BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ESTABLISHING AN INTELLIGENT TRANSPORTATION SYSTEMS (ITS) ADVISORY SUBCOMMITTEE OF THE TRANSPORTATION POLICY ALTERNATIVES COMMITTEE (TPAC)	))))))	RESOLUTION NO. 03-3312 Introduced by: Councilor Rod Park

WHEREAS, the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) initiated federal support for deployment of Intelligent Transportation System (ITS) technology throughout the nation to harness computer and digital communication technology to improvement of surface transportation; and

WHEREAS, this federal ITS initiative was retained in the Transportation Equity Act for the 21st Century (TEA-21); and

WHEREAS, the Metro region was the recipient of an ITS early deployment grant that produced a 20-year plan (the Portland Regionwide Advanced Traffic Management System Plan, DKS, 1993) for deployment of traffic management technology throughout the region (hereafter, the ITS Plan); and

WHEREAS, the ITS Plan addresses freeway management, including ramp metering, incident detection systems, emergency dispatch and response systems (COMET Vehicles), driver communication systems and data archiving; and

WHEREAS, the ITS Plan addresses arterial surface street management, including signal system coordination, video monitoring, electronic message signs, emergency and transit vehicle signal preemption and data archiving; and

WHEREAS, the ITS Plan addresses transit system management, including computer aided vehicle tracking and dispatch, smart bus technology, on-board security systems, real-time transit-traveler information and data archive and analysis capabilities; and

WHEREAS, sub-regional implementation plans have been developed cooperatively by the Oregon Department of Transportation (ODOT), the City of Gresham, Multnomah County, the City of Portland, the City of Vancouver and Clark County Washington and additional sub-regional plans are being developed with regional funds for Clackamas and Washington Counties; and

WHEREAS, TriMet and C-TRAN and the Port of Portland have, or are preparing equivalent sub-regional ITS plans addressing transit, freight and airport access operations that expand the initial regional emphasis on use of ITS technology for traffic operations to the broader issues of multi-modal transportation systems management; and

WHEREAS, the technical committee convened to oversee preparation of the ITS Plan in 1992 has since continued to meet under ODOT oversight; and

WHEREAS, the committee is referred to as TransPort; and

WHEREAS, TransPort is attended by representatives from ODOT-Headquarters and ODOT-Region 1, Washington State DOT-Southwest Region, FHWA, Metro, Southwest Washington RTC, Tri-

Met, C-TRAN, the Port of Portland, Clackamas, Multnomah and Washington Counties and Clark County Washington, the Cities of Gresham, Beaverton and Portland in Oregon and Vancouver in Washington, the City of Portland Bureau of Emergency Communication, 911 Centers, and Portland State University;

WHEREAS, TransPort has initiated development of a federally mandated Regional ITS Architecture to assure system and component level compatibility of multi-agency, multimodal ITS field devices, communications networks and computer hardware and software technologies; and

WHEREAS, TransPort has been nationally recognized as a model of interagency cooperation and resource efficiency and conforms with the concept of operations requirements mandated by U.S. DOT rules for region-scale coordination of federally funded ITS initiatives; and

WHEREAS, continuing progress to maximize efficiency of current multi-modal ITS investments will increasingly require investment in communication and computer system enhancements that do not primarily benefit any single agency; and

WHEREAS, TransPort is well positioned to evaluate regional ITS initiatives and prioritize cross jurisdictional investment priorities; and

WHEREAS, Metro, acting as the Portland-area Metropolitan Planning Organization is responsible for planning the region's transportation system and for allocating significant sums of federal transportation funds; and

WHEREAS, ITS systems provide policy makers with rapidly evolving technological and policy options with respect to increasing efficiency of freeway, arterial and transit operations; and

WHEREAS, specific categories of federal funds are targeted for ITS implementation from time to time; and

WHEREAS, Metro's Joint Policy Advisory Committee on Transportation (JPACT) and the Transportation Policy Alternatives Committee (TPAC) will be addressing a number of ITS policy, program, and project issues over the coming years as a result of federal, state and local actions; now, therefore

BE IT RESOLVED by the Metro Council;

1. *TransPort* is recognized as the ITS Subcommittee of TPAC responsible for initial evaluations and recommendations relating to the region's ITS planning, programming and implementation activities, in particular, to those federal, state and regional actions identified above.

2. The primary mission of the ITS Subcommittee shall be to provide a consensus-driven forum for cooperative ITS planning and deployment to assure compatibility between currently deployed technology and new national, state, regional and jurisdictional initiatives, consistent with U.S. DOT requirements for a concept of operations program to support implementation of federally funded ITS infrastructure.

