

STAFF REPORT

FOR THE PURPOSE OF APPROVING PORTLAND REGIONAL FEDERAL TRANSPORTATION PRIORITIES FOR FFY 2002 APPROPRIATIONS

February 8, 2001

Presented by: Councilor Monroe

DESCRIPTION

The region annually produces a position paper that outlines the views of Metro and its regional partners concerning transportation policy and funding issues that are likely to be considered by Congress during the coming year.

The proposed position paper addresses several critical regional transportation issues. The Portland region is pursuing an aggressive agenda to implement a high-capacity transit system. This effort involves implementing three projects within the next three to five years at the same time: Interstate MAX, South Corridor Transit Improvement Program, and Washington County Commuter Rail.

Oregon and Washington are continuing to work to develop a cooperative strategy to address the transportation needs in the I-5 Trade Corridor. The paper outlines the federal funding needs and sources for continuing this work and requests support for obtaining these funds. Other interstate issues include Columbia River Channel Deepening and High-Speed Rail.

Other issues and funding needs addressed in the paper include: 1) extending the Central City streetcar system into the North Macadam area, 2) Willamette River bridge funding, 3) reauthorization of the Federal Aviation Administration as it relates to the use of passenger facility charges for the Airport MAX, 4) construction of an Amtrak station in Clackamas County, 5) community revitalization work related to the Interstate MAX line, 6) enhancing the state's and C-Tran's Intelligent Transportation System (ITS) initiatives, and 7) park-and-ride projects for both C-Tran and Wilsonville SMART.

Existing Law

Under federal law, funding is earmarked to specific projects and programs. This position paper identifies the priorities of Metro and the region for those earmarks. To the extent we are successful, these earmarks will enable Metro to implement those aspects of the Regional Transportation Plan.

Budget Impact

Metro is involved in planning related to several of the projects included in the priorities paper and must approve many of the requested funding allocations. Failure to obtain funding for one or more of the projects could affect the FY 01-02 Transportation Department budget. However, most of the funding requests deal with projects sponsored by jurisdictions other than Metro.

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Staff Report to Resolution APF No. 1501

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING
PORTLAND REGIONAL FEDERAL
TRANSPORTATION PRIORITIES FOR
FFY 2002 APPROPRIATIONS

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RESOLUTION NO. APF 1501
Introduced by Councilor Monroe

WHEREAS, the Portland metropolitan region relies heavily on various federal funding sources to adequately plan for and develop the region's transportation infrastructure, and

WHEREAS, Metro must comply with a wide variety of federal requirements related to transportation planning and project funding, and

WHEREAS, Metro has annually developed a listing of federal transportation funding and regulatory priorities for submittal to the Oregon Congressional delegation, and

WHEREAS, JPACT has approved Exhibit A to this resolution, entitled, "Portland Regional Federal Transportation Priorities," NOW, THEREFORE,

BE IT RESOLVED,

The Metro Council approves Exhibit A of this resolution, entitled "Portland Regional Federal Transportation Priorities" and directs that it be submitted to the Oregon Congressional delegation.

ADOPTED by the Metro Council this _____ day of 2001.

David Bragdon, Presiding Officer

Approved as to Form:

Daniel B. Cooper, General Counsel

Portland Regional Federal Transportation Priorities

It is important that Metro and its partners on JPACT articulate its federal transportation priorities to the congressional delegation. These priorities should be in the context of the FFY 2002 Appropriations Bill and anticipate a new six-year Authorization Bill starting in FFY 2004. A full position paper on the new six-year Authorization Bill will follow.

The region's priorities are described below:

- I. High-Capacity Transit:** The Portland region is pursuing an aggressive agenda to implement a high-capacity transit system. This effort involves implementing three projects within the next 3-5 years at the same time: Interstate MAX, South Corridor Transit Improvement Program and Washington County Commuter Rail.

- A. INTERSTATE MAX:** Interstate MAX is Segment #1 of the South/North Corridor. Tri-Met recently signed a Full-Funding grant agreement with the Federal Transit Administration and construction is under way. The project is seeking an appropriation of a minimum of \$70 million in Section 5309 "New Start" funds as required in the Full-Funding Grant Agreement.

The first year appropriation for Interstate MAX was \$7.5 million for the FY 2001. Future appropriations are anticipated to complete the project at \$70 million in FFY 2002 and 2003 and \$70 million in FFY 2004 and \$41 million in FFY 2005. If appropriations do not keep pace with this schedule, the consequence is a higher interest cost to the region. If appropriations are dramatically short of this schedule (i.e., half or less of the annual funding need), the interest cost implication to the region would likely jeopardize other projects.

- B. SOUTH CORRIDOR TRANSIT IMPROVEMENT PROGRAM:** The South Corridor is Segment #2, of the South/North Corridor. The region will incrementally implement improvements in the South Corridor ~~as an overall project is redefined in order to be prepared to request authorization for that are a part of an overall South eCorridor improvement program project in the reauthorization to TEA-21.~~ The South Corridor project will be the region's #1 priority for Section 5309 "New Start" authorization and funding in the next six-year Authorization Bill.

- For the FY 2002 federal transit appropriations bill, seek up to \$7.0 million of Section 5309 "Bus" funding by working with the Oregon transit community to establish a list of statewide bus appropriations requests which produces this amount of funding for South Corridor improvements. This would allow the region to complete the Milwaukie Transit Center (\$.35 million) and construct a Milwaukie Park-and-Ride (\$2.65 million) and Clackamas Town Center Transit Center (\$4.0 million).

- C. COMMUTER RAIL:** ~~The region requests that the Washington County~~ Commuter Rail Project is the region's priority for authorization ~~be authorized for~~ construction in this FY 2002 Appropriation Bill.

The region is committed to pursuing the Washington County Commuter Rail. Federal environmental requirements have been met and Preliminary Engineering is underway and scheduled to be complete by Summer 2001. Project implementation is scheduled to begin in March 2002. The project's finance plan calls for the first increment of federal Section 5309 "New Starts" appropriations in FY 2003.

II. Other Major Regional Priorities: The following projects are also high priority in the next fiscal year.

- A. I-5 TRADE CORRIDOR:** In the Portland/Vancouver region, Oregon and Washington are continuing their collaborative effort to address the transportation needs of the I-5 corridor from I-84 in Oregon to I-205 in Washington.

Governors John Kitzhaber of Oregon and Gary Locke of Washington have appointed a 28-member Task Force that is charged with developing a bi-state strategic plan on how to manage and improve transportation and freight mobility in the I-5 corridor between Portland and Vancouver. The strategic plan will address freeway, transit, heavy rail, and arterial street needs in the corridor. The plan will also address how to manage demand for transportation in the corridor. This public planning effort is funded with a \$2 million grant from FHWA's National Corridor Planning and Development Program. The grant is matched with \$500,000 each from the Washington and Oregon Departments of Transportation. The strategic plan is expected to be complete by the fall of 2002.

Based on the strategic planning effort, the region anticipates that federal funding will be sought through the reauthorization of TEA-21. Funding could be requested from the National Corridor Planning and Development program, other transportation programs or "High Priority Project" earmarks. Funding may also be sought through the Water Resources Development Act, as appropriate, for improvements to structures crossing the Columbia River.

- B. COLUMBIA RIVER CHANNEL DEEPENING:** In 1999, Congress authorized the deepening of the Columbia River Channel to 43 feet and the Corps of Engineers completed a Final EIS and Chief's Report on the project. Congress appropriated \$4.5 million for construction in the FFY 2001 Energy and Water Appropriations Act, but construction cannot begin until the National Marine Fisheries Service approves a new Biological Opinion. Whether the sponsoring ports will seek additional construction appropriations in FFY2002 depends upon the schedule for completing the Biological Opinion.

- C. WILLAMETTE RIVER BRIDGE FUNDING:** ~~The Multnomah~~ County is seeking an additional \$20 million in Bridge Discretionary funds to complete the painting of the historic Broadway Bridge.

Multnomah County is implementing a \$200 million, 20-year rehabilitation program for the historic Willamette River Bridges. Approximately \$20 million has been secured through Federal Highway Bridge funds and Highway "Demo" funds to complete six of the seven phases of the Broadway Bridge rehabilitation. The Broadway Bridge is a critical link for the freight system between the eastside industrial area and central Portland. Maintaining this bridge is vital to the transportation system in the Portland region. The last component of the rehabilitation is to paint the bridge above deck. This work will preserve the structure and avoid more costly repairs later.

- D. REGIONAL HIGHWAY PROJECTS:** The limited availability of state modernization funds is delaying the construction of long-needed-highway projects in the Portland region for years, if not decades. Federal earmarks will be needed if priority projects are to move forward in a timely fashion consistent with the Region 2040 Growth Concept and economic development needs.

Typically, Congress has not earmarked highway projects except when a new six-year Authorization Bill is adopted (although earmarking did occur in the FY 2001 Appropriations Bill). The following requests for FY 2002 earmarks (in the event they are undertaken) are part of a regional strategy to begin developing priority projects to better take advantage of earmarking opportunities in the next authorization bill.

- The region supports the following requests if there is an opportunity to earmark federal funds in the FY 2002 Transportation Appropriations Bill beyond the normal program categories for highway projects. The Port of Portland requests \$2 million for right-of-way acquisition for the "Columbia-Killingsworth Eastend Connector." Clackamas County requests \$3 million for Preliminary Engineering for "Sunnyside Road" and \$10 million for Preliminary Engineering for the "Sunrise Corridor – Phase 1." Multnomah County requests \$2 million ~~for Preliminary Engineering~~ for the "242nd Street Avenue Connector." Washington County is requesting \$1.5 million for Preliminary Engineering of the Sunset Highway eastbound climbing lane from Hwy. 217 to Sylvan. The City of Portland is seeking \$1.0 million for Preliminary Engineering of Sandy Boulevard to convert it from a state highway to a boulevard.
- The region is not requesting federal funding in FY 2002 for the "I-5 Delta Park – Lombard" project which, in addition to the ones listed above, is a likely priority for earmarking in the next authorization bill.

- E. AMTRAK SOUTH STATION:** The region is seeking capital funding of \$750,000 federal matching funds for a new Amtrak station.

Clackamas County, in cooperation with Oregon City, ODOT and Amtrak, has selected Oregon City as the location for a new Amtrak station in the south portion of the metropolitan region to complement existing stations in downtown Portland and Vancouver, Washington. This station is part of an incremental strategy to upgrade high-speed rail service between Eugene, Portland, Seattle and Vancouver, B.C. The overall project will entail construction of a 700-foot long platform, relocation of a rail depot, lighting and adjacent parking for a total of \$1.5 million. Oregon City is proceeding to implement Phase I of this project this year. This funding would allow Phase 2 to be completed.

- F. HIGH SPEED RAIL:** Passenger rail is an important component of the state's transportation system. As one of eight designated high-speed rail corridors in the nation, the Pacific Northwest Passenger Rail Corridor is eligible for federal funding. The region supports efforts to secure federal appropriations for improvements in the Corridor. The region also urges the Congressional delegation to support the Amtrak bond proposal introduced last year in the Senate. The proposal will be considered again this year.

- G. INTERSTATE MAX REVITALIZATION PROGRAM (TCSP):** Metro is seeking a \$1 million Congressional earmark ~~for this endeavor~~ the Kenton Feed and Seed project.

