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Honorable Rod Park, Chair and Members  
 Joint Policy Advisory Committee on Transportation  
 600 NE Grand Avenue  
 Portland, Oregon 97232

**Member Jurisdictions**

- Clark County
- Skamania County
- Klickitat County
- City of Vancouver
- City of Camas
- City of Washougal
- City of Battle Ground
- City of Ridgefield
- City of La Center
- Town of Yacolt
- City of Stevenson
- City of North Bonneville
- City of White Salmon
- City of Bingen
- City of Goldendale
- C-TRAN
- Washington DOT
- Port of Vancouver
- Port of Camas-Washougal
- Port of Ridgefield
- Port of Skamania County
- Port of Klickitat
- Metro
- Oregon DOT
- 15th Legislative District
- 17th Legislative District
- 18th Legislative District
- 49th Legislative District

Dear Rod:

Unfortunately I will be unable to attend the JPACT Retreat on February 2, 2004. I will be in Washington D.C.; please accept my apologies for being absent. I completely agree with the importance of the retreat and for the need for our Bi-State region to collectively establish an action plan. My JPACT alternate Dean Lookingbill, RTC's Director, will attend in my place. Because of my absence I would like to take this opportunity to outline several key issues from my perspective regarding the discussion around federal, state and regional funding strategies.

I believe without question that the most important element of the transportation reauthorization bills that have been introduced in Congress is the level of funding. As you know both the Senate and House bills would substantially increase the level of federal transportation funding. That is the good news; the bad news is that apparently both would require an increase in revenues. My suggestion would be that JPACT spend a portion of their retreat time not only talking about the program elements contained in each bill, but also how we as a region would support our congressional delegation if they were to consider an increase in federal transportation revenues.

In general, I can speak for the Washington side of the region to say we support the program structure of the reauthorization bills largely because they continue the basic structure of TEA-21. We share the concern about the possible loss of CMAQ funds and need to work together to maintain our region's apportionment. Among the many program elements contained in the bills, we are specifically in support of the "Mega Project" category. The replacement of the I-5 Columbia River Bridge and its related improvements is a prime candidate for this category of funding. The importance of this project to our region and to freight movement up and down the entire West Coast makes this a very competitive project on a national scale.

The Vancouver region through the RTC Board of Directors, is still working through the development of a regional consensus for our top federal priorities, however I would like to offer several that are sure to be on our final list. First let me say that we will work with our congressional delegation to the fullest extent possible to ask for their support for the Portland region's '05 appropriation request for \$40.85

million in Interstate MAX funding, \$9.2 million for final design of the I-205 and Portland Mall portion of the South/North LRT Project, and a request for \$4 million for the I-5 Trade Corridor EIS. In addition to the '05 appropriation request, we strongly support an '05 authorization request for \$32.8 million for the Delta Park Project.

While the RTC Board has not yet fully endorsed their set of federal priorities, several projects have for the last couple of years and continue to be at top the of the list. These include \$2 million to initiate the I-5/I-205 High Capacity Transit Loop Alternatives analysis, \$3 million for Vancouver Area Smart Trek (VAST) ITS program of projects, \$3.5 million for C-TRAN ITS fleet maintenance management project, and \$8 million for the I-5 Trade Corridor EIS.

In closing, I again apologize for my absence and would hope that you find these comments useful. I will look forward to hearing about the outcomes of the retreat and to working together to achieve our goals.

Sincerely,

A handwritten signature in black ink, appearing to read "Royce". The signature is stylized and cursive.

Mayor Royce E. Dillard, City of Vancouver  
Chair RTC

cc: RTC Board of Directors



2004 Report to JPACT

# Funding Challenges to Addressing Regional Transportation Needs

Report to the  
Joint Policy Advisory Committee  
on Transportation



January 2004



2004 Report to JPACT

# The impact of growth

Increased:

