
A G E N D A

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METRO

MEETING: JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION

DATE: August 9, 2007

TIME: 7:15 A.M. (PLEASE NOTE EARLY START)

PLACE: Council Chambers, Metro Regional Center

7:15 AM	1.	CALL TO ORDER AND DECLARATION OF A QUORUM	Rex Burkholder, Chair
7:20 AM	2.	INTRODUCTIONS	Rex Burkholder, Chair
7:20 AM	3.	CITIZEN COMMUNICATIONS	
7:25 AM	4.	COMMENTS FROM THE CHAIR AND MEMBERS	Rex Burkholder, Chair
7:30 AM	5.	CONSENT AGENDA	Rex Burkholder, Chair
	5.1	* Consideration of minutes for July 12, 2007	
	5.2	* Resolution No. 07-3824 FOR THE PURPOSE OF APPROVING AN AIR QUALITY CONFORMITY DETERMINATION FOR THE 2008-2011 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM	
	5.3	* Resolution No. 07-3825 FOR THE PURPOSE OF APPROVING THE 2008-2011 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM FOR THE PORTLAND METROPOLITAN AREA	
7:40 AM	6.	VISIT WITH CONGRESSMAN BLUMENAUER	
	7.	ACTION ITEMS	
8:00 AM	7.1	* Resolution No. 07-3826 FOR THE PURPOSE OF AMENDING THE 2006-09 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO REALLOCATE \$1 MILLION OF REGIONAL FLEXIBLE FUNDS FROM THE CONSTRUCTION PHASE TO THE DESIGN PHASE OF THE EASTSIDE STREETCAR LOOP PROJECT	Ted Leybold
8:05 AM	7.2	* RTP Update: <ul style="list-style-type: none">• Financially Constraint – Revenue Assumptions	Andy Cotugno
	8.	INFORMATION ITEMS	
8:25 AM	8.1	* RTO Evaluation Framework and July 05-Dec 06 Report	Pam Peck/Jennifer Dill
8:40 AM	8.2	* JPACT Bylaws Amendment	Andy Cotugno
9:00 AM	9.	ADJOURN	

* 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 Laura Dawson Bodner at 503-797-1917. e-mail: dawsonbodner@metro.dst.or.us
To check on closure or cancellations during inclement weather please call 503-797-1700.*

JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION

MINUTES

July 12, 2007
7:30 a.m. – 9 a.m.
Council Chamber

MEMBERS PRESENT

Rex Burkholder, Chair
Brian Newman
Lynn Peterson
Sam Adams
James Bernard
Paul Thalhofer
Rob Drake
Fred Hansen
Jason Tell
Dick Pederson

AFFILIATION

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

MEMBERS EXCUSED

Rod Park, Vice Chair
Maria Rojo de Steffey
Roy Rogers
Don Wagner
Bill Wyatt
Royce Pollard
Steve Stuart

AFFILIATION

Metro Council
Multnomah County Commissioner
Washington County Commissioner
Washington DOT
Port of Portland
City of Vancouver
Clark County Commissioner

ALTERNATES PRESENT

Rian Windsheimer
Dean Lookingbill

AFFILIATION

ODOT – Region 1
SW Regional Transportation Council

GUESTS PRESENT

Jim Wright
Elissa Gertler
Karen Schilling
Ron Papsdorf
Lulu Xiao
Paul Smith
Roland Chlapowski
Jonathan Schlueter
John Chaules
Jack Burkman
Edward Barnes
Dave Nordberg
Jef Dalin
Mary Cunningham
Lidwien Rahman
Danielle Cowan
Massoud Saberian

AFFILIATION

City of Damascus
Clackamas County
Multnomah County
City of Gresham
Mayor's Youth Advisory Board, City of Beaverton
City of Portland
City of Portland
Westside Economic Alliance
Cascade Policy Institute
Washington DOT
Washington DOT
DEQ
Cornelius City Councilor
Office of Representative David Wu
ODOT
Wilsonville
Lake Oswego

STAFF PRESENT

Andy Cotugno, Kim Ellis, Ted Leybold, Mark Turpel, Josh Naramore, Jon Mermin

1. CALL TO ORDER, DECLARATION OF A QUORUM

Chair Rex Burkholder declared a quorum and called the meeting to order at 7:34 a.m.

2. INTRODUCTIONS

Chair Burkholder introduced the new section of the agenda for citizen and member communication on non-agenda items.

3. CITIZEN/ MEMBER COMMUNICATIONS ON NON-AGENDA ITEMS

Jason Tell, ODOT Region 1 questioned whether the last item on the agenda; RTP Update: Review of performance measures and discussion of transit finance option, was an information or action item. It was clarified that this item on the agenda was an information item; however action would be requested in the near future: September 2007 (as noted in the meeting handouts) is when the RTP draft will be discussed and public comment issued/ submitted through November 2007. MPAC and JPACT will brief the RTP draft and a joint MPAC/JPACT meeting will be held in the evening of September 26th.

4. COMMENTS FROM THE CHAIR and Members

Both MPAC and JPACT will be briefed on a draft of the 2035 RTP at the meetings scheduled in September. Public comment can be issued/ submitted after this time through early November 2007. A joint MPAC/ JPACT meeting will also be held the evening of September 26th to review and discuss the 2035 RTP draft: the refinements of chapter one, the policy framework, the key performance measures; in addition to the purposed projects going forward for public comment.

Dick Pederson, DEQ mentioned that on June 20th the EPA is recommending a lowering of the Ozone standard, which will likely go into affect the Spring of 2008. Secondly, one week from this meeting there is an event at the Jubitz truck stop to celebrate electrifying the truck stop. Finally, The EPA is potentially considering a CO2 standard and this debate surrounds a Supreme Court ruling that threw out the EPA decision that CO2 cannot be regulated for transportation and cars. There may be a possible appeal for this decision.

5. CONSENT AGENDA

- **Consideration of special joint JPACT/MPAC meeting minutes for May 24, 2007**

No discussion.

MOTION:

Mayor Rob Drake, City of Beaverton moved, seconded by Commissioner Lynn Peterson, Clackamas County, to approve the special joint JPACT/MPAC meeting minutes for May 24, 2007.

VOTE:

Motion passed.

6. ACTION ITEMS

6.1 Resolution No. 07-3829, FOR THE PURPOSE OF AMENDING THE 2006-09 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO ADD THE CORNELL ROAD AND SCIENCE PARK DRIVE/143RD INTERSECTION PROJECT AND THE HALL BOULEVARD AND HIGHWAY 99W INTERSECTION PROJECT.

MTIP amendment Resolution No. 07-3829 is a request to add the 2 aforementioned projects to the MTIP. ODOT has awarded immediate opportunity funds to two projects located in Washington County: Tigard and Sunset Corridor. This fund is available on a quick response basis to support projects necessary for the leverage of job related economic development. The award of the funds has already occurred; however this action allows for the funds to be withdrawn through an amendment to the MTIP. An air quality and conformity consultation with the air quality agencies was conducted. It was determined that these 2 projects were on a small enough scale that they do not meet the required threshold to require a full air quality and conformity analysis.

No discussion.

MOTION:

Mayor Rob Drake, moved, seconded by General Manager Fred Hansen, TriMet, to approve Res. No. 07-3829, FOR THE PURPOSE OF AMENDING THE 2006-09 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO ADD THE CORNELL ROAD AND SCIENCE PARK DRIVE/143RD INTERSECTION PROJECT AND THE HALL BOULEVARD AND HIGHWAY 99W INTERSECTION PROJECT.

VOTE:

Motion passed.

7. INFORMATION ITEMS

7.1 I-5/ 99 W Connector – Status (Lawrence Odell & Scott Richman)

Lawrence Odell, Washington County and Scott Richman, Project Manager -David Evan's and Associates (primary study consultant), updated JPACT on the status of the I-5/ 99W Connector study. The study is comprised of a number of agencies representatives from: Washington and Clackamas Counties; the Cities of Tigard, Tualatin and Wilsonville, stakeholders, elected officials and Metro staff. Project Steering Committee meetings are currently being held to discuss, organize and move forward with a narrow list of future corridor alternatives to the existing traffic issues. (PowerPoint presentation has been included as part of the record).

Key Points:

1. Goal of the Steering Committee is to produce a final project proposal for an I-5/ 99W, as an amendment to the MTIP.
2. Range of alternatives has been developed, analysis, selection process and public hearing process to occur and lead to an amendment to the MTIP and applicable local TSPs.
3. Purpose of the project is to address the problem of inadequate transportation facilities in the outer west quadrant of the region, and to serve the growing demand for regional interstate travel access to the area's federal and state highways: I-5/99W, while also considering the need for arterial access to the local highway system.
4. Currently looking at 5 different alternatives (details in PP presentation as part of the record).
5. Carl Hosticka and Andy Cotugno suggested that SC consider land-use issues at next SC meeting.

