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11-10-1988

## Meeting Notes 1988-11-10

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: November 10, 1988  
Day: Thursday  
Time: 7:30 a.m.  
Place: Metro, Conference Room 330

- \*1. MEETING REPORT OF OCTOBER 13, 1988 - APPROVAL  
REQUESTED.
- #2. STATUS REPORT ON BI-STATE STUDY - INFORMATIONAL -  
Andy Cotugno.
- #3. COMMENTS TO TRI-MET BOARD REGARDING WITHDRAWAL FROM  
THE DISTRICT OF WILSONVILLE, DAMASCUS, AND MOLALLA -  
Andy Cotugno.
- \*4. STATUS REPORT ON SOUTHEAST CORRIDOR STUDY - INFORMA-  
TIONAL - Richard Brandman.
- \*5. STATUS REPORT ON JPACT FINANCE COMMITTEE - INFORMA-  
TIONAL - Andy Cotugno.

\*Material enclosed.

#Available at meeting.

NEXT JPACT MEETING: DECEMBER 8, 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: October 13, 1988

GROUP/SUBJECT: Joint Policy Advisory Committee on  
Transportation

PERSONS ATTENDING: Members: Richard Waker, Chairman; Pauline  
Anderson; Earl Blumenauer; Bob Bothman; Tom  
Brian; William Stark (alt.); Scott Collier;  
James Cowen; Jim Gardner; Nick Nikkila (alt.);  
Bonnie Hays; Ed Lindquist; Marge Schmunk;  
George Van Bergen; and Bob Woodell

Guests: Mike Ragsdale, Metro Councilor; Ted  
Spence, ODOT; Rick Kuehn, CH2M Hill; Bebe  
Rucker, Port of Portland; Steve Dotterer and  
Grace Crunican, City of Portland; Bruce Warner,  
Washington County; Howard Harris, DEQ; Gil  
Mallery, IRC of Clark County; and Tom  
VanderZanden, Clackamas County

Staff: Andrew Cotugno, Richard Brandman, James  
Giesecking, Jr., Karen Thackston, and Lois  
Kaplan, Secretary

MEDIA: None

### SUMMARY:

#### MEETING REPORT OF SEPTEMBER 8, 1988

The September 8 JPACT meeting report was approved as written.

#### STATUS REPORT ON BI-STATE STUDY

Gil Mallery, Director of the Intergovernmental Resource Center (IRC) of Clark County, reported that his agency has contracted with the Washington Legislative Transportation Committee (LTC) to prepare an interim report on the need for a new bi-state study. The report will include a statement of need for additional access points to Oregon, a discussion of the decision-making process in Oregon/Washington as it relates to transportation investments, and a scope of work for a bi-state Columbia River accessibility study.

Mr. Mallery emphasized the importance of the region having a fully integrated transportation system which could be accomplished by integrating the Portland-Vancouver area transportation network. He asked the Committee to consider the long-term agenda as to what

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type of transportation needs to be in place to serve that urban form. Topics he covered included the need to preserve corridors, urban form, transportation investments, and major land use and UGB issues. He expressed concern should the region not develop a consensus in terms of the future transit system and the resulting impacts that would affect quality of life and mobility. Unless Oregon is an enthusiastic and equal partner, he felt that a common agenda would not be formed.

Bob Bothman, Director of ODOT, felt that the draft work scope implied that the planning and implementation sides were mixed up in the study, and that the emphasis should focus on determining the need. He indicated that items 1 through 5 of the work scope (distributed at the meeting) should possibly represent the initial study effort. Mr. Bothman felt that the Scope of Work jumped to the conclusion that a third bridge will be built.

A discussion followed on the Scope of Work and the need for a regional planning effort. Commissioner Blumenauer felt that the region is lacking a fully developed rail agenda, which leads to some misconceptions. He stated the need for a full rail agenda that will help others and their developments to be compatible with our rail and road plans. It was mutually agreed that a response and comment from Tri-Met on options for solutions for future transit would be in order for the November 10 JPACT meeting.

Bob Bothman pointed out that the proposed study represents a legislative effort in the state of Washington, and he hoped that it would develop into a planning study that would define the need and rail options. In response, Gil Mallery stated that it is intended to be a planning effort and, if the wrong impressions were made, then the emphasis needs to be changed.

A discussion followed on the question of what the priority or emphasis areas should be in the metro area in the next five years. Included for analysis are the three major highway corridors. Andy Cotugno indicated that the bi-state analysis would require a significant amount of staff support from the various jurisdictions, and he was concerned that other activities might get downscoped. He emphasized the need to see how this study fits into the scheme of other priorities. Committee members expressed interest in having comments from ODOT regarding concerns for improved transit development.

Councilman Collier pointed out that while different targets have been set by each side of the river, it is important to bring the Oregon/Washington sides together for dialogue.

Chairman Waker thanked Mr. Mallery for his presentation.

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October 13, 1988  
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#### TRIBUTE TO RICK KUEHN

In recognition of Rick Kuehn's contribution to the region as an alternate JPACT member, he was presented with a framed poem, under the signature of a local author, as an expression of appreciation for his efforts in regional transportation planning. Mr. Kuehn leaves ODOT to assume a new position at CH2M Hill.

