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Meeting Notes 1988-05-12

Joint Policy Advisory Committee on Transportation

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METRO

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

Agenda

Meeting: JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION
Date: May 12, 1988
Day: Thursday
Time: 7:30 a.m.
Place: Metro, Conference Room 330

- *1. MEETING REPORT OF APRIL 14, 1988 - APPROVAL REQUESTED.
- *2. AUTHORIZING FEDERAL FUNDS FOR SEVEN SECTION 16(b)(2) SPECIAL TRANSPORTATION PROJECTS AND AMENDING THE TIP - APPROVAL REQUESTED - John Cullerton.
- #3. STATUS OF TRANSPORTATION FINANCE EFFORTS - Andy Cotugno.
 - . BUSINESS COMMITTEE ON TRANSPORTATION PRIORITIES
 - . PUBLIC-PRIVATE TASK FORCE ON TRANSIT FINANCE
 - . JPACT FINANCE COMMITTEE

*Material enclosed.

#Available at meeting.

NEXT JPACT MEETING: JUNE 9, 1988 - 7:30 A.M.

NOTE: Overflow parking is available at the City Center parking locations on the attached map, and may be validated at the meeting. Parking on Metro premises in any space other than those marked "visitors" will result in towing of vehicle.

MEETING REPORT

DATE OF MEETING: April 18, 1988

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

PERSONS ATTENDING: Members: Richard Waker, Earl Blumenauer, Bob Woodell, Pauline Anderson, Wade Byers, Jim Cowen, Bonnie Hays, Ed Lindquist, George Van Bergen, and Bob Bothman

Guests: Ted Spence, Rick Kuehn and Denny Moore, ODOT; Steve Fosler, N.W.D.A.; Susie Lahsene, Multnomah County; Bebe Rucker, Port of Portland; Richard Ross, Cities of Multnomah County; Carter MacNichol, Port of Portland; Lee Hames, Tri-Met; and Steve Dotterrer and Grace Crunican, City of Portland

Staff: Andy Cotugno, Karen Thackston, and Lois Kaplan, Secretary

MEDIA: None

SUMMARY:

Chairman Waker introduced and welcomed new JPACT members Jim Cowen (representing Tri-Met) and Bob Woodell (representing the Port of Portland).

MEETING REPORT OF MARCH 10, 1988

The March 10, 1988 JPACT meeting report was approved as written.

APPROVING THE FY 1989 UNIFIED WORK PROGRAM

Andy Cotugno reviewed the Staff Report to the UWP and noted that Resolution No. 88-896 reflects an increase in ODOT and e(4) funds of \$50,000.

Action Taken: It was moved and seconded to recommend adoption of Resolution No. 88-896 for the purpose of approving the FY 89 Unified Work Program. Motion CARRIED unanimously.

AMENDING THE TIP FOR TRANSIT CAPITAL IMPROVEMENTS

Andy Cotugno reviewed the staff report and resolution dealing with transit capital funding required in the five-year Transit

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Development Plan (endorsed by Metro on December 22, 1987) and examination of projects currently funded under Section 3 "Trade", Interstate Transfer, new Section 3 Discretionary and Interstate-4R funds. To line up capital needs with funding sources, projects were categorized for "routine capital replacements" and "those required for expansion."

Andy then reviewed the attachments to the resolution and briefed the Committee on their importance. He emphasized that the region's priority should be to keep the bus system running.

During discussion, Lee Hames acknowledged that the projects that have been determined of lesser priority are the expansion projects, those not necessarily needed to run the system.

Chairman Waker expressed concern over the use of e(4) funds for the purchase of buses. He felt that Tri-Met made some choices years ago affecting these projects, and that the e(4) funds should be geared toward projects rather than buses.

In clarification, Andy noted that buying buses is like maintaining the road system; it is essential for keeping it on the ground today. He emphasized again that the priority is to keep the system running and intact rather than an expansion program.

Action Taken: It was moved and seconded to recommend adoption of Resolution No. 88-897 amending the Transportation Improvement Program for the transit capital improvements. Motion CARRIED. Councilor Waker dissented.

AMENDING THE FY 1988 UNIFIED WORK PROGRAM

Andy Cotugno explained that \$100,000 of Interstate Transfer funds were authorized for Convention Center light rail station preliminary engineering under Resolution No. 88-859 that amended the TIP and that the amendment to the UWP is required in order to receive the funds from UMTA.

Action Taken: It was moved and seconded to recommend approval of Resolution No. 88-911 amending the Unified Work Program to include the Convention Center light rail station with its budget of \$117,647. Motion CARRIED unanimously.