6. August 22nd is the next Steering Committee meeting and a detailed list of alternative analysis will be provided.
7. Question raised by Council Brian Newman – How is the problem of increased traffic from Yamhill County into the region approached or resolved with this corridor study/ project? Is this done through tolling? How is the committee going to address the burden of increased traffic into the region on a possible new connector? Needs to be addressed at next SC.
8. As the location of the connector moves, different user population issues will need to be addressed.
9. The purpose of the analysis is to address questions of traffic outside of the region coming into the region, in addition to addressing traffic mobility and congestion within the region. Tolls will need to be part of the analysis; in addition to considering phases of construction to match the increasing growth/ need in the region.
10. Need to consider the greater land-use implications in and out of the UGB that coincide with the volume and capacity of a future connector. This project will need to coordinate with the New Look discussion, because ¼ of the growth in the region is projected to occur in Yamhill County. Therefore, this project will potentially have a direct affect on the growth in Yamhill County.

7.2 RTP Update

- **Review of performance measures** Kim Ellis

Kim Ellis reviewed the RTP performance measure that staff will be using to narrow down the list of projects for the 2035 RTP (handouts included as part of the record).

Key Points:

1. Project solicitation processed closed last week, list has been created, currently being review by staff. Request for participating agencies to submit missing information and collaborate to refine information on duplicated requests. Currently, list totals 1,000 projects at \$11 billion; amount does not include cost of transit capital.
2. March JPACT recommended and accepted a policy framework and set of goals for meeting framework. Memo produced by Kim on performance measures and 4 principles on how staff should approach project and refine measures (details included as part of record).
3. Gerry Uba is working on set of performance measures: Need to measure things that RTP can influence; if one does not measure results, one cannot tell successes from failures.
4. Staff is using GIS analysis and modeling analysis to narrow down and refine RTP project list. Early September, request for local agencies to provide list of financially constrained project list.
5. Draft list is in being created for set of 4 public meetings during locally schedule council meetings with action scheduled at JPACT by mid-December. State component to be completed by June 2008.
6. Goal of performance measures is to look beyond congestion and its affects; need to look into air quality, accessibility, and travel time, all in addition to congestion.
- 7.

- **Discussion of transit finance options** Andy Cotugno

Andy Cotugno led a discussion regarding transit finance options for the 2035 RTP (handout included as part of the record).

Key Points:

1. Need to evaluate and decide what sorts of financing strategies the region should pursue for the financially constrained 2035 RTP.
2. Spring of 2008: define what is going to be included for expansion of the UGB and how the region and local agencies going to pay for the expansion process.
3. As the memo (included for the record) indicates: the service expansion for bus transit will reach its absolute threshold by 2014. What is the next step for transit? Is it Lightrail? What is the next mode of transit for the region?

4. Review of techniques to fund capital costs in the past: SDCs, UGB funds, Urban renewal funds, and MTIP money. Request for more State (elderly transit) and Federal funds (News Starts program), niche taxes (carbon emissions, etc), tolls, transportation utility fees at local level to fund streets.
5. September draft of RTP to show dollar amount of financially constrained RTP.

Discussion to be continued at August and September meetings.

8.0 ADJOURN

There being no further business, Chair Burkholder adjourned the special meeting at 9:08am

Respectfully submitted by Jazzmin Reece

ATTACHMENTS TO THE PUBLIC RECORD FOR JULY 12, 2007

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

ITEM	TOPIC	DOC DATE	DOCUMENT DESCRIPTION	DOCUMENT NO.
	Agenda	6/14/07	JPACT meeting Agenda	061407j.01
	Memo	7/6/07	Joint JPACT/MPAC meeting announcement	061407j.02
5.	Minutes	5/24/07	Special joint JPACT/MPAC meeting	061407j.03
5.	Minutes	06/14/07	JPACT meeting	061407j.04
6.1	Resolution	7/2/07	Resolution No. 07-3829	061407j.05
7.1	Memo	6/29/07	Performance Evaluation and Monitoring Framework for the 2035 Regional Transportation Plan (RTP) – Kim Ellis	061407j.06
7.2	Memo	7/12/07	Investment Solicitation Process – Project List and Air Quality Forms for the 2035 RTP – Kim Ellis	061407j.07
7.2	Handout	7/12/07	Regional Transportation Plan Update: Transit Component – Financing Options	061407j.08
7.2				061407j.09
7.2				061407j.10
7.2				061407j.11
				061407j.12

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING THE AIR)	RESOLUTION NO. 07- 3824
QUALITY CONFORMITY DETERMINATION)	
FOR THE 2008-2011 METROPOLITAN)	Introduced by Councilor Rex Burkholder
TRANSPORTATION IMPROVEMENT)	
PROGRAM)	

WHEREAS, clean air contributes to the health of residents and the quality of life of a region; and

WHEREAS, the federal Clean Air Act and other federal laws include air quality standards designed to ensure that federally supported activities meet air quality standards and these federal standards apply to the Metro area with regard to on-road transportation activities; and

WHEREAS, Chapter 340, Division 252, Transportation Conformity, of the Oregon Administrative Rules was adopted to implement section 176(c) of the federal Clean Air Act, as amended, and these state rules also apply to Metro area on-road transportation activities; and

WHEREAS, these federal and state regulations require an air quality conformity determination whenever regionally significant changes are made to certain transportation documents, such as the metropolitan transportation improvement program; and

WHEREAS, the 2008 - 2011 Metropolitan Transportation Improvement Program (MTIP) has been proposed and this 2008 – 2011 MTIP contains new projects that include federal funding and are regionally significant updates and changes; and

WHEREAS, the air quality analysis included in Exhibit "A" demonstrates that the changes included in the 2006-2009 MTIP could be built and the resulting total air quality emissions, to the year 2025, are forecast to be less than the motor vehicle emission budgets, or maximum transportation source emission levels; and

WHEREAS, the Metro Council adopted Resolution No. 07-3773 For the Purpose of Allocating \$64.0 Million of Transportation Priorities Funding For the Years 2010 and 2011, Pending Air Quality Conformity Determination, on March 15, 2007, now, therefore,

BE IT RESOLVED that the Metro Council:

1. Approves the air quality conformity determination as documented in Exhibit "A".
2. Directs the Chief Operating Officer to forward the air quality conformity determination to the Federal Highway Administration and Federal Transit Administration for approval.

ADOPTED by the Metro Council this _____ day of August 2007.

David Bragdon, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 07-3824, FOR THE PURPOSE OF APPROVING THE AIR QUALITY CONFORMITY DETERMINATION FOR THE 2008-2011 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM

Date: July 18, 2007

Prepared by: Mark Turpel

BACKGROUND

Overview

Federal and state regulations require that the 2008-2011 Metropolitan Transportation Improvement Plan (MTIP) be tested to see whether the existing on-road transportation system, plus all of the proposed new transportation projects, complies with air quality standards. This air quality analysis – known as an air quality conformity determination - must be approved in order for the region and local jurisdictions to continue to be eligible to receive federal funds for transportation projects.

The Metro area is in compliance with all air pollutants regulated by federal and state regulations. However, the existing status of air quality in the Metro region is that it has a “maintenance” status for Carbon Monoxide. That is, while the region has improved Carbon Monoxide levels and has not exceeded maximum levels since 1989, it still must monitor Carbon Monoxide levels and complete air quality conformity determinations for Carbon Monoxide.

Carbon Monoxide Conformity Determination

Exhibit "A" to Resolution No. 07-3824, For The Purpose of Approving the Air Quality Conformity Determination for the 2008-2011 Metropolitan Transportation Improvement Program, includes a Carbon Monoxide emission analysis.

The analysis shows that federal and state air quality standards for Carbon Monoxide can be met in the Metro region even with: 1) the existing transportation system, and, 2) the projects included in the 2008-2011 Metropolitan Transportation Improvement Program; 3) all of the other improvements included in the financially constrained system of the 2004 Regional Transportation Plan; and 4) all other local transportation projects that are considered regionally significant

In addition, there has been concern that because of court cases and new proposed federal regulation, the region also should assess the Ozone conditions. Accordingly, Table 1, below shows the results of air quality modeling for the region for various time horizons for Carbon Monoxide as well as the precursors of Ozone – Hydrocarbons and Oxides of Nitrogen.

As Table 1 demonstrates, for each of the time horizons and for each air pollutant, the region is forecast to meet the motor vehicle emission budgets, or maximum levels of pollutants from motor vehicles.

Table 1. Comparison of Motor Vehicle Emission Budgets and Forecast Surface Transportation Emissions

Year	Carbon Monoxide Motor Vehicle Emission Budget (pounds/winter day)	Forecast Carbon Monoxide Emissions (pounds/winter day)	Hydrocarbon Motor Vehicle Emission Budget (tons/summer day)	Forecast Hydrocarbon Emissions (tons/summer day)	Oxides of Nitrogen Motor Vehicle Emission Budget (tons/summer day)	Forecast Oxides of Nitrogen Vehicle Emissions (tons/summer day)
2010	1,033,578	976,015	40	32.6	52	46.6
2015	n/a	n/a	40	23.5	55	28.5
2017	1,181,341	837,797	n/a	n/a	n/a	n/a
2020	n/a	n/a	40	21.5	59	23.9
2025	1,181,341	901,569	40	19.5	59	19.3

Accordingly, approval of the air quality conformity determination can be considered.

If approved, the conformity determination may be forwarded to the Federal Highways Administration and Federal Transit Administration, who, after conferring with the EPA, may approve the conformity determination. Approval of the conformity determination also allows consideration of approval of the 2008-2011 MTIP.