- Population
- Vehicle use
- Freight movement



= *Congestion*





2004 Report to JPACT

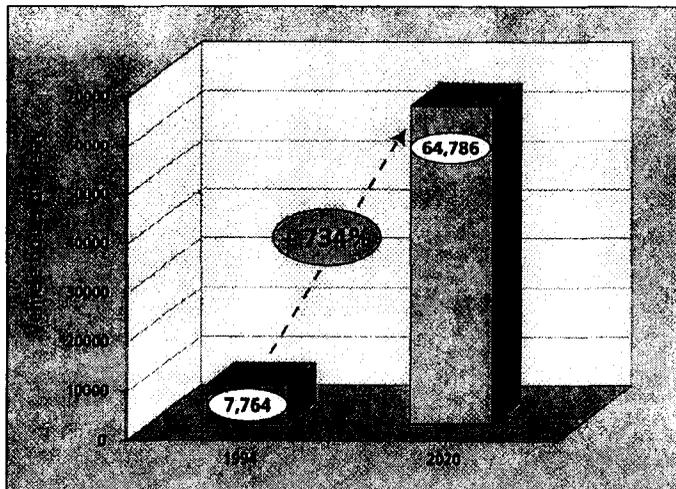
## System performance *without modifications*

- Average vehicle speed -24%
- Average travel time +27%
- Miles of congested freeway +146%
- Miles of congested arterials +310%



2004 Report to JPACT

## Vehicle Hours of Delay





2004 Report to JPACT

## Impact on Business in 2020 *without modifications*

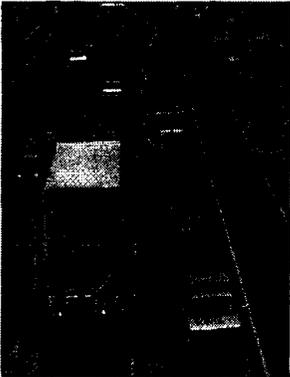
- Increased costs for employees and freight
- Typical truck trips take 11 minutes longer in 2020
- The average truck will make 3 fewer deliveries per day
- Decrease in reliability of travel times



2004 Report to JPACT

## A View to the Future: *Protecting reliability for commercial traffic is possible by...*

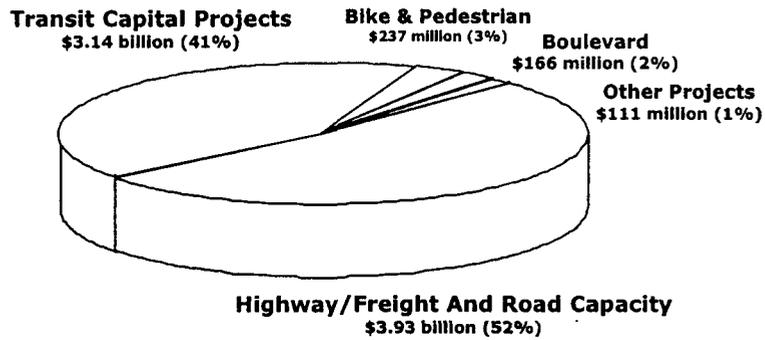
- Maintaining off-peak mobility
- Addressing key choke points
- Tolerating some congestion during peak hours
- Providing 'real-time' traffic information