#### REGIONAL TRANSPORTATION PLAN UPDATE

James Giesecking reported that staff is nearing completion of the Regional Transportation Plan Update which will be adopted by ordinance. He then reviewed the components of the plan update reflecting changes that are necessary as a result of planning study recommendations adopted since the last RTP update and approval by JPACT of a package of 10-year highway and transit priority improvements. A schedule of the proposed RTP Update adoption process was included in the agenda packet.

#### JPACT FINANCE COMMITTEE RECOMMENDATIONS FOR REGIONAL TRANSPORTATION FUNDING PROPOSAL

Andy Cotugno reported that a JPACT Finance Committee meeting has been scheduled for Monday, October 17, to review the transportation funding proposal issues. JPACT members having issues of concern were encouraged to attend the meeting.

#### STATUS REPORT ON AIR QUALITY

Nick Nikkila, Air Quality Administrator of DEQ, reported that Congress has not updated the Clean Air Act since 1982. EPA has, therefore, promulgated a post-87 nonattainment policy which does not bode well for the Portland area.

With regard to CO, Mr. Nikkila indicated there were no exceedances on the Oregon side of the river since 1984 except for one violation in 1987 (two exceedances constitute a violation). He reported a downward trend in CO emissions, so compliance with the standard is expected. He noted, however, that two violations were reported on the Vancouver side and EPA looks at the Metro area as one airshed. EPA could decide that control measures need to be in place, so DEQ is negotiating with EPA at this time.

Mr. Nikkila expressed uncertainty as to whether we are in attainment with ozone requirements. A plan previously approved by EPA projected that, by 1987, we would have sufficient ozone reductions to meet the ozone standard. Since that time, EPA has decided to determine compliance based on air quality data solely from 1985-1987 which may result in Portland being designated a nonattainment area. He cited the importance of Congress amending

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the Clean Air Act or Portland will be subjected to a number of air quality requirements such as annual inspection and maintenance, stage 2 vapor recovery, volatility limits, and industry restrictions. Mr. Nikkila indicated that it is DEQ's intent to not only provide a healthful air quality but a healthy economic environment as well, and further air quality requirements would be a deterrent to economic development.

Mr. Nikkila asked for regional support in getting the language amended or clarified in the next Congress to ensure that EPA can't take this retrospective approach on all post-87 SIP requirements. Assurance was given by Mr. Nikkila that any measure taken would follow cost-effective strategies. The Committee concurred that a resolution should be introduced at the November 10 JPACT meeting in support of a language amendment to the Clean Air Act.

#### ADJOURNMENT

There being no further business, the meeting was adjourned.

lmk  
11-2-88  
a:\JPACT10

## Bi-State Transportation Study

### Transportation Problems/Objectives

- . I-5 congestion remains a problem and is an understandable concern to Clark County because of the extent that it limits access for Clark County residents to the balance of the Portland region.
- . I-5 congestion affects access to downtown, Swan Island, Rivergate and other employment locations but is no more serious than the effects of peak-hour congestion to other areas.
- . Highway projects are scheduled on I-5 at the Delta Park/Marine Drive interchange and at N. Portland Boulevard that will relieve congestion but projected traffic growth is expected to consume this additional capacity.
- . I-205 across the Columbia River has surplus capacity and is projected to continue to have despite a significant projected growth in traffic. I-205 cannot further relieve traffic problems on I-5, nor would a Camas/Troutdale bridge relieve traffic on I-205 or I-5 at this time.
- . If peak-hour congestion is allowed to spread into the off-peak hours, it would have a serious detrimental impact on trucking which is a serious concern in the I-5 corridor because of the truck-dependent industries in Northwest, Central Eastside, Swan Island, Rivergate and the Columbia Corridor.
- . LRT in the I-5 corridor has been evaluated and would be a viable mode of transportation and therefore provide supplemental transportation capacity in the corridor. Incremental bus service expansion as a step toward LRT is also viable.
- . Traffic across Cornelius Pass Road is a worsening problem and must be addressed -- either as part of a western beltway or as a stand-alone project. Commute traffic is growing between Washington County and St. Helens/Scappoose; trucking is growing between Washington County and port/industrial areas in Northwest Portland and St. Helens/Scappoose. Hazardous materials are being transported across Cornelius Pass Road due to the prohibition through the Sunset tunnels.

### Potential Impacts/Benefits

- . A western beltway between U.S. 26 in Washington County and I-5 in Clark County would involve potential impacts on Forest Park,

Sauvie Island, port facilities in Rivergate, Smith and Bybee Lakes and wetland areas west of Vancouver Lake.

- . A new Columbia River bridge west of I-5 would improve access from I-5 to future lower Columbia River port development in the St. Helens/Rainier/Astoria areas.
- . Alternatives involving a new bridge west of I-5 would have an economic benefit to Washington County as a result of improved access to the Clark County labor market, air freight shipments through Sea-Tac and container shipments through ports in Seattle and Tacoma.
- . LRT in the I-5 Corridor, in addition to serving a strong bi-state travel movement, would also serve a large inner-city residential area and reinforce economic development plans in downtown Portland and around the Convention Center. An extension of the route farther into Clark County could improve the viability of the corridor.