ANALYSIS/INFORMATION

1. **Known Opposition** None.

2. Legal Antecedents

Federal: 40 CFR 93. (transportation air quality conformity)

State: OAR 340-252 (transportation air quality conformity)

Metro:

Resolution No. 03-3381A, FOR THE PURPOSE OF ADOPTING THE 2004-2007 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM FOR THE PORTLAND METROPOLITAN AREA, adopted on December 11, 2003.

Resolution No. 03-3382A-02, FOR THE PURPOSE OF ADOPTING THE PORTLAND AREA AIR QUALITY CONFORMITY DETERMINATION FOR THE 2004 REGIONAL TRANSPORTATION PLAN AND 2004-2007 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM, adopted on January 15, 2004

Resolution No. 05-3529A, FOR THE PURPOSE OF ALLOCATING \$62.2 MILLION OF TRANSPORTATION PRIORITIES FUNDING FOR THE YEARS 2008 AND 2009, PENDING AIR QUALITY CONFORMITY DETERMINATION, adopted on March 24, 2005.

Resolution No. 05-3589A, FOR THE PURPOSE OF AMENDING THE REGIONAL TRANSPORTATION PLAN TO MOVE THE I-205 NORTHBOUND ONRAMP/AIRPORT WAY INTERCHANGE IMPROVEMENT FROM THE ILLUSTRATIVE LIST TO THE FINANCIALLY CONSTRAINED LIST, adopted on June 9, 2005.

Resolution No. 07-3773 FOR THE PURPOSE OF ALLOCATING \$64.0 MILLION OF TRANSPORTATION PRIORITIES FUNDING FOR THE YEARS 2010 AND 2011, PENDING AIR QUALITY CONFORMITY DETERMINATION, adopted on March 15, 2007.

3. **Anticipated Effects** Allows for consideration of approval of proposed transportation projects in the 2008-2011 MTIP.
4. **Budget Impacts** None directly by this action. Upon approval of another related resolution for the 2008-2011 Metropolitan Transportation Improvement Program, the budget impact would be provision of funding support for some Metro transportation activities.

RECOMMENDED ACTION

Approve Resolution No. 07-3824, FOR THE PURPOSE OF APPROVING THE AIR QUALITY CONFORMITY DETERMINATION FOR THE 2008-2011 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM.



AIR QUALITY CONFORMITY DETERMINATION

For the
2008-2011 Metropolitan Transportation
Improvement Program (MTIP)

July 31, 2007



Exhibit A to
Resolution No. 07-3824

**PLEASE SEE THE LINK ON THE
JPACT WEBPAGE, AUGUST 9, 2007
FOR THIS FULL REPORT.**

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING THE 2008-) RESOLUTION NO. 07- 3825
2011 METROPOLITAN TRANSPORTATION)
IMPROVEMENT PROGRAM FOR THE) Introduced by Councilor Rex Burkholder
PORTLAND METROPOLITAN AREA)

WHEREAS, the Portland metropolitan area Metropolitan Transportation Improvement Program (MTIP), which reports on the programming of all federal transportation funds to be spent in the region, must be updated every two years in compliance with federal regulations; and

WHEREAS, the Metro Council and Joint Policy Advisory Committee on Transportation (JPACT) have recently proposed programming of the “regional flexible funds” portion of the federal allocation of transportation funds to this region through the Transportation Priorities 2008-11 process; and

WHEREAS, the Oregon Department of Transportation has proposed programming of federal transportation funds for projects in the Portland metropolitan area through the State Transportation Improvement Program (STIP); and

WHEREAS, the transit service providers TriMet and South Metropolitan Area Rapid Transit (SMART) have proposed programming of federal transit funds; and

WHEREAS, these proposed programming of funds must be found in compliance with all relevant federal law and administrative rules, including a demonstration of compliance with the Oregon State implementation plan for air quality; and

WHEREAS, the draft Metropolitan Transportation Improvement Program for the Portland, Oregon metropolitan area, attached as Exhibit A, demonstrates compliance with all relevant federal law and administrative rules; and

WHEREAS, the companion Metro Resolution No. 07-3824, For the Purpose of Approving an Air Quality Conformity Determination for the 2008-11 Metropolitan Transportation Improvement Program, demonstrates compliance with the federal Clean Air Act and the Oregon State implementation plan for air quality; and

WHEREAS, a public process has provided an opportunity for comments on the programming of federal funds to specific projects in specific fiscal years and whether that programming meets all relevant laws and regulations, in addition to extensive public processes used to those projects to receive these funds; now therefore

BE IT RESOLVED that the Metro Council adopt the Metropolitan Transportation Improvement Program for the Portland metropolitan areas as shown in Exhibit A; and

BE IT FURTHER RESOLVED that projects in the existing 2006-09 MTIP that do not complete obligation of funding prior to September 30, 2007 will be programmed into the 2008-11 MTIP following consultation with federal agencies and the Transportation Policy Alternatives Committee on an air quality conformity determination.

ADOPTED by the Metro Council this 16th day of August, 2007

David Bragdon, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 07-3825, FOR THE PURPOSE OF APPROVING THE 2008-11 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM FOR THE PORTLAND METROPOLITAN AREA.

Date: August 16, 2007

Prepared by: Ted Leybold

BACKGROUND

The 2008-11 Metropolitan Transportation Improvement Program (MTIP) is a report that summarizes all programming of federal transportation funding in the Metro region for the federal fiscal years 2008 through 2011 and demonstrates that the use of these funds will comply with all relevant federal laws and administrative rules.

Generally, there are three sources of proposed programming of federal transportation funds that are reflected in the MTIP; “regional flexible funds” whose projects are selected in the Transportation Priorities process by JPACT and the Metro Council, projects and maintenance on the national highway system proposed by the Oregon Department of Transportation through the State Transportation Improvement Program (STIP) process, and transit projects proposed by the region’s transit agencies. Federal regulations designate JPACT and the Metro Council as the bodies responsible for allocating the comprehensive package of federal highway and transit funds for the Portland metropolitan area.

The projects and programs recently selected by JPACT and the Metro Council to receive regional flexible funds for the years 2010 and 2011 have been assigned to their respective years of allocation and fund type (Surface Transportation Program or Congestion Mitigation/Air Quality) in the MTIP. Furthermore, previous programming of these funds for the years 2008 and 2009 have been updated to reflect changes in construction schedules and project costs.

The programming of state highway funds is proposed through the state wide State Transportation Improvement Program process. Projects and programs within the Metro region are summarized within the MTIP. Projects that increase vehicle capacity is included in Table 4.1. Other state projects: bridge rehabilitation, pavement preservation, safety, and operations are summarized in Tables 4.2.1 through 4.2.4.

The programming of federal transit funds to the metropolitan region is summarized in Table 2.2-1. In addition to the regional flexible funds programmed to transit activities through the Transportation Priorities process, there are several types of federal funds summarized, including rail new starts, a program for low income access to jobs, allocations for bus purchases and allocations for maintenance of the bus and rail systems. The proposed programming of funds is consistent with the TriMet Transit Investment Plan, a 5-year rolling capital improvement program that guides the short-term implementation of the 20-year Regional Transportation Plan.

Adoption of this resolution would fulfill JPACT and the Metro Council’s role within federal law to program federal funds, consistent with federal regulations as documented in Exhibit A; the Metropolitan Transportation Improvement Program for the Portland metropolitan area, federal fiscal years 2008 through 2011.

ANALYSIS/INFORMATION

1. **Known Opposition** None known at this time.
2. **Legal Antecedents** This resolution programs transportation funds in accordance with the federal transportation authorizing legislation (currently known as SAFETEA-LU). The allocation process is intended to implement the Transportation Priorities 2005 and 2007 program allocations as defined by Metro Resolution Nos. 05-3529 and 07-3773. This MTIP must be consistent with the Regional Transportation Plan, adopted by Metro Ordinance No. 04-1045A. This MTIP must also be determined to be in conformance with the federal Clean Air Act, which would be accomplished through action on draft Metro Resolution No. 07-3824.
3. **Anticipated Effects** Adoption of this resolution is a necessary step to make the transportation projects and programs defined in the MTIP, provided as Exhibit A, eligible to receive federal funds to reimburse project costs.
4. **Budget Impacts** Adoption of this resolution is a necessary step in making eligible federal surface transportation program funds for planning activities performed at Metro. This includes \$928,000 of federal funds to be used for planning activities at Metro in the next fiscal year. Grant funds allocated to Metro planning require a match totaling 10.27% of project costs. This would include \$405,000 through the course of the 2008 – 2011 time period. Metro would also negotiate with other transportation agencies for responsibility of a portion of \$830,000 of required local match for other regional planning and program activities over the course of the 2008 – 2011 time period.

