

DRAFT

RESOLUTION NO.

Expressing JPACT's concerns with the Metro Intergovernmental Relations Committee's proposed study of merging Metro with the Tri-County Metropolitan Transportation District of Oregon (Tri-Met).

Whereas, the region's success in transportation has been achieved through cooperation among state, regional, and local governments; and

Whereas, JPACT's responsibilities include advising the Metro Council on transportation matters, and

Whereas, Metro will be considering a study of merger with Tri-Met, as proposed by their Intergovernmental Relations Committee; and

Whereas, the Intergovernmental Relations Committee proposal does not include the involvement of JPACT, local governments, or other interest groups; and

Whereas, the committee has not adequately informed representatives of JPACT and local governments on the purpose and scope of the Tri-Met merger study; and

Whereas, JPACT has responsibility for regional transportation planning, including transit and highway systems; and

Whereas, local government comprehensive plans and the Regional Transportation Plans depend on a successful transit system; and

Whereas, the region's transportation focus at this time is to achieve funding for the Westside LRT Project, the region's number one priority; and

NOW, THEREFORE, BE IT RESOLVED by the Joint Policy Advisory Committee on Transportation that any proposed Tri-Met merger study be conducted by JPACT with the involvement of other interest groups; and

BE IT FURTHER RESOLVED, that any consideration of this matter recognize the priority of the Westside LRT Project.

July 11, 1990
Comm. Earl Blumenauer

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 90-1296 FOR
THE PURPOSE OF ENDORSING A TRI-MET GRANT
APPLICATION FOR A RESEARCH, DEVELOPMENT, AND
DEMONSTRATION PROJECT

Date: June 28, 1990

Presented by: Andrew Cotugno

PROPOSED ACTION

This resolution would endorse Tri-Met's grant application for an Urban Mass Transportation Administration (UMTA) Section 6 research, development, and demonstration project:

UMTA Funds	\$54,000
Tri-Met Funds.	<u>36,000</u>
	\$90,000

TPAC has reviewed this project and recommends approval of Resolution No. 90-1296.

FACTUAL BACKGROUND AND ANALYSIS

UMTA is authorized to approve grants to undertake research, development, and demonstration projects (Section 6) in all phases of urban mass transportation including the development, testing and demonstration of new facilities, equipment, techniques and methods.

UMTA has encouraged Tri-Met to participate in a Section 6 project for the implementation analysis of a Flexible Operations and Command and Control System. The West German version to be studied integrates several fixed-route transit and flexible-route paratransit transportation services using highly innovative techniques.

A complete description of the proposed project is detailed in Exhibit A to the resolution.

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ENDORSING A) RESOLUTION NO. 90-1296
TRI-MET GRANT APPLICATION FOR A) Introduced by David Knowles,
RESEARCH, DEVELOPMENT, AND) JPACT
DEMONSTRATION PROJECT)

WHEREAS, The Urban Mass Transportation Administration (UMTA) is authorized to undertake research, development, and demonstration projects (Section 6) in all phases of urban mass transportation; and

WHEREAS, Tri-Met has been encouraged by UMTA to participate in such a project; and

WHEREAS, The project calls for an implementation analysis for a Flexible Operations Command and Control System (FOCCS) as detailed in Exhibit A; now, therefore,

BE IT RESOLVED:

That the Council of the Metropolitan Service District hereby declares:

1. That the grant application of Tri-Met for a Section 6 research, development, and demonstration project is hereby endorsed:

UMTA Funds	\$54,000
Tri-Met Funds.	<u>36,000</u>
	\$90,000

2. That the Transportation Improvement Program be amended to reflect these actions.

3. That the Council of the Metropolitan Service District finds the project in accordance with the Regional

Transportation Plan and hereby gives affirmative Intergovernmental Project Review approval.

ADOPTED by the Council of the Metropolitan Service District this ____ day of _____, 1990.

RES. 90-1296
BP:lmk
6-28-90

EXHIBIT A

AN IMPLEMENTATION ANALYSIS FOR A
FLEXIBLE OPERATIONS COMMAND AND CONTROL SYSTEM (FOCCS)
IN PORTLAND, OREGON

SUMMARY

Tri-Met is seeking an UMTA-funded grant to (1) conduct a critical review of a West German automated command and control system that integrates fixed-route transit, dial-a-ride minibus, and contract taxi services, (2) evaluate the technical and economic feasibility of adding audiotex/videotex components, carpool matching capabilities, and Intelligent Vehicle Highway System (IVHS) components to the system, (3) evaluate the technical requirements to add a FOCCS component to Tri-Met's central control plans, (4) evaluate the cost-effectiveness of FOCCS in Portland's rapidly growing suburbs and other low density areas, and (5) design an operational test for those components which would be suitable for the Portland area.

BACKGROUND

The Americans with Disabilities Act and increasing demands for elderly and disabled services will require a greater integration of fixed-route and door-to-door services. Additionally, a Tri-Met survey found that less than one percent (1%) of commuters who live and work in Portland's suburbs use public transportation to get to work. This low transit ridership rate, combined with high population and employment growth rates and limited resources for new road construction means that traffic congestion will be a growing problem in Portland's suburbs during the next few years unless something is done now.