2004 Report to JPACT

## Priority Projects by Cost and Category

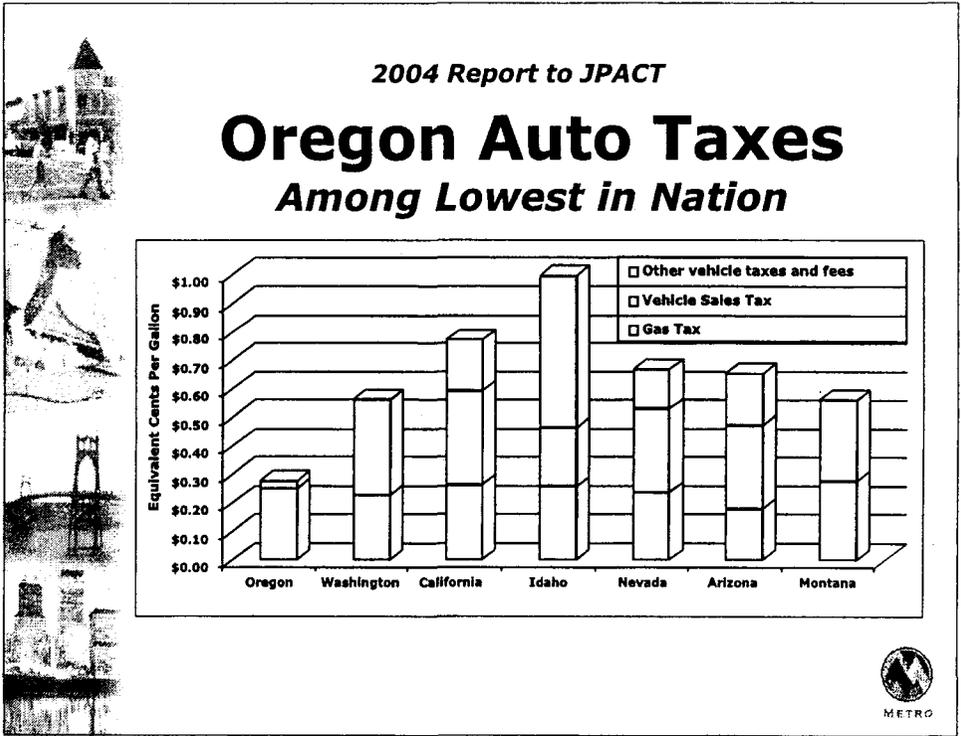
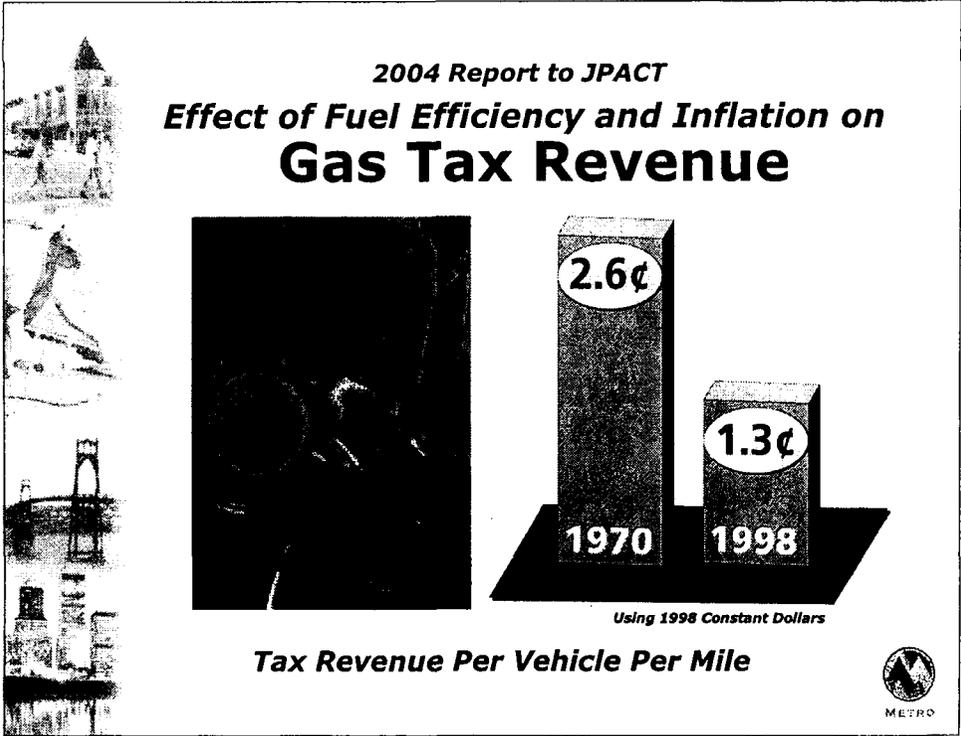


2004 Report to JPACT

## Funding Challenge

- Maintenance costs increasing
- Facility expansion not keeping pace with growth
- Inflation decreases purchasing power
- Funding sources static