Metro, the city of Portland, and Tri-Met are working together to develop a revitalization plan for Interstate Avenue in conjunction with Interstate MAX. Associated with that is the recent establishment of an urban renewal district by the City of Portland to provide a portion of the funding towards both the light rail and redevelopment. Under the FHWA Transportation and Community and System Preservation (TCSP) Pilot Program, funding could be provided to accelerate this redevelopment program.

It is expected that the urban renewal district will not provide sufficient funds to meet all the needs in the corridor and will not generate much revenue in the early years. As such, TCSP funds could be used to initiate several redevelopment projects, thereby serving as a catalyst for further redevelopment. As this creates new private investment, tax increment financing resulting from this investment will provide the funding for further redevelopment projects in the future and help establish the cash-flow for the funding contribution toward the light rail construction itself. Funding would be used for such activities as land acquisition and public street and pedestrian improvements that facilitate specific redevelopment projects.

H. INTELLIGENT TRANSPORTATION SYSTEM: The region is supporting a single \$4.25 million "State of Oregon" earmark for the following ITS initiatives:

- TransPort – The TransPort project is a multi-agency project in the Portland region that is integrating each agency's transportation system into a regional system to enhance traffic and transit management and traveler information.
- California-Oregon Advanced Transportation Systems (COATS) – This rural ITS project is applying ITS technology to rural issues in a bi-state area covering Southern Oregon and Northern California.
- Transit Trip Planning – This project will begin integrating transit information from Oregon transit providers into a statewide transit trip planning system.

I. STARK STREET BOULEVARD (181st – 197th): The City of Gresham is seeking a \$1 million Congressional earmark for this endeavor.

Congress authorized \$1 million in TEA-21 "High Priority" funds for pedestrian improvements that support Gresham's revitalization of the Rockwood Town Center with transit-oriented development and access. The project retrofits a dangerous, auto-dominated arterial into a boulevard that safely accommodates pedestrians, bicyclists, and transit users. The project links the central commercial area with area employers and services, as well as three heavily used MAX stations. The TEA-21 funds provide full project design, but only fund construction from 181st to 190th.

Additional funds of up to \$2 million are needed to build the full project to 197th and address the massive, hazardous intersection of Stark/Burnside/MAX. Under the FHWA Transportation and Community and System Preservation (TCSP) Pilot Program, supplemental funding could be provided to complete the entire project within two years and an earmark of \$1 million is requested.

J. CENTRAL CITY STREETCAR: The City of Portland is seeking \$700,000 of HUD funding in FY 2002 for this project.

The 130-acre North Macadam District is the last major undeveloped area within the City of Portland's core. This largely unimproved area presents a unique opportunity to create a new neighborhood that will attract and accommodate jobs and housing in the Central City, furthering efforts to preserve our region's natural and agricultural resources. To take advantage of the opportunity presented, challenges to development posed by poor transportation access and circulation, inadequate infrastructure, and areas of soil contamination must be responded to and overcome.

The extension of the Central City Streetcar into this district is critical to provide the necessary transit service to accommodate the 8,500 to 10,000 jobs and 1,500 to 3,000 housing units expected to develop during the next 20 years. This 1 1/2 – mile extension is from Portland State University where the ongoing streetcar project terminates into the North Macadam District. It is estimated to cost \$45 million, including rolling stock. Tax Increment Financing and private contributions through a Local Improvement District are identified to provide \$37.5 million leaving \$7.5 million as yet unfunded. Although this project is not intended to compete for FTA “New Starts” funding, it could qualify for other DOT, EPA or HUD categories. For FY 2002, \$700,000 of HUD funding is being sought to complete the final design to Riverplace.

K. C-TRAN TRANSIT PROJECTS:

- **I-5 TRADE CORRIDOR PARK-AND-RIDE:** C-Tran requests \$1.0 million of Section 5309 funding for the construction of the proposed 99th Street Transit Center/Park-and-Ride. Final design and construction are anticipated to commence in 2001.
- **INTELLIGENT TRANSPORTATION SYSTEMS (ITS):** Request \$1.5 million of Section 5309 planning funds for C-Trans’s Automated Vehicle Locator (AVL) project. This system includes components of a computerized bus dispatch system, mobile data systems for both fixed route and paratransit operations, global positioning systems for the deployment of automated vehicle location technology, signal priority treatment for transit, and customer information systems such as real-time arrival kiosks at transit centers.

L. WILSONVILLE PARK-AND-RIDE – South Metro Area Rapid Transit (SMART) requests \$1.54 million of Section 5309 funding for the construction of a park-and-ride facility and transit center adjacent to the Commuter Rail terminus. Wilsonville is pursuing funding for land acquisition through the MTIP process.

Wilsonville’s location along the I-5 Corridor between Portland and Salem makes it an important employment center for commuters traveling north and south. Increasing commuter traffic into and out of Wilsonville calls for improved access and connectivity to regional public transportation. Currently, Wilsonville lacks facilities that offer convenient transfer connections. A park-and-ride facility and transit center near Commuter Rail would allow access to regional bus and rail services from a centralized hub and thereby reduce vehicle trips into the city and metropolitan area.

East Multnomah County Transportation Committee

City of Fairview City of Gresham City of Troutdale City of Wood Village Multnomah County

February 6, 2001

Rod Monroe
JPACT Chair
Metro
600 NE Grand Ave.
Portland OR 97232

At the February 5, 2001 meeting of the East Multnomah County Transportation Committee the proposed Federal Priorities letter was endorsed. EMCTC understands the need and desire for the region to have a consistent message to our federal delegation. The letter identifies numerous projects that are of importance to the region.

Of specific interest to East Multnomah County are two requests:

1. \$1 million for the continuation of Stark Street Boulevard. This funding will supplement the "High Priority" funding previously received and extend the boulevard from 190th Ave. to 197th Ave.
2. \$2 million for the 242nd Avenue Connector. An Environmental Assessment is under way for one segment of the Connector. This funding will allow the County to move forward with the next phase of the Connector.

We appreciate the region's support of these projects that will assist East County in achieving our goals for a balanced and efficient transportation system.



Dave Ripma
EMCTC Vice-Chair

February 6, 2001

(prepare separate original letters to each of the following)

The Honorable John Kitzhaber
Governor of the State of Oregon

The Honorable Mark Simmons
Speaker of the House of Representatives

The Honorable Gene Derfler
State Senate President

Dear -----

Approximately one year ago the Portland Tri-County area embarked on a study to evaluate the transportation services to the Elderly and Disabled populations of the area. The purpose of the study was to identify the transportation needs of the tri-county elderly and disabled populations, define options for providing transportation services to them and develop a plan for effectively and efficiently providing the needed transportation services. Tri-Met, the other transit districts in the region, the three Area Agencies on Aging and Disability (AAAs), Metro and the local jurisdictions have completed a thorough analysis of the existing services in the tri-county area, have examined the gaps in service and the unmet needs.

The study steering committee has adopted the following vision statement:

To create a synergistic network of tri-county elderly and disabled transportation services; tailored to customer needs; integrating and maximizing the necessary resources for a seamless, convenient efficient, and accessible system.

Based on the vision statement and a series of guiding tenets the steering committee identified and asked for community input on three service delivery strategies. More than 25 stakeholder groups and hundreds of individuals in the tri-county area reviewed the service delivery concepts. Input derived from these outreach efforts helped the Steering Committee to both shape and select Strategy A: Land Use Concept as the recommended alternative. Strategy A, which is consistent with Metro's Region 2040 Plan would provide the highest levels of service to areas where the highest concentrations of elderly and disabled people live, and significantly improve service in rural areas where there are lower densities of elderly and disabled people.

The Joint Policy Advisory Committee on Transportation (JPACT) supports the planning effort and the conceptual recommendations. The details of the plan will follow.

We applaud the Governor's request for \$19 million in 1999 and are encouraged to see elderly and disabled funding in his current budget. The planning effort has highlighted

once again that the resources are not adequate to meet the needs of the community. We encourage the legislature to take the opportunity, should it occur, to expand funding for elderly and disabled transportation services and help us address some of the unmet needs identified in the plan.

Metro anticipates an amendment to the Regional Transportation Plan (RTP) as one of the steps toward implementation of the plan. The transit districts, along with the AAAs and local jurisdictions will also be evaluating their transit service, service plans and transportation plans to incorporate some provisions defined in the Elderly and Disabled Plan.

Thank you for your consideration of this important issue. The individual members of JPACT look forward to working with you through this legislative session on this and many other very important transportation issues.

Sincerely,

Rod Monroe, Chair
Joint Policy Advisory Committee on Transportation

Cc: Members of the House of Representatives from Clackamas, Multnomah and Washington Counties
Members of the Senate from Clackamas, Multnomah and Washington Counties
JPACT Members
Metro Council
Tri-Met Board of Directors
Transit District Boards
City Councils
County Commissions
Area Agencies on Aging and Disabilities

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February 8, 2001

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Staff Report to Resolution APF No. 1501

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RESOLUTION NO. APF 1501
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BE IT RESOLVED,

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ADOPTED by the Metro Council this _____ day of 2001.

David Bragdon, Presiding Officer

Approved as to Form:

Daniel B. Cooper, General Counsel

DRAFT – Exhibit A to Resolution APF No. 1501

M E M O R A N D U M



METRO

Date: January 29, 2001
To: JPACT
From: Andy Cotugno, Planning Director
Subject: JPACT Federal Priorities

In January 2001 it is important that JPACT articulate its federal transportation priorities to the congressional delegation. These priorities should be in the context of the FFY 2002 Appropriations Bill and anticipate a new six-year Authorization Bill starting in FFY 2004. A full position paper on the new six-year Authorization Bill will follow.

The region's priorities are described below:

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A. INTERSTATE MAX: Interstate MAX is Segment #1 of the South/North Corridor. Tri-Met recently signed a Full-Funding grant agreement with the Federal Transit Administration and construction is under way. The project is seeking an appropriation of a minimum of \$70 million in Section 5309 "New Start" funds as required in the Full-Funding Grant Agreement.

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G. INTERSTATE MAX REVITALIZATION PROGRAM (TCSP): Metro is seeking a \$1 million Congressional earmark for this endeavor.

Metro, the city of Portland, and Tri-Met are working together to develop a revitalization plan for Interstate Avenue in conjunction with Interstate MAX. Associated with that is the recent establishment of an urban renewal district by the City of Portland to provide a portion of the funding towards both the light rail and redevelopment. Under the FHWA Transportation and Community and System Preservation (TCSP) Pilot Program, funding could be provided to accelerate this redevelopment program.

It is expected that the urban renewal district will not provide sufficient funds to meet all the needs in the corridor and will not generate much revenue in the early years. As such, TCSP funds could be used to initiate several redevelopment projects, thereby serving as a catalyst for further redevelopment. As this creates new private investment, tax increment financing resulting from this investment will provide the funding for further redevelopment projects in the future and help establish the cash-flow for the funding contribution toward the light rail construction itself. Funding would be used for such activities as land acquisition and public street and pedestrian improvements that facilitate specific redevelopment projects.

H. INTELLIGENT TRANSPORTATION SYSTEM: The region is supporting a single \$4.25 million “State of Oregon” earmark for the following ITS initiatives:

- TransPort – The TransPort project is a multi-agency project in the Portland region that is integrating each agency’s transportation system into a regional system to enhance traffic and transit management and traveler information.
- California-Oregon Advanced Transportation Systems (COATS) – This rural ITS project is applying ITS technology to rural issues in a bi-state area covering Southern Oregon and Northern California.
- Transit Trip Planning – This project will begin integrating transit information from Oregon transit providers into a statewide transit trip planning system.