#### Reasonable Next Steps

1. Improve and coordinate data and forecasts of bi-state travel movements in order to gain agreement on the scope of the problem. Would require coordination and upgrading of modeling activities.
2. Define the economic interests that would be benefited by a bi-state improvement, including:
  - Possible future development areas
  - The importance of improved accessibility between Clark County and Washington County, between Washington County and Seattle, and between lower Columbia River port development and I-5
3. Evaluate the viability of an I-5 LRT corridor extending into Clark County.
4. Evaluate the implications of not improving I-5 beyond the highway projects currently committed; beyond construction of LRT.
  - Severity of congestion
  - Change in severity of congestion over time, how it compares to other sectors and therefore the effect on development patterns
5. Define the scope of the problems to be addressed in a broader bi-state study and the objectives of such a study.

a:/BSTRANS

11-9-88





**METRO**

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

# Memorandum

Date: November 8, 1988

To: JPACT

From: *AC* Andrew C. Cotugno, Transportation Director

Re: Proposed Changes to the Tri-Met District

Pursuant to ORS 267.250 to 267.263, the Tri-Met Board will be considering petitions from three areas to withdraw from the Tri-Met district:

1. The area surrounding Damascus south of the Multnomah County line;
2. The area surrounding Molalla south of Clackamas Community College; and
3. The City of Wilsonville.

A special meeting of TPAC was held on November 4 to consider the proposed withdrawals and develop comments to the Tri-Met Board for JPACT to consider. The TPAC meeting was attended by representatives of Clackamas County, Tualatin, Portland, Tri-Met and Metro.

In general, the concerns identified relate to the need for transit service throughout the Urban Growth Boundary and the concern that transit service to these areas is not subsidized by the taxpayers within the Tri-Met district. Specifically, the concerns are as follows:

## Urban Growth Boundary

The Urban Growth Boundary (UGB) provides the demarcation line under state statute within which properties will be allowed to develop to urban land use densities and to which the responsible jurisdiction will provide urban public services. In a sense, the property owners gain the right to develop to urban densities but will be expected to also bear the cost of providing urban services. Transit is one such service and one that must be provided in a manner that is coordinated with services provided elsewhere in the region and in coordination with regional highway improvement plans.

The proposed Wilsonville withdrawal appears attractive because the promise is for a higher level of local transit service to be provided by the City of Wilsonville with no loss of regional transit service provided by Tri-Met.

The majority of the Damascus withdrawal is similarly attractive in that it is outside of the UGB, does not presently have transit service and is not planned to receive a transit service extension. However, a portion of the proposed Damascus withdrawal is inside the UGB and, if withdrawn from the Tri-Met district, will not have a transit service provider available when it develops to urban densities.

The Molalla withdrawal is entirely outside the UGB and the Metro boundary and is therefore not a significant concern to the balance of the metropolitan area. There are, however, existing patrons on an existing route that would be impacted by the loss of Tri-Met service.

#### Tax Equity

The concern that initiated these petitions for withdrawal was one of tax equity: the areas are paying taxes for services not received. Removal of one or more of the areas from the Tri-Met district may be warranted but should not create a situation where the tax equity problem is reversed and the balance of the Tri-Met district is paying for service to these areas. If these areas continue to receive benefits from the Tri-Met service, they should be responsible for paying Tri-Met for these services.

#### Proposed JPACT Comments to Tri-Met:

1. Recommend that the Tri-Met Board approve the Damascus withdrawal with the exception of that portion inside the UGB; or, at a minimum, subject to their intent to retain those properties that have an "urban" land use designation and to reinstate those areas within the UGB that have a "future urban" land use designation when it is amended to "urban."
2. Recommend that the Tri-Met Board approve the Wilsonville withdrawal subject to:
  - a. The commitment of Wilsonville to provide alternative local transit service;
  - b. The agreement with Wilsonville on an equitable cost-sharing arrangement for the provision of regional (Tri-Met) transit service to and from Wilsonville; and

- c. The recognition that the area will be reinstated if these conditions fail.
3. No comment on the Molalla withdrawal due to lack of jurisdiction.
4. Recommend that if the Tri-Met Board approves any or all of the withdrawals, the extent of "Special Needs" transit service provided to these areas be no greater than the level of service that can be provided with the UMTA Section 18 funding and state cigarette tax funding attributable to the population in each area.