UPDATE ON JPACT FINANCE SUBCOMMITTEE

Andy Cotugno reported that the JPACT Finance Committee reviewed

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April 18, 1988
Page 3

finance options at its last meeting involving four different levels of transit funding. Each of the four options is specific as to a proposed source of funding and the rate to accomplish the program. The task is to narrow it down and reach a consensus on one of the options before it can have broader public review. Andy noted that the next scheduled meeting will be held at Metro at 3:00 p.m. on April 29. Each jurisdiction has the responsibility of bringing to that meeting their preferences and concerns.

A discussion followed as to what role the private sector will play in the public-private partnership. The task ahead will be to have a realistic expectation for the private sector regarding an alleged partnership, what the options are, and range of possibilities. He was optimistic that conclusions would be reached by Labor Day.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma
Dick Engstrom
JPACT Members

STAFF REPORT

Agenda Item No. _____

Meeting Date _____

CONSIDERATION OF RESOLUTION NO. 88-914 FOR THE
PURPOSE OF AUTHORIZING FEDERAL FUNDS FOR SEVEN
SECTION 16(b)(2) SPECIAL TRANSPORTATION PROJECTS
AND AMENDING THE TRANSPORTATION IMPROVEMENT
PROGRAM

Date: April 13, 1988

Presented by: Andrew Cotugno

FACTUAL BACKGROUND AND ANALYSIS

Proposed Action

Recommend Council adoption of the attached Resolution which authorizes Federal 16(b)(2) funds to seven private, nonprofit social service agencies. These funds will be used for the purchase of passenger vehicles and related equipment to provide special transportation services in the Portland metropolitan area to specific client groups not served by Tri-Met. This Transportation Improvement Program (TIP) addition will allow the agency to apply for 16(b)(2) funding from ODOT. ODOT will award funds following consideration of applications from throughout the state.

TPAC has reviewed this TIP amendment and recommends approval of Resolution No. 88-914.

Background

Section 16(b)(2) authorizes the Urban Mass Transportation Administration (UMTA) to make capital grants to private, nonprofit organizations to provide transportation services for elderly and handicapped persons. Capital investments include purchase of conventional and paratransit vehicles and other equipment associated with providing local and regional (non-intercity) transportation services to the elderly and handicapped. Apportioned 16(b)(2) funds are not available for operating expenses. Transportation Improvement Programs and their Annual Elements must be amended to include new 16(b)(2) projects.

Section 16(b)(2) funding is only available to private, nonprofit organizations and, in the Metro region, only for use to serve specific client groups that cannot be served effectively by Tri-Met. Tri-Met has reviewed the seven applications for 16(b)(2) funds and supports them all on the basis that Tri-Met is unable to perform more efficiently the function these vehicles would provide. Tri-Met has conditioned their support on the applicant's agreement to coordinate with the tri-county LIFT program in cases where that would provide more efficient service. (See attached letter of support from Tri-Met.)

The seven local providers submitting applications are:

	<u>Name/Area</u>	<u>Equipment</u>	<u>Federal/ Applicant</u>
a.	Welcome Break, Inc.	1 10-16 passenger van Miscellaneous items	\$19,560/ \$4,890
b.	Washington County Community Action Organization	1 16 passenger Ford Champion w/wheelchair lift	\$30,072/ \$7,518
c.	Volunteer Transportation Program	15 10-16 passenger vans Miscellaneous items	\$616,770/ \$154,192
d.	S.E. Mental Health Network	1 10-16 passenger van 1 Crewcab pickup	\$26,460/ \$6,615
e.	Association of Retarded Citizens	1 5-9 passenger station wagon 1 7 passenger mini van	\$17,388/ \$4,347
f.	Mental Health Services West	2 7 passenger mini vans	\$25,200/ \$6,300
g.	Tualatin Valley Mental Health Center	1 10-16 passenger van Miscellaneous items	\$14,488/ \$3,622

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends adoption of Resolution
No. 88-914.

