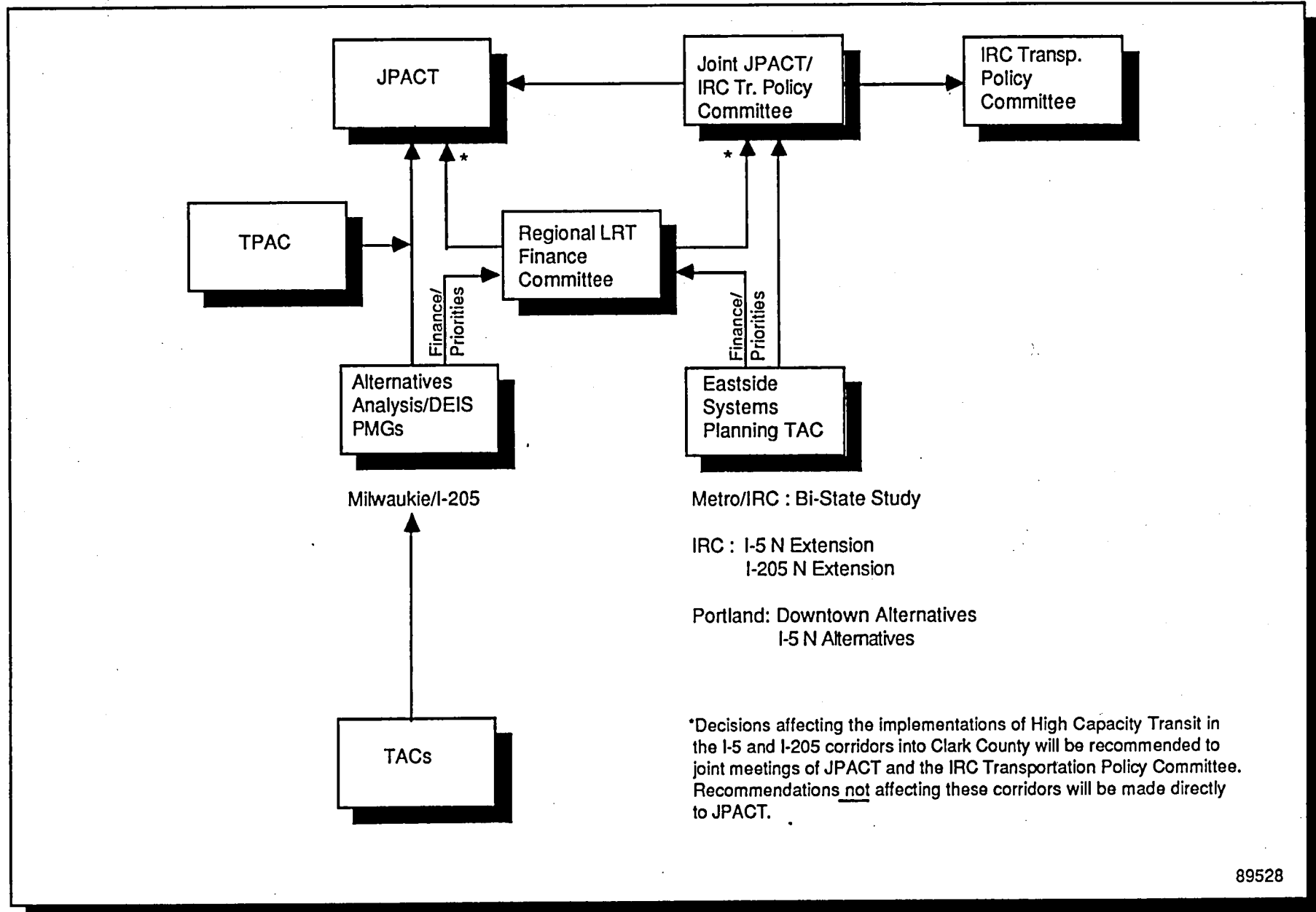
ADOPTED by the Council of the Metropolitan Service District this ____ day of _____, 1990.

, Presiding Officer

ADOPTED by the Board of Directors of the Intergovernmental Resource Center this ____ day of _____, 1990.