ACC:lmk

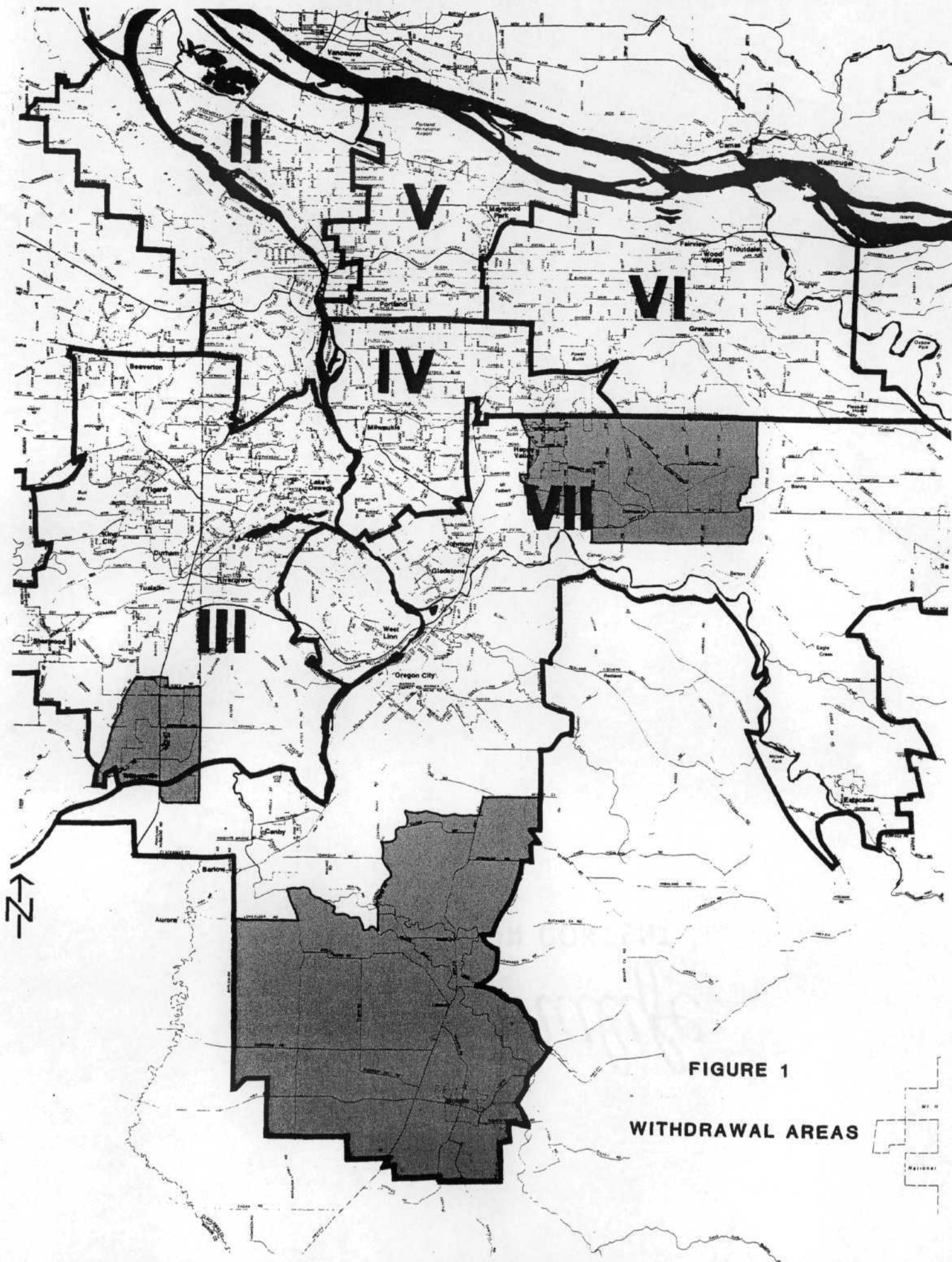


TABLE I

## WITHDRAWAL AREA COMPARATIVE STATISTICS

	Damascus	Molalla	Wilsonville	Region
<u>Patronage</u>				
Percent of Residents who are Transit Users	12% (870)	4% (407)	5% (208)	25%
Percent of Transit Users who are Heavy Users	6% ( 52)	6% ( 25)	20% ( 41)	27%
Percent of Transit Users who park-and-ride or kiss-and-ride	88%	88%	70%	10%
Percent of Transit Users who are Transit Dependent	26%	29%	30%	36%
Boarding Rides Contributed to the System within the Area (BRC)	---	74	138	162,600
<u>Service</u>				
Revenue Hours of Service per Weekday in Area (RH)	0	6.5	4.7	3,926
Number of One-Way Bus Rides Per Weekday	0	16	24	6,288
Productivity (BRC/RH)	0	11.4	29.2	38.2
Service Established	---	1975	1973	---
Special Needs Service Boarding Rides Per Weekday	9	27	1	1,815
<u>Population &amp; Employment</u>				
Area in square miles	6.0	17.3	2.1	---
1987 Population	9,391	14,386	5,506	1,295,000
2005 Population	13,186	19,085	14,200	1,740,000
Percent Change	+40%	+33%	+158%	+34%
1987 Employment	1,087	3,917	8,630	614,300
2005 Employment	4,946	6,218	13,627	910,000

	Damascus	Molalla	Wilsonville	Region
<u>Revenue &amp; Cost</u>				
Self-employment & Payroll Tax Collected within area	\$28,341	\$255,895	\$1,126,632	\$49,304,000
Value" of Service provided within Area (1)	---	\$110,439	\$ 79,856	----
Loss Marginal Operating Cost Savings Resulting From Withdrawal	---	\$ 35,066	\$ 12,826	\$ 47,892
Tax Rate in Remainder of District (2)	.006003	.006031	.006140	.006176

- 
- (1) RH/day X255 days/year X \$66.63/RH (Apr. 1988 MPR, 12 mo. avg. YTD, including and rail).
- (2) Increase in tax rate in remainder of district if each area is the only area withdrawn. Regional figure is the increase in tax rate in remainder of district if all areas withdraw.