RECOMMENDED ACTION

Approve the resolution as recommended.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE)	RESOLUTION NO. 07-3826
2006-09 METROPOLITAN TRANSPORTATION)	
IMPROVEMENT PROGRAM (MTIP) TO)	Introduced by Councilor Rex Burkholder
REALLOCATE \$1 MILLION OF REGIONAL)	
FLEXIBLE FUNDS FROM THE)	
CONSTRUCTION PHASE TO THE)	
PRELIMINARY ENGINEERING PHASE OF THE)	
EASTSIDE STREETCAR LOOP PROJECT)	

WHEREAS, the Metropolitan Transportation Improvement Program (MTIP) prioritizes projects from the Regional Transportation Plan to receive transportation related funding; and

WHEREAS, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council must approve the MTIP and any subsequent amendments to add new projects to the MTIP or any significant changes in scope to existing projects; and

WHEREAS, the JPACT and the Metro Council approved the 2006-09 MTIP on August 18, 2005; and

WHEREAS, the City of Portland has requested a change in scope from a funding authority award to the Eastside Streetcar Loop project as defined in the 2006-09 MTIP; and

WHEREAS, the reasons for this request were submitted as required by the MTIP amendment procedures and summarized in the staff report to this resolution; and

WHEREAS, the program has been determined in conformity with the State Implementation Plan for air quality per federal regulations; and

WHEREAS, the program is consistent with the Regional Transportation Plan; now therefore

BE IT RESOLVED that the Metro Council hereby adopts the recommendation of JPACT to amend the 2006-09 Metropolitan Transportation Improvement Program to reallocate \$1 million of funding authority from the construction phase to the preliminary engineering phase of the Eastside Streetcar Loop project.

ADOPTED by the Metro Council this 16th day of August 2007.

David Bragdon, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 07-3826, FOR THE PURPOSE OF AMENDING THE 2006-09 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO REALLOCATE \$1 MILLION OF REGIONAL FLEXIBLE FUNDS FROM THE CONSTRUCTION PHASE TO THE PRELIMINARY ENGINEERING PHASE OF THE EASTSIDE STREETCAR LOOP PROJECT

Date: July 18, 2007

Prepared by: Ted Leybold

BACKGROUND

During the 2005 Transportation Priorities funding allocation process, the City of Portland applied for and was awarded funding authority of \$1 million for the construction of the Eastside Streetcar project. During the application process, the City anticipated project development costs to be adequately funded by local and federal earmark funds.

This was based on the anticipation that adoption of a new federal funding program for smaller transit capital projects (i.e. the Small Starts Program) would be adopted in the upcoming surface transportation authorization bill and that FTA would develop review and approval criteria that were significantly more streamlined than those for New Starts Program that fund larger transit capital projects such as light rail.

However, the Advance Notice of Proposed Rulemaking published in January 2006 did not reflect that expectation. Final rules will not be ready until sometime next year. Consequently, the planning and preliminary engineering efforts for the Portland Streetcar Loop Project have proven to be more extensive than anticipated. Therefore, the city is requesting that the \$1.0 million MTIP allocation be made available for preliminary engineering.

While construction costs and funding strategy have not yet been finalized, project staff at this time does not anticipate seeking future allocations of regional flexible funds to “backfill” these funds for construction of the project.

ANALYSIS/INFORMATION

1. **Known Opposition** None known at this time.
2. **Legal Antecedents** Amends the 2006-09 Metropolitan Transportation Improvement Program adopted by Metro Council Resolution 05-3606 on August 18, 2005 (For the Purpose of Approving the 2006-09 Metropolitan Transportation Improvement Program for the Portland Metropolitan Area).
3. **Anticipated Effects** Adoption of this resolution will make available \$1 million in transportation funding to the City of Portland for preliminary engineering and design of the Eastside Streetcar Loop project from funds originally programmed for construction of that project.
4. **Budget Impacts** None.

RECOMMENDED ACTION

Approve Metro Resolution No. 07-3826.

RTP Financial Constrained Revenue Assumptions

	Category of Transportation Needs	Revenue Assumption	Use of Revenue
	State Highway Needs		
	ODOT Share of State Highway Trust Fund	Grows approx. 1% per year	Operations, Maintenance & Preservation of Highway and Bridges
	ODOT Share of Federal Highway Formula Funds	Grows with inflation	Operations, Maintenance & Preservation of Highway and Bridges
1	ODOT Share of 1-cent gas tax increase per year, including weight-mile tax	50% of increased revenue to ODOT	Operations, Maintenance & Preservation of Highway and Bridges
	State mandated minimum Modernization allocation	approx. \$11.4 m./year to Metro part of Region 1	Major State Highway Modernization (Interstate and Stewide Routes)
	State Share of Federal Highway Earmarks	approx. \$11.6 m./year to Metro part of Region 1	Major State Highway Modernization (Interstate and Stewide Routes)
	State Share of \$15 vehicle reg. fee increase every 8 years	approx. \$5.6 m./year to Metro part of Region 1	Major State Highway Modernization (Interstate and Stewide Routes)
	City/County Road and Street Needs		
	City/County Share of State Highway Trust Fund	Grows approx. 1% per year	Operations, Maintenance & Preservation of Streets, Roads and Bridges
	Local Gas Taxes	Continuation of existing which lose value to inflation	Operations, Maintenance & Preservation of Streets, Roads and Bridges
2	City/County Share of 1-cent gas tax increase per year, including weight-mile tax	50% of increased revenue to Cities/Counties	Operations, Maintenance & Preservation of Streets, Roads and Bridges
	Local Share of Federal Bridge Funds	Grows with inflation	Bridge Repair & Replacement
	Federal Transportation Enhancement Funds	Grows with inflation	Bike, Ped., Trail
	City/County Share of \$15 vehicle reg. fee increase every 8 years	50% of increased revenue to Cities/Counties	City/County Modernization
	City/County Share of Federal Highway Earmarks	approx. \$11.6 m./year to Metro part of Region 1	City/County Modernization
3	MSTIP	Washington County MSTIP grows @ 3 %/year - OR - Should the RTP assume MSTIP 2?	City/County Modernization
4	System Development Charges	Continuation of Existing - OR - extension into new UGB expansion areas (especially Damascus)?	Growth-related Modernization
5	System Development Charges	Should the RTP assume existing SDCs are increased to reflect greater cost-recovery of eligible projects?	Growth-related Modernization
	Utility Franchise Fees	Grows with inflation	Operations, Maintenance & Preservation of Streets, Roads and Bridges
	Urban Renewal	Tied to Projects	Urban Renewal-related Modernization
6	Local Maintenance Funding Mechanisms (such as Street Utility Fees and Road Maintenance Districts)	Continuation of Existing - OR - continuation of current trend of more cities adopting this mechanism; in either case: grows with inflation?	Operations, Maintenance & Preservation of Streets, Roads and Bridges
	Private Development Contribution	Continuation of past trends	Growth-related Modernization
	Transit Needs		
	Payroll Tax	Grows with inflation and employment growth; TriMet rate is in the process of being increased by .1% over 10 years; SMART rate is at about 1/2 of statutory maximum	Operations and routine capital
	Fares	Grows with inflation and ridership	Operations and routine capital
	Federal Formula and Discretionary Funds	Grows with inflation	Operations and routine capital
	Federal New Start Funds	60% of capital cost tied to projects	LRT construction
	Federal Small Starts Funds	Up to \$75 million per project tied to projects	Small Start projects
7	State Lottery	\$250 million tied to Milwaukie LRT - OR - Should we assume another \$250 million when bonds are paid off?	LRT construction
	State support for Elderly & Disabled	Maintain status quo	Capital and operations of service to elderly and disabled
	Connect Oregon Lottery Funds	Assume same transit split (14%) and regional split (27%) as Connect Oregon 1; Assume \$100 million program is repeated every 8 years	Transit Expansion
	Regional Discretionary Funds		
	Regional STP & CMAQ	Grows with inflation	Roads & Streets Capital, Transit Capital, LRT, Bike, Ped., Trail, Boulevards, RTO, TOD, ITS, Planning



DATE: July 31, 2007
TO: JPACT and MPAC
FROM: Andy Cotugno, Planning Director
SUBJECT: 2035 RTP - September and October Meeting Topics

Mark your calendar for these important meetings in September and October.

The following meetings are crucial for the preparation and release of a discussion draft of the federal component of the 2035 RTP for a 30-day public review and comment period. The comment period will be held from October 15-November 15, 2007. Dates, times and topics are as follows:

MPAC: September 12, 2007, 5:00 – 7:00 p.m. (regular time and place)

JPACT: September 13, 2007, 7:30–9:00 a.m. (regular time and place)

Topics: MPAC and JPACT to review key findings from Round 1 (of 3) 2035 RTP systems analysis and discuss the following:

- Recommended refinements to provisional draft RTP Policy Framework (Chapter 1)
- Round 1 evaluation of the system of investments submitted by ODOT, TriMet and local agencies
- Identification of discussion items for a joint MPAC/JPACT meeting on October 10

MPAC/JPACT joint meeting: October 10, 2007, 4:00– 7:00 p.m. in the Metro Council Chambers (NOTE DATE AND TIME CHANGE)

Topics: MPAC and JPACT to jointly (1) release a discussion draft federal component of the 2035 RTP and (2) frame development of the state component of the 2035 RTP in 2008.

- Agreement to release discussion draft federal component of the 2035 RTP for public comment
- Discussion of federal investment priorities and outstanding issues identified by JPACT or MPAC at earlier September meetings
- Provide direction on major outstanding issues to be addressed during the state component of the RTP in 2008

Please mark your calendar and plan to attend.