RB/sm
7376C/496
04/20/88

TRI-COUNTY
METROPOLITAN
TRANSPORTATION
DISTRICT
OF OREGON



TRI-MET

4012 S.E. 17TH AVENUE
PORTLAND, OREGON 97202

April 20, 1988

Andy Cotugno
METRO
2000 SW 1st
Portland, OR 97201

Dear Mr. Cotugno:

Tri-Met has reviewed public notices for the 1988 16(b)(2) program and, for the programs listed below, determined that Tri-Met is unable to perform the functions the equipment or vehicle(s) would provide. Based upon the need and their agreement to coordinate with the LIFT program, Tri-Met supports their applications for funding. The programs are:

Association for Retarded Citizens -- SE Intensive
Training Program
North Plains Senior Center
Sandy Golden Age Club
Southeast Mental Health Network
Mental Health Services West
Colton Senior Center
Washington County Community Action Organization
Welcome Break, Inc.
Tualatin Valley Mental Health Center
Volunteer Transportation, Inc.

Sincerely,

Park Woodworth, Director
Paratransit Services

rm

c: Joan Plank
John Cullerton
Applicants

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AUTHORIZING)	RESOLUTION NO. 88-914
FEDERAL FUNDS FOR SEVEN SECTION)	
16(b)(2) SPECIAL TRANSPORTATION)	Introduced by Rena Cusma,
PROJECTS AND AMENDING THE TRANS-)	Executive Officer
PORTATION IMPROVEMENT PROGRAM)	

WHEREAS, Section 16(b)(2) of the Urban Mass Transportation Act authorizes the Urban Mass Transportation Administration to make capital grants to private, nonprofit organizations to provide transportation services for elderly and handicapped persons; and

WHEREAS, Section 16(b)(2) funding will be made available only to nonprofit organizations serving specific client groups which cannot better be served by regular Tri-Met service to the elderly and handicapped community; and

WHEREAS, Tri-Met has determined that all the applicants listed below can serve their client-group more efficiently than could Tri-Met; and

WHEREAS, To comply with federal requirements the Transportation Improvement Program must be amended to include projects recommended for Urban Mass Transportation Administration 16(b)(2) funds; and

WHEREAS, The projects described below were reviewed and found consistent with federal requirements and regional policies and objectives; now, therefore,

BE IT RESOLVED,

1. That Federal 16(b)(2) funds be authorized for the purchase of special transportation vehicles for the following:

<u>Applicant</u>	<u>Federal/Applicant</u>	
a. Welcome Break, Inc.	\$19,560	\$4,890
b. Washington County Community Action Organization	\$30,072	\$7,518
c. Volunteer Transportation Program	\$616,770	\$154,192
d. S.E. Mental Health Network, Inc.	\$26,460	\$6,615
e. Assn. of Retarded Citizens	\$17,388	\$4,347
f. Mental Health Services West	\$25,200	\$6,300
g. Tualatin Valley Mental Health Center	\$14,488	\$3,622

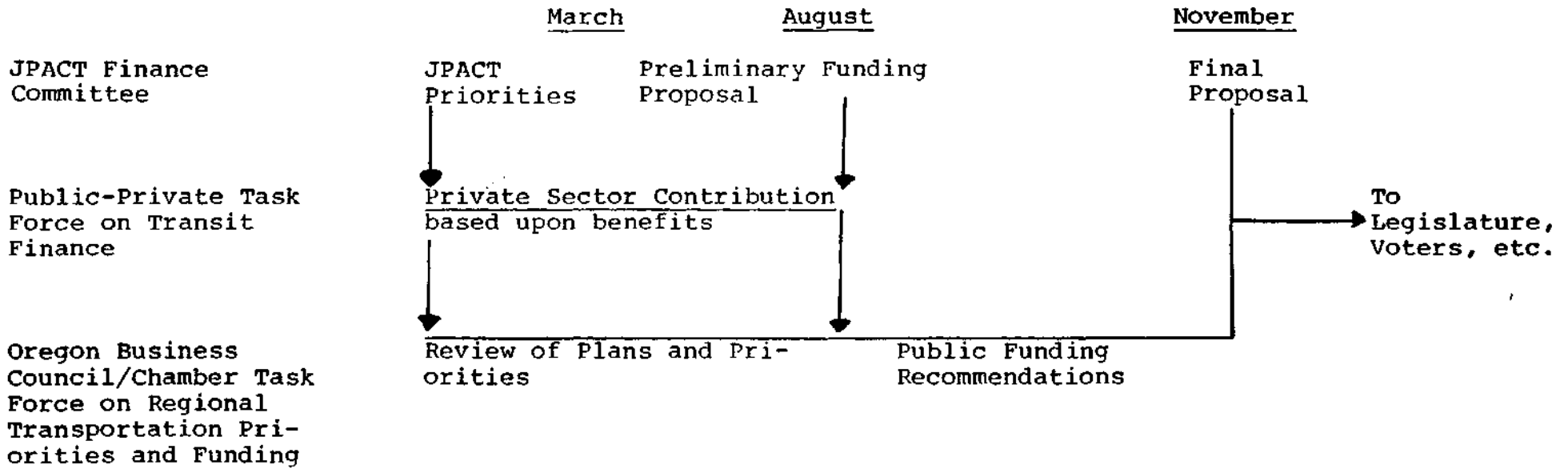
2. That the Transportation Improvement Program and its Annual Element be amended to reflect this authorization.