3. The ITS Plan and the various associated geographic and multi-modal refinement plans shall be the core policy document for implementation of multi-modal ITS transportation systems management applications in the region and the ITS Subcommittee shall provide input in future updates of the Regional Transportation Plan.

4. The ITS Subcommittee shall assure that all ITS-based transportation management projects envisioned in the Regional Transportation Plan that receive regionally allocated federal funds are compliant with the Regional ITS Architecture, as required by TEA-21.

5. The ITS Subcommittee is authorized to evaluate regional ITS initiatives for technical merit; evaluate projects submitted for regional, state and federal funding through the MTIP process, and propose coordination of funds authorized to implement regional ITS technology integration initiatives where no individual project sponsor has been identified.

6. The ITS Subcommittee may form ~~more~~ its own subcommittees or working groups for the purpose of exploring specific topics in more detail, including:

    - Communication Infrastructure
    - Architecture
    - Public Safety
    - Standards
    - Operations
    - Data

7. The ITS Subcommittee membership shall be non-exclusive and open to all jurisdictions wishing to attend except that its status as a subcommittee to TPAC shall lapse if three consecutive meetings shall be unattended by representatives of ODOT; Tri-Met; Washington, Clackamas and Multnomah Counties and the City of Portland, subject to committee bylaws. Continued attendance is urged by the Port of Portland; FHWA; Clark County, Washington; C-TRAN, Southwest Washington RTC, the City of Vancouver Washington, Washington State DOT-Southwest Region, the Cities of Gresham and Beaverton; other interested cities of Multnomah, Washington, and Clackamas Counties; the City of Portland Bureau of Emergency Communication and Portland State University. Outreach shall continue to encourage at least occasional attendance from other cities in the three-county urban area; representation from the regional freight industry and expanded representation from regional emergency services providers.

8. The ITS Subcommittee is chaired by ODOT and shall meet approximately once per month . Monthly reporting of meeting topics and committee activities shall be provided in the TPAC Monthly Progress Report by Metro staff assigned to the committee; and representatives of the Subcommittee will be dispatched to report to TPAC annually on progress implementing the region's ITS priorities and to brief TPAC on other ITS-related issues.

9. *TransPort* is established as TPAC's ITS Subcommittee immediately upon adoption of this resolution.

ADOPTED by the Metro Council this _____ day of _____, 2004.

_____
David Bragdon, Council President

Approved as to Form:

_____
Daniel B. Cooper, Metro Attorney

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 03-3312, FOR THE PURPOSE OF ESTABLISHING AN INTELLIGENT TRANSPORTATION SYSTEMS (ITS) ADVISORY SUBCOMMITTEE OF THE TRANSPORTATION POLICY ALTERNATIVES COMMITTEE (TPAC)

Date: January 16, 2003 Prepared by: Tom Kloster

This action creates an Intelligent Transportation Systems (ITS) Subcommittee of TPAC. The subcommittee will be TransPort, an interagency technical group that has been meeting in one form or another since 1992 when it was formed to guide consultant development of the Portland Regionwide Advanced Traffic Management System (ATMS) Plan. Since forming, the committee has continued to meet regularly to evaluate and prioritize regional ITS initiatives, assure coordination of local agency efforts, maintain compatibility of traffic control devices and computer hardware, software and communication equipment and to pursue federal, state and local ITS funding sources. These roles would continue under the new status as a TPAC subcommittee. Additionally, the resolution endorses the 1992 ATMS Plan as the guiding policy for ITS implementation in the region, consistent with the Regional Transportation Plan (RTP). It provides that the ITS subcommittee will report annually to update TPAC members on progress implementing regional ITS initiatives. It charges the subcommittee to evaluate the technical merits of ITS investments and to provide input to ITS-related components of the RTP. Finally, it authorizes the Subcommittee to evaluate all investments relying on federal funding sources to assure their compatibility with the region's ITS Architecture, a federal regulation which has been informally performed by Transport since 1992.

BACKGROUND

The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) initiated a national commitment to develop and implement computer and communication technologies to improve efficiency of existing freeway, surface street (arterial) and transit systems. The Portland-area was awarded early deployment funding by the federal highway administration to prepare a comprehensive technology inventory and implementation plan called an Advanced Traffic Management System (ATMS) Plan. As the concept of computer aided travel management evolved, the term ATMS was replaced at the federal level with Intelligent Transportation Systems, or ITS.

