

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING ) RESOLUTION NO. 93-1756  
THE FY 93 UNIFIED WORK PROGRAM )  
AND ENDORSING THE USE OF SURFACE) Introduced by  
TRANSPORTATION PROGRAM FUNDS FOR) Councilor Van Bergen  
REGIONAL TRANSPORTATION PLANNING)

WHEREAS, The Unified Work Program (UWP) describes all federally-funded transportation planning activities for the Portland-Vancouver metropolitan area to be conducted in FY 1993; and

WHEREAS, The FY 1993 Unified Work Program indicates federal funding sources for transportation planning activities carried out by Metro, the Southwest Washington Regional Transportation Council, the Oregon Department of Transportation, Tri-Met and the local jurisdictions; and

WHEREAS, The FY 1993 Unified Work Program Resolution No. 92-1575 was adopted by the Metro Council in March 1992;

WHEREAS, The Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 and the State Transportation Planning Rule 12 both require substantial multi-modal and coordinated transportation and land use activities; and

WHEREAS, Amending the FY 93 UWP will allow Metro, ODOT, the Port of Portland, Tri-Met and regional jurisdictions to address the ISTEA and Transportation Planning Rule 12 requirements; now, therefore,

BE IT RESOLVED,

That the Metro Council hereby declares:

1. That the regional transportation planning activities as

outlined in Exhibit A are endorsed.

2. That use of Regional Surface Transportation Program funds in the amount of \$1,752,449 is endorsed to accomplish the necessary planning activities identified on Exhibit A.

3. That the FY 93 UWP is amended to reflect revisions to the Metro planning tasks as reflected in Exhibit B.

ADOPTED by the Metro Council this 11th day of February, 1993.

  
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Judy Wyers, Presiding Officer

MH:lmk  
93-1756.RES  
2-1-93

**Metropolitan Service District  
RTP/Region 2040/ISTEA  
Planning Requirements**

**Exhibit A**

Revised 1/29/93

Task	Proposed Budget	Region STP Contribution	ODOT Contribution	Tri-Met Contribution	Comments
1. FY 93 UWP		\$235,000	0	\$187,500	Approved
1.a. FY 93 UWP			\$187,500		Not Approved
2. FY 94 UWP (proposed)		235,000	\$187,500	187,500	On-going
3. Region 2040- Ph. I	300,000		62,500	62,500	Already Approved
4. Region 2040- Ph.II (Current Program)	150,000				
a. FY 93 UWP		000	37,500	37,500	Approved Tri-Met; Not Approved ODOT Proposed FY 94 UWP
b. FY 94 UWP		000	37,500	37,500	
5. Region 2040- Ph.II (Expansion)	493,750	375,000	118,750		New
6. Region 2040-Local Support	220,000	220,000	000	000	\$50,000 IGA transfers to Portland, 3 counties; \$20,000 to Port of Portland
7. Region Arterial Fund	350,000	350,000	000	000	Approved
8. Data Collection					
a. Travel Behav. Survey	500,000	250,000	250,000	000	New (Staff/Consultant)
b. On-Board Survey	200,000	66,666	66,666	66,666	New
c. Spd.-Delay Survey	50,000	25,000	25,000	000	New
d. Traffic Counts	ODOT/local in-kind		ODOT in-kind		Local jurisdiction in-kind
e. External Truck Survey	ODOT/local in-kind		ODOT in-kind		Local jurisdiction in-kind; Not Approved by ODOT

(Continued on next page)

**Metropolitan Service District  
RTP/Region 2040/ISTEA  
Planning Requirements**

**Exhibit A**

Task	Proposed Budget	Region STP Contribution	ODOT Contribution	Tri-Met Contribution	Comments
9. Management Systems					
a. Intermodal	300,000	150,000	125,000	000	New (Port/Consultant); Budget includes \$25,000 uncommitted
b. Public Transit	50,000	25,000	000	25,000	New (Tri-Met)
c. Congestion	100,000	50,000	50,000	000	New (Metro/Consultant)
d. Pavement	ODOT in-kind	000	ODOT in-kind	000	New
e. Bridge	10,000	10,000	000	000	IGA transfer to ODOT
f. Safety	ODOT in-kind	000	ODOT in-kind	000	New
10. RTP Financial Analysis	25,000	12,500	12,500	000	New
11. Station Area Planning	1,000,000	333,333	333,333	333,334	New
<b>Total Approved</b>		<b>\$585,000</b>	<b>\$62,500</b>	<b>\$287,500</b>	
<b>Total New</b>		<b>\$1,752,449</b>	<b>\$1,431,249</b>	<b>\$650,000</b>	

**Notes:**

- Task No. 8 items regarding data collection in part provide a basis for the management systems identified in Task No. 9.
- Figures listed in Task No. 8 are based on an assumption that ODOT will hire a consultant to work with all the MPOs to identify and coordinate the data needs statewide.
- ODOT and Tri-Met have committed to their funding shares with the exception of the \$333,333 ODOT contribution for Station Area Planning. Scope of work activities for the Intermodal Management Plan may result in an additional ODOT contribution to that effort. Any such contribution would be dependent upon discussions between the region and ODOT.
- ODOT commitment to 8.e., External Truck Survey, is pending further discussion.

