

Portland State University

**PDXScholar**

---

Joint Policy Advisory Committee on  
Transportation

Oregon Sustainable Community Digital Library

---

5-10-2007

## Meeting Notes 2007-05-10

Joint Policy Advisory Committee on Transportation

Follow this and additional works at: [https://pdxscholar.library.pdx.edu/oscdl\\_jpact](https://pdxscholar.library.pdx.edu/oscdl_jpact)

**Let us know how access to this document benefits you.**

---

### Recommended Citation

Joint Policy Advisory Committee on Transportation, "Meeting Notes 2007-05-10 " (2007). *Joint Policy Advisory Committee on Transportation*. 444.

[https://pdxscholar.library.pdx.edu/oscdl\\_jpact/444](https://pdxscholar.library.pdx.edu/oscdl_jpact/444)

This Minutes is brought to you for free and open access. It has been accepted for inclusion in Joint Policy Advisory Committee on Transportation by an authorized administrator of PDXScholar. Please contact us if we can make this document more accessible: [pdxscholar@pdx.edu](mailto:pdxscholar@pdx.edu).

**A G E N D A**

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232-2736  
TEL 503-797-1916 | FAX 503-797-1930



**METRO**

**MEETING: JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION**

**DATE: May 10, 2007**

**TIME: 7:30 A.M.**

**PLACE: Council Chambers, Metro Regional Center**

<b>7:30 AM</b>	1.	<b>CALL TO ORDER AND DECLARATION OF A QUORUM</b>	<b>Rex Burkholder, Chair</b>
<b>7:35 AM</b>	2.	<b>INTRODUCTIONS</b>	<b>Rex Burkholder, Chair</b>
<b>7:35 AM</b>	3.	<b>CITIZEN COMMUNICATIONS</b>	
<b>7:40 AM</b>	4.	<b>COMMENTS FROM THE CHAIR</b>	<b>Rex Burkholder, Chair</b>
	5.	<b>CONSENT AGENDA</b> Consideration of JPACT minutes for April 12, 2007 (revised) Consideration of JPACT minutes for April 26, 2007	<b>Rex Burkholder, Chair</b>
	6.	<b>INFORMATION ITEMS</b>	
<b>7:45 AM</b>	6.1	# RTP Schedule	<b>Tom Kloster</b>
<b>8:00 AM</b>	6.2	TriMet financial forecast	<b>Fred Hansen</b>
<b>8:15 AM</b>	6.3	ODOT financial forecast	<b>Jason Tell</b>
<b>8:30 AM</b>	6.4	Financially Constrained RTP	<b>Steve Siegel</b>
<b>8:45 AM</b>	6.5	* Financial Issues and Choices – Discussion and work program for the next 6 months	<b>Andy Cotugno</b>
<b>9:00 AM</b>	7.	<b>ADJOURN</b>	

\* Material available electronically.

\*\* Material to be emailed at a later date.

# Material provided at meeting.

All material will be available at the meeting.

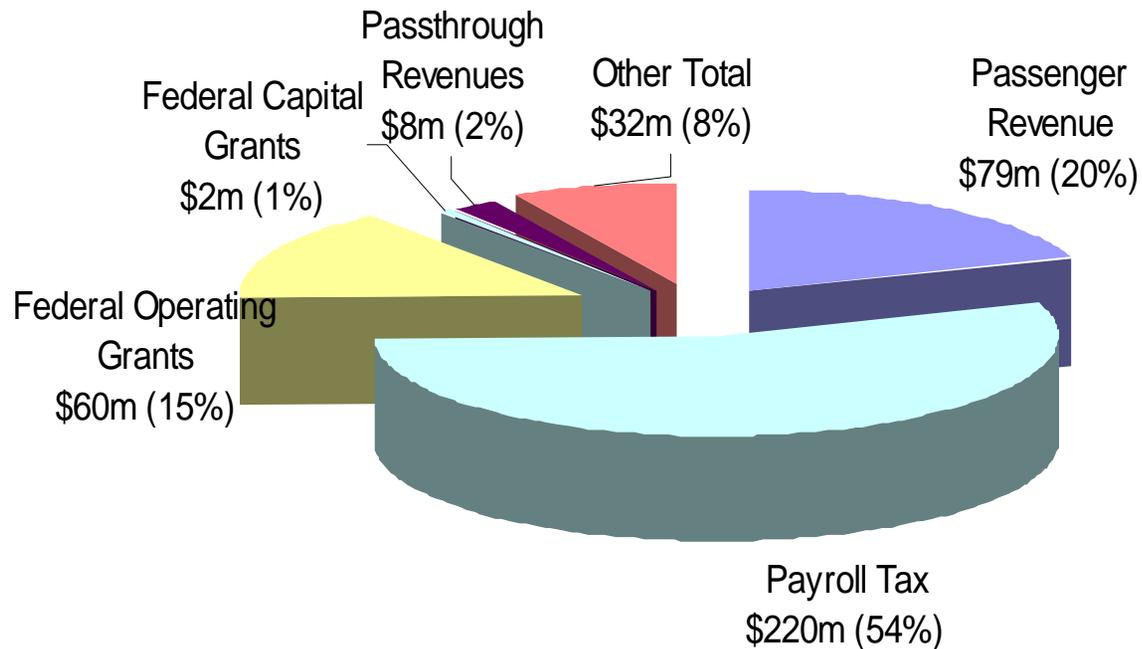
*For agenda and schedule information, call Jazzmin Reece at 503-797-1916. e-mail: [reecej@metro.dst.or.us](mailto:reecej@metro.dst.or.us)  
To check on closure or cancellations during inclement weather please call 503-797-1700.*

