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## Meeting Notes 1986-11-13

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**METRO**

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Portland, OR 97201-5398  
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# Agenda

Meeting: JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION  
Date: November 13, 1986  
Day: Thursday  
Time: 7:30 a.m.  
Place: Metro, Conference Room 330

- \*1. MEETING REPORT OF OCTOBER 9, 1986 - APPROVAL REQUESTED.
- \*2. AUTHORIZING FEDERAL-AID URBAN FUNDS TO FACILITATE EXPANSION OF METRO'S TECHNICAL SERVICES TO CLACKAMAS, WASHINGTON AND MULTNOMAH COUNTIES - APPROVAL REQUESTED - Andy Cotugno.
- \*3. ENDORSING THE CONCLUSIONS AND RECOMMENDATIONS OF THE OREGON ROADS AND TRANSIT FINANCE STUDIES - APPROVAL REQUESTED - Andy Cotugno.

\*Material enclosed.

NEXT JPACT MEETING: DECEMBER 11, 1986 - 7:30 A.M.

## MEETING REPORT

DATE OF MEETING: October 9, 1986

GROUP/SUBJECT: Joint Policy Advisory Committee on Transportation (JPACT)

PERSONS ATTENDING: Members: Richard Waker, Robert Schumacher, Marv Woidyla, George Van Bergen, Fred Miller, Tom Bispham (alt.), Larry Cole, Larry Cooper, Wes Myllenbeck, Ron Thom, Pauline Anderson, and Margaret Strachan

Guests: Ted Spence, Mary Volm and Rick Kuehn, ODOT; Susie Lahsene, Multnomah County; Gil Mallery, IRC of Clark County; Peter Fry, Central Eastside Industrial Council; Gary Spanovich, Clackamas County; Denny Moore, ODOT - Public Transit Division; Bebe Rucker, Port of Portland; Geoff Larkin, Cynthia Kurtz, Grace Crunican and Steve Dotterrer, City of Portland; Lee Hames, Tri-Met; and Geraldine Ball, DJB, Inc.

Staff: Andrew Cotugno, Richard Brandman and Lois Kaplan, Secretary

MEDIA: None

### SUMMARY:

#### MEETING REPORT OF SEPTEMBER 11, 1986

The Meeting Report of the September 11 JPACT meeting was approved as written.

#### TRANSIT AND ROADS FINANCE STUDY PROPOSALS

Handouts were distributed on the roads and transit studies being conducted statewide.

Andy Cotugno reported that the Transit Finance Committee has completed its study which will be considered by its Policy Committee later this month. Recommendations include: 1) a Special Needs Transportation Fund (based on an increase in the cigarette tax from 1 cent to 2 cents); 2) a Transit Capital Assistance Fund providing a \$12 million biennium appropriation (based on \$4 million of Lottery funds and \$8 million of General funds); 3) a Small Cities Assistance Program; and 4) further consideration of either a joint transit/highway fund or a dedicated state funding source. The information will go to the Interim Legislative Committee on November 20.

Andy noted that the Policy and Technical Committees of the Oregon Roads Finance Study have tried to define which parts of the highway

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October 9, 1986

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package are the priority issues. He reviewed the prioritization criteria, the revenue proposals, and distribution issues yet to be resolved. He emphasized that there are no final recommendations on the roads study, but directions to date include: 1) enabling legislation for a six-year funding program; 2) a 2¢/year increase in gas taxes plus a weight-mile tax increase; 3) a one-time increase from \$10.00 to \$20.00 in the vehicle registration fee; and 4) a title transfer fee of 2 percent of the vehicle value.

There was discussion on distribution of the funds on a formula basis as opposed to a portion of the funds reserved for an Urban Modernization Program. Fred Miller expressed the Policy Committee's concerns on the size of the revenue package and the formula split. Mr. Miller was generally open to the idea of an Urban Arterial Program but was concerned that discussion would divert from finalizing the split between state/counties/cities of the overall program. He also pointed out that it was not now under discussion by the Policy Committee. Grace Crunican commented that the Steering Committee is open to the concept of an FAU supplemental program and that the League of Oregon Cities is also supportive.