MH  
Metro

**PROPOSED FY 93 UNIFIED WORKPROGRAM NARRATIVES**

- 1. Region 2040 Phase II**
- 2. Data Collection**
- 3. Management System**
  - a. Intermodal**
  - b. Public Transit**
  - c. Congestion**
- 4. RTP Financial Analysis**

**Note: Narratives for other activities on Exhibit A are already included in the UWP.**

## REGION 2040 PHASE II

### PROGRAM DESCRIPTION

Region 2040's objective is to better understand the relationship of the transportation system to the urban form of the region and to present the public and decision-makers with accessible information from which to make informed growth management decisions. Utilizing qualitative and quantitative measures, we will analyze and describe the trades-offs associated with different transportation systems and urban forms and land use patterns. We will also present the public with general information regarding the growth concept benefits, costs, and consequences. The public and decision-makers will be asked to choose from among the urban forms defined by urban growth boundary policies, and a transportation philosophy for serving that urban form.

### RELATION TO PREVIOUS WORK

The Region 2040 project was begun in 1992 (mid-year FY 1991-1992). Region 2040 was intended to develop and explore alternative ways to accomplish RUGGO. In addition, it was to include a substantial effort in evaluating the costs and consequences of growth alternatives and a well-organized public involvement effort.

#### Work Program prior to FY 93-94.

Phase I included, a public involvement effort that included: 5 public workshops, a 400 person random telephone survey, interviews with 52 stakeholders, an Annual Conference with over 700 participants, a local government exercise, and workshops with local governments. This information, as well as the public responses documented from round 1, were used to shape several draft growth concepts. A 12 page full-color tabloid was developed to describe the Region 2040 process and the growth concepts. This document was distributed to over 20,000 people. Also, over 70 public meetings were held with the cities and counties of the region, neighborhood and community organizations, business and environmental organizations. In addition, meetings with Metro advisory committees (RTAC, TPAC, RPAC and JPACT) were held, discussing what a reasonable range of growth concepts could be. On December 22, 1992, the Metro Council adopted 3 regional growth concepts as a reasonable range.

### OBJECTIVES

#### Work Program for FY 93-94.

With the completion of Phase II, Metro will adopt a document that will both help to guide the development of the region, and provide a stepping stone to development of a Regional Framework

Plan. It will contain the following elements:

1. The public involvement program (including how it was conducted, what was learned from the public and specifically what the region, as a whole, values;
2. Population and employment forecasts for the year 2045 (representing mid-low and a mid-high growth scenarios, as well as a description of the forecast assumptions and decreasing rate of reliability.);
3. A choice of an urban form concept;
4. A decision on the type of urban growth policy, as it relates to the urban growth boundary;
5. A set of implementation policies to achieve the above, including a general description of land use changes and development patterns that will need to be changed to support the decision;
6. A map, showing the urban growth boundary, a sketch level of the transportation facilities necessary, basic land use densities and patterns and greenspaces to be

**Project Summary:**

FTE:	9.749
Personnel Costs:	\$770,585
Materials & Services:	\$545,316
<b>Total Expenses:</b>	<b>\$1,315,651</b>

**Revenue:**

Dues	\$79,750
Excise Tax	\$286,902
93 P1/ ODOT	\$60,000
93 Section 8	\$25,000
93 STP Hwy	\$13,000
93 Tri-Met	\$75,000
93 ODOT	\$75,000
STP (New)	\$375,000
ODOT (New)	\$118,750
FHWA	\$50,000
Private Donations	\$50,000
FY 94 UWP	\$107,500
<b>Total Revenue:</b>	<b>\$1,315,651</b>

## TRANSPORTATION SURVEYS

### PROGRAM DESCRIPTION

This is the design and fielding of surveys necessary to the development of new models for transport policy analysis and travel demand forecasting. Current models have not been designed to answer well many of the policy questions now being asked, such as the real impact of proposed Transportation Control Measures, Travel Demand Management, Transport System Management (TCMs, TDM and TSM), the introduction of variables responsive to the environment of the traveller (land use arrangement, urban design, density, and heterogeneity of use), and the full consideration of the substitutability of non-vehicular modes of travel. Model improvements based on previous surveys are limited by the content of those surveys. The network model needs to be improved for air quality analysis, with a more accurate depiction of truck and bus effects on speed, and a carefully calibrated speed/congestion component.