**METRO**

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

# Memorandum

Date: November 2, 1988

To: JPACT

From: *BH* Bob Hart, Transportation Planner

Re: Southeast Corridor Study Update

Technical analysis for the Southeast Corridor Study is nearing completion. Analysis has been conducted that defined the population and employment growth in and around the study area and the nature of traffic using the east/west streets. The extent of existing and future problem areas have been defined, which resulted in the technical and citizen committees developing a number of traffic alternatives over the last several months.

This memo summarizes the results of the study effort to date.

## Population and Employment Growth

Overall, the population and employment growth in the study area is moderate and, by 2009, increases by 8 and 10 percent, respectively, over 1985.

The most significant change in population and employment growth occurs in the Clackamas Town Center/industrial area to the southeast of the study area, which increases by 62 and 186 percent.

Travel demand in 1985 between the Portland Central Business District (CBD) and the study area comprises about 7 percent of the travel to and from the study area and, in 2009, remains almost unchanged. Travel demand between the study area and the CTC/Clackamas industrial area increases by 82 percent to 2,680 p.m. peak vehicle trips in 2009.

The moderate growth within the study area combined with the increase in employment growth to the southeast results in a substantial change in travel patterns within the study area. CTC/industrial area trips, for example, represent 6 percent of the travel to and from the study area in 1985 and 10 percent in 2009. Even with the expected CTC employment growth, travel demand between the area west of the Willamette River and the Clackamas

JPACT

November 2, 1988

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Town Center is not expected to increase significantly due to the attractiveness of other regional retail centers on the west side (Washington Square, Beaverton, and downtown Portland).

#### Through Versus Local Traffic

Analysis of the nature and type of traffic using east/west streets in the study area has shown that it is primarily local in nature, with most trips having origins or destinations within the study area. Overall, almost 80 percent of the traffic on the combined east/west streets (Holgate, Bybee, Johnson Creek Boulevard, Harrison/King) is local and is going to destinations between McLoughlin Boulevard on the west and 82nd Avenue to the east. Johnson Creek Boulevard traffic is comprised of 88 percent local trips in 1985 and is projected to be 84 percent local trips in 2009.

#### Traffic Impacts of Southeast Alternatives

Metro staff have worked closely with the Southeast Technical Advisory Committee and have conducted an extensive workshop with the Southeast Citizens Advisory Committee and other citizens to develop a range of transportation alternatives intended to solve traffic problems in the study area. Alternatives analyzed consist of the following concepts:

- . Expanded Transit
- . Share Traffic
- . Focus Traffic
- . Minimize Traffic

A brief description of the alternatives is provided in Attachment A.

- . Expanded Transit

Analysis has shown that the Expanded Transit alternative, which includes railbus on the PTC tracks, does not affect traffic congestion in the study area. This is because relatively few trips in the study area are destined to the CBD. In addition, the railbus serves primarily suburban to suburban travel where there is no parking cost and no limitation on parking availability. This results in a negligible change in modesplit with a shift in ridership from bus lines to the railbus. Tri-Met may wish to further explore the cost-effectiveness of the railbus option, as it did carry a fair number of riders on a portion of its length.



. Focus Traffic

All three of the Focus Traffic alternatives decrease traffic on Johnson Creek Boulevard by 25 to 40 percent from the Regional Transportation Plan (RTP). They also reduce congestion on other east/west streets. They all tend to increase traffic flow through the study area and draw regional trips from Highway 224.

In addition, new capacity in the area results in increased congestion on McLoughlin Boulevard, on Tacoma Avenue west of McLoughlin, and the Sellwood area in general due to the attractiveness of the new facility.

Costs of these alternatives range from \$12 million to \$30 million and the environmental impacts, although not yet defined in detail, are significant.

. Share Traffic

These alternatives reduce traffic on Johnson Creek Boulevard by 10 to 20 percent from the RTP. Share Traffic No. 1 reduces congestion on other east/west streets such as traffic shifting primarily to Holgate Boulevard where it almost doubles due to the increased capacity in that corridor.

The new connectors to McLoughlin on Steele and Mailwell result in additional traffic on Woodstock Boulevard and Steele Street, but they do decrease traffic on the Bybee overpass and Crystal Springs Boulevard to the north and King Road to the south. Costs for the new facilities are more than \$16 million for the Steele connector and \$23 million for the Mailwell connector.

. Minimize Traffic

Minimize Traffic alternative No. 2 (high cost alternative) will not be carried forward for further analysis. Because it takes most of the traffic off Johnson Creek Boulevard (about 90 percent), this alternative was considered too restrictive. While it takes through trips off Johnson Creek Boulevard, it also has a negative impact on local traffic circulation needs, possibly forcing local traffic to inappropriate neighborhood streets.

The remaining Minimize Traffic alternative No. 1 (low-cost alternative) reduces traffic on Johnson Creek Boulevard by about 20 percent and also results in lower traffic volumes on the Bybee overpass and Crystal Springs Boulevard.

This alternative is restrictive enough to take through traffic off Johnson Creek Boulevard, but also prevents trips from the

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west on Johnson Creek Boulevard from entering the industrial area. Milwaukie trips destined to 39th Avenue/45th Avenue north of Johnson Creek Boulevard, however, will also be inconvenienced.