TransPort

The ATMS Plan was completed by DKS Associates in October 1993 and reflected input of an interagency technical committee that included representatives of ODOT, Metro and most of the region's major operating agencies including the City of Portland, Tri-Met, the Port of Portland, the three counties and many of the other smaller cities in the region and the City of Vancouver, Clark County Washington and Washington DOT. This group continued to meet after completion of the ATMS Plan and worked to implement Plan recommendations on a regionwide, bi-state, cooperative basis. Eventually, the ad-hoc committee adopted the name of TransPort. As sharing of operations data and communications infrastruture has expanded within the group of agencies that comprise TransPort, the group has evolved into the multi-modal ITS services coordinating body within the greater Portland-Vancouver metropolitan area. When the early deployment phase of the federal ITS initiative moved into its present emphasis on

integration of modal infrastructure systems (MDI grants), *TransPort* submitted successful applications for funding and has been cooperatively managing implementation of priority technology integration projects in the Portland-Vancouver region.

1993 ATMS Plan

The 1993 ATMS Plan identified elements of a regional, multi-modal traffic management system for the Portland-Vancouver metropolitan region and adjacent state highway corridors. It identified system components that already existed and produced a 20-year implementation program to achieve remaining regional ITS-related transportation systems management objectives. The plan estimated costs for the program and prioritized implementation actions in a set of five-year initiatives, and addressed core infrastructure components of ITS implementation: field devices (e.g., signals, message signs, ramp meters); incident detection (video cameras, loop detectors, etc.), establishment of traffic control centers and incident response capabilities (e.g., ODOT's COMET response vehicles and the ODOT and City of Portland Traffic Management Centers (TMC's); transit management systems (e.g., Tri-Met's computer-aided dispatch system, traffic signal green light extender system (Opticom), real-time arrival displays, etc.); and freight management systems, most notably the "Greenlight" weigh-in-motion sensors installed on the I-5 corridor.

The focus of ITS activity in Portland over the past ten years has largely been to install needed core field devices and communication systems and to perfect the computer hardware and software tools needed to integrate and optimize operation of the devices. These systems help operating agencies maintain field equipment more cheaply and minimize the severity of recurrent system congestion and to identify and rapidly respond to accidents. It is estimated that incidents, such as stalled cars and accidents, account for as much as 40 percent of typical freeway congestion. Similar events on surface streets also dramatically impact transit and freight operations. Early detection and response dramatically reduce delays attributable to such events and these are the strategies targeted by the ATMS Plan for earliest attention and sustained commitment of regional resources.

The ATMS Plan provides the most complete conception of how publicly operated, computer aided traffic management systems could best be implemented in the Portland-Vancouver metropolitan region. Refinements to the plan's vision have been developed, but it remains the core guidance document for gauging appropriate ITS investments. As such, it is recommended in the resolution that the ATMS Plan be formally endorsed as the region's guiding ITS policy document, and thus would define TransPort's latitude in evaluating and recommending ITS investments to TPAC.

The ATMS Plan anticipated refinement planning to deploy aspects of ITS technology that take the system performance data generated by the publicly operated core infrastructure systems and return it as information used by travelers and businesses in their trip planning and routing. The familiar traffic camera displays on local television newscasts is an early example of this relationship. TransPort has developed an ITS Plan that further focuses on delivery of these kinds of applications. Some of these initiatives are just beginning to yield results, such as Tri-Met's real-time bus arrival displays and ODOT sponsorship of internet access to freeway condition maps and camera displays. Other traveler information applications will become an increasing focus of investment in future years. With these core systems in place, marginal enhancements can yield dramatic public access to powerful travel trip planning and routing tools.

Regional ITS Architecture

National standards have been developed to assure that ITS hardware and software tools produced by different manufactures will all be compatible. The concept is very similar to audio equipment, where the consumer is able to purchase components of a sound system from multiple manufactures, plug them into

one another and have them all work together. These same kinds of interchangeability are facilitated by development of both national, regional and project scale architecture schemes. The Transportation Equity Act for the 21st Century (TEA-21) requires that all MPOs develop a regional ITS architecture and to assure that all ITS-related projects using federal funds must comply with the architecture. In 2000, TransPort initiated consultant development of a Draft ITS Architecture. This was necessary to secure federal funds for a variety of management system integration projects for which TransPort had applied on behalf of the state ITS program. The committee has continued refinement of the Architecture and has developed procedures for assuring project level compatibility with the information flows and standards, which are at the heart of the concept. As part of this resolution, TransPort would be formally authorized to conduct this activity as an adjunct of the MPO.