I. STARK STREET BOULEVARD (181st – 197th): Congress authorized \$1 million in TEA-21 “High Priority” funds for pedestrian improvements that support Gresham’s revitalization of the Rockwood Town Center with transit-oriented development and access. The project retrofits a dangerous, auto-dominated arterial into a boulevard that safely accommodates pedestrians, bicyclists, and transit users. The project links the central commercial area with area employers and services, as well as three heavily used MAX stations. The TEA-21 funds provide full project design, but only fund construction from 181st to 190th.

Additional funds of up to \$2 million are needed to build the full project to 197th and address the massive, hazardous intersection of Stark/Burnside/MAX. Under the FHWA Transportation and Community and System Preservation (TCSP) Pilot Program, supplemental funding could be provided to complete the entire project within two years and an earmark of \$1 million is requested.

J. CENTRAL CITY STREETCAR: The City of Portland is seeking \$700,000 of HUD funding in FY 2002 for this project.

The 130-acre North Macadam District is the last major undeveloped area within the City of Portland's core. This largely unimproved area presents a unique opportunity to create a new neighborhood that will attract and accommodate jobs and housing in the Central City, furthering efforts to preserve our region's natural and agricultural resources. To take advantage of the opportunity presented, challenges to development posed by poor transportation access and circulation, inadequate infrastructure, and areas of soil contamination must be responded to and overcome.

The extension of the Central City Streetcar into this district is critical to provide the necessary transit service to accommodate the 8,500 to 10,000 jobs and 1,500 to 3,000 housing units expected to develop during the next 20 years. This 1 1/2 – mile extension is from Portland State University where the ongoing streetcar project terminates into the North Macadam District. It is estimated to cost \$45 million, including rolling stock. Tax Increment Financing and private contributions through a Local Improvement District are identified to provide \$37.5 million leaving \$7.5 million as yet unfunded. Although this project is not intended to compete for FTA "New Starts" funding, it could qualify for other DOT, EPA or HUD categories. For FY 2002, \$700,000 of HUD funding is being sought to complete the final design to Riverplace.

K. C-TRAN TRANSIT PROJECTS:

- **I-5 TRADE CORRIDOR PARK-AND-RIDE:** C-Tran requests \$1.0 million of Section 5309 funding for the construction of the proposed 99th Street Transit Center/Park-and-Ride. Final design and construction are anticipated to commence in 2001.
- **INTELLIGENT TRANSPORTATION SYSTEMS (ITS):** Request \$1.5 million of Section 5309 planning funds for C-Trans's Automated Vehicle Locator (AVL) project. This system includes components of a computerized bus dispatch system, mobile data systems for both fixed route and paratransit operations, global positioning systems for the deployment of automated vehicle location technology, signal priority treatment for transit, and customer information systems such as real-time arrival kiosks at transit centers.

L. WILSONVILLE PARK-AND-RIDE – South Metro Area Rapid Transit (SMART) requests \$1.54 million of Section 5309 funding for the construction of a park-and-ride facility and transit center adjacent to the Commuter Rail terminus. Wilsonville is pursuing funding for land acquisition through the MTIP process.

Wilsonville's location along the I-5 Corridor between Portland and Salem makes it an important employment center for commuters traveling north and south. Increasing commuter traffic into and out of Wilsonville calls for improved access

and connectivity to regional public transportation. Currently, Wilsonville lacks facilities that offer convenient transfer connections. A park-and-ride facility and transit center near Commuter Rail would allow access to regional bus and rail services from a centralized hub and thereby reduce vehicle trips into the city and metropolitan area.

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Tri-County Elderly & Disabled Transportation Plan

JPACT Meeting

February 8, 2001

Scope Of The Plan

The plan will suggest improvements to the present elderly and disabled transportation system based on detailed analysis of the following:

- existing providers (fixed route, ADA, & community based transportation services)
- demographics
- institutional/organizational review
- targeted survey of elderly & disabled population
- peer review of other elderly & disabled systems
- financial analysis

Guiding Committees

Steering Committee: Makes policy decisions and guides activities. Composed of government and organizational stakeholders.

Executive Committee: Reviews staff work and sends decisions to the Steering Committee. Composed of plan funders.

Working Group: Assists with technical work. Composed of government and organizational stakeholder staffs.

Plan Vision

To provide a synergistic network of tri-county elderly and disabled transportation services; tailored to customer needs, integrating and maximizing necessary resources for a seamless, convenient, efficient, and accessible system.

Guiding Tenets

Service Delivery:

network of quality service

Customer Satisfaction:

high level of satisfaction

Passenger Convenience:

ease of access, reliable
service, increased safety &
options

Service Coordination:

integrated, seamless
network

Resources/Funding:

human & fiscal resources

Land Use:

elderly & disabled housing
close to network

Data Analysis: Elderly & Disabled Service Needs

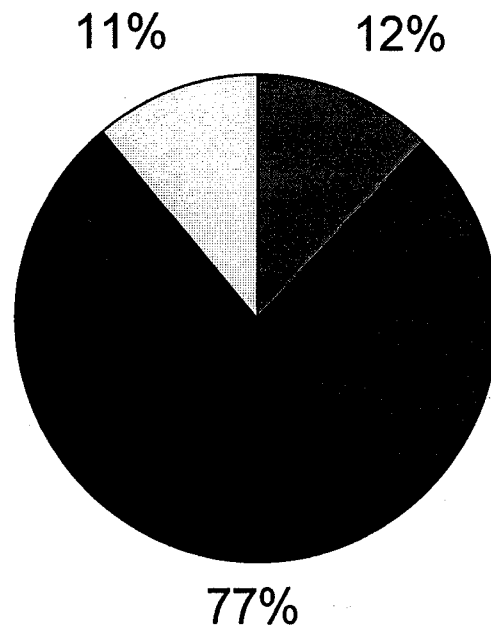
**Of the 228,000 Elderly & Disabled in the
Tri-County Area**



- Currently Using Transit Services
- Aren't Using Transit Services

Data Analysis: Elderly & Disabled Service Needs

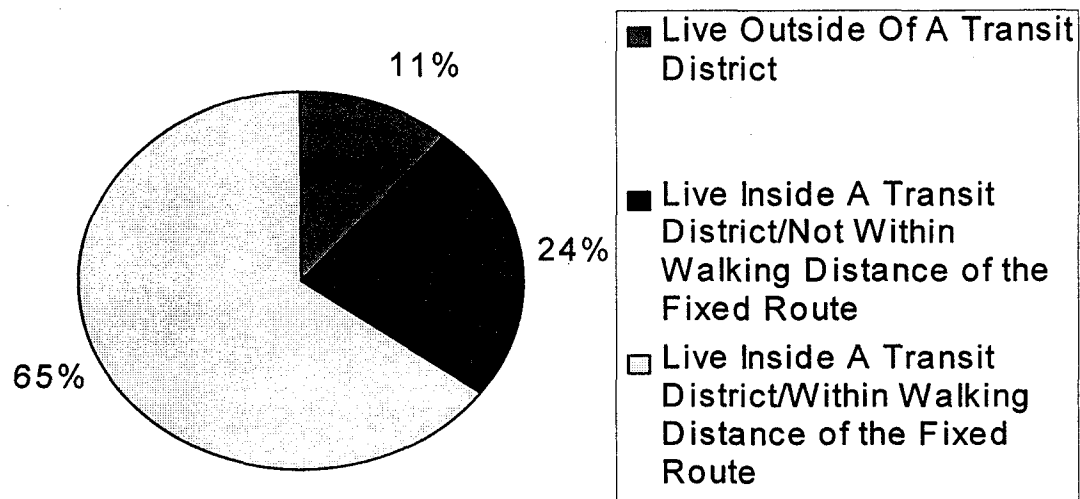
**Of the 132,000 Elderly & Disabled
Who Aren't Using Transit Services**



- Would Never Use Transit
- Could Functionally Use Fixed Route
- Would Have Some Difficulty Using Fixed Route

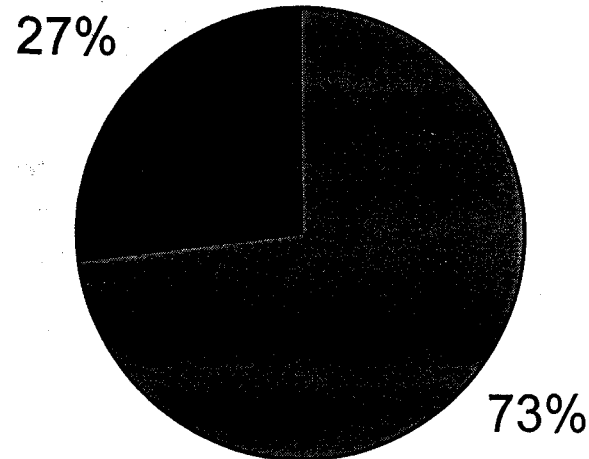
Data Analysis: Potential Fixed Route Riders

Of the 101,000 Elderly & Disabled who
Could Use the Fixed Route System



Data Analysis: Potential Special Needs Transit Riders

**Of the 15,000 Elderly & Disabled Who
Have Some Difficulty Using the Fixed
Route System**



- Live Within ^{an} the ADA Boundary, but not Using ADA Transportation
- Live Outside the ADA Boundary, but not Using Community Based Transportation Services

Service Delivery Minimum Standards

- Everyone in the tri-county area should have access to medical, work and nutrition trips (including grocery shopping) at least 5 days a week.
- Everyone in the tri-county area should have access to other trips at least 2-3 days a week.
- No one should have their current level of service decreased because of the plan.
- The social service agencies and the individual providers need to work together to meet the transportation need for the elderly and disabled community.
- Incentives and guidelines should assist individuals to choose the mode most appropriate to their functional ability.

	EXISTING SYSTEM	STRATEGY A	STRATEGY B	STRATEGY C
URBAN				
E&D No Difficulty	●	●	●	●
Non ADA Eligible (some difficulty)	○	●	●	●
ADA Eligible	●	●	●	●
Needs Assistance	❖	●	●	●
LARGE COMMUNITY				
E&D No Difficulty	●	●	●	●
Non ADA Eligible (some difficulty)	○	●	●	●
ADA Eligible	●	●	●	●
Needs Assistance	❖	○	●	●
SMALL COMMUNITY (Outside Transit Districts)				
E&D No Difficulty	❖	○	⊗	●
Non ADA Eligible (some difficulty)	❖	○	⊗	●
ADA Eligible	❖	○	⊗	●
Needs Assistance	❖	⊗	⊗	●
RURAL (Outside Transit Districts)				
E&D No Difficulty	❖	⊗	⊗	●
Non ADA Eligible (some difficulty)	❖	⊗	⊗	●
ADA Eligible	❖	⊗	⊗	●
Needs Assistance	❖	⊗	⊗	●
Estimated Operating Cost	\$ 29,500,000	\$ 40,000,000	\$ 49,500,000	\$ 61,000,000
Estimated Ridership	9,100,000	12,000,000	12,300,000	12,500,000

LEGEND

- High (20-24hrs / 7 days)
- Medium (10 -15 hrs / 6 days)
- Low (8 - 10 hrs / 5 days)
- ⊗ Minimum(6-8 hrs / 5 days week medical, nutrition, work / 2-3 days for other)
- ❖ Service Level Is Typically Below Minimum Due To Resource Constraints

Community Outreach

The three strategy alternatives were reviewed and approved by

- 25 stakeholder groups
- hundreds of individuals

Community outreach has been conducted through

- newsletter mailed to 150 stakeholders
- focus groups and public meetings in each county
- the Tri-Met website
- media outreach

Recommended Strategy

Strategy A is the recommended alternative because it:

- distributes funding more evenly throughout the tri-county by developing standards for the four different area types – urban, city, town, and rural,
- provides cost effective options,
- incorporates the land use tenets of this plan,
- effectively includes the transportation needs of small cities and towns located beyond the urban area, and
- supports Metro's Regional Land Use and Transportation goals and standards.