Regional Travel Options 2005-06 Program Evaluation *Final Report: Executive Summary*

July 19, 2007

Prepared for: Metro, RTO Subcommittee
Pam Peck and Caleb Winter, RTO

Prepared by: Jennifer Dill, Ph.D.
Center for Urban Studies
Portland State University
With assistance from Tomoko Kanai

Background

Metro's 2040 Growth Concept sets forth a long-range growth management strategy intended to shape the region for the next 50 years. The strategy encourages growth within existing centers and corridors, along with some expansion of the urban growth boundary. The future success of the plan relies, in part, on significantly increasing the use of alternative modes of transportation, including transit, walking, bicycling, carpooling, and telecommuting. These are generally referred to as non-single-occupant vehicle (non-SOV) modes. To help implement the Growth Concept, Metro's Regional Travel Options (RTO) program works to increase awareness of non-SOV alternatives and increase the provision of those alternatives. In Metro Council adopted the *Regional Travel Options Program 5-Year Strategic Plan* in January 2004 to help direct those efforts. The RTO program receives funding through the Metropolitan Transportation Improvement Program (MTIP), which includes the programming of CMAQ funds.

The *Strategic Plan* places an emphasis on evaluation of the program to demonstrate results. In 2004, TriMet and Metro conducted an evaluation that covered 2003. That evaluation used the results of surveys conducted by employers to comply with the Employee Commute Options (ECO) Rules and presented an analysis of the region's centers identified in the *2040 Growth Concept*. In 2006, PSU's Center for Urban Studies (CUS) conducted a comprehensive evaluation of all RTO programs for FY2005 (July 2004 – June 2005). This report is a follow-up evaluation, covering FY2006 and the first six months of FY2007 (July – December 2006). During this time, the RTO program used CMAQ funds for the following activities:

TMA Program

Clackamas Regional Center TMA
Lloyd TMA
Gresham Regional Center TMA
Westside Transportation Alliance (WTA)
Swan Island TMA
Troutdale Area TMA

Region 2040 Initiatives

Lloyd TMA/Lloyd District Ped Program
SMART Wilsonville Walking Program

City of Portland/CarpoolMatchNW
Swan Island Vanpool Program
WTA Carfree Commuter Challenge (2006)

RTO Core Program

Regional Vanpool Program
TriMet Employer Program
SMART TDM program
Metro Collaborative Marketing
Regional Evaluation
RTO subcommittee management and strategic planning

In addition, ODOT funds were used for the regional DriveLess/SaveMore (DLSM) marketing campaign. Metro staff and the RTO Subcommittee also developed a new Evaluation Framework to guide future evaluation efforts.

The 2005-06 evaluation is primarily based upon evaluation reports submitted to Metro by organizations receiving RTO funding, data from employee surveys submitted to TriMet (at the work site level), surveys of participants in the CarpoolMatchNW ridematching service, and ridership data for vanpools and shuttles receiving RTO funding. Unlike the 2004-05 evaluation, the PSU CUS evaluation team did not interview funding recipients to obtain additional information. Otherwise, the methodology and approach is similar to the 2004-05 evaluation.

Findings

As in 2004-05, most of the programs achieved most or all of their output objectives in 2005-06. Several of the programs were able to demonstrate outcomes, including mode share changes and VMT reduction. However, the overall amount and quality of data available makes it impossible to develop an accurate overall estimate of the impacts of the programs. This is due, in part, to the fact that the outcomes of the various programs, as currently measured, may overlap. For example, people using the CarpoolMatchNW website may have gone there because of the efforts of a TMA or TriMet's Employer Outreach program. The Collaborative Regional Marketing Program (aka DriveLess/SaveMore) should have impacts extending throughout all of the programs. In addition, outside factors, including gas prices and the ECO Rules, may prompt travel behavior change among people participating in the RTO program. Assigning changes in behavior to specific external factors and programs is not possible given the data available.

The employee commute survey data from employers participating in TriMet's Employer Outreach program is currently the most comprehensive data source available to evaluate the effects of the RTO programs. That data show an increasing share of commuting by non-SOV modes (Figure 1). In 2006, over 35% of the commute trips were made in non-SOV modes, continuing a steady increase over the past decade. Nearly 20% of commute trips were made on transit. This rate about three times as high as for all workers living in the region, according to the 2005 American Community Survey (ACS) conducted by the Census Bureau. The steady decline in rates of carpooling and vanpooling ended in 2006, with 8.7% of the commute trips at participating employment sites made in carpools and vanpools. This is, however, lower than the 10.5% rate in the first year of data (1996) and lower than the ACS data. Rates of walking and bicycling were up slightly in 2006 compared to 2005.

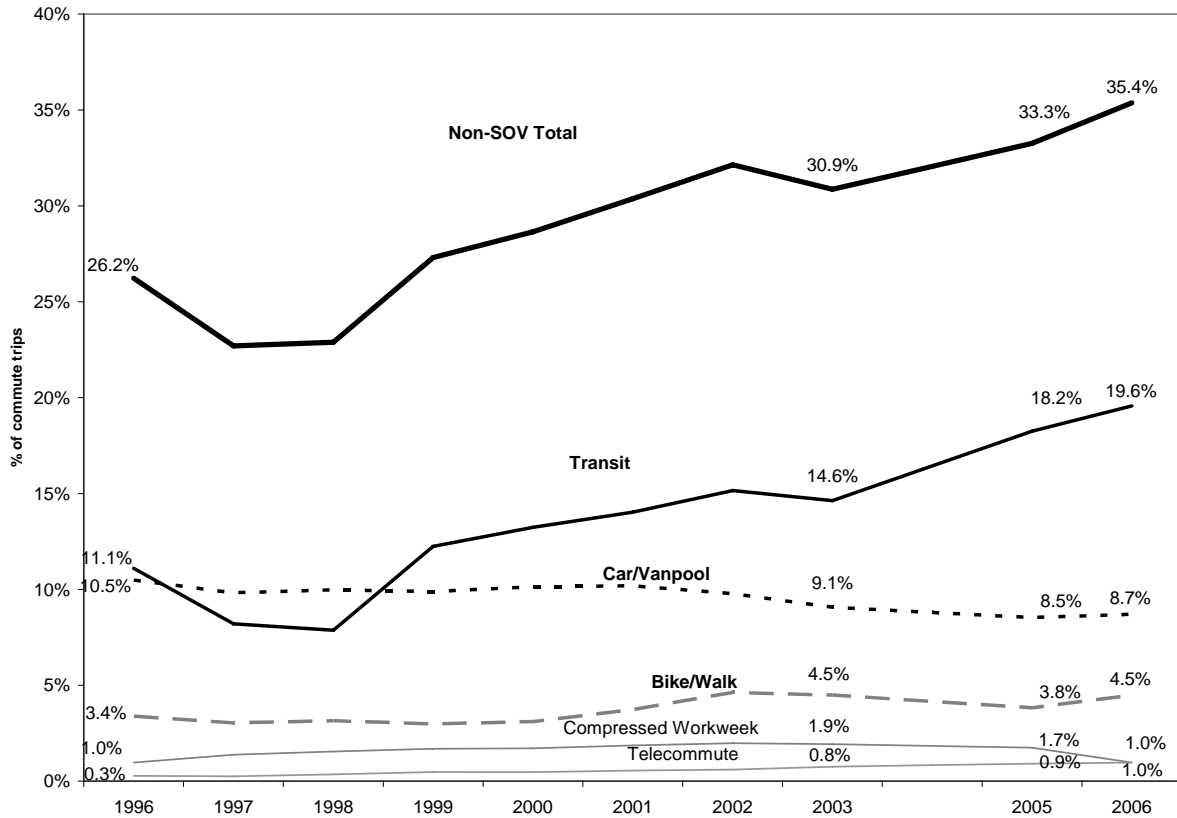


Figure 1: Non-SOV Commute Trips at worksites participating in the TriMet Employer Outreach program (1996-2006)

Sources: 1996-2003 figures are from TriMet and were included in the 2003 RTO Report. 2005 and 2006 figures calculated using original employer survey data from TriMet, using two year average. 2006 data reflects surveys conducted from July 2004 through December 2006.

Some additional key positive outputs and outcomes of the RTO programs during 2005-06 include the following:

- Nearly 1,000 work sites with over 200,000 employees participated in the Employer Outreach Program.
- Employers in downtown Portland that survey employees are close to meeting RTP modal targets of 70% non-SOV modes for commute trips (68%).
- The Metro DriveLess/SaveMore team staffed booths at 121 public events, engaging 6,400 people in conversation and handing out 8,500 DLSSM notepads, decals and informational materials. 2,700 people signed DLSSM commitments to change their travel behavior. This represents over 40% of those people who engaged in conversation.
- About 6,610 people are registered on the CarpoolMatchNW website for carpool matching, 37% more than at the end of 2004-2005. CarpoolMatchNW implemented a process to purge the database of inactive registrants, which should improve the quality of the matches.