Action Taken: It was moved and seconded to support staff in pursuing an Urban Modernization Fund as part of the roads finance package. Motion CARRIED. Fred Miller abstained.

#### TRI-MET BOARD/JPACT MEETING

A tentative date, November 10 at 3:00 p.m., has been set for a joint JPACT/Tri-Met Board meeting to discuss transit issues of concern to the region. Written confirmation of the meeting date will be sent to JPACT.

#### LETTER FROM CLACKAMAS COUNTY REGARDING SOUTHWEST CORRIDOR STUDY

The Southwest Corridor Study is nearing completion of its planning phase, and concern has been expressed by Clackamas County that the Southwest Policy Committee not make any financial commitments in its recommendations without initial establishment of a regional funding strategy. Implementation of the recommendations should not take place prior to consideration of priorities elsewhere in the region.

Action Taken: It was moved and seconded that the Southwest Corridor Policy Advisory Committee be informed that their study should not include any financial commitments. Motion CARRIED unanimously. Andy Cotugno clarified that some staging analysis will be performed as part of the recommendations.

#### ADJOURNMENT

There being no further business, the meeting was adjourned.

lmk

CONSIDERATION OF RESOLUTION NO. 86-700 FOR THE  
PURPOSE OF AUTHORIZING FEDERAL-AID URBAN FUNDS TO  
FACILITATE EXPANSION OF METRO'S TECHNICAL  
SERVICES TO CLACKAMAS, WASHINGTON AND MULTNOMAH  
COUNTIES

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Date: November 3, 1986

Presented by: A. Cotugno

FACTUAL BACKGROUND AND ANALYSIS

Proposed Action

Adopt the Resolution authorizing \$222,480 of Federal-Aid Urban funds available to Washington, Clackamas and Multnomah counties to facilitate expansion of technical services. Funding will provide for expansion of computer capacity, establishment of three satellite stations and expansion of operating costs associated with providing a higher level of Metro staff assistance to the counties. In addition, consideration will be given to continuation of an expanded level of staff support if needed from future Federal-Aid Urban funds.

Implementation of this program will involve release of these funds to ODOT in exchange for funds to support the expansion.

TPAC has reviewed this matter and recommends approval of Resolution No. 86-700.

Background

Metro currently produces short and long-range traffic and transit ridership forecasts for the Portland metropolitan area for use in Metro studies as well as by the other agencies in the region. The costs for producing and maintaining the forecasts, refinement of the model to improve the accuracy of the forecasts and use of the forecasts are all provided for in Metro's ongoing work program. Also provided for is a "Technical Assistance" element in the work program to pay for Metro's staff and computer costs of assisting other agencies and jurisdictions in using the forecasts. For FY 1987, this is budgeted at \$121,600.

Metro's travel-forecasting model and the resulting forecasts are essential analysis tools used by jurisdictions and agencies in local planning efforts as well as input to numerous project development and design studies. As such, the budget available for Technical Assistance is generally very oversubscribed. The City of Portland has supplemented this resource through acquisition of their own computer.

Similarly, ODOT has acquired their own satellite terminal providing access to Metro's database. This proposal would provide the funds needed to install similar satellite stations in each of the counties and provide the staff support for increased use by the counties. Attachment A reflects the current and proposed Technical Assistance budget for each of the jurisdictions.

Since the program is targeted to the benefit of the three counties, the portion of the FAU funds available to these counties is the resource proposed to provide the funding. ODOT and Portland have paid for similar acquisitions through their own funds. Actual use of the funds will be on an ODOT highway improvement in exchange for state funds for this proposal. The detailed budget for the acquisition is reflected in Attachment B.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends adoption of Resolution No. 86-700.