BH:lmk

Attachment  
a:\SEUpdate

ATTACHMENT A

Southeast Corridor Alternatives

Expanded Transit

- . RTP transit service including Milwaukie and I-205 LRT.
- . Additional transit service between downtown Portland and the study area.
- . Circumferential railbus service between Hillsboro and Gresham utilizing PTC tracks along Johnson Creek Boulevard.

Share Traffic

- . #1 - Improvements to Holgate, Foster Road, 52nd Avenue, 28th and other locations in the study area.
- . #2 - New connector at Steele and 28th to McLoughlin; new connector at Roswell and 32nd to McLoughlin; no improvements to Holgate Boulevard; includes other improvements in #1.

Focus Traffic

- . #1 - New connector in basin from McLoughlin/Tacoma to 45th Place.
- . #2 - New connector in basin from McLoughlin/PTC to 45th Place.
- . #3 - New roadway just north of existing Johnson Creek Boulevard with access at 32nd and 42nd.

Minimize Traffic

- . #1 - Diverters at 42nd/45th Place and Johnson Creek Boulevard and minor improvements to Holgate, Foster, and 52nd Avenue.
- . #2 - Diverters at 32nd/42nd/45th Place and Johnson Creek Boulevard and Share Traffic #1 alternative.



**METRO**

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

# *Memorandum*

Date: November 2, 1988

To: JPACT

From: *ACC* Andrew C. Cotugno, Transportation Director

Regarding: Funding Proposal

Attached are the funding issues still under discussion  
by the JPACT Finance Committee.

ACC:lmk

Attachments

### JPACT FUNDING PROPOSAL ISSUES

- 1) ISSUE: SHOULD WE PURSUE A PROPERTY TAX BASE OR A GENERAL OBLIGATION BOND MEASURE FOR MAJOR HIGHWAYS AND/OR TRANSIT?
- 2) ISSUE: SHOULD THE VEHICLE REGISTRATION FEE BE IMPOSED BY METRO OR THE COUNTIES?
- 3) ISSUE: SHOULD WE SEEK TO HAVE THE STATEWIDE VEHICLE REGISTRATION FEE IMPOSED ON THE BASIS OF VALUE?
- 4) ISSUE: AT WHAT LEVEL SHOULD THE VEHICLE REGISTRATION FEE BE IMPOSED?
- 5) ISSUE: SHOULD WE IMPOSE A REGIONAL GAS TAX?
- 6) ISSUE: SHOULD WE PURSUE THE WAGE/PAYROLL TAX SPLIT OR FREEZE THE PAYROLL TAX AND IMPOSE A WAGE TAX?
- 7) ISSUE: ARE IDENTIFIED METHODS TO MINIMIZE NEW TRANSIT TAX APPROPRIATE AND VIABLE (I.E., LOCAL GOVERNMENT PAYROLL TAX, FAU AND STATE SUPPORT FOR ROUTINE CAPITAL)?
- 8) ISSUE: SHOULD THE PAYROLL TAX ON LOCAL GOVERNMENT BE LEGISLATED OR VOLUNTARY?
- 9) ISSUE: SHOULD THE REGIONAL COMMITMENT TO I-205 BE CAPPED AT 25 PERCENT OR SHOULD IT BE TREATED THE SAME AS WESTSIDE LRT?

1) ISSUE: SHOULD WE PURSUE A PROPERTY TAX BASE OR A GENERAL OBLIGATION BOND MEASURE FOR MAJOR HIGHWAYS AND/OR TRANSIT?

Pros

- . Ensures full funding for big ticket projects.
- . Puts transit and highways on the ballot together.
- . Reduces size of new transit tax.

Cons

- . Requires property tax.
- . Results in local funds being spent on major highways of state responsibility.

JPACT Finance Committee Recommendation:

- a. A property tax bond measure is not a reasonable funding source for regional highway improvements; highway user fees are in place and should be expanded for this purpose.
- b. The region should reconsider whether to submit a bond measure or property tax base to voters for LRT and elderly and handicapped service. Consideration should be given to either a capital only measure or a capital plus operating measure for LRT and elderly and handicapped service. Such a measure could be in addition to or instead of the current proposal for wage tax and payroll tax on local government.

2) ISSUE: SHOULD THE VEHICLE REGISTRATION FEE BE IMPOSED BY METRO OR THE COUNTIES?

A JPACT-administered Arterial Fund is proposed with a minimum allocation of 75 percent of the funds by formula to each county and Portland and a regional allocation to projects by JPACT of the remaining 25 percent.