3. That the Council of the Metropolitan Service District finds the project to be in accordance with the region's continuing, cooperative, comprehensive planning process and, thereby, gives affirmative Intergovernmental Project Review approval.

ADOPTED by the Council of the Metropolitan Service District
this _____ day of _____, 1988.

Mike Ragsdale, Presiding Officer

RB/sm
7376C/496
04/20/88



Transportation Funding Committees

Public-Private Task Force on Transit Finance

Charge: To determine the appropriate amount of public versus private sector funding to implement the 10-year transit priorities and identify opportunities and appropriate mechanisms for private sector contribution.

Funding Mechanisms Under Consideration: Benefit Assessment District (LID); Tax Increment Financing; Station Cost Sharing; and Joint Development.

Approach: Evaluate the benefits of proposed transit improvements in the following categories: User Cost and Time Savings; GNP Multiplier and Infrastructure Benefits; and Real Estate Benefits.

Based upon these benefits, the Task Force will conclude the private funding contribution that is commensurate with the level of benefit received.

To date, the Task Force has been briefed on the regional growth patterns and transportation plans, economic development opportunities and plans, consultant materials on funding options, national case studies and the proposed benefit evaluation methodology. In addition, the Task Force has heard from national experts from Washington, D.C., Denver and Vancouver, B.C. The Task Force is currently meeting in subcommittees to focus on details for the Westside, Central City and Eastside transit improvements.

Findings to Date: The Task Force is focusing on the 10-year JPACT priorities, including Westside LRT, Milwaukie LRT, I-205 LRT and the North Transit Mall extension as well as locally oriented improvements including Jefferson Street Trolley, north of Burnside Trolley, Lloyd Center Trolley Loop and Central area bus circulators. Analysis to date of national case studies and relevant corridor data have revealed the following major conclusions:

- . Private sector funding contribution is important when competing for scarce federal funds for new rail starts.
- . Real estate development was a key component of financing rail expansion in the early 1900's.
- . Real estate benefits that result from rail system expansion include focusing of regional growth, producing lower vacancy rates, faster absorption rates, premium lease rates and higher retail sales in both suburban and downtown settings.
- . The influence area of stations is generally limited to one-quarter mile.

- . Documented impacts on retail rents from national case studies has been \$.50 - \$2.00 per square foot within 2-3 blocks of a rail station.
- . The private sector generally expects to see \$2.00 of demonstrated benefits from transit for every \$1.00 of private sector funding contribution.
- . Private contribution to date has been 10 percent of construction cost in Miami and Los Angeles resulting in a benefit assessment levy of 1-1.5 percent of prevailing lease rates or \$.18-\$.30 per square foot.
- . The real estate response to LRT is similar to heavy rail (subway) when LRT stations are well integrated into surrounding development. Market response tends to also take longer to develop.
- . Development response to rail is more pronounced when a single line is expanded into a more regional system.
- . Rail systems tend to focus regional growth patterns, especially during periods of regional expansion. In the Washington, D.C. area, 45 percent of all commercial office development has occurred within one-quarter mile of a Metro station. In Portland, with the Westside, I-205 and Milwaukie extensions, 80 percent of all offices will likely be located within one-quarter mile of downtown and suburban LRT stations, 10-30 percent less without LRT.
- . Publicly sponsored joint development projects in Washington, D.C. now produce \$3.6 m./year in lease revenue to help defray transit operating costs. With an active joint development program, UMTA is pursuing development at 40 percent of the stations with lease revenues expected to increase to \$12 m./year.
- . LRT to the airport allows an area to package hotel space to attract larger conventions and affects where convention class hotels are sited.
- . Private sector contribution from existing residential areas is very uncommon.
- . Consideration of a "turn-key" approach wherein the private sector fully implements and operates a rail corridor requires granting of a franchise which includes considerable real estate concessions or granting of eminent domain authority from state and local governments.