# TriMet Financials

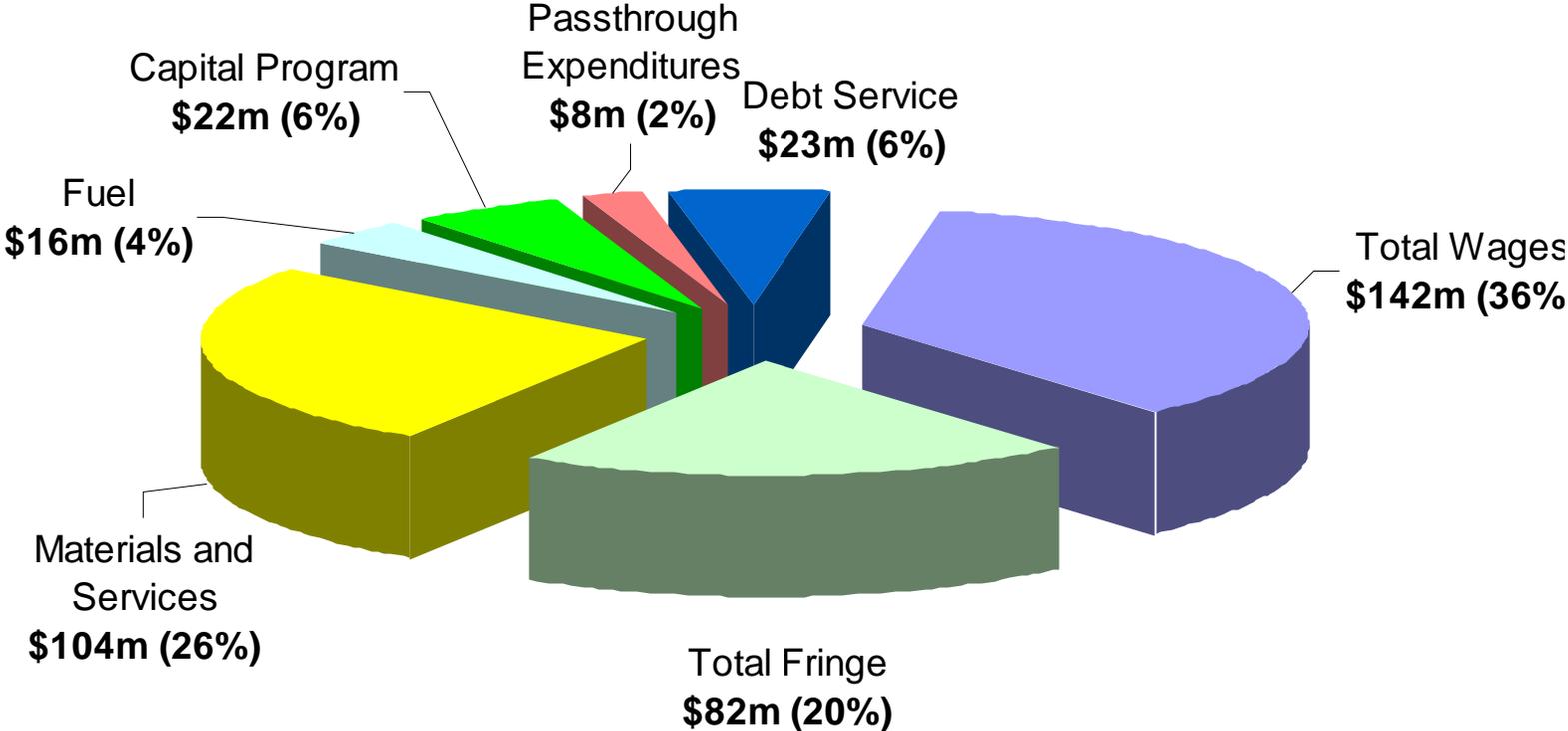
## JPACT

### May 10, 2007

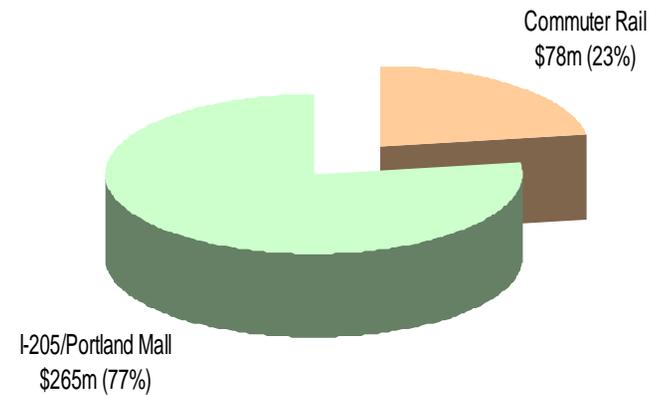
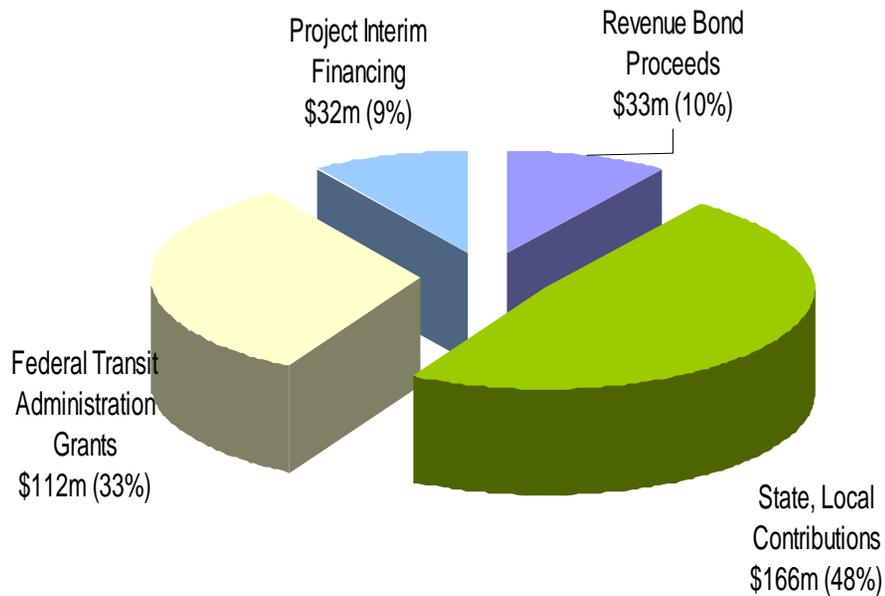
# FY08 Operating Budget Revenues



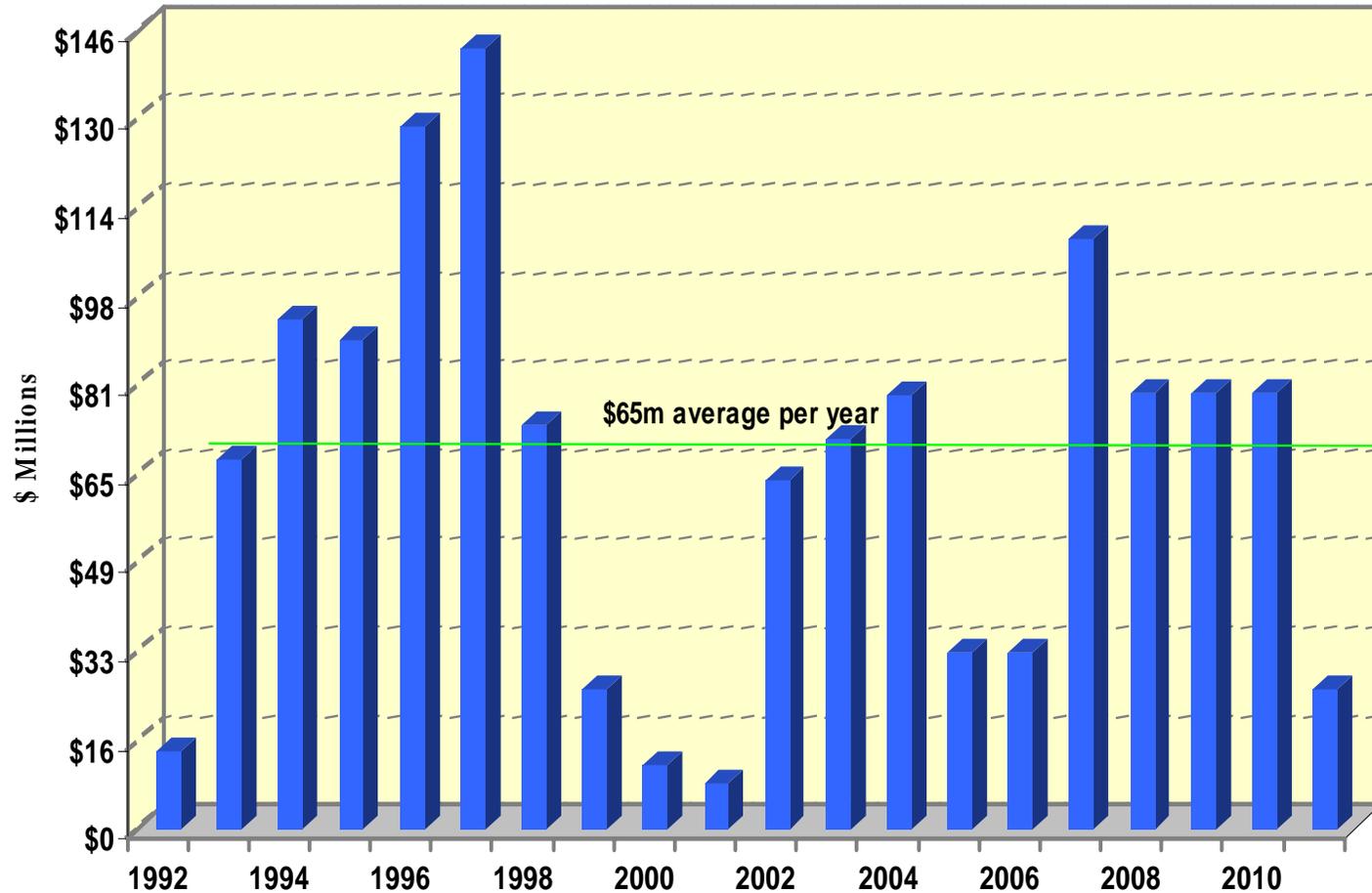
# FY08 Operating Budget Expenditures



# FY08 Light Rail Program Resources and Expenditures



# Federal New Starts Revenues from 1992 - 2011



# TriMet's Financial Situation Today

- Low cash reserves/working capital
- Large service commitments (Commuter Rail, Green Line, LIFT, peak hour MAX)
- Core capital maintenance and replacement needs
- Projections of healthy payroll tax growth

**New Payroll Tax Committed to FY14**

## **Plus Competing Demands on the Horizon:**

- Milwaukie LRT
- Columbia River Crossing
- Streetcar to Lake Oswego
- Eastside Streetcar
- LIFT Complementary Paratransit
- Bus Service

# TriMet's Financial Forecast

**Growth in operating revenues from passenger fares, payroll tax base, federal and all other sources to generate \$23M per year.**