Although Tri-Met's bus and rail transit services are doing a good job in reducing the use of cars for commuter trips within Portland's city limits and for trips between the suburbs and downtown, these fixed-route transit modes alone are not well suited for many trips within the suburbs and to business parks. The costs of fixed-route bus and rail are too high unless smaller local and feeder services are available.

During the past decade, the Federal Republic of Germany (West Germany) developed the Flexible Operation Command and Control System (FOCCS) that integrates several fixed-route transit and flexible-route paratransit transportation services. FOCCS utilizes computer terminals at numbered checkpoints (e.g. bus stops, shopping centers, train stations, ferry terminals) to collect trip requests (e.g. origin checkpoint number, destination checkpoint number, size of party) from riders. Based on historical travel patterns, the FOCCS central computer assigns the most cost-effective transit or paratransit vehicle available to pick up the waiting passengers at the checkpoint. The vehicle's description, scheduled arrival time and other pertinent information are transmitted back to the waiting passengers via the computer terminal. FOCCS also uses "smart cards" for billing and/or security purposes.

Tri-Met cosponsored a seminar on FOCCS in Portland by a team of West German transportation experts in 1987. Although the ridership gains and the cost reduction benefits of FOCCS in West Germany are impressive, it is not clear that comparable gains could be achieved in the United States without some important modifications. West German cities have fewer automobiles per capita and higher gasoline costs and greater population densities than Portland and most other U.S. cities. Pending requirements to increase door to door service to the disabled along with recent developments in computers and telecommunications, however, may make it possible to modify FOCCS and develop a command and control system that is cost-effective for U.S. cities and counties.

One area of technology which may prove beneficial to transportation management is audiotex/videotex. During the past decade, newspapers, banks and other companies in the United States have established audiotex and videotex operations to provide business and residential users with a wide variety of new information services (e.g. home-banking, teleshopping, electronic mail, sports scores, weather forecasts, transit schedules) over ordinary telephone lines. Audiotex patrons use touchtone telephones to directly enter and receive information from remote computer systems. Videotex patrons use either computer terminals or personal computers (PC's) to directly enter and receive this information. Prodigy, a joint venture between IBM and Sears, has recently started offering videotex services in the Portland metropolitan area.

Also, during the past year, the U.S. Department of Transportation (USDOT) announced its support for a greatly expanded Intelligent Vehicle-Highway Systems (IVHS) program. IVHS is an umbrella term for a group of technologies that use computers, telecommunications and electronics to improve mobility and reduce congestion, air pollution, gasoline consumption and traffic accident rates. IVHS now includes the use of videotex and audiotex technologies in Advanced Traveller Information Systems (ATIS) that can provide the public with timely and accurate information about alternative transit, paratransit, taxi and ridesharing services. FOCCS is one example of an IVHS/ATIS application.

OBJECTIVES

The first objective of this project is to conduct a critical review of FOCCS and its applicability to Portland and other U.S. cities. This supports the National Transportation Policy (NTP) plan "to learn of and share information about innovative transportation technologies and operations being delivered around the world".

The second objective is to determine if FOCCS would be a good foundation on which to build a public transportation (including taxi and ridesharing) command and control system for Portland and/or the U.S. market. West Germany has invested years and many millions of dollars developing and testing the FOCCS software. Although FOCCS does not support rideshare matching features, audiotex/videotex inquiries, or IVHS components at present, the U.S. may be able to save considerable time and money by adding these features to FOCCS rather than starting the design and development of a public transportation command and control system from scratch.

Tri-Met is at an appropriate point to consider FOCCS application because Tri-Met is presently implementing a central dispatch operation for all elderly and disabled services in the three-county Portland metropolitan area. A study will commence soon to evaluate the creation of a centralized operations control for light rail, bus, paratransit and customer information. This centralized control study will include an assessment of state of the art dispatching and automatic vehicle locating (AVL) systems, key components to any operation command and control system.

A third objective will be to determine if a modified FOCCS could provide cost-effective alternatives to the single occupancy vehicle in Portland's suburbs, business parks, and low density areas. The Suburban Transit Study concluded that in Washington County, only 0.6% of home based, non-work trips and 0.9% of work trips within Washington County are made by transit. And as much as this demonstrates the failure of transit to serve the suburban market, it also demonstrates the opportunity for non-traditional modes to tap this large market. The question is whether FOCCS program could tap this market in a more cost effective way than present alternatives allow.

A fourth objective is to determine what hardware and software and operating requirements would be necessary to incorporate the West German command and control system, or similar system, into the paratransit central dispatch or the planned centralized operation and control for all of Tri-Met's service.

A final goal is to develop a plan for an operational test of a modified FOCCS system for a portion of the Portland area. There are numerous communities within the Portland metropolitan area which would be conducive to a test of a FOCCS type system. Some analysis must take place to determine if factors such as local services, localized commuting to employment, an active senior center and a cooperative telephone company are available. These and other factors would increase the likelihood that a small scale test would be indicative of a larger example.