AC/sm  
6436C/472-2  
11/03/86

ATTACHMENT A

EXPANSION OF TECHNICAL ASSISTANCE BUDGET

	<u>Current Budget</u>	<u>Proposed Increase</u>	<u>Proposed Budget</u>
ODOT	\$10,500	\$ 0	\$10,500
Tri-Met	11,110	0	11,110
Port of Portland	11,110	0	11,110
Portland	34,716	0	34,716
Multnomah County	16,264	16,667	32,931
Clackamas County	15,913	16,667	32,580
Washington County	<u>21,987</u>	<u>16,666</u>	<u>38,653</u>
	\$121,600	\$50,000	\$171,600

ALLOCATION OF FEDERAL-AID URBAN FUNDS

	<u>FY 1987 Allocation</u>	<u>Proposed Action</u>	<u>Balance</u>
Portland Reserve	\$1,556,055	\$ 0	\$1,556,055
Regional Reserve	<u>2,249,412</u>	-222,480	2,026,932
	\$3,805,467		

6436C/472-1  
10/28/86

ATTACHMENT B

ITEMIZED BUDGET

Primary Computer Expansion (MASSCOMP) (CPU, disk, misc. software, installation)		\$ 45,800
Backup Computer Expansion (Pixel)		7,500
Satellite Stations (Terminal, printer, communications equipment)		
	3 stations at \$9,300	27,900
Operating and Maintenance Costs		
	2 years at \$20,640	41,280
Technical Assistance Expansion		
	2 years at \$50,000	<u>100,000</u>
		\$222,480

6436C/472-2  
10/28/86



BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AUTHORIZING ) RESOLUTION NO. 86-700  
FEDERAL-AID URBAN FUNDS TO )  
FACILITATE EXPANSION OF METRO'S ) Introduced by the Joint  
TECHNICAL SERVICES TO CLACKAMAS, ) Policy Advisory Committee on  
WASHINGTON AND MULTNOMAH COUNTIES ) Transportation

WHEREAS, Metro currently is responsible for producing short- and long-range travel forecasts for the Portland metropolitan area; and

WHEREAS, Expansion of Metro's capability to provide these forecasts to the three counties is needed to meet local planning and project development requirements; and

WHEREAS, It is desirable to provide these expanded services to ensure compatibility between state, local and regional forecasts; now, therefore,

BE IT RESOLVED,

That \$222,480 of "Regional" Federal-Aid Urban funds is hereby released to ODOT in exchange for funds to support expansion of Technical Services to Multnomah, Clackamas and Washington counties.

ADOPTED by the Council of the Metropolitan Service District this \_\_\_\_\_ day of \_\_\_\_\_, 1986.

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Richard Waker, Presiding Officer

AC/sm  
6436C/472-3  
11/03/86

CONSIDERATION OF RESOLUTION NO. 86-701 FOR THE  
PURPOSE OF ENDORSING THE CONCLUSIONS AND RECOMMEN-  
DATIONS OF THE OREGON ROADS AND TRANSIT FINANCE  
STUDIES

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Date: November 5, 1986

Presented by: Andrew Cotugno

FACTUAL BACKGROUND AND ANALYSIS

Proposed Action

Adopt the Resolution endorsing:

- A. The short-range financial recommendations of the Oregon Transit Finance Study with an emphasis on state support for capital grant local match and transit for the elderly and handicapped community.
- B. The short-range finance recommendations of the Oregon Roads Finance Study as the first increment of a long-range plan providing for operations and maintenance, preservation and modernization on the city, county and state road systems.

Background

Two finance studies have been completed by a consortium of statewide transportation providers: the Oregon Roads Finance Study and the Oregon Transit Finance Study. The transit study was performed as a cooperative effort of ODOT and representative transit agencies. The roads study was a cooperative effort of ODOT and representatives from the cities and counties. In both cases, consulting assistance was employed to ensure a thorough and objective analysis of the various system needs and revenues.

Transit Finance Study -- Presented in this study is an assessment of the five-year financial condition of the transit operators statewide and the first two-year funding recommendation. The study found a common pattern throughout the state of inadequate service to meet the needs caused by eroding federal and local revenue sources and deferred capital improvements due to inadequate resources. The basis for state funding support is as follows:

- A. Transit supports the state's goals for economic development by providing access to jobs.