### RELATION TO PREVIOUS WORK

These surveys are designed to develop models to replace those based on the household surveys of 1977 (CRAG), and 1985 and 1988 (Tri-Met).

### OBJECTIVES

#### **Work Program for 92-93**

1. Use a paid expert panel of transport modelers, one of whom must be an expert in transport surveys, to work with Metro staff in the development of the modeling objectives. There are two time frames: a) To develop what can be accomplished within existing software frameworks for use over the next 3 years, and b) to explore the likely migration of the modeling paradigm over the next 8 years for the possible



inclusion of other elements in the surveys. Determine the number and inter-relationships of the survey instruments. (Nov. 1992)

2. Use a subset of the above group to design the survey instruments, with particular attention to the household travel behavior and transit on-board surveys.
3. Prepare RFPs for each survey and let contracts for fielding, field the surveys, edit, clean, geocode (where necessary), and document the resulting data sets.

It is currently expected that there will be four surveys or analyses:

- A. A **HOUSEHOLD DAILY ACTIVITY SURVEY** in which the activities of all family members will be recorded, together with their travel behavior. (an expected 4,000 to 5,000 households).
- B. An **ON-BOARD TRANSIT SURVEY**, which will be used to profile the trip purpose, transfer, mode of arrival and origin-destination patterns of riders, as well as to identify transit using households for enrichment of the household daily activity survey for the development of transit use models. It will also be used, in conjunction with the transit agencies' monthly, quarterly and annual count information in the calibration step of model development.
- C. A **HIGHWAY SPEED AND DELAY SURVEY**, which will be used to calibrate the volume-delay functions in the modeling process.
- D. A **FREIGHT/TRUCK SURVEY** which will concentrate on the major freight movements into and within the region to develop a new truck model in the system. This will likely consist of an external cordon survey combined with a survey of major trucking companies within the region.

The first three surveys will need to be carried out in March, April, May of 1993. The last can be carried out then or up to 6 months later.

**ODOT ISTEА/RULE 12 FUNDS**  
**FYs 93 and 94**  
**Travel Surveys**

**EXPENDITURE ALLOCATION:**

	<b>FY 93</b>	<b>FY 94</b>
Personal Services	\$	
Materials and Services	\$	
Capital Outlay	\$	
<b>TOTAL</b>	<b>\$632,000</b>	<b>\$293,000</b>

**RESOURCE ALLOCATION:**

	<b>FY 93</b>	<b>FY 94</b>
Resource 1 ODOT	\$316,000	\$000
Resource 2 Tri-Met	\$66,000	\$000
Resource 3 Metro STP	\$250,000	\$000
Resource 4 Other Metro	\$000	\$293,000
<b>TOTAL</b>	<b>\$632,000</b>	<b>\$293,000</b>

MH  
Metro  
1/7/93

## TRAVEL FORECASTING SURVEYS & RESEARCH

### PROGRAM DESCRIPTION

This is a new program closely related to the Travel Model Refinement program. Its purpose is to develop new models for transportation policy and investment analysis, mainly in response to the needs of ISTEA, EPA and various environmental interests. Questions relating to such things as the secondary (land use) impacts of transportation investments, behavioral response to increase in road pricing, fuel pricing, congestion pricing and pollution pricing - in both the short and longer term effects cannot be answered adequately with existing models. Current models may show response to some of these variables, but the response is usually limited to mode shifts and is probably wrong. The thrust of this model development will be to clearly analyze the travel time-activity time-cost trade-offs over the day (not on an unlinked trip basis), to bring in effects of exogenous factors such as life style and life cycle of the household, and to include both intermediate (household vehicle transactions) and longer term (household location decisions) effects of these policy changes. This will be a multi-year program with most of the first phase taking about two years. The first phase will consist of the development of the core of the new models, with applications being possible that, while not answering all our questions, will be fundamentally better than the current trip-based four-step process. The intention is to create the basis for ongoing model improvements over the next 5 to 10 years. This process will be heuristic, model structure will be developed through the learning during the data analysis. The objective always being to answer the questions that are now being asked.

### RELATION TO PREVIOUS WORK

#### **Work Program For FY 93-94**

This program will start with the design and fielding of the first household activity and travel behavior survey, transit on-board and other surveys in the spring of 1993. These surveys specifically designed to provide the data needed for this model building program.

### OBJECTIVES

#### **Work Program for FY 93-94**

- Complete geocoding of the household travel behavior survey activity. A combination of Metro staff and contract work.
- Attach alternative travel mode impedances to the trip legs.
- Assemble the travel pattern into trip chains.