FINAL REPORT

A report addressing these issues will be written and specifically include:

- 1) An analysis of the present capabilities and cost-effectiveness of FOCCS.
- 2) An assessment of the cost, time and problems to add the following specific capabilities to FOCCS.
 - a) rideshare matching
 - b) audiotext/videotext inquiry
 - c) other IVHS features
- 3) An evaluation of the cost-effectiveness of FOCCS in Portland with and without a, b and c above.
- 4) An assessment of how FOCCS could be integrated with the Paratransit Dispatching Operation and/or Tri-Met's planned Centralized Operations Control.
- 5) A plan for testing the FOCCS program.

PROPOSED FEDERAL/LOCAL MATCH

\$ 54,000	UMTA Funds	60%
<u>36,000</u>	Tri-Met Funds	<u>40%</u>
\$ 90,000	Total	100%

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ESTABLISHING) RESOLUTION NO. 90-1300
A REGIONAL COMPACT DEFINING THE) Introduced by Rena Cusma,
POLICY FRAMEWORK FOR DETERMIN-) Executive Officer
ING HOW TO MEET THE REGIONAL)
SHARE OF THE FUNDING REQUIRE-)
MENTS FOR LIGHT RAIL PROJECTS)
AND ENDORSING A FUNDING PLAN FOR)
THE WESTSIDE CORRIDOR PROJECT)
AND INITIATION OF AN EAST PORT-)
LAND/CLACKAMAS COUNTY PROJECT)

WHEREAS, The Regional Transportation Plan adopted by Ordinance No. 89-282 identifies light rail transit (LRT) expansion as a key element of meeting the region's transportation needs; and

WHEREAS, The Council of the Metropolitan Service District adopted Resolution No. 89-1035 defining a comprehensive transportation finance strategy including funding for LRT; and

WHEREAS, The next regional priorities for LRT funding include the Westside Corridor project from downtown Portland to Hillsboro and an East Portland/Clackamas County project; and

WHEREAS, A regional share of matching funds will be required in addition to state and federal funding for each of these projects to implement the final approved base project; and

WHEREAS, There will be regionwide and direct user benefits derived from these base projects; and

WHEREAS, Local governments may wish to add features to the project to meet local objectives; and

WHEREAS, The Transportation 2000 Committee and JPACT have recommended this LRT financing compact involving regionwide,

user and local funding sources; now, therefore,

BE IT RESOLVED:

That the Council of the Metropolitan Service District

1. Adopts the Regional Compact as reflected in Exhibit A as the policy framework for determining how to meet the regional share of the funding required for light rail transit projects and declares its intent to incorporate this financing policy in the next update to the Regional Transportation Plan.

2. Based upon the policy framework defined in the Regional Compact, endorses proceeding with the funding plan for the Westside Corridor project and initiation of an East Portland/Clackamas County project as reflected in Exhibit B.

ADOPTED by the Council of the Metropolitan Service District this ____ day of ____, 1990.

Tanya Collier, Presiding Officer

EXHIBIT A

REGIONAL COMPACT ON LIGHT RAIL FUNDING

Scope of Compact

1. This compact defines the regional guidelines for determining how to meet the regional share requirements for light rail capital construction costs.
2. This compact applies to all light rail projects proposed for funding by JPACT.
3. Capital construction costs covered by this compact include:
(a) project development, engineering and design studies,
(b) right-of-way acquisition, (c) construction, (d) electrification, and (e) vehicle purchase.
4. The regional match requirement for a project is equal to the total project cost minus the federal share minus the state share. The actual percentage split between these sources will depend on the federal legislation in effect at the time, the characteristics of the project and other practicalities.

Policy

1. The regional match is the shared responsibility of Tri-Met, Metro, Multnomah County, Clackamas County, Washington County, Portland, and other cities specifically served by a project.
2. The regional match shall be met through the financial participation of groups or areas (defined on the basis of jurisdictional boundaries) in relation to the benefit they receive.
3. The amount of financial participation by or within a jurisdiction is a function of (a) its share of regionwide benefit, (b) its user benefits and (c) its local benefits.

Regionwide Benefit

1. Each rail project proposed for funding by JPACT has a general regionwide benefit due to the ability of the regional rail system to help meet regional objectives regarding: air quality, highway service levels, urbanization, jobs, transit efficiency and others.
2. The regional match for each base light rail project will, in part, be funded from a regionwide revenue source.

3. The base project is that combination of design and alignment options which is approved by the project steering committee and the implementing agency as meeting regional objectives.
4. The actual source of these regionwide funds will be determined on a project-by-project basis but would include such sources as (a) regional bonds or levies, (b) regional vehicle fees or taxes for constitutionally allowed purposes (if any), and (c) pools of funds derived from a metropolitanwide base (including funds from Clark County, Washington, if extended across the Columbia River).

User Benefit

1. User benefit participation is a contribution towards the regional match of a base project by governments whose constituencies are directly served by the light rail project. User benefits are received by (a) residents served by the project, (b) businesses served by the project, and (c) customers of public attractors or facilities served by the project.
2. The amount of user benefit participation in the regional match for a project will be determined on a project-by-project basis.

Local Benefits

1. Each light rail project will have a local benefit due to its ability to help meet local comprehensive plan objectives regarding urban design, development and others.
2. These local benefits may accrue to a community from modifications to the base project requested or required by the local jurisdiction.
3. The regional match requirements associated with modifications to the base project to meet local objectives is the responsibility of the requesting jurisdiction.