Elderly and Disabled Plan Steering Committee

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* Executive Committee members

Updated 05/23/00

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Southwest Region
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January 10, 2001

TO: JPACT

FROM: Donald R. Wagner, P.E., Regional Administrator

SUBJECT: *Overview of Washington Blue Ribbon Commission on Transportation
Recommendations*

The Washington Blue Ribbon Commission on Transportation was established in May of 1998 by the Washington State Legislature and is composed of 46 members from business, industry, the environmental community and government. Its charter was to ...“conduct a comprehensive analysis of statewide transportation needs and priorities; existing and potential transportation funding mechanisms, and the policies and practices of governmental entities, private businesses, and labor that affect the delivery of transportation programs and projects.”

On November 29, 2000 the Blue Ribbon Commission completed over two years of work and handed their recommendations to the Governor and Legislature. Governor Locke, along with the State Legislative leaders accepted the Commission recommendations and agreed to begin addressing the fundamental changes to transportation planning, finance, construction and service recommended by the Commission in the new legislative session that began in January 2001.

The recommendations of the Commission center around the six critical elements listed below:

- Establishing benchmarks and performance standards then measuring progress;
- Increasing accountability and implementing aggressive efficiencies;
- Investing in the basics to keep the statewide transportation system functioning well;
- Empowering regions to fix their own problems by managing and funding improvements;
- Ensuring funding will address needs; and
- Adopting an early action legislative package.

Early Action Package. A legislative “early action package” was proposed that increases revenues by \$11.54 billion, with 11 new state and local taxes over the next six years.

Benchmarks. The cornerstone of both solving transportation problems and restoring public confidence is the establishment of benchmarks and performance standards. The intent of the benchmarks is to tie future funding for transportation agencies to their performance measured against the benchmarks. The recommended benchmarks include the following: ensuring that zero percent of highways and local

arterials are in poor condition; measuring driver delay against the national average; controlling administrative costs; measuring transit agencies' operating costs; and meeting air quality requirements.

Accountability. The Blue Ribbon Commission recommended that the Secretary of Transportation should be appointed by the Governor instead of the Transportation Commission as currently structured. The Transportation Commission role would change to become a "Transportation Accountability Commission" that would act as a single independent point of accountability for monitoring and reporting the statewide transportation system performance at all levels.

Regional Empowerment. The Commission recommended that regions be allowed to plan, select, fund, and implement projects identified to meet the region's transportation and land use goals. Their recommendations advanced a number principles and ideas of how to begin the process of strengthening the regional transportation component. These include the following:

- Governance for transportation seems to work best when authority for planning, funding and implementing projects rests with a given body.
- A regional model of governance is a principle that allows decision-making and funding to occur closer to home, where the problems are understood best and the solutions can be implemented.
- The regional principle seems to be most applicable to the larger metropolitan areas, where the transportation issues are complex, traffic congestion is the worst and the drive for immediate action is high.
- Within the regional context it is important to recognize the importance of maintaining the integrity of the system and that strong regions within a strong state system of transportation governance will produce the best results.
- Different solutions will be necessary for different regions of the state.
- The principle of "no new net bureaucracy" stands in regard to the regional organizations and supports the goal of minimizing structural redundancy.
- Only the Legislature can solve the funding problem, either by direct appropriation, and/or by granting regions different funding capacities.

A more detailed summary of the Commission's recommendations and benchmarks is attached. Additional information, including a powerpoint presentation is also available on the Commission's website <http://www.brct.wa.gov/>.

Attachments: Summary of Recommendations
Summary of Recommended Benchmarks



Summary of Recommendations

1. **Adopt transportation benchmarks as a cornerstone of government accountability at the state, city, county, and transit district levels.** Measure results and monitor performance of government in meeting transportation benchmarks. Tie transportation funding to progress in achieving benchmarks. (*See Summary of Recommended Benchmarks for more detail*)
2. **Establish a single point of accountability at the state level, strengthening the role of the state in ensuring accountability of the statewide transportation system.** Grant the Governor oversight of the Washington State Department of Transportation (WSDOT), including the appointment of its secretary. Grant the Washington Transportation Commission new authority as the Transportation Accountability Commission (TAC), a single, independent point of accountability for monitoring and reporting the performance of the statewide transportation system at all levels.
3. **Direct a thorough and independent performance review of WSDOT administration practices and staffing levels.** Look for additional efficiencies in the administrative functions within the department.
4. **Remove the barriers to achieving the transportation benchmarks for efficiency and system performance by providing funding for a strong state and strong regional transportation system.** Provide local governments and transportation agencies funding and authority to implement efficiencies and raise regional revenues to meet the new benchmarks. Authorize and encourage jurisdictions to share resources.
5. **Invest in maintenance, preservation and improvement of the entire transportation system so the transportation benchmarks can be achieved.** Preserve the transportation system by making maintenance, preservation and safety the top funding priorities, including operation and maintenance costs of rail, transit and ferries. Optimize the system by using new technologies and management tools, such as congestion pricing and land use planning, to reduce demand on the highway system. Conduct benefit-cost analysis to choose the most effective mix of investments in the most heavily traveled corridors. Invest in the human resources necessary to maintain, preserve and improve the system.
6. **Provide regions with the ability to plan, select, fund and implement (or contract for implementation of) projects identified to meet the region's transportation and land use goals.** Allow regions to create new entities or select existing entities to plan, manage, fund and be accountable for regional transportation projects with the intention to simplify and minimize redundancy rather than add new layers of government.
7. **Achieve construction and project delivery efficiencies.** Reduce the engineering/construction cost ratio. Save money on construction materials and methods. Use right-of-way banking. Continue to assess prevailing wage survey techniques. Make mitigation more cost-effective. Have predictable revenue sources to fully fund projects.
8. **Incorporate the design-build process and its variations into construction projects to achieve the goals of time-savings and avoidance of costly change orders.** Grant agencies the authority to use design-build and provide opportunities for public employees to participate in the process. Provide increased education and training in alternative project delivery (ADP) concepts.
9. **Use the private sector to deliver projects and transportation services.** Continue pilot projects that allow the private sector to provide expertise and financing in developing cost-effective transportation facilities. Consider removing barriers that prevent the private sector from providing services, such as ferry, bus or monorail.

10. **Reengineer the workplace to achieve greater efficiency, and consider the use of managed competition for operations and maintenance functions.** Focus the workplace on service, customer satisfaction and results. Incorporate elements of total quality management into business practices. Form partnerships with employer-employee organizations to develop apprenticeships and training programs.
11. **Streamline permitting for transportation projects.** Delegate "Section 404" wetlands permit authority to the state. Develop new standards to streamline permit approvals and reduce process review delays. Select a significant highway project as a pilot study to plan and permit within two years. Evaluate the use of planning and permitting standards that encourage lower impact alternatives, such as Smart Growth, and accelerate the permit process for these projects. Work toward one-stop permitting, using a single application.
12. **Link transportation funding to efficiencies.** Require WSDOT, counties, cities and transit to show progress toward achieving benchmark efficiencies as a condition of receiving new funding.
13. **Link maintenance and preservation funds to best practices.** Require all agencies and jurisdictions to demonstrate the use of maintenance and pavement management systems and lowest life-cycle costs.
14. **Simplify funding distributions for best results.** Distribute funds on a geographic basis to counties and cities taking into account lane miles, classification and pavement type, population, and utilization. Develop a new method for joint regional programming of federal funds. Create one-stop grant funding centers where all competitive funds are disbursed under regional priority programming agreements and administered using a single application process.
15. **Allow regions to retain funds they raise.** Allocate sufficient funds to all regions for basic operations, maintenance, preservation and safety at a minimum agreed upon level. Guarantee each region a minimum return of 85% of state transportation taxes generated in that region, and allocate remaining funds to a statewide equalization fund. Allow regionally authorized taxes to remain in the region in which they are generated.
16. **Seek a 90% fare box recovery for ferry system operational costs within 20 years.** Transfer 90% of the cost of operating the ferry system to those who use it.
17. **Develop a package of new revenues to fund a comprehensive multi-modal set of investments, which, taken together with the recommended efficiency measures and reforms, will ensure a 20-year program of preserving, optimizing and expanding the state's transportation system.** Adopt a series of revenue sources that can be used for roads, transit and transportation choices. Transfer transportation-related sales taxes to the transportation fund. Link other transportation-related revenues to transportation uses and users. Authorize a variety of statewide taxes and fees that could include: extending the existing gross weight fee to all vehicles; adding a surcharge to the existing gross weight fee for trucks dedicated to freight mobility improvements; increasing the motor fuel tax; adding a 6.5% sales tax to the wholesale price of motor fuel up to a set price cap of 80 cents per gallon; extending the \$30 license tab fee to all vehicles including trailers; adding a \$20 transportation mitigation fee on all passenger vehicles and non-commercial trucks; creating a new 2% surcharge on the wholesale sale of new and used vehicles, auto parts and accessories; and allowing congestion pricing. Examine the bonding of federal funds and expansion of tax increment financing for transportation projects. Examine all transportation revenue sources at least biennially and ensure they keep pace with inflation and growth.

Provide regional entities the authority to raise tax and fee revenues to fund regional transportation improvements. Authorize regional tax and fee options that might include: a vehicle miles traveled charge; a regional sales tax; allowing cities to impose the motor vehicle license fee if their county has not imposed the fee within two years; authorizing a new multi-modal transportation taxing authority for counties or regions that have not been previously granted high capacity transportation taxing authority; and allowing bonding programs at the state and regional levels.

18. **Begin action now to improve the transportation system.** *(See Early Action Strategy)*



Summary of Recommended Benchmarks

The only way to gauge progress on transportation challenges is to set specific targets and track government performance. The commission has outlined groundbreaking measures that would establish transportation goals and benchmarks and hold government officials accountable for achieving them.