- B. In the most high density corridors, provision of both transit and highway systems is the most cost-effective means of providing needed capacity, thereby helping to meet the objectives for the state highway system in those corridors.
- C. Throughout the state, transit supports other state-funded programs, such as service to the elderly, handicapped and low-income population, access to primary and secondary schools, access to job training, and achieving land use and air quality goals.

While the majority of benefits accrue to the local area receiving transit service, there is a distinct benefit to the state and state-funded programs. Therefore, a significant share of the responsibility for funding transit should remain with the local area, while a portion of the funding is appropriate from the state. The state currently provides 9 percent of the transit capital and operating resources statewide.

The recommendations of the transit study focus on currently established practices for state funding -- capital and special needs transportation. The study considered other options, such as a new dedicated state funding source for transit and provision of state operating support for transit. However, there was no final agreement on these alternatives.

The recommendations of the Oregon Finance Study are as follows:

- A. Provide \$6 million annually for the next biennium for local match on transit capital grants. This type of state support closely parallels the highway program, has been funded by the state in the past and ensures that transit operators can continue to meet basic capital requirements despite their constrained funding situation. This fund would be administered through ODOT with specific projects approved by the Oregon Transportation Commission.
- B. Increase the cigarette tax for special needs transit from 1 cent to 2 cents thereby providing an additional \$2.86 million annually. This would provide a firm financial base for service to this community and largely insulate them from the uncertainty of drastic service cuts.
- C. Continue current staff funding for in-lieu-of payroll taxes for the larger districts and Small City and Rural Assistance Program for the smaller districts. TPAC recommends administering the State Capital Assistance Fund through the TIP Subcommittee in the same manner as federal funding is now administered.

Road Finance Study -- Presented in this study is an assessment of the long-range road needs for the city, county and state-owned roads and highways and the first six-year funding recommendation. The study compiled the road needs associated with

operations and maintenance, repair and preservation and modernization of the system and identified current deficiencies as well as expected future deficiencies due to pavement deterioration and traffic growth. The assessment was done on a uniform basis across jurisdictional boundaries for all road classifications from freeways to local residential streets. In addition, a comprehensive assessment of revenues was compiled to establish the degree of funding shortfall for the different jurisdictions.

Overall, the magnitude of the problem is significant and cannot be solved as a single revenue package. Rather, the recommended approval is to meet the priority needs at the outset and adopt incremental increases in highway revenues. This recommendation focuses on the first six-year revenue package. The intent of the sponsoring jurisdictions is to report progress made toward solving the problem every two years and to update the analysis before introducing the next six-year revenue package to the Legislature.

The recommendations of the Oregon Roads Finance Study for increased revenues are predicated on maintaining a balance between "user fees" and "access fees." User fees (such as the gas tax and truck weight-mile tax) are appropriate for the heavier-used system of arterials and collectors in that, as usage increases, the amount of fee paid also increases. Access fees (such as flat payment of title or registration fees) are appropriate for the lightly-traveled collector and local roads to provide funds to maintain the basic network. In addition, there is a balance maintained between costs to serve the automobile versus trucks. The specific recommendations for revenue increases are as follows:

- A. Increase the gas tax 2 cents per year each of the next six years (starting January 1, 1988) plus a comparable increase in weight-mile tax on trucks.
- B. Increase the vehicle registration fee from \$10.00 to \$20.00 per year.
- C. Establish a titling fee of 2 percent of the value of the car to be paid when first titling the car in Oregon.

The recommendations of the study for distribution of the increased revenue is intended to maintain a balance between state and local needs and, most particularly, between the need to meet critical modernization requirements on the state highway and urban arterial system and meeting basic maintenance and repair obligations on the local road network. The specific recommendations for distribution of the increased revenues are as follows:

- A. Distribute 50 percent to State Highway Division, 30 percent to counties and 20 percent to cities. The share to the state would allow establishment of a Modernization Program

for the major state highways (urban and rural) at a \$40 million to \$80 million per year level (the current State Modernization Program is funded at \$40 million per year for five years). In addition, the state could avoid erosion of its maintenance and preservation efforts due to declining revenues.