Source of User and Local Benefit Matching Funds

1. The source of revenue for the user benefit and local benefit portions of the regional match is to be determined by the responsible jurisdiction unless JPACT were to find a particular source detrimental to the region's interest.

Implementation

1. Each jurisdiction receiving local and/or user benefits shall adopt a resolution of intent to fulfill its agreed-upon

regional match responsibility prior to final approval of the regionwide revenue source. The resolution of intent shall state the amount and due date(s) of all user and local benefit contributions towards the regional match requirement.

2. Subsequent to the approval of the regionwide revenue source but prior to signing of the federal Full-Funding Agreement for the project, each jurisdiction providing user or local benefit match shall adopt a formal Intergovernmental Agreement which obligates the specified revenue to the project in accordance with the agreed-upon due date.
3. Tri-Met shall establish two accounts:
 - a. The Westside Light Rail Construction account.
 - b. The East Portland/Clackamas County Light Rail account.
4. Upon passage of the General Obligation Bond measure, \$110 million of bond authorization will be allocated to the Westside Light Rail Construction account. In addition, \$21 million of "user benefit" revenues are to be committed to the account as recommended by T-2000. The Westside Policy Steering Group shall recommend the use of the Westside Light Rail Construction account to the Tri-Met Board.
5. Upon passage of the General Obligation Bond measure, \$15 million of bond authorization will be allocated to the East Portland/Clackamas County Light Rail account. In addition, \$2 million of "user benefit" revenues are to be committed to the account as recommended by T-2000. The East Portland/Clackamas County Policy Steering Group shall recommend the use of the East Portland/Clackamas County Light Rail account to the Tri-Met Board.
6. Bond proceeds and "user benefit" revenues in the light rail accounts will be used for the base project. The base project will not be enhanced subsequent to executing the Full-Funding Agreement with revenues from the initial bond or initial "user benefit" contributions.
7. Revenues initially allocated to the East Portland/Clackamas County Light Rail account will not be expended for purposes other than alternatives analysis and engineering until such time as the federal Full-Funding Agreement for the Westside Light Rail project is fully executed.
8. It is the intent that the funds made available to the Westside Light Rail Construction account, that are not required for the final base project and not needed for financing

contingencies, will be transferred to the East Portland/Clackamas County Light Rail account. Subsequent to executing the Full-Funding Agreement for the Westside Light Rail project, unused Westside Light Rail Construction funds may be transferred to the East Portland/Clackamas County account. Such transferred funds may not be obligated until such time as the Westside project is fully under contract for construction.

9. If needed, the Westside project may apply for revenue from the East Portland/Clackamas County Light Rail account.
10. An annual status report of each account will be submitted annually to JPACT.

SS:lmk
90-1300.RES
7-11-90

EXHIBIT B

FUNDING PLAN FOR THE REGIONAL SHARE OF LIGHT RAIL TRANSIT

I. Regionwide Revenue Source

The primary focus of this funding plan is to secure matching funds to construct the Western extension of MAX. However, regional residents prefer to simultaneously fund prudent initial steps toward development of an East Portland/Clackamas County Max extension which makes progress toward a third line and reduces long-term costs for this corridor (such as engineering and early right-of-way acquisition). As such, it is recommended that the Tri-Met Board seek voter approval for a \$125 million General Obligation Bond measure for the following program:

- A. \$110 million toward the regional share of matching funds for the Westside MAX construction. This estimate includes funding for the base Westside project plus a Capital Reserve Account as required by the Urban Mass Transportation Administration. This funding level assumes that the state will provide 12.5 percent matching funds and that up to 75 percent federal funding will be available for the project.
- B. \$15 million for initial steps on an East Portland/Clackamas County MAX project, including engineering studies and right-of-way acquisition.

The bond measure will permit Tri-Met to manage the distribution of these resources between the Westside MAX Construction account and the East Portland/Clackamas County account. However, the Regional Compact provides procedures and limitations on how transfers between accounts will be considered. This action is intended to allow decisions to implement these projects to proceed and is subject to final project approval in conformance with state and federal law. In addition, the Westside Policy Steering Group and an East Portland/Clackamas Policy Steering Group will recommend the use of these respective accounts to the Tri-Met Board and status of these accounts will be reported annually to JPACT.

II. Special Benefit Participation in MAX Implementation

To ensure that (a) the funding contributions are in relation to benefit and (b) maximum use is made of existing resources, consistent with the Regional Compact, it is recommended that those jurisdictions that represent benefitted

residents, businesses and users contribute toward the Westside and East Portland/Clackamas County LRT accounts established at Tri-Met. These funds, in combination with bond proceeds, state matching funds and federal funds, will be used for the base project approved for that corridor.

It is recommended that the following jurisdictions adopt a resolution of intent to participate in the Regional Compact for LRT financing and commit to provide their specified contribution:

Portland - \$1 million by December 1990 and \$6 million by July 1993 for Westside MAX.

Washington County - \$5 million by July 1993 for Westside MAX.

Tri-Met - \$1 million by December 1990 and \$6 million by July 1993 for Westside MAX.

Metro - \$2 million by July 1993 for Westside MAX with a zoo station.

Clackamas County - \$2 million by July 1993 for initiation of an East Portland/Clackamas County MAX line.