Membership:

Bill Robertson, Co-chair
Earl Blumenauer, Co-chair
Gerard Drummond
Chuck Frost
Nick Insley
Doug McGregor
Ted Millar
William Nato
Cheryl Perrin

Patrick Prendergast
Larry Rosencrantz
Louis Scherzer
Mitzi Scott
Larry Troyer
Loren Wyss
Pauline Anderson
Bonnie Hays
Michael Hollern
Ed Lindquist
George Van Bergen
Leslie White

Pacific Power & Light
City of Portland
NERCO
Tektronix
Nike
First Interstate
Westwood Corporation
Norcrest Company
Government affairs - State of
Oregon
Prendergast & Associates
U.S. Bank
Scherzer-Moore Partners
Pacific Northwest Bell
Melvin Simon
Tri-Met Board
Multnomah County
Washington County
Oregon Transportation Comm.
Clackamas County
Metro Council
C-Tran

Business Task Force on
Regional Transportation Priorities and Funding

Charge: To review current transportation priorities to identify priority improvements which should be supported for implementation by the year 2000 and to develop the foundation for increased business and community support.

Funding Mechanisms Under Consideration: Local, regional and state funding programs for highway, LRT and bus improvement, expansion, maintenance and operations.

Approach: Review the JPACT 10-year priorities and confirm or recommend changes for implementation and consider their costs and benefits to the region as compared to a lesser package and compared to a package which relies upon currently committed resources.

To date, the Task Force has been briefed on the regional growth patterns and transportation plans, economic development opportunities and plans and an overview of transportation priorities and issues from Rena Cusma, Earl Blumenauer, Ed Lindquist, Loren Wyss and Bob Bothman. The Task Force is also scheduled to hear from Governor Goldschmidt, legislative leaders and transportation interest groups.

Points of consensus reached to date:

- 1) It's important to consider the cost of operations and maintenance of transportation improvements, as well as the construction cost.
- 2) When the Committee reviews funding sources, it should be sensitive to the political realities. Funding recommendations need to be tied directly to projects of compelling interest and concern to those who are asked to pay.
- 3) The conclusions of the Committee should be put to work in an action program by the State and the region to meet priority regional transportation needs between now and the year 2000.
- 4) Continued vibrancy of the Central City area is essential to the region's economic health. The area will continue as an important employment base in the region. Adequate access to and from this base is important to regional development, as is the capacity to reach Central City amenities conveniently. These amenities serve the region and the State, and attract visitors who in turn generate further growth.
- 5) Another important transportation consideration for the region is the aviation connection to national and international markets. There must be an improved airlift to these markets, and specifically more direct flights to East Coast

destinations if the region is to prosper.

- 6) Light rail transit can spur growth in the region as well as relieve some highway congestion problems.
- 7) A package of regional transportation improvements that is balanced in its geography, mode and response to growth demand will have strong potential for acceptance among residents of the region.

Membership:

Ken Harrison, Chair
Robert Ames
Jerry Best
Marsha Congdon
Cecil Drinkward
Jack R. Faust, Jr.

Bernard V. Foster
William L. Gibbs
Dr. Paul Carlson
Edmund Jensen
Steven A.D. Meek
William S. Naito
Cheryl Perrin

Harriet Sherburne
Earl Wantland
William Scott
Edwin Stanley

Portland General Electric
First Interstate Bank
Red Lion Inns
Pacific Northwest Bell
Hoffman Corporation
Schwabe, Williamson, Wyatt,
Moore & Roberts
The Skanner
Northwest Natural Gas Co.
Oregon Graduate Center
U.S. Bancorp
OECO Corporation
Norcrest China Company
Government Affairs - State of
Oregon
Cornerstone-Columbia Corp.
Tektronix
Pacific Development, Inc.
Management Compensation Group

JPACT Finance Committee

Charge: To develop a draft funding proposal for consideration by JPACT for funding urban arterials and transit. The basis for the funding program is intended to be JPACT's 10-year priorities. This package, upon conclusion by JPACT, would provide the basis for presenting recommendations to the Business Task Force on Transportation Priorities.

Funding Mechanisms Under Consideration (see attached):

Urban Arterials

State funds
Regional or county registration fee
Regional or county gas tax
FAU funds

Transit

State funds
Payroll tax
Wage/payroll tax split
Income tax
Property tax
Cigarette tax
FAU funds

In addition, the package is being developed in consideration of the need for state and federal funds for major regional highway corridors.