No city street, county road or state highway will be in poor condition. In 1971, about 30% of the state's highways were in poor condition, but through consistent funding, that figure declined to less than 10% by 1998. Data on the condition of city and county roads are currently being collected. *(Benchmarks 1, 2 & 3)*

No bridge will be structurally or seismically unsafe. The state has been actively pursuing a program to retrofit bridges and structures identified by risk level. Over 300 bridges have been retrofitted at a cost of approximately \$40 million. However, almost 1,000 bridges remain to be repaired in the two highest risk levels. *(Benchmarks 4 & 5)*

Traffic congestion on urban interstate highways and delay per driver will be significantly reduced and no worse than the national mean. Traffic congestion in Washington is among the nation's worst, especially in the central Puget Sound area. For example, the Seattle-Everett metropolitan area experienced 70 hours of average delay per driver in 1997 compared to the national average of 40 hours. *(Benchmarks 6 & 7)*

Vehicle miles traveled per capita will not increase over 2000 levels. In the last 20 years, Washington's population has grown 40% while total vehicle miles traveled has grown 60%. However, the number of miles driven per capita has held relatively steady at 9,000 miles per person per year since 1990. *(Benchmark 8)*

The non-auto share of commuter trips by transit, bicycles, and other choices in urban centers will increase. The trend from 1980 to 1990 was a declining share of trips made by means other than autos. That trend will need to be reversed if growth is to be accommodated in urban areas. *(Benchmark 9)*

The administrative costs as a percent of transportation spending at the state, county and city levels should improve to the median in the short-term and to the most efficient quartile nationally in the longer term. Using federal government data, WSDOT ranks high in administrative costs along with states such as California, New York and Illinois. Administrative costs for the state, counties and cities grew considerably faster than inflation and outpaced spending on maintenance and construction. *(Benchmark 10)*

Washington's public transit agencies will achieve the median cost per vehicle revenue hour of peer group transit agencies, adjusting for regional cost of living. Washington's transit agencies have consistently ranked high in operating costs compared to agencies of similar size around the country. Since Initiative 695, transit revenues have been greatly reduced, resulting in cutbacks in administration, planning and customer service. Eventually, there may be cuts in operations. *(Benchmark 11)*

Benchmarks To Be Furthered Developed

The following benchmarks are recommended for further development by the proposed Transportation Accountability Commission that will monitor and track benchmark progress. The Accountability Commission should develop metrics and identify targets and responsibility for these benchmarks.

Traffic Safety Benchmark: Traffic accidents will continue to decline. Washington state has slightly less than 1.5 fatalities per 100 million vehicle miles, which is less than the national average of about 1.7

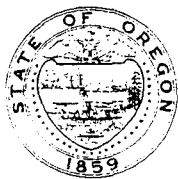
Freight Mobility Benchmark: Freight movement and growth in trade-related freight should be accommodated in the transportation system. Growth in trade-related freight movements by truck (up over seventeen percent annually in the 1991-98 timeframe) and by railcars (up about nine percent annually in the 1991-98 timeframe) exceeded other economic growth rates. The Freight Mobility Strategic Investment Board (FMSIB) should be involved in developing additional benchmarks of freight movement and the supporting data to monitor progress.

Air Quality Benchmark: Maintain air quality (carbon monoxide and ozone) at federally required levels. Recently air quality has come close to exceeding allowable levels. Federal law requires that regions be sanctioned by loss of federal funds if not in compliance. The proposed accountability commission should consider measuring greenhouse gases, particulates, and visibility when data and appropriate standards are available.

Project Cost Benchmark: Improve operations, maintenance, and project delivery costs. Create benchmarks for the operations and maintenance and capital project delivery functions of transportation agencies, parallel to that suggested for their administrative costs. The new accountability commission that monitors and tracks benchmark progress is directed to develop metrics to compare Washington's project development, design, permitting and construction costs with best practices nationally.

Transportation Revenue Benchmark: Ensure that transportation spending keeps pace with growth. Washington's transportation system must not be allowed to fall behind the pace of its population and economic growth. The accountability commission should develop a benchmark that monitors transportation revenues and how they track transportation needs.

Person Delay Benchmark: Reduce overall hours of travel delay per person in congested corridors. The new accountability commission should develop and track a benchmark of person delay that can be used across all modes of travel.

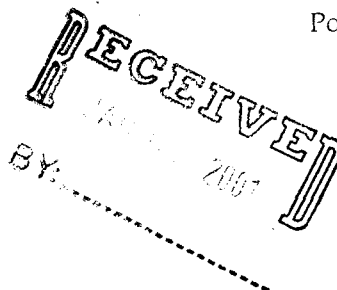


Oregon

John A. Kitzhaber, M.D., Governor

Department of Environmental Quality

811 SW Sixth Avenue
Portland, OR 97204-1390
(503) 229-5696
TTY (503) 229-6993



December 21, 2000

Mr. Andy Cotugno
Metro
600 NE Grand Ave
Portland, OR 97232-2799

RE: Portland Ozone Contingency Plan

Dear Andy:

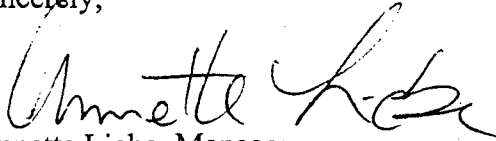
The Department of Environmental Quality and EPA have evaluated the need for new emission reducing strategies in the Portland-Vancouver Air Quality Maintenance Area in order to continue meeting the standard for ozone (smog). DEQ and EPA concluded that no new strategies are needed at this time. This evaluation was required by recent changes in federal regulations. DEQ and EPA reached this conclusion following a review of Portland-Vancouver's recent growth trends and the status of emission reducing strategies in place and in the works for the Portland-Vancouver area.

Portland-Vancouver formally met the ozone public health standard in 1997 when EPA approved the area's plan to keep ozone levels within federal health limits. The plan was developed to assure compliance with the one-hour ozone standard (the maximum allowable ozone level in a one-hour period can not exceed 0.12 parts per million). In 1998, an eight-hour ozone standard replaced the one-hour standard (the maximum allowable ozone level in an eight-hour period can not exceed 0.08 parts per million). In that same year, Portland-Vancouver violated the one-hour standard and the enforceability of the eight-hour standard went to court. In 2000, EPA brought back the one-hour standard until legal questions over the eight-hour standard are resolved (Portland-Vancouver air quality is meeting the eight-hour ozone standard).

For maintenance areas that violated the one-hour standard shortly after it was revoked, EPA recently proposed that additional steps laid out in contingency plans be taken to reduce emissions of ozone-producing pollutants. At the same time, EPA allowed a possible exception for areas such as Portland-Vancouver that did not experience a repeat violation due to new emission reduction strategies put in place since the violation occurred. Attached for your information is a summary of DEQ's analysis and criteria leading to the conclusion that additional emission reductions are not needed at this time in order to continue to meet the one-hour ozone standard in Portland-Vancouver. EPA is expected to publish a notice in the Federal Register in the coming months supporting DEQ's conclusion.

Thank you for your continuing interest in air quality issues in the Portland area. If you have any questions, please call me at (503) 229-6919 or Patti Seastrom at (503) 229-5581.

Sincerely,

A handwritten signature in black ink, appearing to read "Annette Liebe". The signature is fluid and cursive, with a large initial "A" and a stylized "L".

Annette Liebe, Manager
Airshed Planning Section
Air Quality Division

cc: EPA, Region 10
Southwest Clean Air Agency

AL:ps:amf
LTR/AQ78104.doc



Oregon

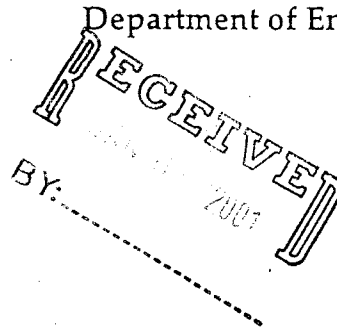
John A. Kitzhaber, M.D., Governor

Department of Environmental Quality

811 SW Sixth Avenue
Portland, OR 97204-1390

(503) 229-5696

TDD (503) 229-6993



December 19, 2000

Bonnie Thie
State and Tribal Programs Unit
U.S. Environmental Protection Agency, Region 10
1200 Sixth Avenue, OAQ-107
Seattle, WA 98101

Re: Contingency plan for Portland-Vancouver

Dear Bonnie:

This is the Oregon Department of Environmental Quality's submittal in response to the Environmental Protection Agency's July 20, 2000 final rule reinstating the one-hour ozone standard. Specifically, EPA is requiring the implementation of Portland's contingency plan due to a violation of the one-hour standard in 1998. Section E of the Federal Register notice directs areas such as Portland to *"work with the EPA Regional Office to determine an appropriate course of action. If there are additional measures that applied during 1999, but did not apply during the period of the violation, it may not be necessary to implement further contingency measures at this time."* Such is the case for Portland-Vancouver. We have studied the Portland-Vancouver circumstances and do not recommend implementing new contingency measures.

Please note that the growth factor analysis included in this letter and Attachment B is intended to simultaneously fulfill our maintenance plan commitment to periodically update the Portland emission inventory.

Summary

We have completed an analysis of the Portland area, designed to assess the need for ozone reduction contingency measures. Our analysis considered growth in population, households, and VMT; success of maintenance plan measures; and new reductions achieved since the 1998 violation. We have interpreted the federal register language to include not only additional measures that applied during 1999, but also since 1999.

We have concluded that the existing maintenance plan strategies are adequate to protect the region under the one-hour ozone standard, without implementing the contingency plan. The 1998 violation was not due to a failing of the maintenance plan; rather, strategies were not yet fully implemented. We do not recommend new ozone reduction strategies at this time. We do not recommend reinstatement of lowest achievable emission rate (LAER) requirements, but choose to continue the embargo of the industrial growth allowance, mainly due to remaining challenges with aspects of the I/M program (see footnote at the end of this letter).

While growth rates may be somewhat higher than assumed, the differences are not significant and do not indicate a clear trend. Additional years of data will be needed in order to assess the potential trend. Two important maintenance plan strategies were not implemented as expected in 1998 -- enhanced vehicle inspection was one year behind schedule, and a gasoline pipeline to Eastern Washington that was to reduce barge loading emissions in Portland-Vancouver was not constructed. Since then, enhanced vehicle testing has been in place for a full two-year vehicle registration cycle, and the department has adopted vapor recovery controls on barge loading that will exceed the reductions from the planned pipeline. Finally, the 1998 violation has been followed by two years of low ozone levels, placing Portland-Vancouver back into attainment with the one-hour standard. Monitoring data is provided in Attachment A.

A more detailed description of the analysis follows, and full details are provided in the attachments.

Growth Factor Analysis

In order to assess current emissions, recent growth rates of key sectors were compared against the assumptions made in the maintenance plan. We found that population is growing at a slightly slower rate, and also that the actual number of people living in the area is less than previously assumed. Conversely, households are growing at a slightly higher rate, and the actual number of households is somewhat higher than assumed for 1999. VMT was more difficult to assess, but the best data available indicate that VMT is growing at a somewhat higher rate than expected, although actual VMT is less than was assumed in the maintenance plan. This is a significant finding, given that on-road mobile emissions represent the largest source category. On balance, we conclude that actual emissions in the region were not significantly different in 1999 than predicted in the maintenance plan, except for the effects of delayed control strategies discussed below. More details are provided in Attachment B.

Effectiveness of Control Strategies

The maintenance plan control strategies were designed to be phased in over a two-year period (the plan was adopted in 1996). The maintenance plan's cornerstone control strategy, enhanced vehicle inspection and maintenance, was delayed by one year. A full two years is needed to test all registered vehicles since Oregon is on a two-year registration cycle. Therefore, a one-year delay meant that only half of the vehicles targeted for the enhanced test were given the enhanced test on schedule. Due to delayed implementation, fifty percent of expected emission reductions from enhanced vehicle inspection were missing in 1998 and 1999. Three additional components of the enhanced test program remain delayed. These include final cutpoints on pre-1990 vehicles, the purge test, and the gas cap test (*please see footnote for further details).