Additions to the base project requested by local jurisdictions will be incorporated into the project if additional funding is provided by that jurisdiction.

ACC:lmk
7-11-90
90-1300.RES

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ENDORSING) RESOLUTION NO. 90-1301
TRANSPORTATION FINANCING)
MECHANISMS) Introduced by Rena Cusma,
Executive Officer

WHEREAS, The Regional Transportation Plan, adopted by Ordinance No. 89-282, identifies a comprehensive transportation improvement program for the Portland metropolitan area; and

WHEREAS, Resolution No. 89-1035 adopted a comprehensive financing strategy for major highway corridors, LRT construction, urban arterials and expanded transit operations; and

WHEREAS, Oregon Revised Statutes, Chapter 864, allows Metro to seek voter approval for a local option vehicle registration fee under certain conditions; and

WHEREAS, Resolution No 90-1300 provides for endorsement of a financing plan for Westside LRT construction and initiation of LRT in the East Portland/Clackamas County area; now, therefore,

BE IT RESOLVED,

That the Council of the Metropolitan Service District

1. Endorses proceeding with implementation of a local option vehicle registration fee consistent with the concept draft for the statutorily required Intergovernmental Agreement defined in Exhibit A.

2. Directs staff to prepare the full Intergovernmental Agreement consistent with Exhibit A for submission to Metro, Multnomah County, Clackamas County, Washington County, City of Portland and Tri-Met for approval.

3. Endorses proceeding with a ballot measure for the regionwide share of the local matching funds for the construction of preferred East Portland/Clackamas County alternative after the Preferred Alternative Report is submitted for approval.

4. Endorses working with Tri-Met to ensure that additional operating revenues are secured by July 1993 to permit expansion of bus and LRT service throughout the region.

ADOPTED by the Council of the Metropolitan Service District this ____ day of _____, 1990.

Tanya Collier, Presiding Officer

EXHIBIT A

CONCEPT DRAFT OF INTERGOVERNMENTAL AGREEMENT
ON A REGIONAL VEHICLE REGISTRATION FEE FOR ROADS

A. Purpose of Intergovernmental Agreement

1. Meet requirement of ORS which permits vote on Vehicle Registration Fee.
2. Establish Metro as the lead agency.
3. Establish time frame for regional ballot.
4. Specify process to finalize regional ballot measure.
5. Establish procedures for administering funds if regional measure passes.
6. Terminate if regional ballot measure does not pass within specified time period.

B. Time Frame

1. The regional measure shall be on the ballot on an election date by November 1992.
2. The specific election date will be determined in accordance with the procedures set forth in this intergovernmental agreement.
3. This intergovernmental agreement terminates effective December 1, 1992 unless the regional Vehicle Registration Fee measure has passed.

C. Purpose of Vehicle Registration Fee

1. Revenues from the Vehicle Registration Fee must concern arterials, collectors or other improvements designated by JPACT as required by ORS.

D. Amount of Fee

1. The regional Vehicle Registration Fee shall be an amount equal to the state fee.

E. Annual Allocation of Proceeds to Regional Arterial Funds

1. Metro shall establish five distinct sub-funds to the Regional Arterial Fund.

- The Multnomah County Regional VRF Fund
 - The Clackamas County Regional VRF Fund
 - The Washington County Regional VRF Fund
 - The City of Portland Regional VRF Fund
 - The Regional Allocation VRF Fund
2. Prior to allocating gross proceeds to the five funds, Metro is appropriated one-tenth of one percent of gross proceeds (net of deductions by DMV) for administrative costs.
 3. Three-quarters of the remaining net proceeds will be allocated to the sub-funds on the basis of their pro-rata share of regional vehicle registrations.
 4. The remaining one-quarter of the net proceeds shall be allocated to the Regional Fund.
 5. Interest earnings derived from each sub-fund shall accrue to that sub-fund and be allocated and disbursed in accordance to the procedures of that sub-fund.

F. Allocation of Revenue in Funds to Projects

1. Monies within the Regional Arterial Fund may be disbursed only for a program of projects recommended by JPACT.
2. The Metro Council may choose to accept the recommendation or remand it to JPACT for revision.

G. Procedures for Ballot Measure

1. JPACT shall recommend a resolution to place the regional Vehicle Registration Fee on the ballot. This resolution is to specify the precise Vehicle Registration Fee program and election date.
2. The Metro Council may choose to accept the recommendation or remand it to JPACT for revision.

H. Amendments to Intergovernmental Agreement

1. This intergovernmental agreement may be amended by mutual agreement of the signatories.

I. Termination of Intergovernmental Agreement

1. This intergovernmental agreement may be terminated by the written request of two-thirds of the signatories. Termination of the intergovernmental agreement will terminate the regional Vehicle Registration Fee effective at the beginning of the calendar year following the termination request.



METRO

Memorandum

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

Date: July 3, 1990

To: JPACT

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

Re: Transportation 2000 Finance Recommendations

Attached are the "Draft" recommendations of the Transportation 2000 Committee. These recommendations will be finalized at its meeting of July 9 in time for JPACT's consideration on July 12. The timing for proceeding with these recommendations is critical to allow placing of a measure on the November ballot by the July 25 deadline.