Jane Van Dyke, Chair

Regional LRT System : Decision-Making Process



Regional LRT System

Organization and Responsibilities

I. I-205/MILWAUKIE ALTERNATIVES ANALYSIS/DEIS

A. I-205 Technical Advisory Committee (TAC)

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

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

B. Milwaukie Technical Advisory Committee (TAC)

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

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

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

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

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

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

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

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

III. EASTSIDE LRT SYSTEMS STUDY

A. Technical Advisory Committee

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

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

IV. HIGH CAPACITY TRANSIT FINANCE COMMITTEE

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

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

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

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

V. JOINT JPACT AND IRC TRANSPORTATION POLICY COMMITTEE

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

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

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

VI. JPACT AND IRC TRANSPORTATION POLICY COMMITTEE

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

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

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

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

I-205 Alternatives Analysis: How to Proceed

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

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

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

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

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

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

Options:

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

INTERGOVERNMENTAL RELATIONS COMMITTEE REPORT

RESOLUTION NO. 90-1179, FOR THE PURPOSE OF ESTABLISHING AN ORGANIZATIONAL STRUCTURE FOR OVERSEEING HIGH CAPACITY TRANSIT STUDIES

Date: April 25, 1990

Presented by: Councilor McFarland

COMMITTEE RECOMMENDATION: At the April 24, 1990, Intergovernmental Relations Committee meeting, Councilors Devlin, Gardner, Ragsdale and myself voted unanimously to recommend Council adopt Resolution No. 90-1179. Councilor Bauer was excused.

COMMITTEE DISCUSSION/ISSUES: Transportation Department Director Andy Cotugno presented the resolution and recalled the Committee reviewed an earlier draft in December, 1989. The resolution establishes a light rail/high capacity transit planning, review and coordination structure between the Portland/Vancouver metropolitan areas' designated federal "Metropolitan Planning Organizations" -- Metro in Oregon and the Intergovernmental Resource Center (IRC) in Washington.

Since December, the Joint Policy Advisory Committee on Transportation (JPACT) has been working with Clark County representatives to develop an acceptable light rail planning decision-making process. Chair Ragsdale praised the efforts of Clark County Commissioner Sturdevant to facilitate and negotiate the organization structure recommended by Resolution No. 90-1179.

Mr. Cotugno noted Resolution No. 90-1179 follows 4 premises:

- 1) Addresses planning questions for all projects after Westside;
- 2) Acknowledges basic priorities as set: the I-205/Milwaukie corridor as the next project area, with bi-state travel corridors following;
- 3) Recognizes future decisions to make of how many corridors/segments to pursue at any one time; i.e., whether to move ahead with bi-state corridors while working on the I-205/Milwaukie project(s);
- 4) Builds upon the region's existing decision-making structures -- Metro as Oregon's MPO, with JPACT as the cooperative local forum; IRC as Washington's MPO, with the IRC Transportation Committee as the cooperative forum -- but provides for more frequent communication and better coordination.

The fourth premise resulted from the desire to avoid creating a new, joint decision-making body and having to wrestle with the issues of representation, veto powers, etc. Mr. Cotugno clarified any LRT planning decisions under the proposed structure will follow the same Metro Council approval process as now occurs for JPACT.

The Transportation Policy Alternatives Committee (TPAC) and JPACT unanimously endorsed the resolution.

STAFF REPORT

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

Date: December 5, 1989

Presented by: Andrew C. Cotugno

PROPOSED ACTION

This resolution would establish an organizational framework for LRT studies throughout the region and establish the oversight committees required for the bi-state elements and I-205/Milwaukie studies.

TPAC and JPACT have reviewed this organizational framework and recommend approval of Resolution No. 90-1179.