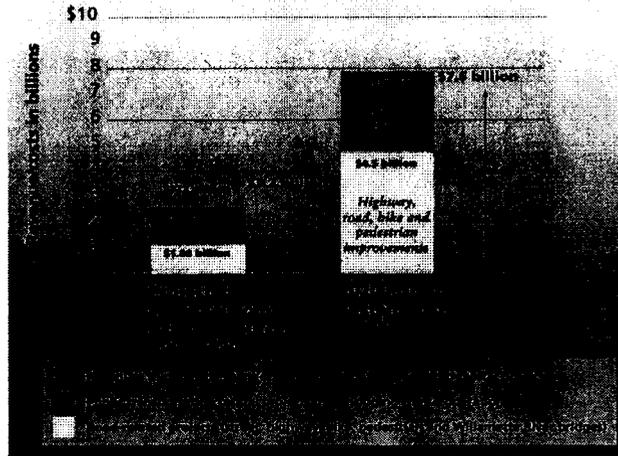






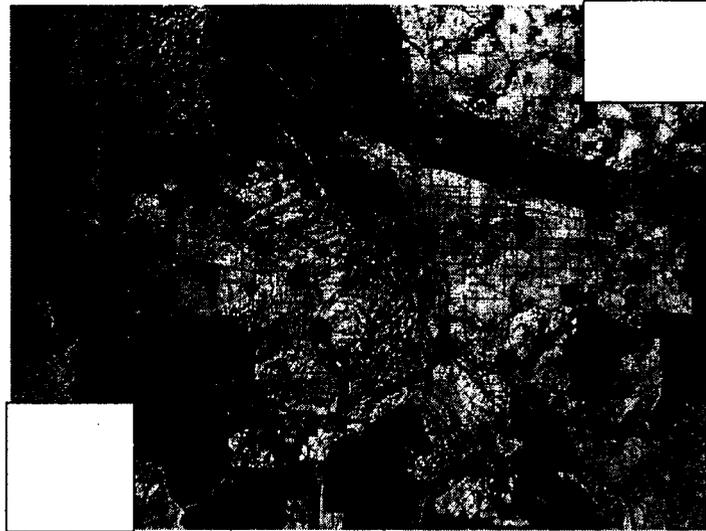
2004 Report to JPACT

# 20-year Funding Need and Revenue Shortfall



2004 Report to JPACT

# 2040 Growth Concept



## **Exhibit A**

### **Portland Regional Position On the Reauthorization of the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21)**

#### **Priority Policy Issues**

In January 2003, the Metro region, through JPACT and the Metro Council adopted Resolution No. 03-3271 establishing priorities for the upcoming reauthorization of TEA-21. At that time, the reauthorization bill was still in development and specific proposals were not available. As such, Resolution No. 03-3271 provided a detailed analysis of issues that the region determined would be beneficial to address, identified the highest priorities of these issues and established priorities for project funding.

At this time, there are three bills introduced in the Congress, framing a much more specific basis for establishing the region's priority interests:

- Senate Bill 1072 – the “Safe, Accountable, Flexible and Efficient Transportation Equity Act of 2003” (SAFETEA) has been passed by the Senate Environment and Public Works Committee and recommended to the full Senate for consideration. This bill provides the Highway Title only and will be accompanied by the Transit Title which remains to be produced by the Senate Banking Committee. When the Transit Title is included, it is estimated SAFETEA will provide \$311 Billion over the 6-year period.
- House Bill 3550 – The “Transportation Equity Act: A Legacy for Users” (TEA-LU) has been introduced to the House Transportation Committee. It includes both the Highway Title and the Transit Title. TEA-LU provides \$375 Billion over the 6-year period.
- House Bill 3611 – The “Metropolitan Congestion Relief Act” has been introduced to the House Transportation Committee. This Bill only addresses metropolitan funding programs and is intended as a vehicle to include portions as possible amendments into TEA-LU. It is not anticipated to be considered as a stand-alone bill.

Attached as Exhibit “B” to this Resolution is a detailed analysis of these bills with specific recommendations for support, opposition or amendment. However, the situation will continue to change, there will be a need to evaluate new proposals and there will be a need to react quickly. As such, this policy position is intended to establish the major concepts to support.

#### **I. High Priority Issues**

- A. Funding Levels -** Both the House and Senate Bills provide an important increase in transportation funding. It is essential that the reauthorization be finalized with these increases. If

this is not possible, it would be better to defer adoption and adopt a short-term extension.