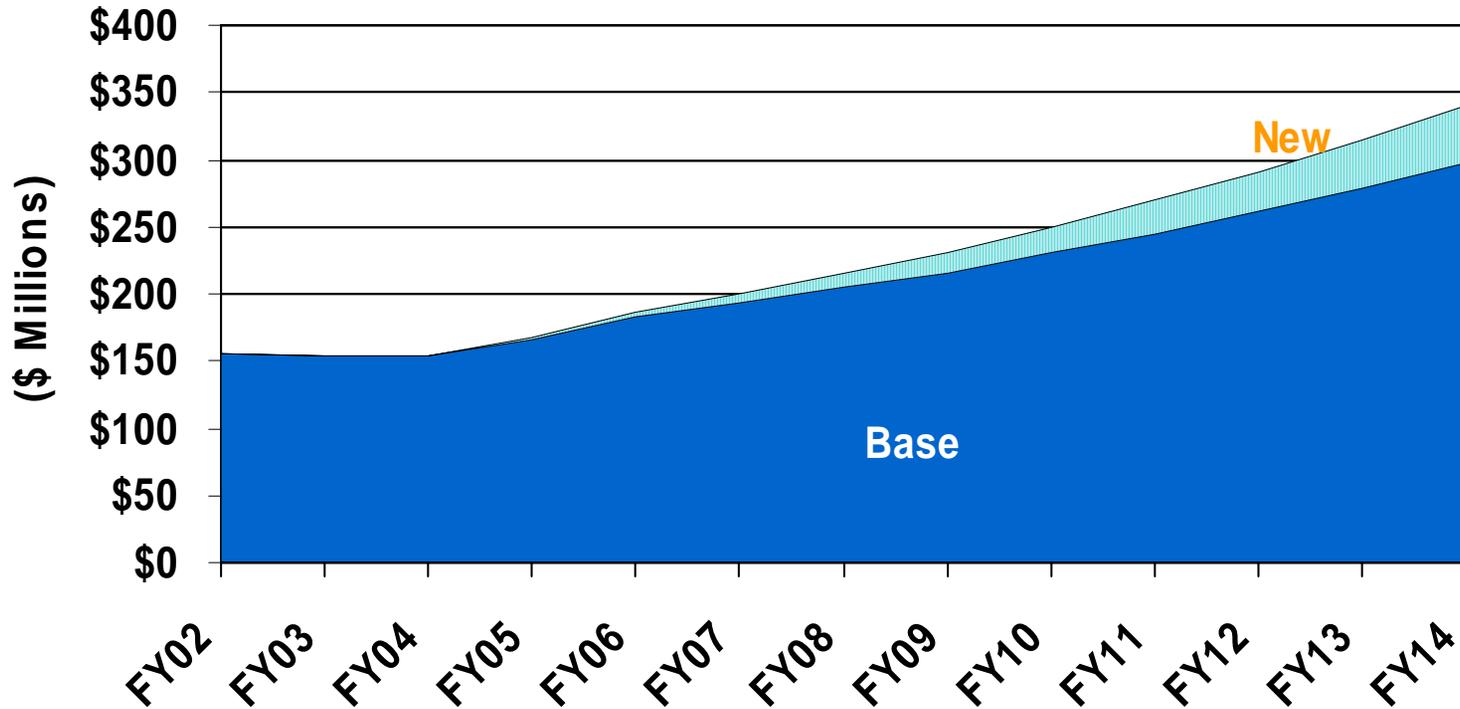
- **Additional debt to replace aging bus fleet (18-19 year old buses)**
- **Additional debt to replace 30-year old communications system**
- **Deferred capital**
- **Additional peak hour MAX service**
- **Normal inflation on materials, services, wages.**

# TriMet's New Payroll Tax Revenues

Rate increases to pay for net operating costs and debt service for TriMet's capital contribution:

- Commuter Rail
- I-205/Portland Mall MAX Light Rail
- Portland Streetcar Extensions to Riverplace, Gibbs, Lowell
- LIFT service growth

# TriMet's Annual Payroll Tax Revenue



# TriMet LIFT Operations

- Complementary paratransit is an *Americans with Disabilities Act* mandate.
- TriMet carries 10 million elderly and disabled rides on fixed route each year and 1 million on LIFT.
- A door-to-door paratransit ride on LIFT costs 11 times what it costs on fixed route. \$24.95 on LIFT and \$2.22 on fixed route.
- 2001-2006 CPI adjusted LIFT costs have grown 10% per year and demand continues to grow. (Cost per ride up 3.6%, rides up 6% per year)
- Incidence of disability increases with age
- Demographic trends indicate that growth in demand will only increase.
  - 2006: 10% of population over age 65
  - 2030: 20% of population over age 65
- Most importantly, need to attract elderly and people with disabilities to fixed route.

Implications for the regional transit system are: If LIFT ridership growth is 6% per year through FY14 instead of the 4.5% assumed in the forecast, that is an additional \$6 million a year in operating costs that are not in the forecast.

# How Can The Region Help?

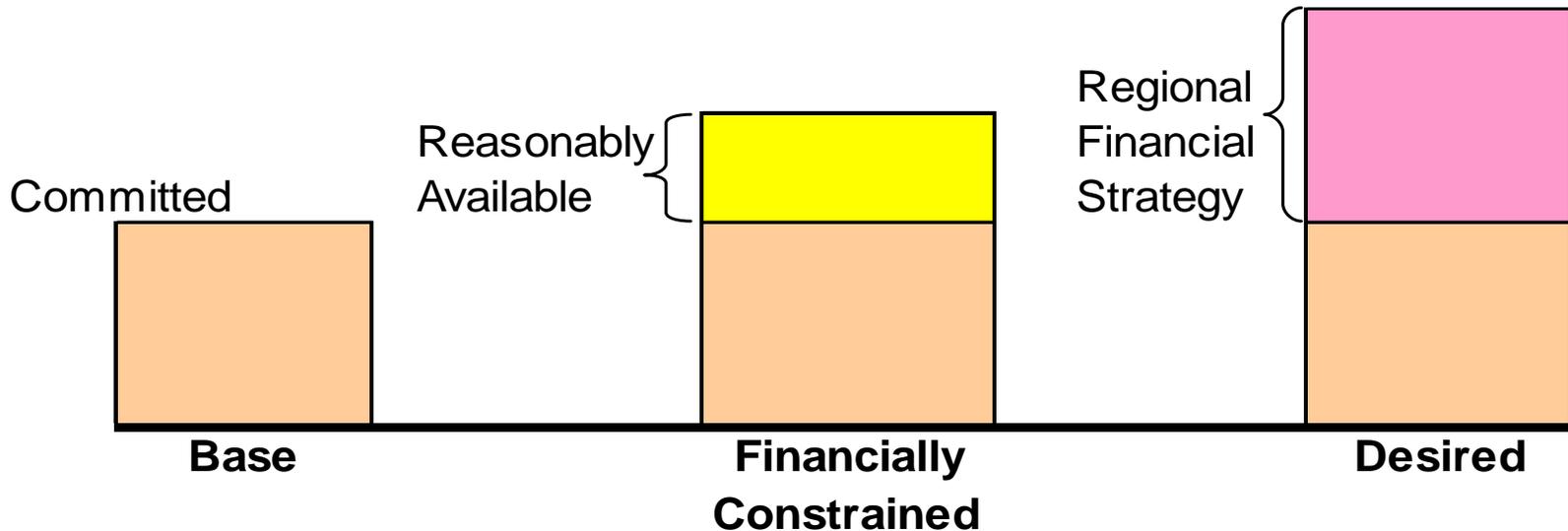
- **Sustain MTIP investments in on-street transit and pedestrian improvements that reduce reliance on LIFT and increase the attractiveness of fixed route transit (72% of stops connected to sidewalks.)**
- **Require access improvements of new urban and suburban development projects.**
- **Promote active and diverse urban centers and main streets that are effectively served by transit.**
- **Continue regional operating and capital support for projects (e.g. MTIP, Portland, ODOT, State, Washington County, Clackamas County, municipal payroll tax).**

# **FINANCIALLY CONSTRAINED RTP**

JPACT Presentation  
May 10, 2007  
Steve Siegel

# FINANCIALLY CONSTRAINED RTP

- Driven by Federal Regulations
- Committed and Reasonably Available Revenues
- Projects Must be in Financially Constrained to Receive Funds