- Develop a household life cycle and income classification, based on a specification search for behavioral differences.
- Carry out an in-depth analysis of time budget versus cost versus money budget analysis aimed at elucidating regularities/irregularities in activity and travel time budgets. A combination of Metro and consultant staff.
- Develop a modeling paradigm to exploit whatever trade-off information is available to address the travel and activity space trade-offs. A combination of Metro and consultant staff.
- Specify and estimate a disaggregate household location model. Metro/consultant.
- Develop an activity-mobility model that predicts the probability of complex chaining, and the probability of activities in the chain. Metro/consultant.
- Specify the individual models needed with this modeling paradigm. Metro.
- Design and field the second (and, possibly third) wave(s) of the household panel survey. Metro and contractor.
- To design and field stated preference surveys as needed for policy analysis, including congestion and other pricing strategies. Consultant/contract.
- To design and field a highway speed and delay survey.
- To design and field transit specific surveys in cooperation with Tri-Met. This is likely to include targeted stated preference surveys. Consultant/contract.
- Design and field the truck movement survey in cooperation with ODOT. Staff/contract.
- Prepare RFPs for each survey and let contracts for fielding,
- Continue regional vmt counting program.

EXPENDITURE

REVENUES

Personal Services:	\$209,774	FY 94 PL/ODOT:	\$134,550
(FTE 3.21)		FY 94 STP:	\$ 56,351
Materials & Svcs.:	\$445,000	FY 93 STP:	\$183,333
Computer (M&S):	\$ 26,092	FY 93 ODOT Supp.:	\$183,333
Capital Outlay:	\$ 0	FY 94 Tri-Met:	\$ 40,200
Transfers:	\$ 55,182	FY 93 Tri-Met:	\$ 33,334
Contingency:	<u>\$ 7,952</u>	Metro:	<u>\$112,899</u>
<b>TOTAL</b>	<b>\$744,000</b>	<b>TOTAL:</b>	<b>\$744,000</b>

## INTERMODAL MANAGEMENT SYSTEM

### PROGRAM DESCRIPTION

The Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 requires the development of six management system plans: Congestion, Public Transit, Intermodal, Safety, Pavement, and Bridge. The Intermodal Management System (IMS) will provide the basis for a multi-modal, interconnected transportation system. The purpose of the system is to reduce energy consumption and improve air quality while promoting economic development. This program develops and begins implementation of an IMS by the ISTEA deadline of October 1994.

A completed IMS will include: 1) an inventory of intermodal facilities and systems; 2) incorporation of IMS strategies and actions into the Oregon Transportation Plan, the RTP, and the TIP; and 3) a fully integrated implementation plan.

All work activities will be coordinated with and through ODOT as specified in an intergovernmental agreement. The Port of Portland will be the lead agency. Tri-Met, Metro, ODOT and local jurisdictions will participate in the development of the IMS. Metro will oversee survey and data collection activities.

### RELATION TO PREVIOUS WORK

Activity prior to FY 92-93 was limited to overview and discussion relating to the development of Federal rules and guidelines regarding the IMS.

#### **Work Program For FY 93-94**

The focus of the year's activities is to develop a scope of work based on the final Federal Rule on management systems. The scope of work will be used to:

- Develop an inter-governmental agreement and detailed Scope of Work with ODOT and the Port of Portland.
- Develop consultant scope of services and contract; develop RFP; review proposals; and hire consultant.
- Inventory intermodal facilities and systems.
- Develop public outreach activities, including formation of intermodal and goods movement Task Force.

### OBJECTIVES

#### **Work Program for FY 93-94**

The majority of work will take place in FY 1993-1994.

- Identify efficiency measures and performance standards.
- Collect data and establish a monitoring system.
- Develop strategies and actions for improving intermodal efficiencies.
- Develop implementation plan for services, and adoption by all affected parties including the USDOT.

The following dates have been identified for key products in FY 93-94:

- Establish efficiency measures and Performance Standards: September 1993
- Collect data and establish monitoring system: November 1993
- Develop strategies and actions: January 1994
- Develop draft plan and circulate for review: March 1994
- Prepare and begin implementation of final IMS: June 1994

Study products will be reviewed by the intermodal/goods movement Task Force and a study technical advisory group which will report to TPAC. Final recommendations will require JPACT/Metro Council adoption.

EXPENDITURE

REVENUES

Personal Services:	\$ 20,938	FY 94 PL/ODOT:	\$ 29,000
(FTE .311)		FY 93 STP:	\$ 80,500
Materials & Svcs.:	\$161,000	FY 93 ODOT Supp.:	\$ 80,500
Computer (M&S):	\$ 0	Metro:	\$ 0
Capital Outlay:	\$ 0		
Transfers:	\$ 5,507		
Contingency:	\$ 2,555		
		TOTAL:	\$190,000
TOTAL	\$190,000		

## PUBLIC TRANSIT MANAGEMENT PLAN

### PROGRAM DESCRIPTION

The Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 required the development of six management plans: Congestion; Public Transit; Intermodal; Safety; Pavement; and Bridge. The purpose of the Public Transit Management System (PTMS) is to provide a basis for maintaining and improving transit operations and performance. This will require an examination of the efficiency and performance of the existing system. It will also require development and implementation of a plan to respond to existing and projected deficiencies. This program develops and begins implementation of an PTMS by the ISTEA deadline of October 1994.