FACTUAL BACKGROUND AND ANALYSIS

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

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

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

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

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

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

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

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

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

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

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

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

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

1. The Westside project from Portland to Beaverton is in Step 3 - Preliminary Engineering/FEIS and is scheduled for completion during 1990. PE/FEIS funding has already been budgeted through Tri-Met Section 9 funds.
2. A request has been submitted to UMTA to allow Step 2 - AA/DEIS to begin on the extension of the Westside from Beaverton to Hillsboro. Successful completion of the AA/DEIS is required for the extension to proceed into PE/FEIS and "catch up" with the overall Westside project. AA/DEIS funding has already been budgeted through Tri-Met Section 9 funds.
3. A request has been submitted to UMTA to allow Step 2 - AA/DEIS to begin on the I-205 corridor between Portland International Airport and the Clackamas Town Center. AA/DEIS funding has already been budgeted through the use of Buslane Interstate Transfer funds.
4. Authorization has been given by JPACT and the Metro Council to submit a request to UMTA to allow Step 2 - AA/DEIS to proceed in the Milwaukie Corridor from Portland to Milwaukie. McLoughlin Corridor Interstate Transfer funding has been budgeted for the AA/DEIS work from Portland to Milwaukie and further Systems Planning work from Milwaukie to Clackamas Town Center and Milwaukie to Oregon City.
5. The I-205 and Milwaukie studies will be coordinated to allow an initial phase to proceed immediately to define which segments should move forward into the full Alternatives Analysis process. The specific scope of work is yet to be finalized with UMTA.
6. JPACT and IRC have adopted a Bi-State work program to conduct further Systems Planning on LRT in the I-5 and I-205 corridors across the Columbia River and for LRT extensions into Clark County. Funding has been provided in the existing Metro and IRC budgets with supplemental funding from Tri-Met and C-TRAN.

7. Portland has budgeted for Systems Planning activities to allow examination of additional LRT alignments in the I-5 North corridor and to further evaluate the need and timing of downtown alignments including consideration of a subway. Funding has been provided in the existing Metro budget for needed transit ridership forecasts.

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

1. The process focuses on LRT issues after the Westside to Hillsboro which is designated the region's number one priority.
2. Decisions regarding financing and regional priorities will be done in the context of the priorities already set which call for the decision on the next corridor after the Westside to be finalized through a coordinated I-205/Milwaukie study.
3. Committees are combined where significant overlap of issues or alternatives exist; separation is recommended to maintain the focus of the correct set of committee members on their area of interest.
4. Overall policy oversight is provided through the existing JPACT and IRC Transportation Policy Committee structure rather than a new committee.
5. Membership on individual committees is targeted only to those affected.
6. The scope of work for an Alternatives Analysis/DEIS is significantly greater than Systems Planning and requires a higher level of management oversight. As such, a "Planning Management Group" is recommended for AA/DEIS work in addition to Technical Advisory Committees.
7. A regional LRT Finance Committee is proposed to make recommendations affecting the priority and financing strategy for each corridor relative to one another. This committee will have a balanced regionwide membership to make recommendations