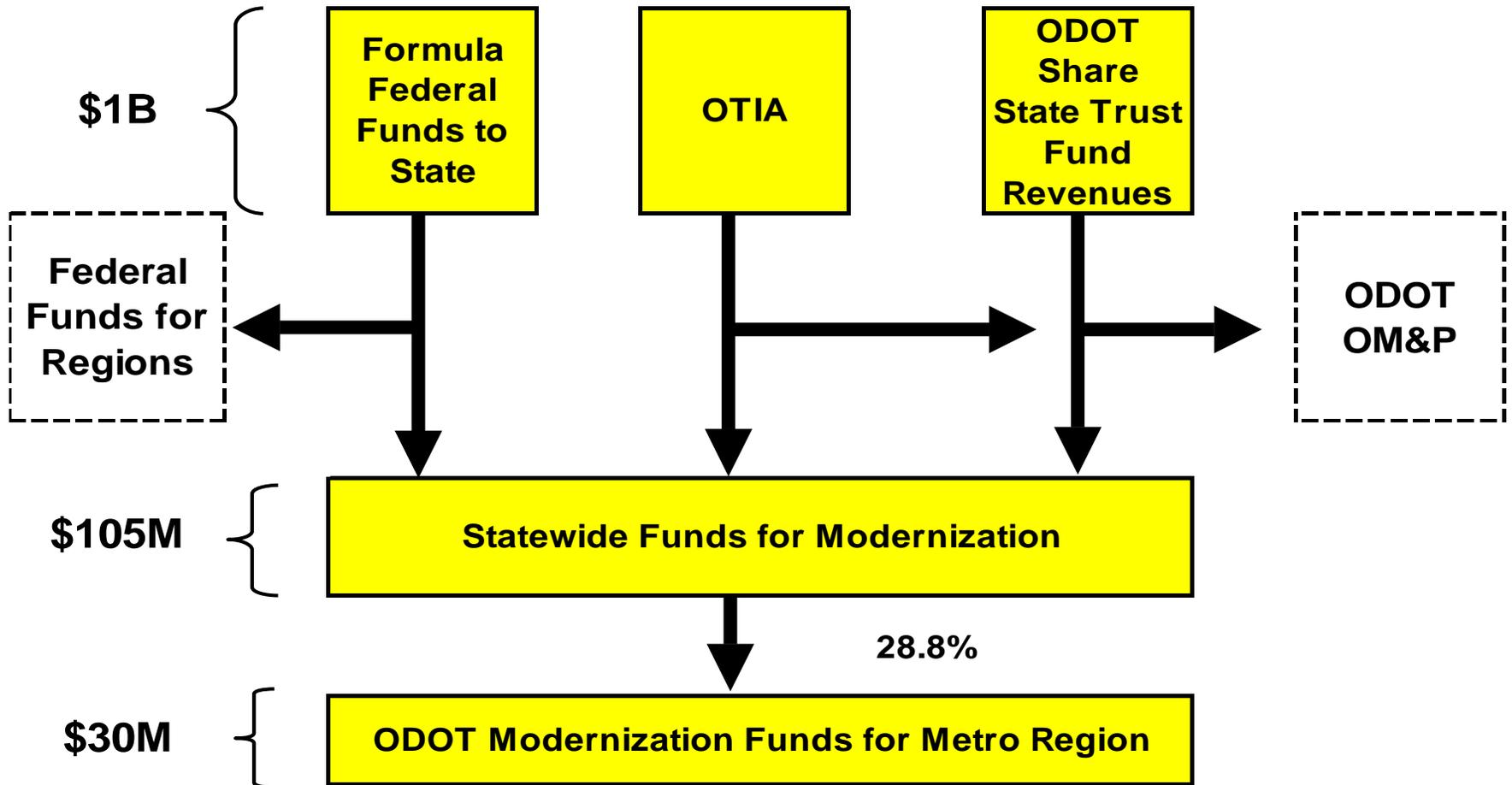
# **BREAK-DOWN OF MOD REVENUES**

- ODOT
- Clackamas County and Cities
- Washington County and Cities
- Multnomah County and Cities Excluding Portland
- Portland
- Alternative Mode

# **METRO REGION SHARE OF ODOT MOD FUNDS**

- Existing State and Formula Federal Funds
- ODOT Earmarked Federal Grants
- ODOT's Share of Assumed New Revenue

# ODOT MOD FUNDS: FORMULA FED AND EXISTING STATE FUNDS



# AVERAGE ANNUAL ODOT MOD IN METRO REGION (2007\$)

Existing State and Formula Federal Funds	\$11.4
ODOT Earmarked Fed Grants	\$11.6
State Share of Assumed New Revenues	\$5.6
	<hr/> <hr/>
	\$28.6

# ALTERNATIVE MODE FUNDS

## ADDRESSED

- 100% of CMAQ
- 25% of Regional STP
- Transportation Enhancement

## TO BE ADDRESSED

- New/Small Start
- State Lottery
- Transit District Revenues
- Special Assessments
- Local

# LOCAL REVENUE SOURCES

## OM&P

- Local Share of State Highway Trust Funds
- Local Gas Tax Revenues
- Transportation Utilities Fees

## MOD

- Property Tax
- SDC – Traffic Impact Fee-Special Assessments
- Urban Renewal
- Development Exactions
- Other
- Discretionary Federal Funds
- Regional Fed Formula Funds
- Bridge
- Local Share of Assumed New Revenues

Existing Local

Federal

New

## ALL LOCAL MOD FUNDS 2007 - 2035

Earmarked Federal Funds	\$335	7.0%
Formula Federal Funds "MTIP"	\$556	11.6%
Property Tax Levy	\$1,119	23.4%
SDC-Traffic Impact Fee-Special Assessment	\$1,254	26.2%
Urban Renewal-Tax Increment	\$429	9.0%
Development Exactions	\$509	10.6%
Other	\$356	7.4%
Local Share of Assumed New Revenues	\$233	4.9%
<hr/>		
Total Financially Constrained	\$4,792	100.0%
Average Annual	\$165	

# AVERAGE ANNUAL MOD FUNDS (2007\$)

ODOT	\$28.6	40% Discretionary Grants; 20% New Source
Clackamas County and Cities	\$34.4	41% SDC
Washington County and Cities	\$70.8	55% 'MSTIP' Levy
Portland	\$27.7	33% Federal. 25% Urban Renewal. More local revenues may be added in next iteration.
Multnomah County and Cities Excluding Portland	\$32.4	36% SDC and 26% Developer Exactions, Mostly Gresham. 12% Bridge
Alternative Mode	\$17.2	Excludes New Start, Lottery, Local Transit Revenues
<b>TOTAL</b>	<b>\$211.1</b>	

# **DECLINE IN MOD PURCHASING POWER (2007\$)**

---

	<b>10-Year ODOT Index</b>	<b>19-Year ODOT Index</b>
<b>Current</b>	\$100.00	\$100.00
<b>5 years</b>	\$82.82	\$91.15
<b>15 years</b>	\$56.82	\$75.73
<b>25 years</b>	\$38.98	\$62.92

---

# OM&P

- Financially constrained plan must address maintenance of the regional system
- Jurisdictions differ in maintenance programs and costs
- System-level analysis

# DECLINE IN OM&P PURCHASING POWER

## Asphalt

	10-year Index	3-Year Index
<b>Current</b>	\$100.00	\$100.00
<b>5 years</b>	\$87.58	\$56.82
<b>15 years</b>	\$67.17	
<b>25 years</b>	\$51.52	

## Concrete

	10-year Index	3-Year Index
<b>Current</b>	\$100.00	\$100
<b>5 years</b>	\$57.45	\$15.02
<b>15 years</b>	\$18.96	
<b>25 years</b>	\$6.26	

# NEXT STEPS

- Project Solicitation
- Revenue Estimate Refinement
- Balance Priority Projects with Revenues

JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION

Minutes (Revised 4-30-2007)

April 12, 2007 – Regular Meeting

Council Chamber – Metro Regional Center

**MEMBERS PRESENT**

Rex Burkholder, Chair  
Rod Park, Vice Chair  
Brian Newman  
Sam Adams  
James Bernard  
Rob Drake  
Fred Hansen  
Dick Pederson  
Lynn Peterson  
Roy Rogers  
Jason Tell  
Paul Thalhoffer  
Don Wagner  
Bill Wyatt

**AFFILIATION**

Metro Council  
Metro Council  
Metro Council  
City of Portland  
City of Milwaukie, representing Cities of Clackamas County  
City of Beaverton, representing Cities of Washington County  
TriMet  
DEQ  
Clackamas County  
Washington County  
ODOT  
City of Troutdale, representing Cities of Multnomah County  
Washington DOT  
Port of Portland

**MEMBERS EXCUSED**

Royce Pollard  
Maria Rojo de Steffey  
Steve Stuart

**AFFILIATION**

City of Vancouver  
Multnomah County  
Clark County

**ALTERNATES PRESENT**

Donna Jordan  
Dean Lookingbill

**AFFILIATION**

City of Lake Oswego, representing Cities of Clackamas County  
SW WA RTC, representing the City of Vancouver

**GUESTS PRESENT**

David Bragdon  
Ann Gardner  
Lawrence O'Dell  
David Nordberg  
Danielle Cowan  
Sharon Nasset  
Cam Rapp  
Janet Babcock  
Councillor Carl Zehr  
Councilor Sean Strickland  
Councilor Jean Hoalboom  
Yanick Cyr  
Rob Horne  
Thomas Schmidt  
There were other guests present who did not sign the sign-in sheet.