<u>Metro</u>	
<u>Pros</u>	<u>Cons</u>
<ul style="list-style-type: none"><li>. Collects revenues in a single large fund rather than multiple small funds to ensure capital projects can be built.</li><li>. JPACT is already operational as a Metro committee supported by Metro staff.</li><li>. Allows regional portion of the allocation to go anywhere in the region.</li><li>. Creates mechanism to allow future consideration of using funds for transit.</li></ul>	<ul style="list-style-type: none"><li>. Requires separate action for area in each county outside Metro boundary.</li><li>. Requires Metro Council to delegate its allocation responsibility to JPACT (although final budget authority to appropriate funds could not be delegated).</li><li>. Requires special legislation that may be difficult to get for Metro.</li></ul>

<u>Counties</u>	
<u>Pros</u>	<u>Cons</u>
<ul style="list-style-type: none"><li>. Full county area covered.</li><li>. Easy to include in overall statewide legislation permitting local option.</li></ul>	<ul style="list-style-type: none"><li>. Creates possibility of different fee levels in each county (as with gas tax).</li><li>. Requires County Commissions to delegate their allocation responsibility to JPACT (although final budget authority to appropriate funds could not be delegated).</li><li>. Restricts allocation to projects within county where funds are collected.</li><li>. Likely results in Multnomah, Clackamas County registration fee being dependent upon a successful vote in Washington County.</li></ul>

JPACT Finance Committee Recommendation: Further consider a County-collected vehicle registration fee to fund an Arterial Program administered by JPACT if legally feasible to establish.

3) ISSUE: SHOULD WE SEEK TO HAVE THE STATEWIDE VEHICLE REGISTRATION FEE IMPOSED ON THE BASIS OF VALUE?

Proposal: Increase the state vehicle registration fee through a mechanism that bases the fee on the value of the vehicle.

Pros

- . Makes the fee more progressive.
- . Increases the overall receipts from the registration fee with the impact on higher income individuals.
- . Increase over time with inflation.
- . Provides the statewide basis for imposing the local option fee on a value basis.

Cons

- . Increased administrative costs.
- . Should be sought as an increase to the vehicle registration fee.
- . May require converting the fee to annual.

JPACT Finance Committee Recommendation: Yes, pursue change through Road Finance Study and Business Committee on Transportation Priorities.



4) ISSUE: AT WHAT LEVEL SHOULD THE VEHICLE REGISTRATION FEE BE IMPOSED?

To fully fund city/county arterials:

- . A \$20.00/year flat fee; or
- . An average \$16.00/year escalating fee (tied to value) would be required.

To fully fund city/county/state arterials:

- . A \$31.00/year flat fee; or
- . An average \$25.00/year escalating fee (tied to value) would be required.

JPACT Finance Committee Recommendation: Seek local option authority to impose a vehicle registration fee up to the same level as that imposed by the state; include the same fee as imposed on trucks.

5) ISSUE: SHOULD WE IMPOSE A REGIONAL GAS TAX?

Pros

- . Provides mechanism for equalizing county gas taxes.
- . Provides additional funding for Arterial Fund at the 4-cent level (1 cent = \$4.8 m.).

Cons

- . Nothing to be gained in Multnomah County until it reaches 4 cents.
- . Previous recommendation was to dedicate gas taxes to maintenance rather than capital.

JPACT Finance Committee Recommendation: Do not pursue at this time; revisit issue after legislative session, dependent upon outcome of other issues; ensure local gas tax authority is not removed by the Legislature.

6) ISSUE: SHOULD WE PURSUE THE WAGE/PAYROLL TAX SPLIT OR FREEZE THE PAYROLL TAX AND IMPOSE A WAGE TAX?

\$14.65 m./year could be generated by either of the following options:

- a) Freezing the payroll tax on employers at 0.6% plus a wage tax on employees at 0.15%; or
- b) Reducing the payroll tax on employers to .375% plus imposing a wage tax on employees at .375%.

Payroll @ 0.6%/Wage @ 0.15%

Pros

- . Minimizes impact of new tax on employees.

Cons

- . Does not provide payroll tax relief.

Wage/Payroll Tax @ .375%

- . Provides payroll tax relief.

- . Higher new tax impact on employees.

JPACT Finance Committee Recommendation: Actively support whichever option is sought by the Tri-Met Board; include a provision in the statute dealing with establishment of a capital sinking fund for LRT.

- 7) ISSUE: ARE IDENTIFIED METHODS TO MINIMIZE NEW TRANSIT TAX APPROPRIATE AND VIABLE (I.E., LOCAL GOVERNMENT PAYROLL TAX, FAU AND STATE SUPPORT FOR ROUTINE CAPITAL).

We have recommended the following actions to provide funding to transit, thereby reducing the level of new tax required:

Payroll tax on local governments/schools/	
nonprofits . . . . .	\$ 5.2 m./yr.
FAU funds. . . . .	3.0 m./yr.
State funding to routine capital . . . . .	<u>3.3 m./yr.</u>
	\$11.5 m./yr.

JPACT Finance Committee Recommendation: Yes, retain in package but be prepared to support a higher wage tax if any are unsuccessful.

8) ISSUE: SHOULD THE PAYROLL TAX ON LOCAL GOVERNMENT BE LEGISLATED OR VOLUNTARY?

Voluntary

Pros

- . Removes issue from legislative debate.
- . Could be implemented quickly.

Legislated

Cons

- . Higher funding possible if imposed on all units of local government (cities, counties, schools, etc.).
- . Avoids problem if one jurisdiction wants to opt out.

JPACT Finance Committee Recommendation: Seek imposition on a mandatory basis by Legislature.

9) ISSUE: SHOULD THE REGIONAL COMMITMENT TO I-205 BE CAPPED AT 25 PERCENT OR SHOULD IT BE TREATED THE SAME AS WESTSIDE LRT?