- B. Program Structure** – In general, the Portland region supports the Bills because the basic program structure of TEA-21 is retained. Also, in general, it is preferred by the Portland region that new discretionary programs not be created because historically the state has fared better through formula programs than through discretionary programs (there are several very important exceptions noted below). The principal program categories in the Highway Title of Interstate Maintenance (IM), National Highway System (NHS), Highway Bridge Program (HBR), Surface Transportation Program (STP) and Congestion Mitigation Air Quality (CMAQ and in the Transit Title of Urban Formula Grants and New Starts are the most important to the region and the most critical to provide at an increased funding level.
- C. CMAQ apportionment** – Of critical importance to the Portland region is to maintain apportionment of CMAQ funds to the region with the change in the standard for ozone from a 1-hour standard to an 8-hour standard (a detailed amendment is included as Attachment 1 to Exhibit “B”).
- D. Multi-State Corridor Program** – Both the House Bill and the Senate Bill provide for an expanded Corridor Program, separated from the Border Program. However, the Portland region supports both the funding level in the House Bill (@ \$5 Billion) and the 70/30 division between Corridors and Borders. This would make this a viable funding source to continue to pursue discretionary grants for the I-5 Trade and Transportation Improvement.
- E. New Starts/Small Starts** - This is a key discretionary program that continues to be important to implement the region’s transit system. Significant in the House Bill is the proposed creation of a Small Starts category intended to provide a streamlined program for projects under \$75 million, such as Commuter Rail and Street Car. Overall, the program is very attractive but there are some refinements needed to ensure it is as streamlined as intended. In the “project” section of this paper, the region’s New Start/Small Start projects to be authorized are detailed.
- F. Freight Program** – It is vital to Oregon’s economic future to retain our strength as a distribution point within the global trade network. Both the House and Senate Bills recognize the importance of federal programs to enhance the nation’s infrastructure for freight movement. The Portland region supports the funding that is provided in both bills for intermodal connectors and multi-state corridors. In addition, the region urges approval of the Senate provisions that would make publicly-owned intermodal freight transportation projects eligible for Surface Transportation Program (STP) funds and TIFIA assistance.
- G. Metropolitan Congestion Relief Act** – House Bill 3611 – the Metropolitan Congestion Relief Act provides for the suballocation of STP, NHS, Interstate Maintenance and CMAQ funds to metropolitan regions. As shown in the detailed analysis, these amendments are not recommended by the Portland region. However, the creation of a new Metropolitan Congestion Relief funding category is recommended. As proposed, this category would result in a significant funding program for the Portland region and result in a level of funding to the state that is proportionately higher than the other categories.

**H. General Funds in the Transit Program** – Historically, the Transit program has been funded through both Trust Funds dollars and General Fund dollars, spread across the entire program. TEA-LU proposes to shift the General Fund dollars to the New Starts category and the Trust Fund dollars to the balance of the transit program. This would place New Start dollars at considerable risk and the region supports use of Trust Fund dollars.

**I. Projects of National and Regional Significance** – The Portland region is in support of the discretionary funding category for Projects of National and Regional Significance proposed in Section 1304 of TEA-LU. It is a significant proposed program (@ \$17.6 Billion for the 6-years), intended for projects larger than \$500 million (or 75% of a state's federal aid highway program or about \$300 million in Oregon) that meet key criteria relating to national economic benefit, congestion reduction, safety improvement, support from non-federal funding including public-private partnerships and new technologies to enhance efficiency.

The region supports the efforts of ODOT and the leadership of Congressman DeFazio to seek an earmark for the state's cracked bridge program under this new category. If the program is created, there are two prospects for this program as part of the next authorization: the I-5 Trade Corridor and the Sunrise Corridor. During the intervening years, these projects will need to be better defined, advanced into preliminary engineering and a case made for their national significance.

## II. Other Priority Issues to Support

- A. The change in the CMAQ apportionment formula in Section 1611 of SAFETEA is a good thing since it removes the 20% funding penalty for areas that meet ozone standards.
- B. The addition of the Safe Routes to Schools in both SAFETEA and TEA-LU is good.
- C. The funding programs in TEA-LU for Elderly and Disabled and the New Freedom Program are good.
- D. The provision in both SAFETEA and TEA-LU making the availability of TIFIA for \$50 million rather than \$100 million projects is good.
- E. Section 1604 of SAFETEA providing for the designation of elements of the Interstate System on the National Register of Historic Places would be detrimental to implementing the I-5 Trade Corridor project.
- F. The change in Section 1615 of SAFETEA to update the long-range transportation plan every 5-years rather than every 3-years is good.
- G. While there is a need to simplify the air quality conformity requirements, they should continue to be required for the full 20-year time period of the long-range transportation plan.
- H. The SAFETEA provision in Section 1102(b) increasing metropolitan planning to 1.5% of the highway program is important to meet the need of added metropolitan planning organizations and added federal mandates.
- I. Section 1522 of SAFETEA –the Planning Capacity Building Initiative - provides funds for FHWA to improve and develop MPO transportation planning practices and should have an increased funding level.
- J. Section 5207 – the Advanced Travel Forecasting Procedures Program – which provides funding to FHWA for Research & Development of the TRANSIMS advanced modeling system was cut from SAFETEA and should be restored.
- K. Tolling provisions of both bills are good additions. The region supports the Congestion Pricing/Value Pricing language in SAFETEA and the funding authorization provided in TEA-LU.