**AFFILIATION**

Metro Council President  
Schnitzer Steel  
Washington County LUT  
DEQ  
Wilsonville  
Economic Transportation Alliance  
City of Waterloo, Canada  
City of Waterloo, Canada  
Regional Municipality of Waterloo, Canada

**STAFF PRESENT**

Robin McArthur, Tom Kloster, Pat Emmerson, Josh Naramore, Pam Peck, Kathryn Sofich, Amelia Porterfield, Anthony Butzek, Jon Makler, John Mermin, Caleb Winter, Aaron Buston

**1. CALL TO ORDER AND DECLARATION OF A QUORUM**

Chair Burkholder declared a quorum and called the meeting to order at 7:35 a.m.

**2. INTRODUCTIONS**

Chair Burkholder welcomed elected officials and agency heads from Waterloo, Ontario, Canada.

**3. CITIZEN COMMUNICATIONS ON NON-AGENDA ITEMS**

Ann Gardner of Schnitzer Steel noted the importance of the RTP update. The cost of congestion study pointed out some significant problems for this region. Ms. Gardner has been speaking with House and Senate leadership regarding transportation funding.

Sharon Nasset offered a twenty-minute presentation to anyone interested focusing on a bi-state industrial corridor, from the Ports of Vancouver to I-5.

**4. COMMENTS FROM THE CHAIR**

Chair Burkholder proposed canceling the April 26 JPACT financial meeting and instead having a special meeting focusing on the RTO update, the Transportation Association Management Report and JPACT membership options. The finance meeting will be re-scheduled.

**5. CONSENT AGENDA**

**5.1 Consideration of minutes from the March 1, 2007 JPACT Meeting**

**Motion:** Mr. Rob Drake moved, seconded by Councilor Rod Park to approve the March 1, 2007 minutes. Hearing no objections, the motion passed unanimously.

**6. ACTION ITEMS**

**6.1 Resolution No. 07-3799, For the Purpose of Adopting the FY 2008 Unified Planning Work Program (UPWP)**

Ms. Robin McArthur said that the UPWP is the federal requirement that outlines how the region intends to use federal transportation planning dollars. The only change is in the consultation section. The Bicycle Transportation Alliance wants to be included in the consultation process. Mr. Tom Kloster added that AAA and other NGO agencies will also be included. This standard document outlines how Metro intends to use transportation planning dollars.

**Motion:** Mr. Rob Drake moved, seconded by Mr. Bill Wyatt. Hearing no objections, the motion passed unanimously.

**6.2 Resolution 07-3798, For the Purpose of Certifying that the Portland Metropolitan Area is in Compliance with the Federal Transportation Planning Requirements**

Ms. Robin McArthur stated that this is a companion piece to the first resolution that outlines that Metro is in compliance with the federal requirements for allocating the money. Chair Burkholder added that this is a self-certification.

**Motion:** Mr. Fred Hansen moved, seconded by Mr. Dick Petterson. Hearing no objections, the motion passed unanimously.

**6.3 Resolution no. 07-3786, for the Purpose of Consideration of the Regional Travel Options Program Work Plan and Funding Suballocations for Fiscal Year 07-08**

Ms. Pam Peck explained that the RTO program works to reduce drive alone auto trips and vehicle miles of travel, to manage congestion, to maximize the capacity of the transportation system, to reduce pollution, and to encourage use

of all forms of transport including biking, walking and mass transit. This action will fund the regional marketing program, TriMet 's employer program and six transportation management associations plus a new transportation management ~~program~~ association in the south waterfront district (pending a feasibility study). There will also be grants for four regional projects and six local projects. Responding to questions, Ms. Peck confirmed that there are two separate grants going to Clackamas County and that Troutdale receives funding as it has a transportation management association.

**Motion:** Councilor Brian Newman moved, seconded by Mayor Drake. Hearing no objections, the motion passed unanimously.

#### **6.4 RTP Investment Solicitation Process**

Chair Burkholder explained that this is phase three of the transportation plan. This meeting will focus on screening criteria, regional mobility and related concerns.

Mr. Tom Kloster gave a presentation, detailed in the handouts for item 6.4. He said that there are two types of projects: small community driven projects, and larger regional mobility projects costing millions of dollars. The funding shortfall occurs with the larger projects.

A solicitation packet will go out in late April. Projects will come from local plans that have already been adopted, to see what fits best with the updated RTP. The deadline for applications is June 8. There will be one round of modeling analysis. Investment targets will be assigned to each county, based on the 2035 population numbers. The target will be 200% of that. Some revenues are local revenues that will be dedicated to the areas where they are generated.

Mr. Kloster explained that the screening criteria are a self-scoring exercise that will help determine if the projects are consistent with the policy. The analysis will look at sets of projects and investments and how they might work together.

System management and gaps are the first priority with system deficiencies as second priority. There are nine goals, detailed in the handout, and the first six goals are the proposed screening criteria.

Comments and questions included:

- At the suggestion that the goals be prioritized, Mr. Kloster responded that the information will be collected so that the prioritization can occur in the fall.

Regarding whether 100% be used instead of 200%, Mr. Kloster responded that the purpose is to create a poll of projects then use the ~~of screening is for committees to rethink their own the prioritization of the~~ projects. In the fall, JPACT, MPAC and Council will discuss financial constraints. The regional financial forecast will be ready this summer. He said that although we are starting with 200%, the number could vary depending on what the jurisdictions see as a reasonable set of assumptions.

- The budgets and the forecasts are to be prepared in current 2007 dollars.

- Projects will go into one of the following categories: financially constrained, ~~illustrative~~ illustrative, or chapter 7 outstanding issues. Regions will come back with a recommended financially constrained list.

- Responding to the question of allocation methodology, Mr. Kloster said that the regional share is divided up, but local money stays with the jurisdiction. There are three categories into which the municipalities are designated: developed, developing or undeveloped. Projects will be compared within these categories. The policy recognizes that different kinds of areas have different needs.

- Regarding Chapter One implementation and funding, Mr. Kloster responded that he is hoping that the responsibilities for these projects can be sorted out between ODOT and the jurisdictions.

- Mr. Kloster said that in order to forecast, there will be a community exercise where cities and counties work together on modeling input with a 2007 base year and 2035 with no investments. There will be one round of analysis. If it is not enough, we will try to add more by the fall.

- What if the numbers for growth are not accurate and are low? With global warming, this area will become even more attractive. Mr. Kloster responded that with the regional forecast, we have a good track record. By the next update, there could be dramatic change in how we allocate.
- A broader discussion is needed on minimum investment and on regional versus local priorities. We need a policy framework where we agree on what should be in, what should not be in, and the responsibility of local funding.
- Our local financial responsibility is colored by the loss of timber receipts. We will not be able to do any capacity enhancements. We would like confirmation that local money will stay local.
- We need a regional system, however it does not make sense to run transit into areas where there is not the population to support it. We have not done smart growth when we have population in one area and jobs in another. We do need to assist areas of existing large populations with their needs.
- Damascus has a lot of infrastructure work ahead to accommodate growth. We need regional commitment to make sure the goals are met.
- Portland endorses the screening criteria but they are concerned about the timing of the process and the lack of an original, updated transportation analysis. Their preference is that the RTP should follow the decisions of Metro's New Look. There should also be a transportation systems analysis before making decisions on individual projects. The current sequence may encourage a "divide ~~and~~ the spoils" kind of approach. Chair Burkholder responded that the next RTP update will start in 2010, and suggested that this first process and the modeling be completed, followed by a check-in in the summer. At that time, we can look at the options.
- It would be helpful to have a 3-4 year timeline on how it all fits together so we will know when discussions will be revisited. Include when the New Look will be done and when the new transportation analysis will be completed.
- We need more time to talk about these critical issues. Should we have another meeting?