- The Vanpool program undertook specific actions to improve its cost-effectiveness and increase the number of vans operating in the region. Each day they operated, the vanpools had about 118 total riders or 6.7 per van. This is an increase from an average of 6.2 riders per van in 2004-05.
- TMAs and area programs continued targeted activities such as Carefree Commuter Challenge, SMART's WalkSmart, and Swan Island TMAs' evening shuttle.
- Most programs implemented their specific output objectives. When objectives were not met it was often due to lower than expected funding or staff turnover.

There are several findings that need to be addressed by the RTO program:

- Employers outside of downtown Portland and the Lloyd District have a long way to go to meet the RTP modal targets for 2040. Only about one-quarter of work trips to surveyed sites in the remaining area are made in non-SOV modes. The targets for 2040 range from 40% to 55%. However, it should be noted that a 25% non-SOV mode share is good for suburban areas with free and available parking.
- The vanpool program is not performing as projected and is significantly smaller in scope than programs found in other regions. The vanpools in the program are generally small. Seven of the 18 (28%) averaged five or fewer riders per day. While this is a significant improvement over 2004-05, on average, the vans were at 59% of capacity. However, the lack of a high-occupancy vehicle (HOV) lane network eliminates one of the factors that help other regions build large vanpool programs – a significant time savings.
- Some of the smaller TMAs may still be implementing programs that may not be consistent with the RTO objectives or that are not achieving measurable changes in the use of travel options. Staff turnover continues to be a problem at some TMAs.
- Some of the programs do not have clear output objectives and many do not have clear quantified outcome objectives against which to measure progress. Some of the end outcome objectives that do exist were based upon what appear to be overly optimistic assumptions.
- Not all of the programs are systematically tracking outcomes in a meaningful way.
- The success of many programs, particularly those focused on downtown and the Lloyd District are aided by parking pricing and supply constraints. Without such cost or time advantages for non-SOV modes (e.g. with HOV lanes), significant increases in non-SOV mode shares will be difficult to achieve in more suburban environments.

Several activities are underway that will help address many of these concerns:

- Metro made significant changes to the vanpool program in February 2007.
- The RTO Subcommittee adopted a new evaluation framework that will increase the level of monitoring by funding recipients and collect data through a regional survey.
- The RTO Subcommittee plans to develop a new strategic plan in the coming year.

**METRO**

Date: August 1, 2007
To: JPACT Members and Alternates
From: Pam Peck, RTO Manager
Caleb Winter, RTO Staff
Re: Recommended Regional Travel Options Evaluation Framework

Background

The Regional Travel Options (RTO) Subcommittee of TPAC formed a working group to make recommendations and set priorities for evaluating the program. The RTO Subcommittee approved recommendations in June 2007.

Recommendations

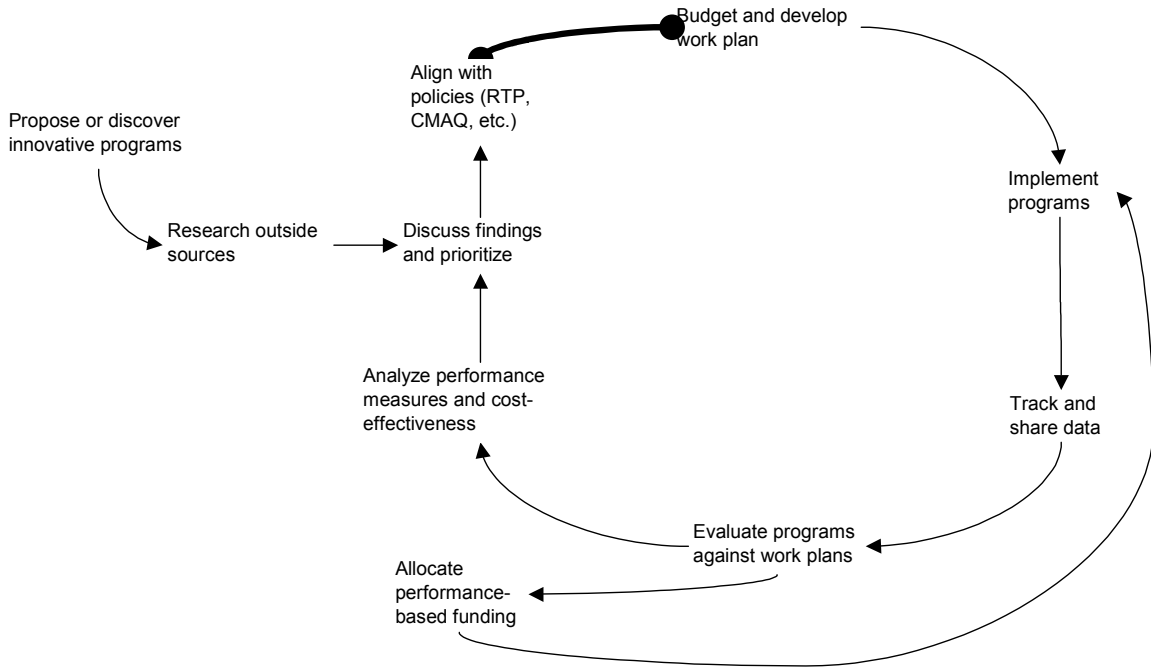
Key recommendations are to:

1. Expand RTO evaluations to include awareness and satisfaction measures; a recommendation made by Dr. Jennifer Dill in the 04/05 RTO Evaluation Report. Dr. Dill described awareness and satisfaction as missing levels of analysis needed to evaluate RTO projects.
2. Conduct region-wide phone surveys to track overall trends in mode share and the extent that changes can be attributed to RTO programs, while addressing several shortcomings of current data sources. Shortcomings to be resolved by the survey are:
 - Overlap among programs such as employer outreach and carpool matching, which make it difficult to attribute mode shifts by each element of the RTO program.
 - Non-commute trips are not adequately captured by current sources of RTO data. Non-commute trips were identified in the RTO Strategic Plan as having an impact on peak congestion and air quality.
 - Lack of a region-wide survey that can be used to evaluate the RTO program.

Dr. Dill and her Graduate Research Assistant identified five other U.S. regions and one Canadian region that have recently conducted region-wide phone surveys for the primary purpose to measure transportation demand management (TDM) programs. They reviewed reports from these regions and recommended areas of study including travel choices, awareness and satisfaction of RTO and other TDM programs, attitudes towards travel options and demographics related to travel behavior.

3. Acknowledge that responsibility for tracking and analyzing data begins with each funding recipient. The working group drafted a matrix to help define responsibility and tools to evaluate outputs, awareness, satisfaction and outcomes applicable to current RTO projects. Metro RTO staff provides technical support.

- Set the timeline for evaluation to every two years to best support the decision-making cycle (diagram below), beginning with data collection and analysis after July 1st. The region-wide phone survey will be conducted in September and reporting of all findings will be scheduled for October. Quarterly reports, shared databases and ad-hoc reporting will be used to address evaluation needs in-between two-year evaluations.



- Budget resources for evaluation will fluctuate between years when the two-year evaluation and region-wide phone survey will be done (approximately \$200,000) and off years (approximately \$120,000). These amounts do not exceed 10% of the RTO budget, which is a generally accepted amount for program evaluation. Every year, Metro RTO staff will continue technical support to partners and carry out evaluation steps for Metro RTO projects (e.g., CarpoolMatchNW, Metro VanPool, DriveLess/SaveMore outreach).

Conclusion

RTO Subcommittee’s approval of the an Evaluation Framework helps:

- Set expectations;
- Define responsibilities;
- Set the timeline and budget; and,
- Inform the RTO Strategic Planning process (beginning fall 2007).

The RTO Evaluation Working Group can be called upon to coordinate and carry out the Evaluation Framework as needed. Metro RTO staff will continue to update information related to the Evaluation Framework and also provide technical assistance to partners.



METRO

DATE: August 9, 2007
TO: JPACT members and interested parties
FROM: Andy Cotugno, Planning Director
SUBJECT: JPACT Bylaws Update Proposal

INTRODUCTION

Over the past few months, a review of JPACT membership and operating bylaws was undertaken. A special Membership Subcommittee was formed to begin exploring options and potential revisions to JPACT bylaws. This memo is based on Subcommittee recommendations and proposes amendments to the JPACT Bylaws to change membership to address the representation of cities and transit districts.

ACTION REQUESTED

- Discuss and authorize proceeding with the proposal for amendment of the JPACT Bylaws. If JPACT concurs, a resolution will be drafted for adoption of the Bylaw amendments and submitted to the membership for the required 30-day written notice.

PROPOSED MEMBERSHIP CHANGES

Based on the special JPACT Membership Subcommittee, a draft revision to the JPACT Bylaws has been prepared. Member seats are proposed to be added to Multnomah, Clackamas and Washington counties for the second largest city, and Clackamas and Washington Counties for the largest city. The City of Portland is proposed to receive two votes in line with the Oregon representation on the Southwest Washington Regional Transportation Council. The number of State of Washington members is proposed to be reduced from three to two. The proposed JPACT membership changes are reflected below and are reflected by population in Table 1 and Table 2.