## III. Other Priority Issues to Oppose

- A. The Infrastructure Performance and Maintenance Program proposed in Section 1101(13) of SAFETEA should not be adopted since it duplicates other program categories, creates new unnecessary requirements and should be simply integrated with those categories.
- B. Section 1101(a)(22) of TEA-LU creating a program for dedicated truck lanes should not be adopted since these are eligible under several of the other funding categories.

- C. Section 1202 of TEA-LU requiring a set-aside of a portion of STP, NHS, CMAQ and Interstate Maintenance categories for congestion relief activities is an unnecessary limit on state and local decision-making.
- D. Section 1205 of TEA-LU requiring a set-aside of a portion of STP, NHS, CMAQ and Interstate Maintenance categories ITS projects is an unnecessary limit on state and local decision-making.

#### **IV. High Priority Projects**

Reauthorization of TEA-21 will include earmarking of funds for specific transportation projects. In particular, specific projects and funding amounts will be included in Section 1101(a)(17) for High Priority Projects. In TEA-21, the Portland region received \$80 million in High Priority Projects and statewide, there were \$120 million in projects. TEA-LU provides for an increase in funding for High Priority Projects by 60% from \$9.316 Billion to \$15 Billion. As such, the Portland region should provide the delegation with candidate projects to select from in anticipation of earmarking about \$130 million of High Priority projects.

In addition to High Priority Projects, there may be an opportunity to earmark certain discretionary funding categories. Certainly, a very high priority for the Portland region is to authorize projects for funding through the New Starts and Small Starts Program. Whether other discretionary categories are created that could be earmarked remains to be seen, but some of these categories could be used for earmarking some of the Portland area projects. The project list reflects possible categories to be considered for earmarking, depending on the outcome of their status in the Bill.

**EXHIBIT C**  
**Portland Region**  
**Priority Projects for**  
**TEA-21 Reauthorization Earmarking**

**The projects identified below are consistent with the following principles:**

1. The priority list should be short.
2. The region should seek New Start authorization for projects that can reach the funding stage during the 6-year authorization period (2004-2009).
3. As a target, the region should seek \$200 million in various highway earmark categories.
4. All projects must be consistent with the RTP Priority System.
5. Project requests should support and reinforce the land use plans of the region.
6. All project requests must be able to obligate/spend earmarked funds during the 6-year authorization period (2004-2009).
7. The jurisdiction requesting a project earmark must demonstrate the financial sources necessary to complete an appropriate project.
8. There must be support for the projects from governments, community and business organizations.
9. Members of the delegation must be willing to pursue the project earmark.
10. The regional list must be regionally balanced.
11. The adopted regional list will be described as the priorities of the region. Local requests outside of the adopted regional list will be strictly the priority of that jurisdiction.

**A. Regional Highway Priorities - the following have been identified as regional highway priorities:**

- I-5/Delta Park to Lombard (CON) .....\$32.8 million - Hwy Demo
  - I-5/Columbia River Bridge (EIS) .....\$15.0 million - Borders & Corridors
  - Highway 217-TV Hwy-U.S. 26  
(Westside Corridor Final Phase).....\$26.9 million – Hwy Demo
  - Sunrise Corridor - Phase I of Unit i  
Preliminary Engineering & Right-of-Way acquisition .....\$32.0 million – Hwy Demo  
(Interstate 4R Discretionary can also be considered for funding earmarked)
  - Columbia Blvd. Intermodal Corridor  
Ramsey Railroad Yard.....\$11.0 million –Hwy Demo
- V. Air Cargo access ..... \$ 9.0 million – Hwy Demo**

**B. Regional Transit Priorities – The following have been identified as regional transit priorities:**

1. Projects to be reauthorized – Section 5309 – New Starts:
  - Continue authorization for preliminary engineering and construction for the entire South/North project from Clackamas County to Clark County: 1. To complete Interstate MAX; 2.The Region’s #1 priority for “New Start’s authorization and funding is the South Corridor Project including phase 1: I-205 and the Portland Mall; and phase 2: Milwaukie extension; 3. To continue authorization and funding for Wilsonville to Beaverton Commuter Rail; 4. To allow for future extension of Interstate MAX to Clark County.