Several major areas of transportation finance are covered by these recommendations:

1. Proceeding with a \$125 million General Obligation bond measure placed on the ballot by Tri-Met to provide the region's share of the local match needed for the Westside project plus allow initiation of transit improvement on the Eastside and to Clackamas County.
2. Supporting the additional contribution of \$23 million from jurisdictions representing directly benefitted user groups resulting from the Westside and Eastside/Clackamas County projects as follows:

Portland	\$ 7 million
Washington County.	5
Metro (Zoo).	2
Tri-Met.	7
Clackamas County	<u>2</u>
	\$23 million

3. Recommending adoption of a regional policy framework for LRT finance -- or a Regional Compact -- that provides for a regional funding source plus jurisdictional contributions for the basic LRT project ultimately approved for construction plus local funding for any project add-ons requested by a local government. This is to ensure that the total funding package for a project is equitable in terms of areas and interests paying for an improvement commensurate with the benefits that they realize.

JPACT

July 3, 1990

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4. Commitment to proceeding with such a funding strategy for implementation of the Eastside/Clackamas improvement at the time such an improvement is finalized.
5. Commitment to seeking funds needed for transit operations for expanded regionwide LRT and bus service.
6. Proceeding with implementation of a regional vehicle registration fee by Metro within the next two years for funding of arterial improvements. It is recommended that the Intergovernmental Agreement required by legislation be initiated now so that the specific improvement program can be developed and placed on the ballot after the LRT finance measure passes.

Also included in the packet is a summary table of the polling response to different levels of a General Obligation bond measure used to evaluate voter sensitivity.

The key issue remaining to be addressed by the T-2000 Committee is the degree of flexibility to include in the ballot measure for use of the funds for bus-related improvements. This is particularly a concern for the funds set aside for an Eastside/Clackamas County improvement where there is uncertainty about the improvement that will ultimately be recommended.

A resolution adopting these recommendations will be introduced at the July 12 JPACT meeting. If you have any questions, feel free to call in advance.

ACC:lmk

Attachment

Date: June 28, 1990
To: T-2000
From: Transportation Managers Advisory Committee (TMAC)
Subject: Recommendations on Regional Light Rail Program

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In response to the T-2000 request, TMAC has prepared technical analyses, surveyed regional attitudes and evaluated financing scenarios. Based on the results of these activities, TMAC offers the following recommendations for a T-2000 mark-up and approval.

I. Regional Compact on Light Rail Funding

Background

A recommendation on the regional match for the Westside MAX line raises important regional policy issues regarding:

- (a.) Future extensions of the regional rail system.
- (b.) Regional funding equity.
- (c.) Institutional responsibilities.

The Regional Compact attached as Exhibit A proposes a policy context for the T-2000 recommendation and future JPACT decisions on regional funds to expand MAX. In short the Compact proposes regional match for light rail construction to come from a combination of (a) a regionwide revenue source (such as a G.O. Bond) and (b) a special benefit source from jurisdictions directly affected by the MAX line. This policy ensures that funding contributions are in proportion to benefits received.

Recommendation

T-2000 recommends that JPACT and affected governmental entities adopt the Regional Compact as regional policy.

II. Regional General Obligation Bond

Background

The primary focus of the current funding initiative is to secure matching funds to construct a Westside MAX line. However, regional residents (by a 2-1 margin) prefer to simultaneously fund prudent initial steps towards the development of a East Portland/Clackamas County MAX line which reduce the long-term development costs of the system

(such as engineering studies, purchase of right-of-way and similar initial measures).

Recommendation

T-2000 recommends to JPACT and Tri-Met that Tri-Met seek a \$125 million General Obligation bond for the following base program:

- (a.) \$110 is estimated for the regional match for Westside MAX construction. This estimate includes \$80 million for the base Westside MAX project plus a \$30 million Capital Reserve Account. The Capital Reserve Account is required by the Urban Mass Transportation Administration (UMTA) as a condition of receiving a federal Full Funding Agreement.
- (b.) \$15 million is estimated for initial activities on East Portland/Clackamas County MAX line including engineering and purchase of right-of-way.

The bond measure will permit Tri-Met to manage the distribution of bond proceeds between these program elements. TMAC will monitor the expenditure of bond proceeds to ensure regional participation and coordination.

III. Special Benefit Participation in the Regional Match for Westside MAX Construction

Background

To ensure (a) that the funding contributions are in relation to benefit and (b) that maximum use is made of existing resources, TMAC proposes that the specially benefitted governments contribute to a Light Rail Construction Fund to be established at Tri-Met. Moneys deposited in the Fund will be used for match and non-federally eligible costs. This funding relates to the "User Benefits" section of the Regional Compact. Financial participation related to "Local Benefits" will be determined as part of the Preferred Alternative decision.

Recommendation

T-2000 recommends to JPACT, Tri-Met and affected governments the following levels and dates of special benefit participation.

- (a.) City of Portland: \$1 million by December 1990 and \$6 million by July 1993. (Westside MAX)
- (b.) Washington County (in association with Beaverton and Hillsboro): \$5 million by July 1993.

(c.) Metro: \$2 million by July 1993 (Zoo Station)

(d.) Tri-Met: \$1 million by December 1990 plus \$6 million by July 1993 (Westside MAX line)

(e.) Clackamas County: \$2 million by July 1993 (initial steps for East Portland/Clackamas County MAX line).