Areas of Consensus to Date:

- . State funding should be sought for the major regional highway corridors; increased state and federal funding will be required.
- . State, new regional funding and private sector funding should be sought for LRT capital match. Private sector funding should be commensurate with benefits received; a greater than typical share will be required for I-205 LRT.
- . A regional vehicle registration fee is generally favored for urban arterial improvements with a minimum allocation guaranteed to local governments and the balance on the basis of regional priorities through JPACT. Consideration should be given to levying the fee on the basis of value. An important issue that remains involves funding of ODOT arterials via either a regional or state program. There is also no conclusion on whether or not to also pursue a regional gas tax.
- . State funding should be sought for continuation of transit capital assistance and a one-cent cigarette tax increase for special needs transit.

Membership:

Ed Lindquist, Chair
Earl Blumenauer
Pauline Anderson
Bonnie Hays
Rena Cusma
James Cowen
Bob Bothman

Clackamas County
City of Portland
Multnomah County
Washington County
Metro
Tri-Met
ODOT

ACC:lmk
a:\PPTF.JPA
5-11-88

REGIONAL TRANSPORTATION FUNDING OPTIONS

Option 1 -- Optimum
State Support

100% Regional Highway Corridors
1¢ Arterial Fund (\$10 m./yr.)
12.5% LRT Match (\$59.7 m.)
\$3.3 m. Transit Section 9 Match

Option 2 -- Minimum
State Support

100% Interstate
2/3 Regional Corridors
1/2 ODOT FAP Arterials
0 ODOT FAU Arterials
0 LRT Match
\$3.3 m. Transit Capital Match

<u>A</u>	<u>B</u>
1. Arterials: \$10 Registration Fee (\$12 m./yr.) FAU (\$3.8 m./yr.)	1. Arterials \$10 Registration FAU
2. LRT Bond Measure: 16¢/\$1,000 (\$5.9 m./yr.)	
3. Transit Operations:	2. LRT Sinking Fund & Transit Operations:

	<u>Pre- LRT</u>	<u>Post- LRT</u>
	(\$7.4 m.)	(\$16.6 m./yr.)

Payroll	.68%	.79%	.79%
Wage/	.33%	.38%	.38%
Payroll			
Income	.15%	.30%	.30%
Property	20¢/ \$1,000	45¢/ \$1,000	45¢/\$1,000

<u>A</u>	<u>B</u>
1. Hwy./LRT Bond Measure: 62¢/\$1,000 (\$21 m./yr.)	1. Hwy./Arterial Fund: \$10 Registration 3¢ Gas Tax (\$14.4 m./yr.) FAU
2. Urban Arterial Fund: \$10 Registration Fee 1.25¢ Gas Tax (\$6 m./yr.) FAU	2. LRT Bond Measure: 32¢/\$1,000 (\$11.8 m./yr.)
3. Transit Operations:	3. Transit Operations:

	<u>Pre- LRT</u>	<u>Post- LRT</u>	<u>Pre- LRT</u>	<u>Post- LRT</u>
	(\$7.4 m.)	(\$16.6 m./yr.)	(\$7.4 m.)	(\$16.6 m./yr.)

Payroll	.68%	.79%	.68%	.79%
Wage/	.33%	.38%	.33%	.38%
Payroll				
Income	.15%	.30%	.15%	.30%
Property	20¢/ \$1,000	45¢/ \$1,000	20¢/ \$1,000	45¢/ \$1,000

COMMITTEE MEETING TITLE JPACT

DATE 5-12-88 - 7:30 am

NAME	AFFILIATION
MA- CARTER MACNICOL	PORT OF PORTLAND
S- Andy Cotugno	Metro
M- RICHARD WAKER	METRO
M- George Van Boyer	"
M- Jawen	Tri/Met
M- SOB BOTHMAN	ODOT
M- Tom Brian	Wash. Co. Cities (City of Tugard)
G- Alan Squires	Guest (Tugard High School)
M- Jim Gardner	Metro
M- Scott Collier	City of Vancouver
M- Marjorie D. Schomuk	Cities of Multnomah County
G- Ted Jena	ODOT
G- Dennis Moore	ODOT
G- Alvin Fols	N.W. District Association
G- Peter Fry	CEIC
G- Gary Sponovich	Clackamas County
G- STEVE DOTTERER	CITY OF PORTLAND (STAFF)
G- Cynthia Sexton	TRI-MET
G- RICHARD ROSS	CITIES OF MULT. CO.
S- John Cullerton	Metro
G- Bebe Rucker	Port
G- Donald R. Rogers	Port, Clackamas Co.
M- Wade Byers	Clackamas County Cities
M- Ed Lindquist	Clackamas County