2. Projects requiring new authorization – Section 5309– Small Starts:

- Provide new authority for Alternatives Analysis, Preliminary Engineering and Construction of Central City Streetcar Extension: to Lake Oswego and East Portland

3. New transit project funding earmarks – Section 5309 – Bus:

- Earmark funds for TriMet bus expansion and replacement at \$41.0 million for the 6-year period.
- Earmark funds for the City of Wilsonville SMART Bus program at \$3.2 million for the 6-year period.

**C. Research**

- The region also supports Portland State University’s request for designation as a Federal University Transportation Research Center and an initial \$2.5 million research appropriation.

**D. Local Project Priorities: The following have been identified as community livability projects:**

1. Boeckman Road (Wilsonville).....	\$8.00 Million – Highway Demo
2. Lake Road (Milwaukie) .....	\$6.00 Million – TCSP/ Safe Routes
3. Wilsonville: Barber Road – Urban Village Connection.....	\$3.7 Million – Hwy Demo
4. Gresham Civic Neighborhood LRT Station.....	\$2.70 Million – Hwy Demo
5. Rockwood Town Center.....	\$2.00 Million – Hwy Demo
6. North Macadam Access .....	\$8.00 Million – Hwy Demo
7. Sauvie Island Bridge .....	\$25.0 Million – Bridge/Highway Demo
8. Regional Culvert Retrofit – Phase 1.....	\$5.00 Million – Highway Demo
9. Regional Trail Program – Next Phase.....	\$5.00 Million – Highway Demo
10. Beaverton Hillsdale/Scholls Ferry/Oleson Rd.....	\$27.0 Million - Highway Demo
11. Sellwood Bridge .....	\$16.0 Million – Bridge/Highway Demo
12. Gateway 102 <sup>nd</sup> . Construction .....	\$3.00 Million – Hwy Demo
13. Burnside – West 23rd to East 14 <sup>th</sup> PE.....	\$3.75 Million – Hwy Demo

**E. State of Washington – Section 5309 – New Starts:**

- Support RTC and C-TRAN request for new preliminary engineering authority for I-5 to I-205 Clark County High Capacity Transit Loop.
- Vancouver Area SMART TREK (VAST).

**F. Columbia River Railroad Bridge Swing Span**

- Replace the swing span with a lift span using Truman-Hobbs funding. Seek legislation to include consideration of railroad and highway safety and delay benefits.

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Note: It is not clear at this time how project earmarking will be implemented. As such, the categories noted above are preliminary and other funding categories may be more appropriate.

## Transportation Investment Task Force Project and Funding Recommendations

Highway projects:	New Task Force Funding:
I-5 North	\$41 million
Highway 217	\$30 million
Sunset Highway	\$20 million
Sunrise Corridor	\$40 million
I-205	\$29 million
I-5/99W Connector	\$30 million
<b>TOTAL</b>	<b>\$190 million</b>

The new regional funding is expected to leverage \$60 million in federal funding and more than \$400 million in new state funding.

Community project categories:	New Task Force Funding:
Neighborhood congestion "hot spots"	\$30 million
"Main Street" boulevard improvements	\$35 million
Sidewalks where lacking	\$15 million
<b>TOTAL</b>	<b>\$80 million</b>

The Community Projects portion of the package is expected to leverage almost \$40 million of federal funds and \$40 million in other local contributions.

Transit projects:	New Task Force Funding:
Downtown Portland/SE Portland/Milwaukie Light Rail	\$185 million
Bus Rapid Transit on Baurbur/99W	\$ 20 million
Washington County Commuter Rail – Washington Sq. Connector	\$ 10 million
Assist in Funding I-205 Light Rail	\$ 36 million
<b>TOTAL</b>	<b>\$251 million</b>

This commitment of new regional funding to transit projects is expected to leverage approximately \$900 million in other federal and local funds.