	<u>Members</u>	<u>Votes</u>
Multnomah County.....	1	1
Washington County.....	1	1
Clackamas County.....	1	1
City of Portland.....	1	2
Largest City of Washington County.....	1	1
Largest City of Clackamas County.....	1	1
2 nd Largest City of Multnomah County.....	1	1
2 nd Largest City of Washington County.....	1	1
2 nd Largest City of Clackamas County.....	1	1
Remaining Cities of Multnomah County.....	1	1
Remaining Cities of Washington County.....	1	1
Remaining Cities of Clackamas County.....	1	1
Oregon Department of Transportation.....	1	1
TriMet.....	1	1
Port of Portland.....	1	1
Department of Environmental Quality.....	1	1
Metro.....	3	3*
State of Washington.....	2	2
 TOTAL	 21	 22

*The Metro Council’s third vote only applies when the Chair votes in the case of a tie.

This Bylaw amendment does not propose to add an additional transit seat for Wilsonville Transit (SMART). Rather, language is proposed to clarify the role of TriMet as a regional transit representative and requiring periodic coordination with South Metro Area Rapid Transit (SMART). Additionally, the proposed “Remaining Cities of Clackamas County” member seat includes language that defines its representation of the City of Wilsonville, which is the governing body of SMART. Language is also proposed to be added that clarifies the Clackamas County member seat and describes its representation of Canby Area Transit (CAT), South Clackamas Transit District (SCTD) or the City of Molalla, and Sandy Area Metro (SAM), as regional transit service providers that provide service within the MPO boundary.

Attached is a copy of the proposed JPACT Bylaws with strikethrough edits to reflect all these proposed membership changes.

BACKGROUND

As part of the 2004 Federal Triennial Certification Review, the Federal Highway Administration and Federal Transit Administration issued the following recommendations to review the bylaws and membership of JPACT to reflect the dramatic changes in the region’s area and population since the inception of the committee:

1. *Because of the recent inclusion of the City of Wilsonville and the emerging City of Damascus in the MPO boundary, the considerable growth of the MPO population in general and public comments indicating a perception that smaller jurisdictions may not be adequately represented in MPO matters, it is recommended that the MPO members review*

the existing policy board representation and voting structure and either reaffirm its adequacy or agree on appropriate modifications

2. It is strongly recommended that other MPO members also evaluate the effectiveness of SMARTs input opportunities and consider appropriate alternatives.

Federal law requires that MPO policy boards be comprised of local elected officials, officials of public agencies that administer or operate major modes of transportation in the metropolitan area, and appropriate State officials¹. In response to this recommendation, Metro agreed to initiate a review of JPACT membership and operating bylaws. Amending bylaws requires a two-thirds vote of the full JPACT and a majority vote of the Metro Council.

Two memos have been presented to JPACT. The first explored population growth trends in the incorporated and unincorporated areas as well as the demographic changes in the cities and counties. The region's population has grown dramatically from 1980 – 2005 with more than 80 percent living within cities. To better reflect this change in urban populations, the Subcommittee proposed adding additional city seats to all three counties. Additionally, because the City of Portland comprises 37 percent of the region's population, the Subcommittee proposed adding a second vote for the City's member.

The second memo identified regional transit service districts that provide service into or within the MPO boundary. Although important regional transit providers offering services within the MPO boundary, the Subcommittee did not propose adding additional member seats for SMART, CAT, SAM or the SCTD. The Subcommittee instead proposed language to clarify SMART's JPACT representation through the "Remaining Cities of Clackamas County" seat and for CAT, SAM and SCTD through the Clackamas County seat. A discussion of requirements for becoming an Area Commission on Transportation (ACT) is scheduled for a future meeting.

¹ "Metropolitan Planning," Title 49 U.S.Code, Sec. 5303. <<http://frwebgate4.access.gpo.gov/cgi-bin/waisgate.cgi?WAISdocID=61971321540+0+0+0&WAIAction=retrieve>>

TABLE 1 - Proposed Membership Changes

Local Government	Votes	2005 Population	Share of Local Government Votes	Share of Population
City of Portland	2	554,130	15%	37%
2nd Largest City in Multnomah County	1	95,900	8%	6%
Remaining Cities of Multnomah County	1	27,760	8%	2%
Unincorporated Multnomah County	1	0*	8%	<1%
Multnomah County				
Total	5	672,906	38%	45%
Largest City in Washington County	1	83,095	8%	5%
2nd Largest City in Washington County	1	82,025	8%	5%
Remaining Cities of Washington County	1	116,510	8%	7%
Unincorporated Washington County	1	211,239**	8%	15%
Washington County				
Total	4	492,869	31%	33%
Largest City in Clackamas County (Lake Oswego)	1	33,740	8%	2%
2nd Largest City in Clackamas County (Oregon City)	1	28,965	8%	2%
Remaining Cities of Clackamas County	1	90,430	8%	6%
Unincorporated Clackamas County	1	182,190**	8%	14%
Clackamas County				
Total	4	335,325	31%	22%
Total Local Government	13	1,501,100	100%	100%
Other Seats	9			
GRAND TOTAL	22			

*Lack of population in unincorporated Multnomah County makes population estimates uneven and imprecise.

**Unincorporated population figures reflect unincorporated populations for all of Clackamas and Washington Counties inside and outside of the Metro boundary. Incorporated population figures reflect cities within the Metro boundary.

Table 2 below shows the cities within each of the three counties by 2005 population from largest to smallest. As proposed, the City of Gresham would gain a seat as the “2nd Largest City of Multnomah County” and the “Remaining Cities of Multnomah County” would represent four cities: Troutdale, Fairview, Wood Village and Maywood Park. As the “Largest City of Washington County” and “2nd Largest City of Washington County” both the City of Beaverton and City of Hillsboro would gain a seat. The “Remaining Cities of Washington County” seat would represent seven cities: Tigard, Tualatin, Forest Grove, Sherwood, Cornelius, King City, and Durham. As the “Largest City of Clackamas

County” and “2nd Largest City of Clackamas County” the City of Lake Oswego and Oregon City would gain seats. The “Remaining Cities of Clackamas County” seat would represent eight cities: West Linn, Milwaukie, Wilsonville, Gladstone, Damascus, Happy Valley, Johnson City, and Rivergrove.

TABLE 2 – Cities by 2005 Population

	2005 Population	% of Regional Population
Lake Oswego	33,740	2%
Oregon City	28,965	2%
West Linn	24,075	2%
Milwaukie	20,655	1%
Wilsonville	14,855	1%
Gladstone	12,170	1%
Damascus	9,670	1%
Happy Valley	7,275	0%
Johnson City	630	0%
Rivergrove	315	0%
Unincorporated Clackamas County**	182,190	12%
Clackamas County	334,540	22%
Portland	554,130	37%
Gresham	95,900	6%
Troutdale	14,880	1%
Fairview	9,250	1%
Wood Village	2,880	0%
Maywood Park	750	0%
Unincorporated Multnomah County	0*	~1%
Multnomah County	672,906	45%
Beaverton	83,095	6%
Hillsboro	82,025	5%
Tigard	45,500	3%
Tualatin	22,400	1%
Forest Grove	19,565	1%
Sherwood	14,940	1%
Cornelius	10,585	1%
King City	2,130	0%
Durham	1,390	0%
Unincorporated Washington County**	211,239	14%
Washington County	492,869	33%

*Lack of population in unincorporated Multnomah County makes population estimates uneven and imprecise.

**Unincorporated population figures reflect unincorporated populations for all of Clackamas and Washington Counties inside and outside of the Metro boundary. Incorporated population figures reflect cities within the Metro boundary.

**JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION
(JPACT)**

BYLAWS

ARTICLE I

This committee shall be known as the JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION (JPACT).

**ARTICLE II
MISSION**

It is the mission of JPACT to coordinate the development of plans defining required regional transportation improvements, to develop a consensus of governments on the prioritization of required improvements and to promote and facilitate the implementation of identified priorities.

**ARTICLE III
PURPOSE**

Section 1. The purpose of JPACT is as follows:

a. To provide the forum of general purpose local governments and transportation agencies required for designation of ~~the Metropolitan Service District as~~ as the metropolitan planning organization for the Oregon ~~urbanized~~ portion of the Portland metropolitan area, defined as the Metro jurisdictional boundary or the Metro urban growth boundary whichever is greater, and to provide a mechanism for coordination and consensus on regional transportation priorities and to advocate for their implementation.

b. To provide recommendations to the Metro Council under state land use requirements for the purpose of adopting and enforcing the Regional Transportation Plan.

c. To coordinate on transportation issues of bi-state significance with the Clark County, Washington metropolitan planning organization and elected officials.