Mr. Tom Kloster said that the 2000 RTP failed to set an agenda. Now, he said, we are trying to get more focus. He introduced an exercise to help identify the most critical needs and opportunities in the transportation system. He said that a technical workshop and modeling would follow, with results to come out in May. Those present completed the exercise.

Chair Burkholder asked for and received ~~endorsement~~ concurrence to proceed with the application of the project selection criteria. He reminded people to send in their worksheets. The next two meetings will take place April 26 and May 10.

## **7. ADJOURN**

There being no further business, Chair Burkholder adjourned the regular meeting at 9:08 a.m.

Respectfully submitted,  
 Laura Dawson Bodner  
 Recording Secretary

ATTACHMENTS TO THE PUBLIC RECORD FOR APRIL 12, 2007

The following have been included as part of the official public record:

	<b>ITEM</b>	<b>TOPIC</b>	<b>DOC DATE</b>	<b>DOCUMENT DESCRIPTION</b>	<b>DOCUMENT NO.</b>
*	5.1	Consent Agenda	N/A	Meeting Minutes from March 1, 2007 Meeting	041207j.01
*	6.1	Resolution	N/A	No. 07-3799, For the Purpose of Adopting the FY2008 Unified Planning Work Program	041207j.02
*	6.1	Information	03/22/07	FY 2007-08 Unified Planning Work Program: Transportation Planning in the Portland/Vancouver Metropolitan Area	041207j.03
*	6.2	Resolution	N/A	No. 07-3798, For the Purpose of Certifying that the Portland Metropolitan Area is in Compliance with Federal Transportation Planning Requirements	041207j.04
*	6.3	Resolution	N/A	No. 07-3786, For the Purpose of Consideration of the Regional Travel Options Program Work Plan and Funding Suballocations for Fiscal Year 07-08	041207j.05
*	6.4	Information	04/04/07	2035 RTP: Phase 3 Investment Solicitation and System Analysis Process	041207j.06
**	6.4	Presentation	N/A	A New Look at Transportation	041207j.07
**	6.4	Information	Spring 2007	New Look: 2035 Regional Transportation Plan in a Nutshell	041207j.08
**	6.4	Draft Memo	04/10/07	Regional Freight and Goods Movement Task Force Comments	041207j.09
**	6.4	Attachment	04/10/07	Regional Freight and Goods Movement Task Force Freight System Investment Priorities	041207j.10

\* Included in packet

\*\*Distributed at meeting

# JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION

## Minutes

April 26, 2007 – Special Meeting  
Council Chamber – Metro Regional Center

### MEMBERS PRESENT

Rex Burkholder, Chair	Metro Council
Rod Park, Vice Chair	Metro Council
Lynn Peterson	Clackamas County
Roy Rogers	Washington County
Sam Adams	City of Portland
James Bernard	City of Milwaukie, representing Cities of Clackamas County
Dick Pedersen	DEQ
Rob Drake	City of Beaverton, representing Cities of Washington
Fred Hansen	TriMet

### AFFILIATION

### MEMBERS EXCUSED

Brian Newman	Metro Council
Maria Rojo de Steffey	Multnomah County
Paul Thalhofer	City of Troutdale, representing Cities of Multnomah County
Jason Tell	ODOT
Don Wagner	WSDOT
Bill Wyatt	Port of Portland
Royce Pollard	City of Vancouver
Steve Stuart	Clark County

### AFFILIATION

### ALTERNATES PRESENT

Rian Windsheimer	ODOT – Region 1
Dean Lookingbill	SW Regional Transportation Council
Shane Bemis	City of Gresham, representing Cities of Multnomah County
Donna Jordan	City of Lake Oswego, representing the Cities of Clackamas County

### AFFILIATION

### GUESTS PRESENT

Dick Pederson	DEQ
Elissa Getler	Clackamas County
Olivia Clark	TriMet
Phi Selinger	TriMet
Lainie Smith	TriMet
Dave Nordberg	ODOT
John Hartsock	Boring Fire
Sarah Masterson	Office of Congressman Blumenauer
Derek Robbins	City of Forest Grove
Karen Schilling	Multnomah County
Lawrence Odell	Washington County
Paul Smith	City of Portland
Roland Chlapowski	City of Portland

### AFFILIATION

Ron Papsdorf	City of Gresham
Julie Stephen	City of Sandy
Steve Pickey	City of Wilsonville
Cynthia Thompson	City of Canby

**STAFF PRESENT**

Andy Cotugno, Kim Ellis, Tom Kloster, Pam Peck

**1. CALL TO ORDER, DECLARATION OF A QUORUM**

Chair Burkholder declared a quorum and called the meeting to order at 7:37 a.m.

**2. INTRODUCTIONS**

Chair Burkholder did not introduce any new members or alternates.

**3. CITIZEN COMMUNICATIONS ON NON-AGENDA ITEMS**

There were no citizen communications on non-agenda items.

**4. COMMENTS FROM THE CHAIR**

Chair Burkholder introduced a handout for the “Get Centered” tour to Vancouver B.C. June 7-9, 2007. Chair Burkholder encouraged local government representatives and staff to look into the event and participate.

**5. CONSENT AGENDA**

**5.1 Consideration of the JPACT minutes for April 12, 2007**

<i>Motion #1</i>	Commissioner Rob Drake moved to approve the April 12, 2007 meeting minutes.
------------------	---

Commissioner Roy Rogers referred to page four regarding the endorsed project selection criteria. Commissioner Roger inquired, “How are we going about the project selection criteria in light of the schedule concerns?” Andy Cotugno recommended deferring approval of the minutes so that Commissioner Rogers’s concern could be noted.

**6. ACTION ITEMS**

There were no action items.

**6.1 JPACT MEMBERSHIP – Direction on JPACT membership**

Chair Burkholder introduced the context of this presentation. He said that the conditions of JPACT membership, as per the federal government, require an evaluation of membership at this time. Two concerns were presented:

- 1) Representation of local city governments, including representation of citizens in once unincorporated areas that, since 1979, have become incorporated into respective cities.
- 2) TriMet is not the only transit district today. Chair Burkholder asked, “How are we relating to the area commission on transportation?”

Mr. Andy Cotugno began his presentation by reminding those present that this agenda item has not been scheduled for action, nor is it drafted as a bylaw amendment. Mr. Cotugno's presentation included the following:

- An analysis of the membership criteria and the requirements of the federal government.
- Options for how to possibly restructure representation.
- Background information on TriMet and other transit districts.
- A handout presenting the sort of representation that may be available to the other transit districts, what the bylaws say concerning membership composition, and information on current transit districts and representative governing bodies.

Mr. Cotugno said, "TriMet was the only transit district at the time and covered the whole tri-county area. Since then, TriMet has receded and some of the other transit districts have been formed. Despite shrinkage, TriMet remains the dominant transit provider both in level of service and in rider-ship. TriMet currently has a seat on JPACT."

He noted that page 11 outlines a series of choices and a projection of how the vote representation in JPACT would be affected. They are:

Option A: Adapt the status quo

Option B: Amend the status of the current TriMet seat

Option C: Create a seat for Wilsonville SMART

Option D: Create a new seat that would be a collective for small transit districts

He then introduced transit representatives from other transit districts: Steve Dickey, Wilsonville Transit (inside MPO boundary), Julie Stevens, Sandy Transit (operates into MPO boundary) and Cynthia Thomson, Canby Transit (operates into MPO boundary).

Discussion following the presentation included:

Vice Chair Rod Park requested that Andy review the demographics of the streetcar. Mr. Cotugno responded that the streetcar is of mixed ownership and operation. Commissioner Adams clarified that the City owns the streetcar and contracts with TriMet to operate it. It is not a separate transit district.

Commissioner Hansen asked, "What problem are we trying to solve? I am not sure there is a problem. These transit districts are departments within the cities just like public works departments."