The reduction in VOC from consumer products has exceeded targeted reductions due to higher than expected compliance, while a few of the other on-road strategies (e.g. Employee Commute Options, Voluntary Parking Ratios) have not yet met targets established in the maintenance plan. This is not to say that these strategies have not been successful; in fact, they have succeeded where similar programs have failed in other states. Finally, one strategy has never materialized -- the gasoline pipeline that was to reduce barge loading emissions by 90 percent.

The estimated shortfall in targeted emission reductions in 1998 was 4 tons of VOC and 3 tons of NOx per day. In 1999, the shortfall was 7 tons of VOC and 4 tons of NOx per day. And in 2000, the shortfall is estimated at 2 tons of VOC per day, with no NOx shortfall. This shortage is considered significant. The total 2006 targeted reduction is 43 tons of VOC and 13 tons of NOx. More details are provided in Attachment C. Two significant changes in emission reductions have occurred since the 1998 violation.

New Reductions Since the Violation Period

As of 2000, all vehicles are receiving the enhanced test that were targeted for this test. Beginning in June 2001, barge loading emissions will be reduced by 95 percent as a result of new rules adopted in 1999 to compensate for the missing pipeline. The reductions from this new strategy will exceed the reductions that were expected from the pipeline, and will balance the remaining shortfall, with the exception of the three remaining vehicle inspection components mentioned above. More details are provided in Attachment D.

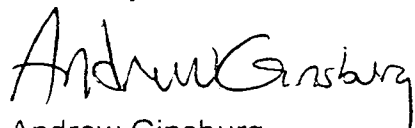
Finally, it is worth noting that the return of the one-hour ozone standard is intended as a stopgap measure until enforcement of the eight-hour standard is resolved. Considered a more stringent standard, the Portland-Vancouver AQMA

is meeting the 8-hour NAAQS by a considerable margin. (See Attachment A for monitoring data.)

In keeping with the maintenance plan commitment to periodically update the emission inventory, we will assess growth rates again in 2002 for calendar year 2001. Until then, we will continue to refine implementation of ongoing control measures, take advantage of emerging opportunities for voluntary programs, and focus on implementing the new vapor recovery regulations for barge loading.

In summary, the 1998 violation leading to a triggering of the contingency plan was due to temporary conditions that have been corrected. We appreciate the opportunity to submit our recommendation on the best course of action for the Portland Air Quality Maintenance Area. If you have any questions, please feel free to contact me at (503) 229-5397 or Annette Liebe at (503) 229-6919.

Sincerely,



Andrew Ginsburg
Division Administrator

cc: Bob Elliott, Southwest Clean Air Agency

**While all targeted vehicles are now receiving the BAR31 test, three components of the enhanced test program remain infeasible and are not in place. These components are the purge test, final BAR31 cutpoints for pre-1990 vehicles, and the gas cap test. The purge test was acknowledged by EPA as infeasible in 1998, SIP credits were not reduced pending the emergence of an improved test. EPA is proposing to require replacement credits for the purge test once MOBILE6 is released (September 20, 2000 Federal Register). EPA has also acknowledged that the final cutpoints on pre-1990 vehicles for the enhanced test would result in exorbitant failure rates that mechanics are not yet prepared to resolve, and has recommended that states not proceed to final cutpoints on these older vehicles. Finally, the gas cap test has difficulties similar to the purge test and most states that have tried to perform the test have not been successful, although Washington state is reporting success. Most states have found that the poor fit of gas caps onto the test bench results in excessive false failures. EPA continues to recommend a gas cap test with the OBD test, but has not taken a position on the gas cap test for pre-1996 vehicles.*

When taken together, these three components of the Portland area vehicle inspection program add up to a significant shortfall in the maintenance plan credit claimed, as modeled with MOBILE5 (see attachment F). Although EPA has not yet insisted on replacement strategies for these components, the airshed is not

experiencing the benefits anticipated from these testing components. While it would seem prudent to find a replacement strategy for this shortfall, the immediate challenge is the lack of MOBILE6 to accurately estimate the impact of these components and the offsetting benefits from low sulfur fuel gasoline and Tier 2 vehicles adopted by EPA this year. Therefore, we recommend that no immediate steps be taken with regard to this shortfall until the emissions impact can be assessed through MOBILE6. The projected release date for MOBILE6 is the end of 2000, although it appears likely that the actual release date will be in 2001. We will update the on-road mobile emissions inventory and projection as soon as MOBILE6 is available and DEQ staff are trained in its application. Depending on the actual release date, this re-evaluation could be in conjunction with development of the second ten-year maintenance plan, scheduled for submittal to EPA in 2004.

**Attachment A
Ozone Monitoring Data
Portland, Oregon**

<u>Year</u>	<u>Max 1-hour</u>	<u>Second high 1-hour</u>	<u>4th High 8-hour</u>
2000	0.083	0.075	0.052
1999	0.102	0.094	0.073
1998	0.137	0.136	0.082
1997	0.085	0.079	0.063
1996	0.149	0.124	0.099

Attachment B Growth Factor Analysis

The Environmental Protection Agency approved the Portland/Vancouver Air Quality Maintenance Area (AQMA) Ozone Maintenance Plan (Oregon portion) in 1997, as part of Oregon's State Implementation Plan. The plan includes a commitment to provide EPA with periodic emission inventory updates for 1996, 1999, 2001, 2003, and 2006. The Oregon Department of Environmental Quality and EPA agreed to a two-tiered emission inventory update approach. The first tier is an analysis of growth factors. If this analysis indicates a problem, a second tier consisting of a detailed emission inventory compilation would be considered.

The following analysis compares the growth factors assumed in the ozone maintenance plan with updated growth rates based on recent data. The sources of data relied on for this update are consistent with those used in the maintenance plan, to the extent possible. The exceptions are population and households. As encountered in the 1996 update, there is a three-year time lag for Bureau of Economic Analysis data. Therefore, data from the Portland State University's Center for Population Research and Census was used for both population and households in this analysis. In addition, the source of VMT data is the same for this analysis and the maintenance plan -- Metro. Since the adoption of the maintenance plan, Metro has completed an update to the Portland area travel demand model. Current VMT data is from this new model.

The analysis reveals differences between growth rates forecasted in the plan and growth rates based on current data. While growth in households and gasoline sales appears to have been underestimated in the plan, population appears to have been overestimated. As shown in the table below, the plan forecasted an average annual growth rate in population of 1.5 percent. The current data indicates an actual annual growth rate of 1.3 percent since 1995. However, the plan forecasted 1999 population at 1,394,800, and Portland State estimates current population to be 1,378,450. While the growth rate in VMT appears to have been underestimated, the actual number of miles driven appears to have been overestimated. The plan forecasted an average annual growth rate of 1.7 percent, while Metro's model indicates an actual growth rate of 2.4 percent. Actual 1999 VMT, however, is estimated to be 22,446,897 per day, while the plan predicted 23,827,000 miles per day. In summary, a clear trend toward underestimation or overestimation is not supported by the data. In fact, potential overestimation in one category appears to be balanced by underestimation in another.

The next emission inventory periodic update is due in 2002 for calendar year 2001. At that point, with two more years of data, a trend may surface. For now, it appears that we are generally on track with the maintenance plan projections

and our findings do not support compilations of a detailed 1999 emission inventory.

Growth Factor Analysis Portland AQMA

<i>Indicator</i>	<u>1995</u>	<u>1999</u>	<u>Annual Growth</u>	<u>SIP Forecast</u>	<u>SIP 1999 Forecast</u>
<u>Households</u> ¹	515,900	559,181	2.1%	1.9% (underestimated)	557,180 (underestimated)
<u>Population</u> ²	1,325,700	1,378,450	1.3%	1.5% (overestimated)	1,394,800 (overestimated)
<u>Gasoline Sales</u> ³ (gal)	425,722,767	447,433,570	1.3%	1.1% (underestimated)	412,085,000 (underestimated)
<u>VMT</u> ⁴	20,497,452	22,446,897	2.4%	1.7% (underestimated)	23,827,000 (overestimated)

¹ Household data is from Portland State University Center for Population Research and Census. Household growth rates are used primarily to forecast area source emissions.

² Population data is from Portland State University Center for Population Research and Census. Population growth rates are used to forecast area source emissions and are an input to the travel demand model to forecast VMT.

³ Gasoline sales are from ODOT fuel tax reports.

⁴ VMT is from Metro's latest travel demand model. VMT is used to calculate on-road emissions.

Vancouver Growth Rates

Growth rates on the Vancouver side of the air quality maintenance area were evaluated by the Southwest Clean Air Agency. While recent growth is much greater in Vancouver than anticipated in the maintenance plan, due to the much smaller population in Vancouver, the overall impact on the airshed is minimal and

does not change the conclusion drawn regarding current emissions. The Clark County growth rates and the combined growth rates are presented below.

Growth Factor Analysis for Clark County

Indicator	1995 Actual	1999 Actual	MP 1999 Forecast	Average Annual Growth	MP Forecasted Annual Growth
Households ¹	104,915	134,063	121,701	6.9%	4.0%
Population ²	285,881 ⁵	337,000	327,047	4.5%	3.6%
Gasoline Emissions ³ (lb VOC/day)	232	297	264.7	6.9%	3.5%
VMT ⁴	6,114,626	6,874,647	6,701,630	3.1%	2.4%

¹ Countywide household data obtained from the State of Washington Office of Financial Management (Maintenance plan households are assumed to be 84% of the county total).

² Countywide population data obtained from the State of Washington Office of Financial Management (Maintenance plan population is assumed to be 84% of the county total).

³ Gasoline emissions as calculated for retail and private distribution (no bulk) and recorded in SWCAA database.

⁴ Countywide Vehicle Miles Traveled was obtained from the Washington Department of Ecology. Their source for this information is the Washington Department of Transportation.

⁵ Countywide population obtained from the State of Washington Office of Financial Management via Southwest Washington Regional Transportation Council.