The PTMS will be developed by Tri-Met as specified in an intergovernmental agreement. The process and products will be incorporated into the Regional Transportation Plan, Tri-Met Strategic Plan and supporting documents, the Oregon Transportation Plan and the Transportation Improvement Program.

### RELATION TO PREVIOUS WORK

Activity prior to FY 92-93 was limited to overview and discussion relating to the development of Federal rules and guidelines regarding the PTMS.

#### **Work Program For FY 93-94**

The focus of the year's activities is to develop a scope of work based on the final Federal Rule on management systems. The scope of work will be used to:

- Develop an inter-governmental agreement and detailed Scope of Work with Tri-Met and ODOT.
- Develop consultant scope of services and contract; develop RFP; review proposals; and hire consultant.
- Inventory Public Transit facilities and systems.

### OBJECTIVES

#### **Work Program for FY 93-94**

The majority of work will take place in FY 1993-1994.

- Develop criteria for evaluating the efficiency of the transit system (e.g., vehicle hours of delay or miles per employee, roadcalls per vehicle mile, maintenance cost per mile, etc.) as well as for evaluating performance of system as it relates to users (e.g., passengers per vehicle mile or hour, transit



travel time as a percentage of auto time, crowding levels during peak periods, etc.).

- Collect data and develop a monitoring system.
- Develop strategies and identify actions to improve transit system.
- Develop implementation plan for services, and adoption by all affected parties including the USDOT.

The following dates have been identified for key products in FY 93-94:

- Develop criteria and evaluation system: July 1993
- Collect and analyze data: September 1993
- Develop improvement strategies and actions: December 1994
- Develop draft plan and circulate for review: February 1994
- Prepare and begin implementation of final PTMS: May 1994

Study products will be reviewed by a study technical advisory group which will report to TPAC. Final recommendations will require JPACT/Metro Council adoption.

EXPENDITURE

REVENUES

Personal Services: (FTE .15)	\$10,908	FY 94 PL/ODOT:	\$ 8,000
Materials & Svcs.:	\$23,500	FY 93 STP:	\$22,500
Computer (M&S):	\$ 0	FY 93 HPR:	\$ 8,000
Capital Outlay:	\$ 0	Metro:	\$ 0
Transfers:	\$ 2,870		
Contingency:	<u>\$ 1,222</u>		
TOTAL	\$38,500	TOTAL:	\$38,500

## CONGESTION MANAGEMENT SYSTEM

### PROGRAM DESCRIPTION

The Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 requires that a series of six management systems be developed statewide and for metropolitan areas, including one for congestion. This program develops and begins implementation of that system by the ISTEA deadline of October 1994. The primary purpose of the systems are to improve the efficiency of, and protect the investment in, the Nation's existing and future transportation infrastructure. Management systems, while not the end product, will be considered by the Oregon Department of Transportation (ODOT), Metro, and local jurisdictions in the development and prioritization of transportation needs. The Congestion Management System (CMS) will be designed to monitor and analyze the magnitude of congestion on the multimodal transportation system and to plan and implement actions that reduce congestion, improve air quality, and enhance the performance of the transportation system to the level desired. ISTEA further directs that federal funds may not be programmed for projects which significantly increase single occupant vehicle capacity unless the project is from an approved CMS.

All work activities will be coordinated with and through ODOT as specified in an inter-governmental agreement. Local jurisdictions and Tri-Met will also participate in development of the CMS.

### RELATION TO PREVIOUS WORK

Activity prior to FY 92-93 was limited to overview and discussion relating to the development of Federal rules and guidelines regarding the CMS.

#### **Work Program For FY 93-94**

The focus of the year's activities is to develop a detailed scope of work based on the final Federal Rule on management systems. The scope of work will be used to:

- Develop an inter-governmental agreement and Scope of Work with ODOT.
- Develop consultant scope of services and contract; develop RFP; review proposals; and hire consultant.
- Designate System Area. The congestion management system will cover the entire metropolitan area. Specific focus was placed on identifying those heavily congested areas and corridors.

OBJECTIVES

**Work Program for FY 93-94**

The majority of work will take place in FY 1993-1994.

- Develop congestion performance measures for identified modes.
- Collect and analyze appropriate traffic and congestion related data.
- Identify appropriate congestion management strategies and an evaluation methodology for congested corridors or areas.
- Develop draft CMS for review and adoption; submittal of final to USDOT. Include CMS implementation plan.