State and regional funding for Westside LRT could be anywhere between 25 percent and 50 percent depending upon the level of private and federal funding actually obtained. However, the regional commitment to date to I-205 has been limited to 25 percent.

Portland Recommendation:

- . Retain Interstate buslane funding on I-205 LRT . . . \$16.3 m.
- . Seek UMTA Section 3 funding for vehicles (not Section 9) . . . . . 8.0
- . Implement Public-Private Task Force Recommendations. 16.6
- . Seek funding participation from Port of Portland . . . 8.0-10.0
- . Commit a maximum of 25 percent state and regional funding as part of overall state/regional funding package . . . . . 22.5
- . Fund the balance from other funding mechanisms in the corridor. . . . . 16.6-18.6  
\$90.0 m.
- . Withdraw the I-205 bus lanes.
- . Obtain non-federal funding to allow Alternatives Analysis/Draft EIS/Preliminary Engineering work to proceed on LRT from Portland to Milwaukie to Clackamas Town Center to airport.
- . When costs increase, state/regional commitment stays capped at 25 percent share; remainder to be funded from mechanisms in the corridor.

Clackamas County Recommendation:

- . Retain Interstate buslane funding on I-205 LRT . . . \$16.3 m.
- . Seek UMTA Section 3 or 90 funding for vehicles . . . 8.0
- . Implement Public-Private Task Force Recommendations. 16.6
- . Commit up to the same level of state and regional funding that is ultimately committed to Westside LRT after the federal funding commitment for Westside is established (assume 40% for now). . . 36.0
- . Fund the balance from other corridor mechanisms such as extension of Public-Private Task Force recommendations to other parts of the corridor and participation by the Port of Portland . . . . . 13.1  
\$90.0 m.
- . Consider segmenting I-205 and/or downscoping by single track sessions.
- . Withdraw I-205 buslanes.
- . Proceed with Alternatives Analysis/Draft EIS work for LRT from Portland to Milwaukie to Clackamas Town Center to airport with funding from Interstate buslane withdrawal and McLoughlin LRT Reserve. Use Alternatives Analysis to determine project viability and which segments to advance to preliminary engineering.

JPACT Finance Committee Recommendation: Undetermined.



# League of Oregon Cities

SALEM: Local Government Center, 1201 Court Street N.E., P.O. Box 928, Salem 97308, Telephone: (503) 588-6550 • Toll Free In Oregon 1-800-452-0338

October 25, 1988

## DRAFT

TO: Policy Committee  
Road Finance Study

FROM: Charles Vars 754-2321  
Randy Franke 588-5212

Below is a proposal for your consideration at the November 3, 1988, Policy Committee meeting. Please contact either of us with your questions or comments about the proposal.

1. Impose a \$10 increase in the annual statewide vehicle registration fee, the proceeds of which are dedicated to roads through the State Highway Trust Fund. Revenues will be split on a 50/30/20 basis.
2. Authorize county commissioners to impose a county-wide local vehicle registration fee dedicated to roads. The amount of the locally-authorized fee could not exceed the statewide vehicle registration fee. Provisions will be made for sharing the revenue with cities inside a county which imposes the fee. Provisions will also be made for multi-county or MSD authority.
3. Impose a 2 cent increase in the gas tax and equivalent weight mile tax on January 1, 1991, 1992 and 1993, and dedicate the proceeds to roads. Revenues would be split 50/30/20.
4. Retain the small city allotment at \$750,000 beginning in 1991 and increase it proportionally based on any statewide increase in fuel taxes and/or registration fees.

CV:RF:jr

## COMMITTEE MEETING TITLE

JPACT

DATE

11/9/88

## NAME

## AFFILIATION

M- Bob Berkman	Odor
M- Wade Byers	ODOT
G-MA Bill Stark	Cities in Clackamas County
E- MIKE RASDALE	Clackamas Cities (alt)
MA- Nick N...	METRO
M- Ed Lindquist	Clac. Co.
M- Jim Cowen	TRI/MET
M- Jim Gardner	METRO
M- RICHARD WAKER	METRO
M- Pauline Anderson	Newlin County
MA- Mike Lindberg	City of Portland
MA- CARTER MACNICHOL	PORT
E- Lee Hanes	TRI-MET
E- Bob Hart	Metro
E- Bebe Rucker	Port
G- Lee LaFontaine	Public Transit Division
S- Richard B	Metro
G- STEVE DOTTERER	PORTLAND STAFF
G- Don Adams	Aviation Div. Reg. 1
Mike Houck	Audubon Society of Pdx.
G- Roy Priest	Hillsboro Chamber of Commerce
G- Darrell Hayden	Hillsboro Chamber of Comm.



COMMITTEE MEETING TITLE

JPACT

DATE

11/9/85

NAME

AFFILIATION

G- BRUCE WARNER

WIN. COUNTY

G- Bill Barber

Clackamas Co

G- Molly O'Reilly

Forest Park Nhood Assoc.

G- RAY POLAMI

C.B.T.

G- JIM HOWELL

OREARIP

G- Wink Brookes

City of Hillsboro

G- DARREL ROBY

STANDARD INSURANCE COMPANY

G- Peter F Fry

CEIC

S- Karen Thackston

Metro

S- Andy Cotugno

"