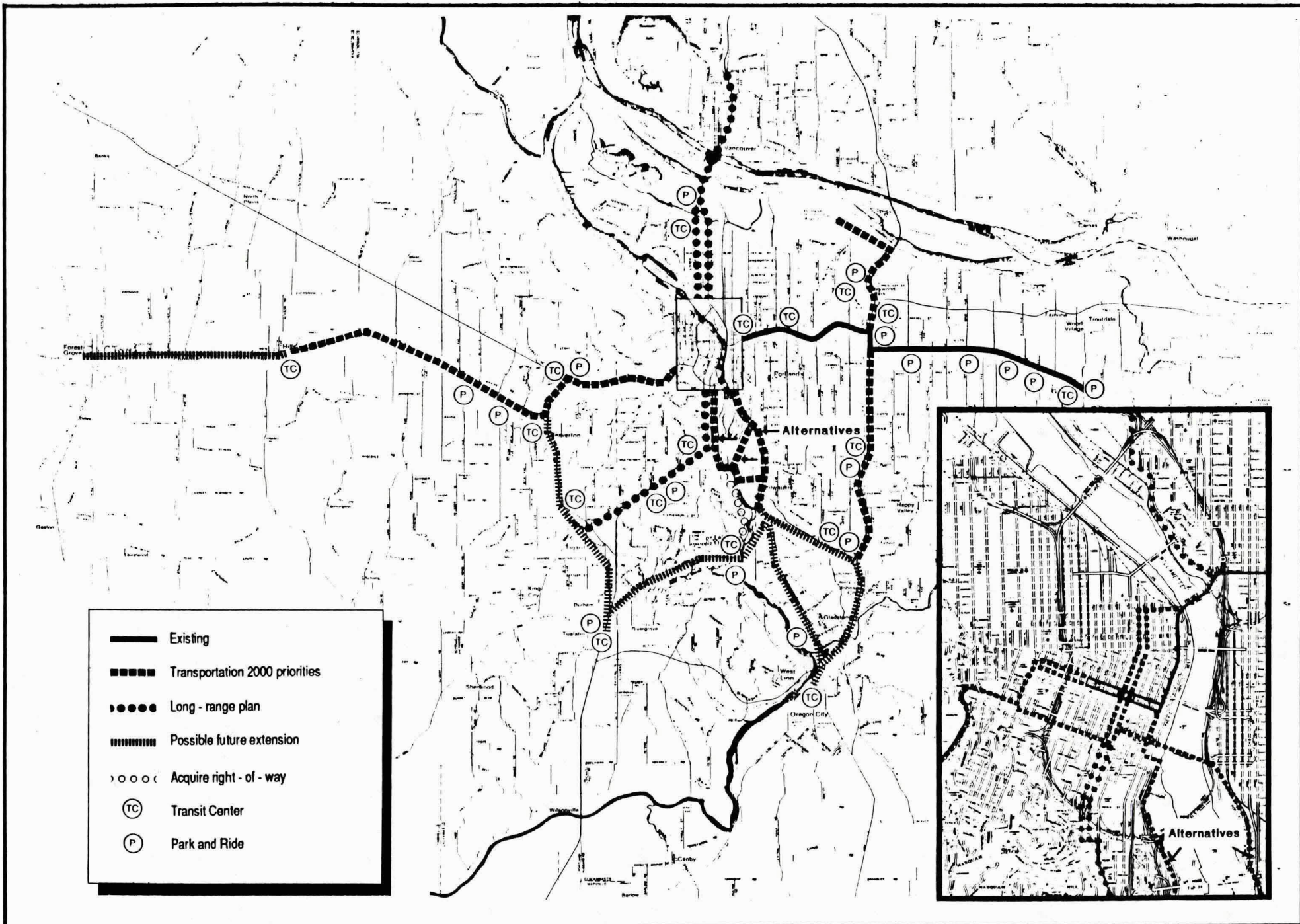
on regionwide priorities and trade-offs.

8. Decision-making is focused on Oregon and Washington jurisdictions for decisions pertinent to their area with a significant need for bi-state coordination on issues affecting I-5 North from Portland to Vancouver and I-205 North from Gateway to Portland International Airport and beyond as well as to review financing and priority decisions on each corridor before adoption.

EXECUTIVE OFFICER'S RECOMMENDATION

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

Attachment



Long-Range Regional Transitway System

Figure 4 - 5

EXHIBIT A

Regional LRT System

Organization and Responsibilities

I. I-205/MILWAUKIE ALTERNATIVES ANALYSIS/DEIS

Policy oversight for the coordinated I-205/Milwaukie study will be provided through JPACT.

A. I-205/Milwaukie Planning Management Group

1. Ensure coordination between I-205 and Milwaukie studies.
2. Ensure consistency of assumptions between I-205 and Milwaukie corridors.
3. Evaluate trade-offs between I-205 alternatives and Milwaukie alternatives.
4. Recommend corridor segments and alternatives in I-205 and Milwaukie corridors to proceed to the full Alternatives Analysis/DEIS process; ensure compatibility between alternatives; determine scope of improvements in downtown Portland to be included in DEIS.
5. Approve DEIS.
6. Recommend preferred Milwaukie, I-205 and downtown Portland alternatives.

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

B. I-205 Technical Advisory Committee (TAC)

1. Oversee definition of alternative high capacity transit options.
2. Oversee engineering and operations studies of alternative I-205 alignments and station locations (including provision for future LRT extension to Clark County, Milwaukie and Oregon City).
3. Define need for transit improvements in downtown Portland necessary to support each alternative under consideration.
4. Oversee evaluation of alternative development scenarios in proposed station areas.