Cross-Agency Funding Applications

Local agencies participating in *TransPort* have made individual requests for regionally allocated federal funds during past MTIP allocations. These requests have been evaluated for technical merit by Metro staff, usually in consultation with ITS experts in the region. Under this Resolution, TransPort would review individual agency applications for technical merit, and advise TPAC on compatibility of such requests with the overall regional ITS program objectives. In rare cases, MTIP funding may be affected by changed technology or project assumptions, resulting in unused ITS funds. In this instance, the Subcommittee's would allocate any unused funds to like projects that satisfy the policy intent of the original MTIP allocation, in consultation with TPAC.

The resolution does not authorize TransPort to advocate its own priorities for MTIP funding outside of the technical evaluation and recommendations role as a subcommittee of TPAC. However, TransPort serve as a forum for coordination of federal, state and regional funding for projects operated by distinct jurisdictions but for which no logical project sponsor can be identified. Under this provision, the committee would not be authorized to apply for federal ITS program initiatives, but could advocate for a member agency to function as a chief sponsor for such proposals. Typically, federal ITS programs permit use of a broader array of already programmed federal, state or local funds and/or other in kind matches. TransPort would be authorized by the resolution to take the lead in coordinating development of a multi-agency match agreement as part of an MTIP funding application, but would not serve as the applicant and could not nominate projects for MTIP funding.

The committee will report to TPAC annually on progress implementing the regional ITS program, including presentation of recommendations during MTIP update cycles.

Committee Membership

TransPort membership is open to all interested jurisdictions. A roster of current membership is shown in Attachment 1, and a schedule of *TransPort* meetings for 2004 is shown in Attachment 2. As primarily a coordinating body, decisions would be reached by consensus. However, the committee could also adopt bylaws and a more formal structure, if needed to facilitate decision-making. *TransPort* could also elect to form subcommittees according to topics of interest, such as:

- Communication Infrastructure
- Architecture
- Public Safety
- Standards
- Operations
- Data

Absent such bylaws ODOT will continue to serve as the informal chair and provide the staffing to the group that it has over the past decade. The resolution also establishes minimal participation requirements as an advisory body to TPAC, including representation by key operating agencies (ODOT, TriMet, Clackamas, Multnomah and Washington Counties and the City of Portland) at no less than one of every three meetings without an excused absence. Metro will serve in the federal reporting role for TransPort activities, with monthly progress reports, federal quarterly reports and meeting notices through Metro's public information service.

ANALYSIS/INFORMATION

1. **Known Opposition.** There is no known opposition to this proposal.

2. **Legal Antecedents.** Metro is charged by TEA-21 with assuring compliance of all federally funded ITS activities with federal and regional ITS Architecture protocols and this responsibility would be delegated to the subcommittee.

3. **Anticipated Effects.** Establishment of this Subcommittee would formalize activities presently being provided informally by TransPort's membership, as described in this staff report. Additionally, reporting of committee activity would be the responsibility of Metro staff.

4. **Budget Impacts.** This function exists and is ongoing within the Regional Transportation Plan Implementation work plan. Therefore, no additional effect on Metro's budget would result from adoption of this Resolution.

Attachment 1

Current TransPort Committee ~~Roster~~Mailing List

First Name	Last Name	Agency
Robert	Bertini	Portland State University
Craig	Bleckinger	Washington County
Chris	Christopher	Washington DOT
Kathie	Condon	Bureau of Emergency Communications
David	Crout	Tri-Met
John	Cullerton	METRO
Ali	Eghtedari	City of Vancouver
Bill	Graham	City of Portland
Michael	Haggerty	CTRAN
Chad	Hancock	Washington DOT
Bob	Hart	Regional Transportation Council
Larry	Hatch	WCCA 911
Tu	Ho	Washington DOT
Dwayne	Hofstetter	David Evans and Associates, Inc.
Erin	Janssens	Portland Office of Emergency Management
Marty	Jensvold	ODOT
Patrick	Jones	Bureau of Emergency Communications
Dennis	Jorgenson	ODOT
Scott	King	Port of Portland
Bill	Kloos	City of Portland
Peter	Koonce	Kittelson & Associates, Inc.
Chuck	Larsen	ODOT
Howard	Long	City of Vancouver
Pamela	Maki	City of Beaverton
Jack	Marchant	ODOT
Joe	Marek	Clackamas County
Stan	Markuson	Washington DOT
Jay	McCoy	City of Gresham
Galen	McGill	ODOT
Ray	McKenna	ODOT
Dale	Miller	CTRAN
Dennis	Mitchell	ODOT
Bob	Morast	Washington County
Adrian	Pearmine	IBI Group
Jim	Peters	DKS Associates
Nathaniel	Price	FHWA
Willie	Rotich	City of Portland
Richard	SantaAna	ODOT
Ken	Turner	Tri-Met
Pete	Van Wyhe	CTRAN
Ron	Weinman	Clackamas County
Ron	White	Tri-Met
William	Wright	Clark County Washington