Combined Growth Factor Analysis for Portland/Vancouver Region (Clackamas, Multnomah, Washington, and Clark Counties)

Indicator	1995 Actual	1999 Actual	MP 1999 Forecast	Annual Growth	MP Annual Forecast Growth
Households	620,815	693,244	678,881	2.92%	2.34% (Underestimated)
Population	1,611,581	1,715,450	1,721,847	1.61%	1.71% (Overestimated)
VMT	26,612,000	29,321,544	30,528,630	2.55%	3.68% (Overestimated)

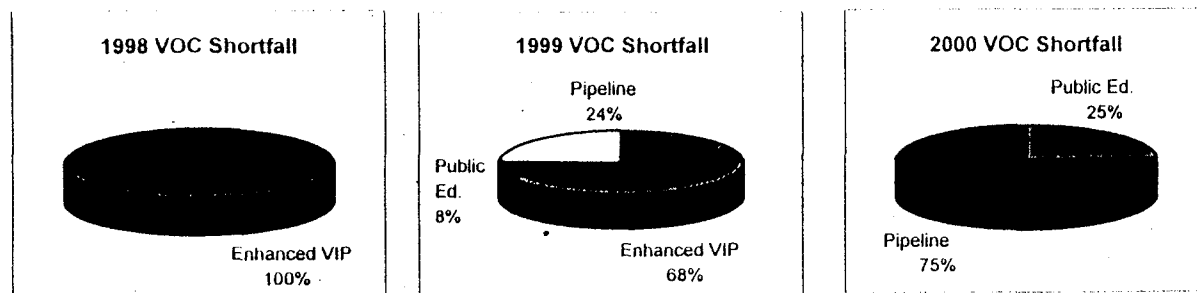
Attachment C
Effectiveness of Control Strategies

				VOC		(in pounds per day)						
Strategy		1998	1998	1998		1999	1999	1999		2000	2000	2000
		Calculated	Actual	Shortfall		Calculated	Expected	Shortfall		Calculated	Expected	Shortfall
On-Road												
Enhanced VIP*		11,937	2,664	<9,273>		19,302	9,651	<9,651>		20,996	20,996	0
Expanded VIP		*calculated reductions assumed enhanced in place										
Old Vehicle exemp.		*on target										
ECO		*has met 50% of targeted reductions										
Parking Ratio		*has met 2% of targeted reductions										
*MP emission reduction calculation was done in aggregate for all on-road measures												
Non-Road Engine												
EPA emission stand.		on target		1								
Area												
Motor Vehicle Ref.		on target	(compliance is higher than the 80% assumed)									
Architectural Coat.		on target	"									
Consumer Products		on target	"									
Spray Paints		on target	"									
Stage II Vapor Rec.		complete										
Industrial												
PSEL Mgmt.		0	0									
Major NSR		0	0									
RACT		on target										
Pipeline		0	0	0		3,408**	0	<3,408>		3,408**	0	<3,408>
Perm. Source Shut.												
Synthetic Minor												
						(**based on 443 tpy, conversion assumed 260 days of barge loading per year)						

Public Ed./Incentive												
Paint donation/lawn mower	0	1,090	plus 1,090		2,210	1,090	<1,120>		2,210	1,090	<1,120>	
Lawn/Garden Vol. Curt.	4,680	4,680	0		4,546	4,546	0		4,499	4,499	0	
Total Shortfall	(in pounds per day)		<8,183>				<14,179>				<4,528>	
	(in tons per day)		<4.1 tpd>				<7.1 tpd>				<2.3 tpd>	
Maintenance Plan Target Emissions Level	n/a						232 tpd				232 tpd	

Summary of VOC Shortfall

	1998	1999	2000
Enhanced VIP	9,273	9,651	0
Paint donation/lawn mower buyback		1,120	1,120
Pipeline	0	3,408	3,408



Attachment C
Effectiveness of Control Strategies

					NOx		(in pounds per day)						
Strategy													
			1998	1998	1998		1999	1999	1999		2000	2000	2000
			Calculated	Actual	Shortfall		Calculated	Expected	Shortfall		Calculated	Expected	Shortfall
On-Road													
Enhanced VIP*			8,583	1,916	<6667>		15,992	7,996	<7996>		16,950	16,950	0
Expanded VIP			*reductions assumed enhanced in place										
Old Vehicle exemp.			*on target										
ECO			*has met 50% of targeted reductions										
Parking Ratio			*has met 2% of targeted reductions										
*MP emission reduction calculation was done in aggregate for all on-road measures													
Non-Road Engine													
EPA emission stand.			on target										
Total Shortfall					<6,667 lbs/day>				<7,996 lbs/day>				0
					<3.3 tpd>				<4 tpd>				

Attachment D
New Reductions Since 1998 Violation

<u>Measure</u>	<u>Additional Reductions</u>	<u>Date</u>
Full implementation of enhanced I/M	4.8 tpd VOC/4 tpd NOx	2000
Barge loading vapor recovery	2.3 tpd	2001

Enhanced Inspection and Maintenance

The emissions reductions from the enhanced inspection and maintenance program was projected at 10.5 tons per day VOC/8.5 NOx at full implementation in 1998. In 1998 and 1999, implementation was only partially complete. 1998 expected reductions were 6 tons per day VOC/4.3 NOx; actual reductions were 1.3 tons per day VOC/1 NOx. In 1999, expected reductions were 9.6 tons per day VOC/8 NOx; actual reductions were 4.8 tons per day VOC/4 NOx. The remaining 4.8 tons per day VOC/4 NOx are being realized in 2000, when full implementation of the enhanced program was completed.

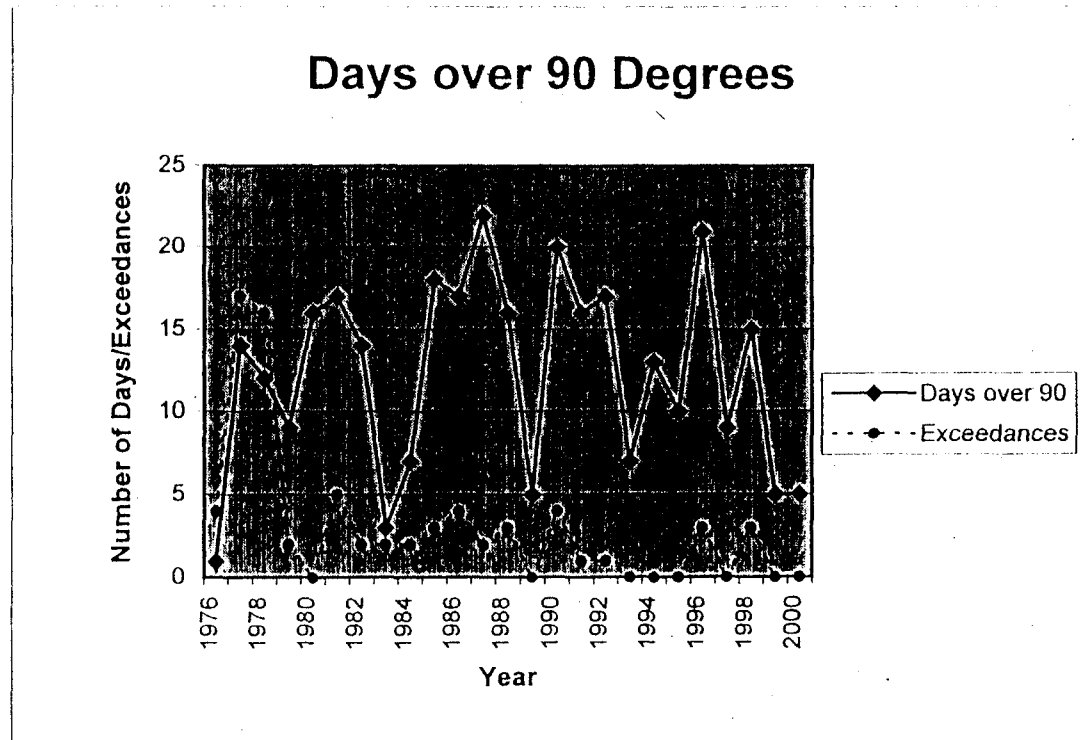
Barge Loading Vapor Recovery

The maintenance plan projected a reduction of 443 tons per year from the pipeline. The vapor recovery rules are projected to reduce emissions by 600 tons per year. The additional reduction of 157 tons per year is equivalent to 0.6 tons per day (260 days per year of barge loading assumed), or a total emission reduction of 2.3 tons per day.

Attachment E
Meteorology

Occurrence of Days Above 90 degrees
NOAA, National Climatic Data Center

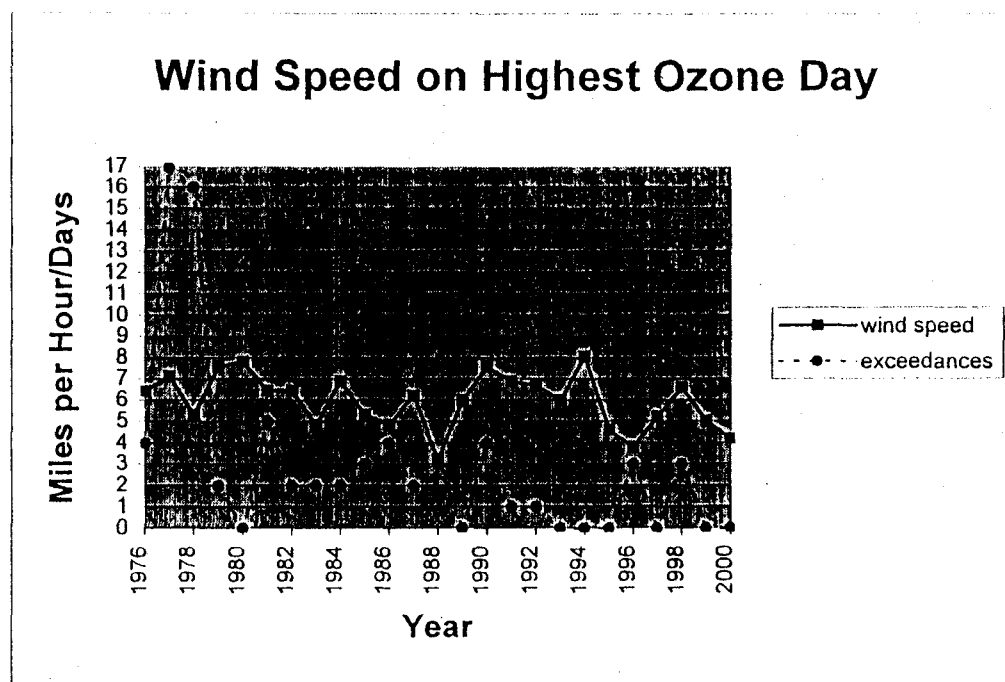
Year	90 +	Exceedance	Date of Highest O3 value
1976	1	4	31-Aug
1977	14	17	16-Aug
1978	12	16	25-Jul
1979	9	2	17-Jul
1980	16	0	21-Jul
1981	17	5	11-Aug
1982	14	2	02-Sep
1983	3	2	30-Jul
1984	7	2	08-Aug
1985	18	3	19-Jul
1986	17	4	13-Jun
1987	22	2	29-Jun
1988	16	3	20-Jul
1989	5	0	12-Jul
1990	20	4	12-Jul
1991	16	1	02-Jul
1992	17	1	17-Aug
1993	7	0	04-Aug
1994	13	0	21-Jul
1995	10	0	18-Jul
1996	21	3	26-Jul
1997	9	0	20-Jul
1998	15	3	28-Jul
1999	5	0	27-Jul
2000	5	0	



Attachment E
Meteorology

Wind Speed on the Highest Ozone Day In Each Year
(average of 4 a.m. to 4 p.m. speeds)
NOAA, National Climatic Data Center

<u>Year</u>	<u>Wind</u>	<u>Date of Highest O3 value</u>
1976	6.44	31-Aug
1977	7.13	16-Aug
1978	5.29	25-Jul
1979	7.59	17-Jul
1980	7.82	21-Jul
1981	6.44	11-Aug
1982	6.44	02-Sep
1983	4.83	30-Jul
1984	6.9	08-Aug
1985	5.29	19-Jul
1986	4.83	13-Jun
1987	6.21	29-Jun
1988	3.22	20-Jul
1989	5.98	12-Jul
1990	7.59	12-Jul
1991	6.9	02-Jul
1992	6.67	17-Aug
1993	5.98	04-Aug
1994	8.05	21-Jul
1995	4.6	18-Jul
1996	3.8	26-Jul
1997	5.2	20-Jul
1998	6.6	28-Jul
1999	5	27-Jul
2000	4.2	17-Jul



Attachment E
Meteorology

Portland Temperatures On Exceedance Days 1998

<u>1998</u>	<u>Max Temp</u>	<u>Status</u>
26-Jul	99	broke 1988 max temp record
27-Jul	101	broke 1973 max temp record
28-Jul	101	broke 1972 max temp record

Attachment F
Summary of Emission Reductions Shortfall from Vehicle Inspection Program

	<u>VOC</u>	<u>NOx</u>
No gas cap test	1.4	
No purge test	3.0	
No final cutpoints 1981- '89 ¹	1.0	1.3
Total IM program shortfall	5.4	1.3

¹ VOC is somewhat understated, see page 2 footnote.