The following dates have been identified for key products:

- Performance Measures - July 1993
- Data Collection - September 1993
- Draft Strategies - December 1993
- Draft CMS - March 1993
- Final CMS - August 1993

Study products will be reviewed by a study technical advisory group which will report to TPAC. Final recommendations will require JPACT/Metro Council adoption.

EXPENDITURE

REVENUES

Personal Services:	\$ 31,860
(FTE .507)	
Materials & Svcs.:	\$ 54,600
Computer (M&S):	\$ 10,437
Capital Outlay:	\$ 0
Transfers:	\$ 8,381
Contingency:	\$ 1,722
<b>TOTAL</b>	<b>\$107,000</b>

FY 94 PL/ODOT:	\$ 52,400
FY 93 STP:	\$ 27,300
FY 93 ODOT Supp.:	\$ 27,300
Metro:	\$ 0
<b>TOTAL:</b>	<b>\$107,000</b>

## RTP FINANCIAL ANALYSIS PLAN

### PROGRAM DESCRIPTION

This program will use consultant resources to develop a flexible computerized system of analysis of RTP Financial demands and resources. The system must be able to satisfy new "Long Range Plan" accountability requirements of the federal ISTEA which mandates a 20-year planning horizon and requires that identified projects be fiscally feasible. The new system will allow for easy insertion/deletion of programs and projects and easy amendment of key variables such as revenue sources and growth rates and interest and inflation rate assumptions. It will also embody an annual "real time" recovery mechanism which corrects projections for appropriation and/or costs that are higher or lower than base case assumptions and which highlights resulting deficits and windfalls.

The need for the development of the program is new and was identified during FY 92-93 as a result of ISTEA. Presently, the RTP accounts for 20-year plan costs and revenues. The ISTEA mandates significant enhancement of this feature of the RTP, particularly with respect to plan elements critical to demonstration of attainment or maintenance of federal air quality standards. Additionally, the increased flexibility of program expenditures permitted by ISTEA adds to the need for more sophisticated and flexible financial analysis techniques than those currently used in the RTP. The system would also benefit analysis of the annual TIP.

### RELATION TO PREVIOUS WORK

The program is new. No activity occurred prior to FY 92-93.

#### Work Program Prior to FY 93-94

The year's activities will focus on development of a detailed scope of work based on Federal guidelines. The scope of work will be used to:

- Develop a Scope of Work.
- Develop consultant scope of services and contract; develop RFP; review proposals; and hire consultant.
- Oversee program development and implementation.

### OBJECTIVES

#### Work Program for FY 93-94

- Implement financial analysis of the 1993 ISTEA update to the RTP, with particular attention to the air quality component as it is developed through the Air Quality Maintenance Plan in

response to the Clean Air Act and to the fiscal feasibility of the entire plan.

- Refine in-house financial analysis capabilities and expand use to additional applications, including the TIP, as necessary.

**Major Products:**

- Development of a "turn-key" software package suitable for ongoing operation and maintenance by Metro staff - July 1993.
- Fiscal analysis of the ISTEA RTP Update which complies with ISTEA and Clean Air Act - October 1993.

EXPENDITURE

REVENUES

Personal Services:	\$11,704	FY 94 PL/ODOT:	\$10,000
(FTE .177)		FY 93 STP:	\$ 7,500
Materials & Svcs.:	\$ 9,250	FY 93 ODOT Supp.:	\$ 7,500
Computer (M&S):	\$ 0	Metro:	\$ 0
Capital Outlay:	\$ 0	<b>TOTAL:</b>	<b>\$25,000</b>
Transfers:	\$ 3,079		
Contingency:	\$ 967		
<b>TOTAL</b>	<b>\$25,000</b>		

## PLANNING COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 93-1756, FOR THE PURPOSE OF AMENDING THE FY 93 UNIFIED WORK PROGRAM AND ENDORSING THE USE OF SURFACE TRANSPORTATION PROGRAM FUNDS FOR REGIONAL TRANSPORTATION PLANNING

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Date: February 10, 1993

Presented by: Councilor Moore

Committee Recommendation: At the February 9 meeting, the Planning Committee voted 4-0 to recommend Council adoption of Resolution No. 93-1756. Voting in favor: Councilors Van Bergen, Kvistad, Monroe, and Moore. Excused: Councilors Devlin and Gates. Also in attendance: Councilors McLain and McFarland.

Committee Issues/Discussion: Richard Brandman, Transportation Planning Manager, and Mike Hoglund, Regional Planning Section Manager, presented the staff report. This resolution calls for the allocation of \$1.75 million of the \$59 million discretionary funds available to the region from federal STP funds. These funds are for a six year time period. \$585,000 of the allocation has been approved by this committee and JPACT previously. He reviewed the various components of the STP funding package from FY 1992 - 1997 as identified in the staff report. There will still be a significant balance of STP funds remaining after the Council approves this allotment. The Department suggests that the remaining funds be considered following adjournment of the 1993 Legislature.