Mr. Cotugno responded, "In response to the problem being solved, the federal requirements for MPOs do require that the MPO board/decision making structure include local elected officials and major transportation providers. That is the extent of the definition that the law provides. There is no prescription that the feds are requiring. They did acknowledge in their certification review that circumstances have changed in both the city and transit district representation, and you should evaluate whether those parties that have changed are adequately represented. You certainly have the prerogative to say yes, they are adequately represented and here's how, but it is necessary to go through that recheck."

Chair Burkholder invited the representatives from the other transit districts to speak and share their thoughts, beginning with Steve Dickey, Transit District Director from Wilsonville. He clarified that the transit system in Molalla (not represented at this meeting) is not a function of the city. It is a transportation district. He stated that they are recipients of federal funds (5307 urbanized program) and wants to make sure that their interests and needs are adequately represented at the table when the decision making for the allocation of funding takes place.

Julie Stevens, Transit Manager for the City of Sandy (outside of the MPO boundary), said their representation is through Clackamas County. She said that there are three transit systems outside of the representation of this body. The federal mandate requires that they go through their MPO and they do not know who or what this is for proper representation. She said, “With the growing number of transit systems and our interaction in the region, it is important for us to have a voice at the table. There is a lot of activity in that area and a larger network of transportation that we would like to see represented.”

Cynthia Thompson, Transit Director of the City of Canby, said that Canby supports option D. JPACT needs to consider the growth outside of the growth boundary.

Commissioner Peterson, representative of Clackamas County, said that it is necessary to work it out at county level before JPACT membership is amended. She indicated there should be more internal coordination within Clackamas County prior to JPACT meetings over the next year to ensure needs are being met.

Commissioner Rob Drake of the City of Beaverton gave credit to Cynthia for growth work with SMART. He said, “How many seats do we have at the table? Considering the openness and long history at this table and TriMet’s ability to work with others, I am comfortable with keeping the representation as is, with the open invitation to other agencies to participate. One of my concerns is, is Sandy going to have a seat at the table, and Canby and Molalla? How far does it go? I support the option to have one seat for mass transit. At a minimum, add a seat for SMART, however it seems that SMART is well represented at the JPACT table through Clackamas County and the cities of Clackamas County.”

Vice Chair Park thanked the transit districts for being present. He said, “As we are watching the interaction with our neighboring cities, we are recognizing that we may have to examine this differently, given that they are growing at approximately three to four times our population rate. He indicated that as we are going through the “New Look” process and meeting with some of these neighboring cities, it has become apparent that the interaction (between the metro region and these neighboring cities) has grown so much that you can no longer ignore it. To ignore it would be to our own peril.”

Mr. Cotugno noted that page three of the presentation handout has more detailed information regarding the population growth and shift in the city versus unincorporated representation throughout the history of JPACT, and the response by the federal government.

A member said that a key point is that both Wilsonville and Damascus have been added to the urbanized area boundary under the census classification in 2000. Are these cities adequately represented?

Mr. Cotugno responded to Commissioner Hansen’s earlier question, saying that there is not a prescription for how to represent cities, but they expect us to go through this evaluation to recognize shifts over this time period. Splits within the three counties are a little bit different; see page three of the handout for tri-county and city population shifts.

Commissioner Roy Rogers said that he understands that everyone wants to be represented, and they should be. He agreed with the point made by Commissioner Fred Hansen, who asked, “What’s broken?” He cautioned to be careful not to dilute the effectiveness of the current members’ vote.

Chair Burkholder called the committee’s attention to a handout packet that contains a survey from the Association of Metropolitan Planning Organizations. The national MPO group conducted the survey, which shows that MPOs are structured in various different ways. He drew attention to the pie charts in the middle of the handout and mentioned that this information may

be helpful. He made the point that the key role of the MPO is to coordinate all of the various jurisdictions and to make sure all the work we do is the best designed and implemented that we can do. He questioned if the role of the county coordinating committees should be reevaluated as part of the solution.

Mayor Rob Drake said that he supports the MPAC model because it broadens the depth and richness of representation at the table. He stressed the point that city functions are ultimately the cities' decisions.

Commissioner Peterson stressed the point that 90% of growth has been in the cities. He said, "Clackamas County needs to step up. More representation and more involvement are important for Clackamas County. Diversification of JPACT is very important for us."

Commissioner Sam Adams seconded Commissioner Rogers's concern about the City of Portland's vote being diluted.

Mayor James Bernard said he supports option B because we need to better represent cities within the counties.

Mayor Shane Bemis favors option B and agrees with Commissioner Bernard. He wants Gresham to have its own vote and is not sure if MPAC representation is most effective.

Rian Windsheimer asked what the process will look like and when will it be discussed further?

Chair Burkholder suggested appointing a subcommittee of JPACT to discuss structural issues and to come up with a proposal to bring to the committee at a future date.

## **7.0 INFORMATION ITEMS**

### **7.1 REGIONAL TRANSPORTATION OPTIONS (RTO) PROGRAM**

Pam Peck gave a presentation about the Regional Travel Options (RTO) Program and distributed samples of the Travel Options Guides and information on a promotion in conjunction with Burgerville.

### **7.2 TRANSPORTATION MANAGEMENT ASSOCIATIONS (TMA)**

Pam Peck explained that the Transportation Management Association (TMA) Program is comprised of six associations in the region. Currently, a study is being conducted in the south waterfront to consider a new TMA. TMAs work to maximize economic development capacity in key areas, work directly with the business community, and provide key leadership in their communities.

Rick Williams, Executive Director of Lloyd District, said that the Lloyd District, established in 1994, is the state's first TMA. He said, "Congestion is something we deal with everyday."

Lenny Anderson, the TMA Director of Swan Island, then introduced the Swan Island project and spoke of its history and current progress.

Sandy Burns, the representative from the Clackamas County TMA, spoke and gave background on their program.

Karen Frost, Director of the Westside Transportation Alliance (WTA) said, "I have a challenge for you as leaders to stamp out the word 'but.' This word is the last thing people remember and contributes to cynicism about transit and other options that are not working. As you discuss the cost of congestion as business leaders, please proclaim that transportation option programs are an equal strategy. They are better, cheaper and more sustainable than asphalt."

Chair Burkholder acknowledged that money is invested on a regional level.

### **OTHER BUSINESS**

Chair Burkholder drew attention to one issue that arose that was not on the meeting agenda. Commissioner Rogers and Commissioner Adams raised concerns about the Region Transportation Plan timeline and how successful we will be at keeping to the timeline. Chair Burkholder agreed to bring an analysis back to JPACT next month for different schedule options and their pros and cons.

### **8.0 ADJORN**

There being no further business, Chair Burkholder adjourned the special meeting at 9:17a.m.

### **ATTACHMENTS TO THE PUBLIC RECORD FOR APRIL 26, 2007**

The following have been included as part of the official public record:

<b>ITEM</b>	<b>TOPIC</b>	<b>DOC DATE</b>	<b>DOCUMENT DESCRIPTION</b>	<b>DOCUMENT NO.</b>
5.1	Consent Agenda	04-12-07	Meeting Minutes from April 12, 2007 Meeting	042607j.01
6.1	Document	N/A	Transit Districts and JPACT Bylaw Update Options	042607j.02
7.1	Brochure	N/A	DriveLessSaveMore Burgerville Poster	042607j.03
7.1	Brochures	N/A	Travel Options Guides	042607j.04
7.2	Information	N/A	Swan Island TMA 2006 Annual Report & Shuttle Schedule	042607j.05
N/A	Brochure	N/A	Get Centered Vancouver B.C. Announcement	042607j.06

To: JPACT  
From: Andy Cotugno, Planning Director  
Re.: RTP Finance Plan  
Date: May 3, 2007

The intent of the May 10 JPACT agenda is to set the stage for a comprehensive deliberation by JPACT over the next several months on how to approach funding the RTP and therefore how much expansion to the transportation system the region can afford to include in the RTP. The purpose of this memo is to describe the basic federal and state requirements and identify choices on how JPACT could proceed.

### **Federal RTP Requirements:**

A fundamental federal requirement is that the RTP be based upon revenue levels that can reasonably be expected to be available, taking into consideration the need to use a portion of transportation revenues to “adequately” maintain and operate the transportation system. It is a local choice to determine what constitutes “reasonably available revenues” and to what standard should the system be “adequately” maintained.

To meet this requirement, regions across the country have essentially followed one of two possible paths:

- Forecast future revenues including increases in revenue sources (such as gas tax increases, System Development Fee (SDC) increases, etc.) based upon what the demonstrated track record is for raising these revenue sources.
- Develop a funding strategy that identifies proposed new funding sources with reasonable evidence that successful implementation of the strategy is possible. Evidence could include such actions as commitments from key elected officials or elected decision-making bodies or surveys that show public support for the proposed action.