Attachment F

VOC/NOx estimated losses from interim cutpoints

	<u>VOC</u>	<u>NOx</u>
Final cutpoints	0.8	2.0
Interim cutpoints ¹	2.0	3.0
<u>Emission Factors</u>		
No I/M	2.126	2.146
Final cutpoints	1.915	1.981
Interim cutpoints	1.956	2.036
Benefit final cutpoints (gpd)	0.211	0.165
Benefit interim cutpts (gpd)	0.17	0.11
2000 VMT ²	24263500	24263500
<u>Tons per day benefit</u>		
final cutpoints	4.9	3.8
interim cutpoints	3.9	2.6
Tons per day lost credit	1.0	1.3

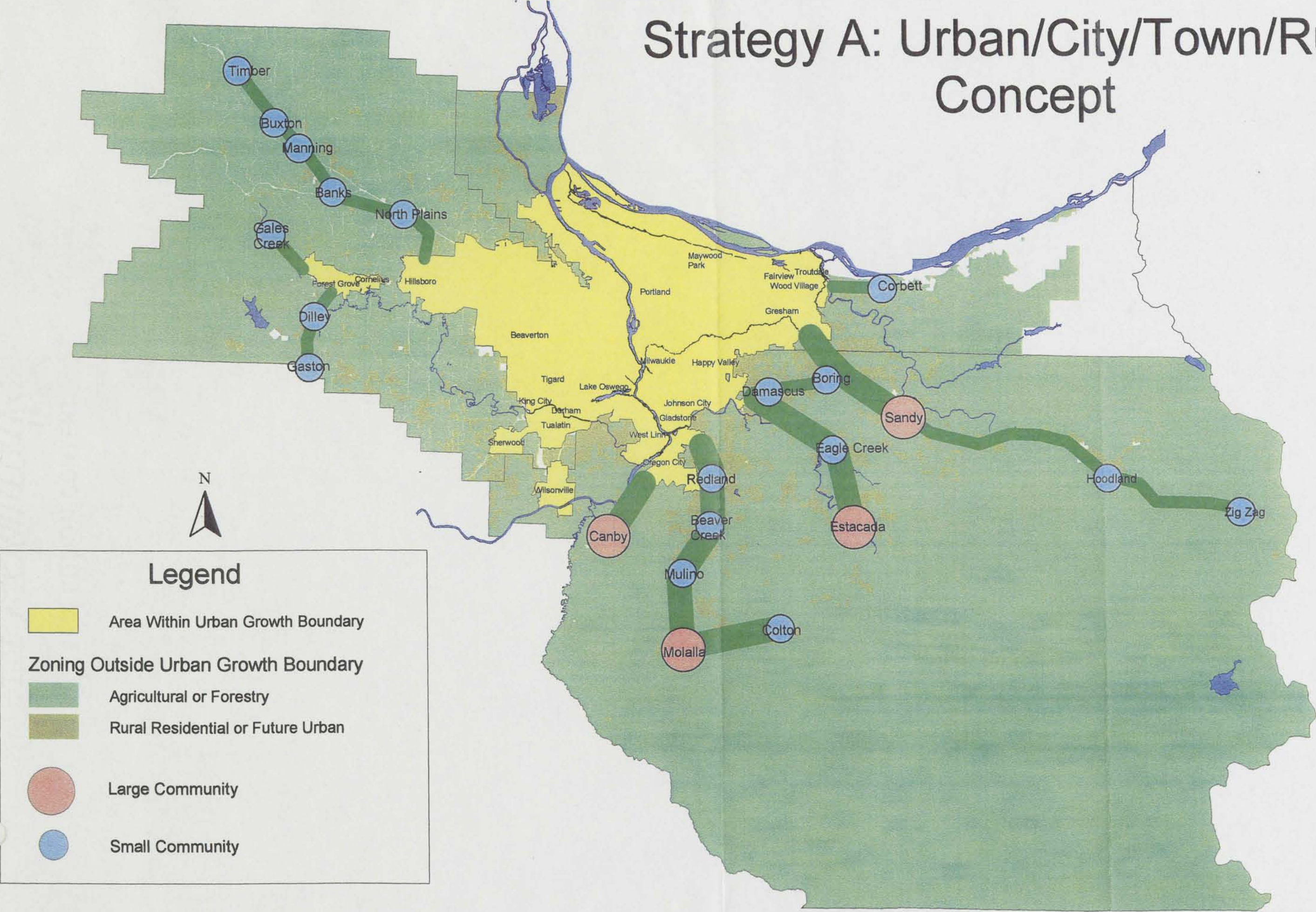
¹ MOBILE is not set up to calculate EF's from interim cutpoints.

1.8 HC and 3.0 NOx are the lowest interim cutpoints available and are the cutpoints used.

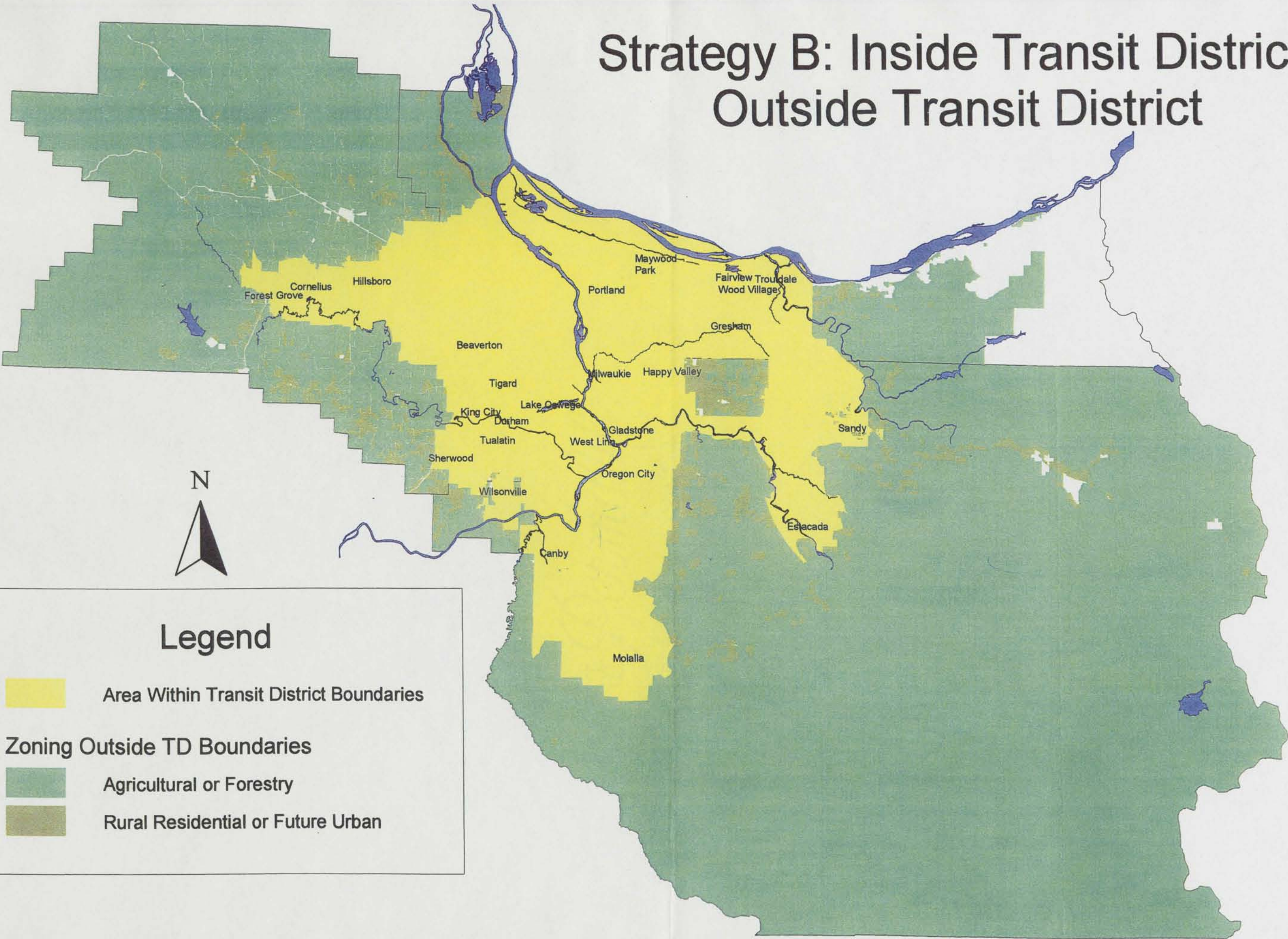
Thus, lost credit is understated for VOC, but is correct for NOx.

² Maintenance plan p. D1-4-3-67, adjusted for 50% of ECO VMT reduction.

Strategy A: Urban/City/Town/Rural Concept



Strategy B: Inside Transit District/ Outside Transit District



Legend



Area Within Transit District Boundaries



Agricultural or Forestry

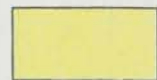


Rural Residential or Future Urban

Strategy C: Tri-County



Legend



Area Within County Boundaries

COMMITTEE TITLE J PACT

DATE 2-8-01

NAME

AFFILIATION

Many Leguy	WSDOT
Annette Spite	OEQ
Kay Van Sickle	ODOT
Roy ROGERS	WASHINGTON County
CHARLIE HALE	Portland
FRED HANSEN	TRI-MET
Andy Cotugno	Metro
Rex Bonkhuber	Metro Council
ROB DRAKE	CITIES OF WASH. CO.
Bill Guernsey	Clackamas Co
Lorrie Roberts	Multnomah Co.
Red Park	Metro
KARL RODE	C ³
Harry Haverkamp	Cities Mult. Co.
Dave Johnson	Port of Portland
Robert Paine	MULTNOMAH Co,
STEPHAN LASHBROOK	CITY of WILSONVILLE
Mike Hoglund	Metro

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COMMITTEE TITLE J PACT

DATE 2-8-01

NAME

AFFILIATION

Patti Seastrom	DEQ
Don Mills	Tri-Met
Deb Wallace	WSDOT
Sam Sam	CITY OF LAKE OSWEGO undecipherable
Beckie Lee	Comm. Cruz's office
Patty Fink	Tri-Met
Suzanne Kuse	Rep. Hooley
Theresa Weil	WSDOT
Bernie Bottomly	Tri-Met
Dick Feeney	Tri-Met
Thomas Briggs Junction Markquist	- Earl of Blumenthal
Kidul Foul	Metro
Gary Ketsion	Citizen-TPAC
Ross Williams	CLF/CST
Brian Newman	Milwaukee City Council
John Kist	Clarkamas County
Karen Schilling	Multnomah County
STEVE DOTTERER	CITY OF PORTLAND STAFF

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COMMITTEE TITLE J PACT

DATE 2-8-01

NAME

AFFILIATION

Ron Papsdorf

Gresham -
Cities of Mult. Co.

Kathy Leblond

Washington County

Lynn Peterson

Tri-Met

Martha Bennett

City of Milwaukie

Dave Williams

ODOT

Sharon Kelly

Metro

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