IV. Future Funding of Regional Match for the Construction of the East Portland/Clackamas County MAX Line

Background

The Regional Compact provides the policy context for future funding initiatives.

Recommendation

T-2000 recommends that JPACT propose a regional ballot measure for the regionwide match share of the preferred East Portland/Clackamas county alternative at the time JPACT approves the Preferred Alternative Report.

V. Transit Operating Funds

Background

While Tri-Met's operating balance sheets indicate adequate funds to operate the Westside MAX line, future service expansions will require additional operating revenues.

Recommendation

T-2000 recommends that JPACT work with Tri-Met to ensure that Tri-Met secures additional operating revenues by July 1993 to permit the service to expand in other corridors than the Westside.

EXHIBIT A
REGIONAL COMPACT ON LIGHT RAIL FUNDING

Scope of Compact

1. This compact defines the regional guidelines for determining how to meet the regional share requirements for light rail capital construction costs.
2. This compact applies to all light rail projects proposed for funding by JPACT.
3. Capital construction costs covered by this compact include (a) project development, engineering and design studies, (b) right-of-way acquisition, (c) construction, (d) electrification and (e) vehicle purchase.
4. The regional match requirement for a project is equal to the total project cost minus the federal share minus the state share. The actual percentage split between these sources will depend on the federal legislation in effect at the time, the characteristics of the project and other practicalities.

Policy

1. The regional match is the shared responsibility of Tri-Met, Metro, Multnomah County, Clackamas County, Washington County, Portland, and other cities specifically served by a specific project.
2. The regional match shall be met through the financial participation of groups or areas (defined on the basis of jurisdictional boundaries) in relation to the benefit they receive.
3. The amount of financial participation by or within a jurisdiction is a function of (a) its share of regionwide benefit, (b) its user benefits and (c) its local benefits.

Regionwide Benefit

1. Each rail project proposed for funding by JPACT has a general regionwide benefit due to the ability of the regional rail system to help meet regional objectives regarding: air quality, highway service levels, urbanization, jobs, transit efficiency and others.
2. The regional match of each base light rail project will, in part, be funded from a regionwide revenue source.

3. The base project is that combination of design and alignment options which is approved by the project steering committee and the implementing agency as meeting regional objectives.
4. The actual source of these regionwide funds will be determined on a project-by-project basis but would include such sources as (a) regional bonds or levies, (b) regional vehicle fees or taxes (if any) for constitutionally allowed purposes and (c) pools of funds derived from a metropolitan-wide base.

User Benefit

1. User benefit participation is a contribution towards the regional match of a base project by governments whose constituencies are directly served by the light rail project. User benefits are received by (a) residents served by the project, (b) businesses served by the project and (c) customers of public attractors or facilities served by the project.
2. The amount of user benefit participation in the regional match of a project will be determined on a project-by-project basis.

Local Benefits

1. Each light rail project will have a local benefit due to its ability to help meet local comprehensive plan objectives regarding urban design, development and others.
2. These local benefits may accrue to a community ~~from the base project or~~ from modifications to the base project requested or required by the local jurisdiction.
3. The regional match requirements associated with modifications to the base project to meet local objectives is the responsibility of the requesting jurisdiction.

Source of User and Local Benefit Matching Funds

1. The source of revenue for the user benefit and local benefit portions of the regional match is to be determined by the responsible jurisdiction unless JPACT were to find a particular source detrimental to the region's interest.

Implementation

1. Each jurisdiction receiving local and/or user benefits shall adopt a resolution of intent to fulfil its agreed-upon regional match responsibly prior to final approval of the regionwide revenue source. The resolution of intent shall state the amount and due date(s) of all user and local benefit contributions towards the regional match requirement.
2. Subsequent to the approval of the regionwide revenue source but prior to signing of a full funding agreement, each jurisdiction providing user or local benefit match shall adopt a formal inter-governmental agreement which obligates the specified revenue to the project in accordance with the agreed-upon due date.

TABLE 1
SENSITIVITY OF VOTERS
TO TAX RATE

	ANNUAL COST PER \$70,000 HOME	TOTAL			BREAKDOWN				
		YES %	DK5 %	NO %	CERTAIN YES %	MIGHT YES %	DK5 %	MIGHT NO %	CERTAIN NO %
\$ 50 m.	\$10 (1)	68	12	20	NA	NA	NA	NA	NA
\$ 75 m.	\$15 (1)	67	10	23	NA	NA	NA	NA	NA
\$100 m.	\$20 (2)	64	9	28	46	18	9	5	23
\$125 m.	\$24 (3)	53	13	34	46	7	13	5	29
\$175 m.	\$35 (4)	36	20	44	30	6	20	9	35

NOTES

- 1) Computed from Q,8,9 and 10 of Survey 1.
- 2) Average of Q8 Survey 1 and computed value of Q3,4 and 5 of Survey 2.
- 3) Q3 of Survey 2. ("Likely Voters" in a "Medium Turnout" Election).
- 4) Computed from Q3 and Q6 of Survey 2.
- 5) Don't knows include "leaners" from base question.