### **State RTP Requirements:**

The fundamental state requirement for the RTP is to develop a plan that adequately serves the land use plan of the jurisdiction that is supported by a financing strategy. The RTP that satisfies state requirements will clearly be larger than the RTP that satisfies federal requirements because the result of applying the federal financial constraint limitation is a very minimalist RTP, clearly insufficient to serve adopted land uses. In addition, the region (in the RTP) and local governments (in local transportation system plans) must have a financing strategy that supports implementation of the plan.

### **RTP Financing Conclusions and Choices:**

To complete the RTP update, it is important for JPACT to understand the various transportation funding sources and how these sources are now being spent, to understand the potential magnitude for increases in these funding sources and to decide whether to develop an action plan to follow through on raising these revenue sources. If there is a

desire to develop a funding strategy, there is a need to make fundamental choices between funding approaches that maintain, operate and preserve the system that is already in place vs. funding approaches to expand and modernize the system. Similarly, there is a need to identify which federal vs. state vs. regional vs. local sources to pursue to fund which part of the transportation system needs.

1. FINANCIALLY CONSTRAINED RTP (Federal requirement)

The basic federal requirement is to size the transportation plan to the level of funding resources that can reasonably be expected to be available. Certain funding sources are committed for certain purposes (such as the payroll tax for transit and SDCs for city/county capital improvements to serve growth). These sources need to be recognized in the RTP tied to these purposes.

Other funding sources are flexible (particularly the federal flexible funds) and can be included for various purposes. In the final analysis, decisions are needed on which projects are included in the RTP, considering both dedicated funds and flexible funds. At a minimum, the RTP must define the level of funding that can “reasonably” be expected to be available and use that target to size the amount of projects that are included in the RTP.

2. RTP FINANCING STRATEGY (state requirement)

The financially constrained RTP represents an opportunity to shift from being an exercise to forecast revenues and size the RTP accordingly to a strategic regional agreement on what to pursue to implement various components of the RTP. This would go farther than the minimum federal requirement and help localities meet the state requirement for a plan supported by a financing strategy.

CHOICES:

Should we:

- a. Agree upon reasonable revenue forecasts and size the RTP accordingly;

OR

- b. Develop a strategic action plan of federal, state, regional and local revenue raising actions needed to implement the RTP?

Note: If the RTP remains on the current schedule, both aspects will need to be completed by the time the RTP is adopted at the end of 2007. If the RTP scheduled were bifurcated with the federal RTP being completed by the end of 2007 and the RTP to meet the state requirements by early 2008, the first step would be tied to a reasonable revenue forecast while the second step could focus on a real financing strategy. If the schedule is not bifurcated, both will be required by the end of 2007.

### 3. OPERATION, MAINTENANCE AND PRESERVATION

State highway trust funds are predominately used to maintain, operate and preserve the state and local road system. This function is not being carried out at a sufficient level and backlogs are growing. The revenue base for this is tied to a gas tax that is shrinking in purchasing power resulting in the insufficient level of maintenance, operation and preservation being reduced by about 50% in real dollars. An approximate 1-cent increase in the state gas tax is needed every year to adequately maintain, operate and preserve the state and local road system.

#### CHOICES:

Should the region continue to pursue state gas tax increases to fund local road maintenance?

Is the strategy to increase the state gas tax too unreliable to support such a critical local need?

In lieu of a state gas tax strategy, should the local governments of the region take local responsibility for maintenance?

ODOT has no choice but to pursue state funding sources to operate, maintain and preserve the state highway system. They must rely on their share of the equivalent of a 1-cent per year gas tax increase. Without this increase, the purchasing power of the state highway trust fund will continue to erode and deferred maintenance costs will grow. Should JPACT continue to support this approach?

### 4. ODOT MODERNIZATION

Funds available to ODOT for highway modernization purposes are limited to 1-cent of the state gas tax dedicated to modernization by state statute plus the extent to which the region can successfully get projects earmarked through federal legislation. This resource is so limited because the balance of the state highway trust funds are used by ODOT for basic operations and maintenance or have been bonded for OTIA I, II and III projects. In addition, the federal highway funds received by ODOT by formula (i.e. Interstate, National Highway System) are used for major rehab. projects. Based upon past history (through the OTIA program), ODOT is assuming there will be a \$15 increase in the vehicle registration fee (or equivalent) every 8 years fully dedicated to highway modernization. This overall resource leaves the state highway system greatly underfunded to meet modernization needs.

#### CHOICES:

What should be the region's strategy for meeting state highway modernization requirements?

Should there be a more aggressive strategy than a \$15 vehicle registration fee increase every 8 years?

Should there be a regional funding measure referred to the voters that includes funding for state highways?

ODOT has no other source to turn to for meeting basic operations, maintenance and preservation needs and therefore has to assume any gas tax increases will be used for this purpose. However, if local governments meet their maintenance needs through local sources then those locally distributed state gas tax increases could be dedicated to state highway modernization instead.

Should the region only consider major new freeways or added lanes to the freeway system if they are funded through tolls (i.e. new toll roads and added lanes that are priced)?

## 5. CITY/COUNTY ARTERIAL EXPANSION

System Development Fees (SDCs) are an important source for funding new road capacity needed to serve growth. However, SDCs are not in place to the maximum allowable level except in a few jurisdictions that have recently adopted SDC programs. In addition, in most of the recent UGB expansion areas, the planning work has not progressed to the point of adopting SDCs yet (much less in the future UGB expansion areas that are assumed in the 2035 forecast that is being used for the RTP). Also, in general, SDCs are not used to fund capacity expansion needed to serve growth on the freeway system or the transit system.

### CHOICES:

Should there be a more aggressive approach to pursuing SDCs regionwide?

Should we at least assume SDCs would be adopted within the recent UGB expansion areas and future UGB expansion areas?

Should SDCs be considered for the freeway and transit systems?

Should we pursue a regional ballot measure for arterials as a complement to SDCs?

Should we leave this need to local governments?

## 6. TRANSIT OPERATIONS

The payroll tax plus state and federal shared revenues plus the farebox is sufficient to keep pace with inflation and is sufficient to provide for operating costs of the Washington Co. commuter rail and the I-205 LRT. However, it is not sufficient to expand bus and rail operation at the level desired throughout the region. In addition, the rapid growth rate in LIFT service (door-to-door service

for the elderly and disabled) is encroaching into TriMet's ability to expand fixed-route service. While a significant share of new light rail and streetcar systems can be funded through competitive federal programs, there is no equivalent federal source to pay for on-going operations of the new lines.

#### CHOICES:

What funding strategies should be pursued to support increased bus and rail transit services?

Should the region pursue general funds from the state to meet the needs of elderly and disabled citizens, relieving them of that responsibility and allowing as greater priority for fixed-route service?

Should streetcar operations be a local responsibility or do they provide a regional service equivalent to other parts of the bus system?

### 7. LRT EXPANSION

The region has a strong track record in financing expansion of the LRT system with competitive federal funds at a 50-60% level. However, the local match for each corridor has been put together as a unique approach each time. Various segments of the LRT system have been funded through TriMet general obligation bonds (backed by property taxes), state lottery funds, local urban renewal funds, local general funds, TriMet general funds and regional federal flexible funds.

#### CHOICES:

Depending upon how much LRT expansion the region wants to pursue, where should the local match come from?

### 8. FEDERAL FLEX. FUNDS

portions of the federal highway funds are sub-allocated to the Portland region to be allocated through the MTIP. Regional STP funds can be used for virtually any multi-modal transportation purpose. Congestion Mitigation/Air Quality (CMAQ) can only be used on a project that reduces air pollution, generally alternative mode projects. Historically, these funds have been used for a broad mix of arterial streets and bridges, bus improvements, LRT expansion, bikeways and trails, boulevard improvements through Regional and Town Centers, the Regional Travel Options (RTO) program, the Regional Transit Oriented Development (TOD) Program, transportation planning, Intelligent Transportation System (ITS) projects and pedestrian improvements.

#### CHOICES:

Should these funds continue to be dedicated to these purposes?

Should they be fully dedicated to alternative modes tied to a funding strategy to meet the region's road needs?

Conversely, should they be fully dedicated to roads tied to a funding strategy to meet the needs for alternative modes?