The equivalent of the first 5 cents of the share to the cities and counties would go primarily to fund-deferred maintenance and repairs. At higher levels, these jurisdictions could meet upcoming preservation requirements (overlays) and begin meeting modernization requirements.

- B. At the equivalent of a 6-cent revenue package, \$22 million of the revenue package would be dedicated to an Urban Arterial Fund to be distributed on a formula basis to all urban areas -- small, medium and large. This fund would be for capital improvements on the state, county and city arterial and collector system within the Urban Growth Boundary. Projects would be selected by mutual agreement of the state and affected city and county jurisdictions. In the four urbanized areas with population greater than 50,000, existing regional agencies would provide the mechanism for this process. In the Portland region, this would be handled by Metro with the involvement of JPACT and TPAC.

The principles of the program would be established by statute with the details carried out by ODOT under administrative rule adopted by the Oregon Transportation Commission. If the revenue package adopted by the Legislature is the equivalent of 5 cents or less, enabling legislation would be requested to allow ODOT, the counties and the cities to voluntarily establish such a program using existing revenues.

#### EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends adoption of Resolution No. 86-701.

AC/srs  
6483C/472-2  
11/05/86

OREGON TRANSIT FINANCE STUDY ADVISORY COMMITTEERECOMMENDATIONS FOR TRANSIT FUNDING1. Transit Capital Assistance Fund

Provide \$6 million annually in state funds to match federal capital grants. The purpose of the state program would be to fund the entire local share of approved grants. The program would finance economic development related construction projects and fleet modernization. Fund the program with \$2 million in lottery and \$4 million in General Funds annually.

Make funds available to transportation districts, cities and counties, to be used to acquire: vehicles, facilities, transit stations, park and ride lots, and related capital items. All grants would have to be approved by the Oregon Transportation Commission.

2. Special Transportation Fund (STF)

Increase the cigarette tax devoted to the STF from 1 cent to 2 cents, to provide an additional \$2.86 million annually. Continue allocating the current 1 cent on a per capita basis. Assign the new 1 cent to the Transportation Commission for discretionary distribution.

The Commission should: (1) distribute one-half of the new revenue on a per capita basis, (2) provide each governing body with a minimum allocation of \$15,000, (3) provide each governing body with \$2,000 for administrative expenses and (4) allocate the remainder of the funds to meet other identified needs as determined by the Commission.

3. Current Operating Assistance

Continue the state's general fund commitment to funding transit operating costs. The In-Lieu of Payroll Tax Program should be continued at the current 0.6% level to provide approximately \$7.0 million annually.

The Small City and Rural Area Transit Assistance Program should be fully funded. The state should continue to seek General Funds to match federal Section 18 operating funds to assure an adequate level of operating assistance for small cities.

4. Pursue a Dedicated Funding Source

As a long-term solution to transportation's funding needs, the transit-highway community should continue to pursue and identify a permanent revenue source to be dedicated to transit.

ATTACHMENT B

OREGON ROADS FINANCE STUDY

RECOMMENDATIONS FOR HIGHWAY FUNDING

1. Long-Range Highway Finance Requirements

A comprehensive assessment of Oregon's long-range road needs and revenues was completed to provide a basis for the legislative recommendations. The assessment was conducted in a uniform, consistent manner for the three jurisdictions -- cities, counties and state -- and for all functional classifications of roads -- freeways, arterials, collectors and local roads. The study presents the full needs and documents the inadequacy of current revenue sources to correct existing problems and the further erosion of the revenue base due to improved fuel efficiency and inflation.

A long-term approach should be taken to address the revenue shortfall defined in the study -- a one-time permanent fix is simply not feasible. As such, the study lays out three six-year programs to provide the basis for future legislation, the first of which would be introduced to the upcoming Legislature.