## Transportation Investment Task Force Framework for Conversation

Highway Project	Potential Federal Earmark	New State Funding	Regional	Total
I-5 North	\$20	\$50	\$41	\$111
Highway 217	\$20	\$59	\$30	\$109
Sunrise Corridor	\$20	\$120	\$40	\$180
Sunset (Hwy 26)			\$20	\$20
I-205		\$118	\$29	\$147
I-5/99W Connector		\$68	\$30	\$98
<b>Total</b> (in millions of \$)	<b>\$60</b>	<b>\$415</b>	<b>\$190</b>	<b>\$665</b>

Community Project Type	New Task Force Funding	Future MTIP Funding	Local Contribution	Total
Neighborhood congestion "hot spots"	\$30	\$17.5	\$17.5	\$65
Boulevard	\$35	\$17.5	\$17.5	\$70
Sidewalks	\$15	\$5.0	\$5.0	\$25
<b>Total</b> (in millions of \$)	<b>\$80</b>	<b>\$40.0</b>	<b>\$40.0</b>	<b>\$160</b>

\* Future MTIP Funding would be allocated during the years 2008-2012.  
Represents 30% of expected available MTIP revenues in that time period.

# Transportation Funding Summary

	Federal				State			Local					Regional		
	Transit - Discretionary	Transit - Formula	Highway - Discretionary	Highway - Formula	Highway Trust Fund	Lottery	General Fund	County Gas Tax	System Development Charges	Road Maintenance Fees	County Levies	Urban Renewal & Local Improvement Districts	Payroll Tax	Tolls	Potential Ballot Measure
<b>LRT, Commuter Rail, Streetcar</b>	New/Small Starts			-Regional Flex Funds -STIP		X					Wash. Co. MSTIP	X	X		X
<b>Bus Capital &amp; Service</b>	Sec. 5309	Sec. 5307		-Regional Flex Funds -STIP			X						X		
<b>Major Freeways</b>			-Hwy Demo Projects -Borders & Corridors -Mega Projects	-Interstate -NHS	STIP OTIA I-III									X	X
<b>-ODOT Bridges</b>			Mega Projects	-HBR	OTIA III										
<b>Arterial Expansion</b>			Hwy Demo Projects	-Regional Flex Funds					X		Wash. Co. MSTIP	X			X
<b>-County Bridges</b>				-HBR -Regional Flex Funds	OTIA III										X
<b>Boulevards, Main Streets</b>			TCSP	-Regional Flex Funds								X			X
<b>Bike, Pedestrian, Travel Options, TOD</b>				-Regional Flex Funds	STIP				X		Wash. Co. MSTIP	X			X
<b>ODOT O&amp;M</b>				-Interstate	X										
<b>City/Count O&amp;M</b>					X			Mult. Co. = 3 cents/gal Wash. Co. = 1 cent/gal		Tualatin Wilsonville Wash. Co.					

# Transportation Funding Summary

	Federal				State			Local				Regional			
	Transit - Discretionary	Transit - Formula	Highway - Discretionary	Highway - Formula	Highway Trust Fund	Lottery	General Fund	County Gas Tax	System Development Charges	Road Maintenance Fees	County Levies	Urban Renewal & Local Improvement Districts	Payroll Tax	Tolls	Potential Ballot Measure
<b>LRT, Commuter Rail, Streetcar</b>	New/Small Starts			-Regional Flex Funds -STIP		X					Wash. Co. MSTIP	X	X		X
<b>Bus Capital &amp; Service</b>	Sec. 5309	Sec. 5307		-Regional Flex Funds -STIP			X						X		
<b>Major Freeways</b>			-Hwy Demo Projects -Borders & Corridors -Mega Projects	-Interstate -NHS	STIP OTIA I-III									X	X
<b>-ODOT Bridges</b>			Mega Projects	-HBR	OTIA III										
<b>Arterial Expansion</b>			Hwy Demo Projects	-Regional Flex Funds					X		Wash. Co. MSTIP	X			X
<b>-County Bridges</b>				-HBR -Regional Flex Funds	OTIA III										X
<b>Boulevards, Main Streets</b>			TCSP	-Regional Flex Funds								X			X
<b>Bike, Pedestrian, Travel Options, TOD</b>				-Regional Flex Funds	STIP				X		Wash. Co. MSTIP	X			X
<b>ODOT O&amp;M</b>				-Interstate	X										
<b>City/Count O&amp;M</b>					X			Mult. Co. = 3 cents/gal Wash. Co. = 1 cent/gal		Tualatin Wilsonville Wash. Co.					