Councilor Van Bergen asked for clarification of Metro's responsibility in this process. Brandman explained that Metro approves the Unified Work Program (UWP), which is amended by this resolution. Without the UWP, we could not receive these funds or conduct these activities.

Councilor Van Bergen then asked why the item was before this committee before it came before JPACT? Brandman explained that timing made it necessary so that certain projects (e.g. Phase II of Region 2040 and the travel survey) could get underway. The item will be before JPACT this Thursday and has been previously approved by the Transportation Improvement Program (TIP) Subcommittee and by the Transportation Policy Alternatives Committee. As a general rule, action items will go to JPACT prior to the Planning Committee.

Councilor McLain commented that there are two types of issues that come before the committee through the JPACT process: 1) singular approvals impacting only Metro; and 2) plural approvals impacting Metro and other local jurisdictions. She asked for clarification about the "bridge management system" in 9.E. Hoglund clarified that this is a status and condition report that identifies performance evaluation criteria.

Councilor Moore asked about the program criteria for transition planning for projects falling between the former Federal Aid-Urban (FAU) funding and the new Intermodal Surface Transportation Efficiency Act (ISTEA) funding. She voiced concern that some of these older projects may not meet the needs of current law (e.g. air quality) and should be re-evaluated. Brandman explained that all projects that expand capacity must be within the Congestion Management Plan, which is evaluated for air quality standards. Also all projects within the TIP are modeled annually to show that the total package of projects improved air quality in comparison with a "no build" option. Individual projects might be considered to worsen air quality, but as a package they must improve it.

In response to Councilor Moore's continued concern about the re-evaluation of projects, Brandman explained that this issue is of concern to the transportation planning community. Some of these projects have been in the pipeline for many years. The process is often lengthy. To stop progress of all older projects for re-evaluation would effectively paralyze the system each time there is a change in law. The informal agreement has been that for the two years immediately following implementation of ISTEA, we will not stop projects that are ready to go, until a new Regional Transportation Plan is in place.

Councilor Kvistad voiced his support that the projects move forward. Metro is the agent to make that happen and should not be a hinderance by requiring a re-evaluation of each project.

## STAFF REPORT

### CONSIDERATION OF RESOLUTION NO. 93-1756 FOR THE PURPOSE OF AMENDING THE FY 93 UNIFIED WORK PROGRAM AND ENDORSING THE USE OF SURFACE TRANSPORTATION PROGRAM FUNDS FOR REGIONAL PLANNING ACTIVITIES

Date: January 28, 1993

Presented by: Andrew Cotugno

## PROPOSED ACTION

This resolution would amend the FY 93 Unified Work Program (UWP) to provide for the allocation of an additional amount of \$1.75 million of the Portland area's regional Surface Transportation Program (STP) funds for regional planning activities primarily in response to State Transportation Planning Rule 12 and the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991. The action also acts to endorse the program of activities.

TPAC has reviewed this UWP amendment and recommends approval of Resolution No. 93-1756.

## FACTUAL BACKGROUND AND ANALYSIS

On Thursday, January 21, 1993, the TPAC Transportation Improvement Program (TIP) Subcommittee recommended initiating a process seeking regional approval for allocating an additional amount of \$1.75 million of regional STP funds for regional planning activities. The planning activities respond to requirements contained within State Transportation Planning Rule 12 and ISTEA. The \$1.75 million is from a total six-year regional STP program of approximately \$59 million. This resolution only programs the \$1.75 million. \$585,000 of the funds have previously been endorsed for the FY 93 UWP and for the Regional Arterial Program; and \$22.02 million of the funds have been allocated to Westside LRT. Action on a proposal for the use of remaining regional STP funds beyond the planning and Westside funding is scheduled for February or March following further TIP Subcommittee discussion.

## Regional STP Funds

ISTEA provides that a state's STP allocation be redistributed to areas over 200,000 within that state. The exact amount is a percentage based on the state's total allocation and the actual population of the qualifying urban area. Portland is currently the only area within Oregon qualifying for regional STP funds. The Eugene and Salem areas are likely to qualify within a few years.