2. Six-Year Finance Recommendation

To begin to address the problem, the first six-year funding program is proposed as follows:

- a) A 2-cent gas tax increase plus equivalent weight-mile tax increase each year for each of the next six years;
- b) A \$10.00 per year increase in the vehicle registration fee; and
- c) A titling fee of 2 percent of the value of the car to be paid when first titling the car in Oregon.

3. Distribution

The proposed increases in highway revenue would go into the State Highway Trust Fund for distribution to jurisdictions as follows:

- a) 50 percent to the State Highway Division  
30 percent to Counties  
20 percent to Cities
- b) At the 6-cent level, the equivalent of one cent (\$22 million) would be used to establish an Urban Arterial Program to be distributed to each urban area for capital improvements, as follows:

- 1) Funding would be distributed on a formula basis to all urban areas -- large, medium and small size;
- 2) The funding would be available for capital improvements to state, county or city arterials or collector roads within the Urban Growth Boundary; and
- 3) The specific improvements would be selected by mutual agreement of the Oregon Department of Transportation and the affected local and regional jurisdictions.

This distributional approach is intended to provide a balancing of statewide needs and priorities. The increases to the state will allow expansion of their Modernization Program and allow them to avoid erosion in the scope of their maintenance and preservation programs. The increases to cities and counties will allow them to fund deferred maintenance and preservation requirements and begin meeting modernization needs. If basic maintenance requirements are adequately funded, the proposed Urban Arterial Program will benefit the cities, counties and the state in meeting modernization required for growth and economic development.

AC/srs  
6483C/472-3  
11/05/86



BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ENDORSING ) RESOLUTION NO. 86-701  
THE CONCLUSIONS AND RECOMMENDA- )  
TIONS OF THE OREGON ROADS AND ) Introduced by the  
TRANSIT FINANCE STUDIES ) Joint Policy Advisory  
 ) Committee on Transportation

WHEREAS, The Regional Transportation Plan identifies a significant need for highway and transit investment in the Portland metropolitan area and establishes the funding shortfall as a key regional priority; and

WHEREAS, The Portland region and the other city, county and state agencies participated in the Oregon Roads Finance Study and Oregon Transit Finance Study; and

WHEREAS, These studies have developed short-range recommendations as a step toward the long-term solution; now, therefore,

BE IT RESOLVED,

1. That the Metro Council endorses the recommendations of the Oregon Transit Finance Study as summarized in Attachment A.
2. That the Metro Council endorses the recommendations of the Oregon Roads Finance Study as summarized in Attachment B.
3. That the Metro Council urges support of the recommendations by other jurisdictions in the Portland region.

ADOPTED by the Council of the Metropolitan Service District  
this \_\_\_\_\_ day of \_\_\_\_\_, 1986.

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Richard Waker, Presiding Officer

AC/srs  
6483C/472-2  
11/05/86

COMMITTEE MEETING TITLE

JPACT

DATE

11-13-86

NAME

AFFILIATION

NAME	AFFILIATION
M- George Van Bergen	metra
M- <del>Steve Allison</del>	<del>Tri-West</del>
M- <del>Lois Anderson</del>	<del>Port of Portland</del>
M- ED FERGUSON	WSDOT
M- Fred Miller	ODOT
M- <del>Les Zeebe</del>	<del>Washington County</del>
M- <del>Sam R. Cooper</del>	<del>Metra</del>
M- LARRY COLE	CITIES OF WASHINGTON COUNTY
M- Jacqueline Anderson	Multnomah County
MA- <del>Tom Bispham</del>	<del>Dept. Env. Quality</del>
M- Mark Woodylo	Cities of Mult. Co.
M- RICHARD WAKER	METRO
S- Rick Gustafson	Metra
M- Ron Thom	Cities of Clark Cty
G- Henry Moore	ODOT - Tidewater
G- <del>Pat Jensen</del>	<del>ODOT</del>
G- Mary Volm	ODOT
G- Ray Polani	Citizens for Better Transit
G- Lee James	TRI-MET
G- Keith Ahola	WSDOT
G- Bonnie Hays	Wash. County Board of Comm.
S- Richard Markman	Metra
S- Karen Shackleton	metra