Date: June 13, 1990
To: T-2000
From: Transportation Managers Advisory Committee (TMAC)
Subject: CONCEPT DRAFT OF INTERGOVERNMENTAL AGREEMENT (IGA)
ON A REGIONAL VEHICLE REGISTRATION FEE (VRF) FOR
ROADS

I. PURPOSE OF IGA

1. Meet requirement of ORS which permits vote on VRF.
2. Establish authority for regional ballot measure
3. Establish METRO as the lead agency.
4. Establish time frame for regional ballot.
5. Specifies process to finalize regional ballot measure.
6. Establishes procedures for administering funds if regional measure passes.
7. Terminates if regional ballot measure does not pass within specified time period.

II. TIME FRAME

1. The regional measure shall be on the ballot on an election date by November, 1992.
2. The specific election date will be determined in accordance with the procedures set forth in this IGA.
3. This IGA terminates effective December 1, 1992 unless the regional VRF measure has passed.

III. PURPOSE OF VRF

1. Revenues from the VRF shall be used must concern arterials, collectors or other improvements designated by JPACT.

IV. AMOUNT OF FEE

1. The regional VRF shall be an amount equal to the state.

V. ANNUAL ALLOCATION OF PROCEEDS TO REGIONAL ARTERIAL FUNDS

1. Metro shall establish four distinct sub-funds to the Regional Arterial Fund.
 - The Multnomah County Regional VRF Fund
 - The Clackamas County Regional VRF Fund
 - The Washington County Regional VRF Fund
 - The City of Portland Regional VRF Fund
 - The Regional Allocation VRF Fund
2. Prior to allocating gross proceeds to the five funds, METRO is appropriated 1/10th of one percent of gross proceeds (net of deductions by DMV) for administrative costs.
3. Three quarters of the remaining net proceeds will be allocated to the sub-Funds on the basis of their pro rata share of regional vehicle registrations.
4. The remaining one quarter of the net proceeds shall be allocated to the Regional Fund.
5. Interest earnings derived from each fund shall accrue to that fund and be allocated and disbursed in accordance to the procedures of that fund.

VI. ALLOCATION OF REVENUE IN FUNDS TO PROJECTS

1. Moneys within the Regional Arterial Fund may be disbursed only for a program of projects recommended by JPACT.
2. The METRO Council may choose to accept the recommendation or remand it back to JPACT for revision.

VII. PROCEDURES FOR BALLOT MEASURE

1. JPACT shall recommend a resolution to place the regional VRF on the ballot. This resolution is to specify the precise VRF program and election date.
2. The METRO Council may choose to accept the recommendation or remand it back to JPACT for revision.

VIII. AMENDMENTS TO IGA

1. This IGA may be amended by mutual agreement of the signatories.

IX. TERMINATION OF IGA

1. This IGA may be terminated by the written request of two-thirds of the signatories. Termination of the IGA will terminate the regional VRF effective at the beginning of the calendar year proceeding the termination.

COMMITTEE MEETING TITLE IPACT

DATE 7-12-90, 7:15 a.m.

NAME

AFFILIATION

✓ S - Andy Coty	Metu
✓ M - George Van Franzen	Metu
✓ G - Mike Rosdale	T 2000
✓ MA - Bob Fort	TRI-MET
✓ MA - Carter MacNichol	PORT
✓ MA - Tom Bingham	DEP
✓ M - Gary Demch	WSDOT
✓ M - Wade Byers	Cities of Clackamas County
✓ M - Scott A. Collier	City of Vancouver
✓ M - Bob Bottoman	ODOT
✓ M - Ed Neidig	Clackamas Co.
✓ MA - Russie M. Robert	Cities of Mult Co.
✓ M - DAVE STURDEVANT	CLARK County
✓ M - Roy ROGERS	WASHINGTON County
✓ M - Earl Blumenauer	City Portland
✓ G - FELICIA TRADER	" "
✓ G - TOM VANDERZANDEN	CLACKAMAS COUNTY
✓ G - Keith Ahola	WSDOT
✓ G - Walt Pertz	WACO
✓ S - BOB WARNER	WASH. Co.
✓ G - George Stillman	Clark Co
✓ G - Kim EWIN	C-TRAN
✓ G - That cute little redhead girl	the Bigcity

COMMITTEE MEETING TITLE _____

DATE _____

NAME

AFFILIATION

	NAME	AFFILIATION
✓G	Ted Leybold	City of Portland
✓G	RICHARD ROSS	CITIES OF MULT. Co.
✓G	Denny Moore	ODOT - Transit
✓G	Molly O'Reilly	
✓S	Karen Shackleton	Metro
✓G	Jack Teaney	Met - Trim
✓S	Richard Brandner	Tri-Metro
✓G	Red Jones	COOR
✓G	Walter Jensen	Mult Co
✓G	ROD SANDOR	Clarkans Canyon
✓G	Craig J. Tommich (EMST all)	cities of Clarkman Co.
✓G	LAVRIE GARRETT	TLI-MET
✓G	Bebe Rucker	Port
Med	JIM MAYER	OLSONIC
✓G	STEVE DOTTERKER	CITY OF PORTLAND
✓G	RICHARD WARREN	IRC
✓G	RICHARD DEUKIN	METRO
✓MA	Jim Gardner	Metro
✓M	Clifford Clark	Cities of Wash. Co.