Attachment 1 shows the estimated STP allocations for the Portland area over the life of ISTEA. The concept in the Table was endorsed by the TIP Subcommittee. The concept provides the following:



1. \$8.25 million to maintain the "old" FAU program through the end of FY 94. Programming of these funds is scheduled for TPAC review in February. The status of maintaining this fund will be re-evaluated based on the outcome of the proposed Regional Arterial Program and transportation funding actions resulting from the 1993 Oregon Legislature.
2. \$22.02 million for Westside LRT funding (already endorsed through JPACT/Council resolution). As shown, the Table programs the money evenly over six years. Actual year of obligation will vary by need of the project, but will not exceed the \$22.02 million.
3. A reserve account established for FY 94 through FY 97. Again, use of the reserve will be re-evaluated following results of the Regional Arterial Program and the 1993 Legislature.
4. A "discretionary" account. This is the \$1.75 million which will be dedicated to regional planning activities (Exhibit 1 to the resolution). An additional \$585,000 of this fund has already been endorsed and allocated to the Regional Arterial Program and to the FY 93 UWP.

#### Regional Planning Activities

Exhibit A to the resolution summarizes regional planning activities and itemizes funding proposals to projects. The activities are proposed to be funded using the regional STP funds and matched with ODOT and Tri-Met contributions. Tri-Met has committed to their funding, while ODOT has committed to their amount with the exception of the \$333,333 for Station Area Planning. Further discussions between the region, Tri-Met, and ODOT are necessary to secure the remaining \$333,333. In addition, ODOT and the Port of Portland will be reviewing ODOT's contribution for the Intermodal Management System following development of a scope of work that ties to statewide intermodal planning. Scope of work and funding commitments for the external truck survey also require further region/ODOT discussion.

The Exhibit A table includes the following activities:

1. Annual ongoing funding for various planning activities contained within the FY 93 UWP (already endorsed).
2. Same as 1 above, except for FY 94.
3. Region 2040 Phase I. Approved funding for activities now being completed.
4. Region 2040 Phase II. Generally approved funding for the original Phase II activities.
5. Region 2040 Phase II (expansion). Funding for the expanded

2040 program to include additional time for modeling, public outreach (consensus building), evaluation, and decisions.

6. Region 2040 Local Support. This includes \$50,000 for the City of Portland and Washington, Clackamas, and Multnomah Counties, and \$20,000 to the Port for local 2040 assistance. The Port's assistance will focus on regional economic impact evaluation.
7. Regional Arterial Fund (already endorsed). This \$350,000 has been approved to develop and implement the arterial program. Activities are now beginning.
8. Data Collection. Funding is intended for a number of updated or new surveys to refine the regional travel-forecasting model. Current information is either woefully out-of-date or non-existent. Work scope and funding commitments for the external truck survey are pending further discussion.
9. Management Systems. This includes funds to do the Intermodal, Public Transit, and Congestion plans, as required by ISTEA, as regional pieces to the state plans. Additional discussions will be necessary with ODOT on the scope of the Intermodal Plan and the need for an additional \$25,000 of ODOT funds. Pavement, Bridge, and Safety plans will be done by the State with assistance from local jurisdictions.
10. RTP Financial Plan. This is for purchasing, installment, and training for financial analysis software for evaluating the RTP and TIP. Also required under ISTEA.
11. Station Area Planning. Funding for that program. ODOT contribution is not committed.

Exhibit B to the resolution includes the narratives for inclusion in the UWP.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 93-1756.

**ATTACHMENT #1  
(1/21/93 Revision)**

**Proposed Allocation of STP Funds FY 92-97 (million)  
Reflecting Known FY 92 and 93 Appropriations**

Program Fund	FY '92	FY '93	FY '94	FY '95	FY '96	FY '97	TOTAL
STP/FAU Replacement <sup>1</sup> (FY '91 Allocation)	3.80	4.45	--	--	--	--	8.25
Westside <sup>2</sup>	3.67	3.67	3.67	3.67	3.67	3.67	22.02 <sup>3</sup>
Discretionary/Competition Account	1.17 <u>-1.17</u> (Obligated <sup>4</sup> ) 0.00	.58 <u>-.58</u> 0.00	--	--	--	--	0.00
Reserve	--	--	7.33	7.33	5.69	6.79	27.14
<b>TOTAL</b>	<b>7.47</b>	<b>8.12</b>	<b>10.45</b>	<b>10.45</b>	<b>10.46</b>	<b>10.46</b>	<b>57.41</b>

<sup>1</sup> Does not include FAU funds. A regional reserve of \$178,685 has not yet been allocated.

<sup>2</sup> Assumes even-year distribution of \$22 million allocated to Tri-Met (MSD Res. #92-1598A) programmed by Tri-Met @ \$11 million in both FY '94 and FY '95.

<sup>3</sup> Exceeds \$22 million due to rounding.

<sup>4</sup> \$1.17 million of FY '92 STP funds obligated and \$580 K of FY 93 funds. Includes \$235K to the FY '93 Unified Work Program and \$350K for Regional Arterial Fund (both are JPACT approved). Pending JPACT approval: \$1.42 million for Metro planning tasks, \$333 K for Station Area Planning (contingent on equal shares from ODOT and Tri-Met).