5. Evaluate potential for public-private coventure revenues or other appropriate corridor-specific funding sources.
6. Oversee preparation of cost-effectiveness evaluation.
7. Recommend alternatives for inclusion in DEIS.
8. Oversee preparation of DEIS.
9. Recommend preferred alternative.

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

C. Milwaukie Technical Advisory Committee (TAC)

1. Oversee definition of alternative high capacity transit options.
2. Oversee engineering and operations studies of alternative Milwaukie corridor alignments and station locations (including provision for future extension to Oregon City and Clackamas Town Center).
3. Define need for transit improvements in downtown Portland necessary to support each alternative under consideration.
4. Oversee evaluation of alternative development scenarios in proposed station areas.
5. Evaluate potential for public-private coventure revenues or other appropriate corridor-specific funding sources.
6. Oversee preparation of cost-effectiveness evaluation.
7. Recommend alternatives for inclusion in DEIS.
8. Oversee preparation of DEIS.
9. Recommend preferred alternative.

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

II. EASTSIDE SYSTEMS STUDIES (BI-STATE)

Technical Advisory Committee

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

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

III. HIGH CAPACITY TRANSIT FINANCE COMMITTEE

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

- A. Determination of cost-effectiveness criteria to consider for each corridor in establishing an overall system staging plan.
- B. Refinement of regional policies for public-private coventure funding; approval of corridor-specific public-private funding recommendations.
- C. Recommendation on staging the implementation of the full LRT system, including:
 - 1. Further short-term staging and funding decisions affecting the Milwaukie LRT corridor and the I-205 LRT corridor including which segments should proceed to the full Alternatives Analysis/DEIS process; and
 - 2. Short-term decisions on whether or not and when to proceed to Alternatives Analysis/DEIS on the I-5 North corridor and/or I-205 extension into Clark County; and
 - 3. Short-term decisions on the scope of downtown Portland improvements needed to be advanced with each corridor; and
 - 4. Long-term decisions on staging of the remainder of the LRT system, including financing strategy, proposed construction schedules and when to proceed to the Alternatives Analysis/DEIS step of the process.
- D. Development of a financing strategy for the full LRT system.

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

IV. JOINT JPACT AND IRC TPC COMMITTEE

Joint JPACT/IRC Transportation Policy Committee meetings will be periodically convened to oversee bi-state corridor planning and to review decisions involving regional priorities and financing of any LRT corridor after the Westside Corridor prior to consideration for adoption by JPACT or IRC.

- A. Review evaluation of the adequacy of the existing transportation system and the currently adopted RTP for serving bi-state travel.
- B. Review I-5 and I-205 LRT corridor studies to ensure bi-state coordination; evaluate the implication of project decisions in Oregon on Washington and the implication

of project decisions in Washington on Oregon.

- C. Endorse amendment to the RTPs adding or deleting potential bi-state long-range LRT corridors and alignments.
- D. Endorse final decisions relating to trade-offs between corridors that affect bi-state corridors.
- E. Review priorities for funding from regional and federal resources that affect bi-state corridors.
- F. Review further decisions affecting regional priority and financing from the I-205/Milwaukie Corridor study, including which segments should proceed to the full Alternatives Analysis/DEIS process.
- G. Review decisions on whether or not and when to advance the I-5 North Corridor and/or the I-205 extension into Clark County to the Alternatives Analysis/DEIS step.
- H. Review strategies and priorities for financing the remainder of the regional high capacity transit system.

V. INDIVIDUAL RESPONSIBILITIES OF JPACT AND IRC TRANSPORTATION POLICY COMMITTEE

In each of their respective jurisdictions (JPACT in Oregon and IRC in), JPACT and the IRC Transportation Policy Committee will each have the following responsibilities:

- A. Adopt amendments to the RTP adding or deleting potential long-range LRT corridors and alignments.
- B. Approval of final decisions relating to trade-offs between corridors.
- C. Adoption of priorities for funding from regional and federal resources.
- D. Authorization for a corridor to proceed into Alternatives Analysis/DEIS or Preliminary Engineering/FEIS and joint approval of the required Unified Work Program amendment.

ACC: lmk
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