~~d. (Pending establishment of an Urban Arterial Fund) To establish the program of projects for disbursement from the Urban Arterial Fund.~~

Section 2. In accordance with these purposes, the principal duties of JPACT are

as follows:

- a. To approve and submit to the Metro Council for adoption the Regional Transportation Plan (RTP) and periodic amendments.
- b. To approve and submit to the Metro Council for adoption short and long-range growth forecasts and periodic amendments upon which the RTP ~~and other Metro functional plans~~ will be based.
- c. To approve and submit to the Metro Council for adoption the Unified Planning Work Program (UPWP) and periodic amendments for the Oregon and Washington portions of the metropolitan area. The Metro Council will adopt the recommended action or refer it back to JPACT with a recommendation for amendment.
- d. To approve and submit to the Metro Council for adoption the Transportation Improvement Program (TIP) and periodic amendments. The Metro Council will adopt the recommended action or refer it back to JPACT with a recommendation for amendment.
- e. To approve and submit to the Metro Council for adoption the transportation portion of the State Implementation Plan for Air Quality Attainment for submission to the Oregon Department of Environmental Quality. The Metro Council will adopt the recommended action or refer it back to JPACT with a recommendation for amendment.
- f. To periodically adopt positions that represent the region's consensus on ~~con-~~ transportation policy matters, including adoption of regional priorities on federal funding, ~~the Surface Transportation Act~~ federal transportation reauthorizations and appropriations, the ~~Six-Year Highway~~ State Transportation Improvement Program priorities and regional priorities for LRT funding. The Metro Council will adopt the recommended action or refer it back to JPACT with a recommendation for amendment.
- g. To review and comment on the RTP and TIP for the Clark County portion of the metropolitan area and include in the RTP and TIP for the Oregon urbanized portion of the metropolitan area a description of issues of bi-state significance and how they are being addressed.
- h. To review and comment, as needed, on the regional components of local comprehensive plans, public facility plans and transportation plans and programs of ODOT, Tri-Met and the local jurisdictions.
- i. The Metro Council may propose legislation on any of the matters described above for the consideration of JPACT.

ARTICLE IV COMMITTEE MEMBERSHIP

Section 1. Membership

- a. The Committee will be made up of representatives of the following voting jurisdictions and agencies:

	<u>Members</u>	<u>Votes</u>
<u>Multnomah County.....</u>	<u>1</u>	<u>1</u>
<u>Washington County.....</u>	<u>1</u>	<u>1</u>
<u>Clackamas County.....</u>	<u>1</u>	<u>1</u>
<u>City of Portland.....</u>	<u>1</u>	<u>2</u>
<u>Largest City of Washington County.....</u>	<u>1</u>	<u>1</u>
<u>Largest City of Clackamas County.....</u>	<u>1</u>	<u>1</u>
<u>2nd Largest City of Multnomah County...</u>	<u>1</u>	<u>1</u>
<u>2nd Largest City of Washington County...</u>	<u>1</u>	<u>1</u>
<u>2nd Largest City of Clackamas County...</u>	<u>1</u>	<u>1</u>
<u>Remaining</u> Cities of Multnomah County	<u>1</u>	<u>1</u>
<u>Remaining</u> Cities of Washington County	<u>1</u>	<u>1</u>
<u>Remaining</u> Cities of Clackamas County..	<u>1</u>	<u>1</u>
Oregon Department of Transportation...	<u>1</u>	<u>1</u>
TriMet.....	<u>1</u>	<u>1</u>
Port of Portland.....	<u>1</u>	<u>1</u>
Department of Environmental Quality....	<u>1</u>	<u>1</u>
Metropolitan Service District (Metro)....	3	3*
State of Washington.....	3 <u>2</u>	2 <u>2</u>
 TOTAL	 <u>17</u> <u>21</u>	 <u>22</u>

*The Metro Council's third vote only applies when the Chair votes in the case of a tie.

- b. Alternates may be appointed to serve in the absence of the regular members.
- c. Members and alternates will be individuals in a position to represent the policy interests of their jurisdiction.

Section 2. Appointment of Members and Alternates

a. Members and alternates from the City of Portland and the Counties of Multnomah, Washington and Clackamas will be elected officials from those jurisdictions and will be appointed by the chief elected official of the jurisdiction. The member and alternate will serve until removed by the appointing jurisdiction. The Clackamas County seat shall represent the regional transit service providers Sandy Area Metro (SAM), South Clackamas Transit District (SCTD) or City of Molalla, and Canby Area Transit (CAT) that provide services within the MPO boundary.

b. Members and alternates from the Largest City of Washington and Clackamas Counties and the 2nd Largest City of Multnomah, Clackamas, and Washington

CCounties will be elected officials from those jurisdictions and will be appointed by the chief elected official of the jurisdiction. The member and alternate will serve until removed by the appointing jurisdiction.

bc. Members and alternates from the Remaining Cities of Multnomah, Washington and Clackamas Counties will be elected officials from the ~~represented~~ cities represented by these positions of each county (except Portland) and will be appointed through the use of a mail ballot of all represented cities based upon a consensus field of candidates developed through a forum convened by the largest city being represented. The member and alternate will be from different jurisdictions, ~~one of which will be from the city of largest population if that city's population constitutes the majority of the population of all the cities represented for that county.~~ The member and alternate will serve for two-year terms. In the event the member's position is vacated, the alternate will automatically become member and complete the original term of office. The member and alternate will periodically consult with the appropriate transportation coordinating committees for their area. The Remaining Cities of Clackamas County seat represents the City of Wilsonville, which as the governing body represents South Metro Area Rapid Transit (SMART).

ed. Members and alternates from the two statewide agencies (Oregon Department of Environmental Quality and Oregon Department of Transportation) will be a principal staff representative of the agency and will be appointed by the director of the agency. The member and alternate will serve until removed by the appointing agency.

de. Members and alternates from the two tri-county agencies (TriMet and the Port of Portland) will be appointed by the chief board member of the agency. The member and alternate will serve until removed by the appointing agency. As the regional transit representative, TriMet will periodically coordinate with the South Metro Area Rapid Transit (SMART).

ef. Members and alternates ~~from the Metropolitan Service District Council~~ will be elected officials and will be ~~appointed~~ nominated by the ~~Presiding Officer of the Metro Council~~ President in consultation with the Metro Executive Officer and confirmed by the Metro Council and will represent a broad cross-section of geographic areas. The members and alternate will serve until removed by the Metro Council President ~~Presiding Officer of the Metro Council.~~

fg. Members and alternate from the State of Washington will be either elected officials or principal staff representatives from Clark County, the City of Vancouver, the Washington Department of Transportation, the Southwest Washington Regional Transportation Council and C-TRAN. The members will be nominated by Clark County, the City of Vancouver, the Washington Department of Transportation and C-TRAN and will serve until removed by the nominating agency. The ~~two~~ three Washington State members will be selected by the Southwest Washington Regional Transportation Council ~~IRC Transportation Policy Committee.~~

h. Terms for all members and alternates listed above commences on January 1.

ARTICLE V MEETINGS, CONDUCT OF MEETINGS, QUORUM

a. Regular meetings of the Committee will be held monthly at a time and place established by the chairperson. Special or emergency meetings may be called by the chairperson or a majority of the membership. In the absence of a quorum at a regular monthly meeting or a special meeting, the chairperson may call a special or emergency meeting, including membership participation and vote by telephone, for deliberation and action on any matters requiring consideration prior to the next meeting. The minutes shall describe the circumstances justifying membership participation by telephone and the actual emergency for any meeting called on less than 24 hours' notice.

b. A majority of the voting members (or designated alternates) of the full Committee (11 of 21 members) shall constitute a quorum for the conduct of business. The act of a majority of those present at meetings at which a quorum is present shall be the act of the Committee.

c. Subcommittees to develop recommendations for JPACT can be appointed by the Chair. The Chair will consult on subcommittee membership and charge with the full membership at a regularly scheduled meeting. Subcommittee members can include JPACT members, JPACT alternates and/or outside experts.

d. All meetings shall be conducted in accordance with Robert's Rules of Order, Newly Revised.

e. The Committee may establish other rules of procedure as deemed necessary for the conduct of business.

f. ~~Each member~~ The City of Portland member shall be entitled to ~~one two (12)~~ votes and all other members shall be entitled to one (1) vote on all issues presented at regular and special meetings of the Committee. In the absence of the member, the alternate shall be entitled to ~~one (1) vote~~. ~~The chairperson shall vote only in case of a tie.~~

g. Unexcused absence from regularly scheduled meetings for three (3) consecutive months shall require the chairperson to notify the appointing agency with a request for remedial action. In the case of the representative for the "Remaining eCities" of Multnomah, Washington and Clackamas Counties, the chairperson will contact the largest city being represented to convene a forum of represented cities to take remedial action.

h. The Committee shall make its reports and findings public and available to the Metro Council.

i. Metro shall provide staff, as necessary, to record the actions of the Committee and to handle Committee business, correspondence and public information.

**ARTICLE VI
OFFICERS AND DUTIES**

a. The chairperson and vice-chairperson of the Committee shall be ~~designated~~ nominated by the Metro ~~Presiding Officer~~ Council President and confirmed by the Metro Council.

b. The chairperson shall preside at all meetings he/she attends and shall be responsible for the expeditious conduct of the Committee's business.

c. The chairperson shall vote only in the case of a tie.

ed. In the absence of the chairperson, the vice-chairperson shall assume the duties of the chairperson.

**ARTICLE VII
RECOGNITION OF TPAC**

a. The Committee will take into consideration the alternatives and recommendations of the Transportation Policy Alternatives Committee (TPAC) in the conduct of its business.

**ARTICLE VIII
AMENDMENTS**

a. These bylaws may be amended or repealed only by a two-thirds vote of the full membership of the Committee and a majority vote of the Metro Council.

b. Written notice must be delivered to all members and alternates at least 30 days prior to any proposed action to amend or repeal Bylaws.