Attachment 2

TransPort Committee

2004 Meeting Schedule

Wednesday, January 14	1:30-3:30 PM
Wednesday, February 11	1:30-3:30 PM
Wednesday, March 10	1:30-3:30 PM
Wednesday, April 14	1:30-3:30 PM
Wednesday, May 12	1:30-3:30 PM
Wednesday, June 9	1:30-3:30 PM
Wednesday, July 14	1:30-3:30 PM
Wednesday, August 11	1:30-3:30 PM
Wednesday, September 8	1:30-3:30 PM
Wednesday, October 13	1:30-3:30 PM
Wednesday, November 10	1:30-3:30 PM
Wednesday, December 8	1:30-3:30 PM

All meetings are held at the ODOT Region 1 office, 123 NW Flanders, Portland, 97209
To receive meeting notices, e-mail Jack Marchant at: Jack.MARCHANT@odot.state.or.us

Transportation Reform Series

Center on Urban and Metropolitan Policy

Excerpt from:

Highways and Transit:
Leveling the Playing Field in Federal Transportation Policy

Edward Beimborn and Robert Puentes[1]

Federal transportation policy is essentially an unfair competition between highways and transit. Despite a number of reforms in the past decade, federal rules remain stacked against transit, and funding highway projects is far easier. This brief compares how new transit and highway programs are treated differently by federal legislation and policy and how those differences lead to an unlevel playing field, distorting good local planning, management, and decision making.

I. Introduction

Automobile trips dominate the way we travel. Conventional wisdom assumes that this is the result of a fair competition between all transportation modes operating under the same federal policies and rules.

However, the conventional wisdom is wrong. Federal policies that govern highway and transit projects are not the same. In fact, these two modes, which federal law specifically expects to work together in the development of a balanced multi-modal system, are treated differently. This unlevel playing field has profound impacts on metropolitan America and on how cities, older suburbs, and newer suburbs grow and develop.

Imagine that the urban, or metropolitan, portion of the interstate highway system was built according to the same procedures as those used or proposed to build major transit systems. The result would be:

Only 50 percent of the capital costs for major highways would be paid from federal sources rather than 80 or 90 percent. Cities would have to aggressively compete among one another for their highway funds based on the quality and justification of the proposed project. The rules for the competition would be subject to change without any input. Some states, cities, and metropolitan areas would never be able to build any highways even if there was a pervasive desire by the public and the local officials to do so. Only a few highway segments could begin construction in any year.

If major highways projects were built by the same rules as transit, highways would need a congressional "sponsor" who would secure an earmark by competing with other members for scarce funds. Cities unable to get an earmark would have fewer freeways. Local governments would have to demonstrate that they have sufficient funds to pay for their share of the costs of building the highways. They would also have to demonstrate that they would be able to operate and maintain these highways, as well as their existing highways, into the future.

A substantial portion of highway funding would likely have to come from local property taxes, local sales taxes, or local income taxes. Often there would be limited state contribution to the costs. In many instances, public referenda would have to be approved to get local authorization for project funding.

Also, highway projects would have to compete with police, fire, education, and other programs for funding. In times of budget shortages, highways could be closed completely or eliminated.

The highway would need to be justified on an explicit measure of cost effectiveness. Agencies would have to specifically state how they would manage the land use impacts of their highways. Finally, intensive mandated studies would have to precede the project and would be subject to an independent review by the federal government and an open comparison to other projects.

In short, if the rules that apply to new transit projects were applied to highways, highway construction would be very difficult and subject to intense political scrutiny and debate. There would be fewer urban and suburban highways and the shape of metropolitan areas in the United States would be radically different. Lifestyles of Americans, their mobility, and the health of the economy would be different from what we now have.

"Transit and highway systems are treated differently in federal policy, law, and regulations."

A common theme in transportation is that transportation decisions are best made by local elected officials at the metropolitan level. Decisions on the future form and nature of the transportation system are best made by those who are most affected and by those who have the best understanding of day-to-day transportation problems.[2]

Good local decisions require that various transportation options be compared equally and consistently on their merits. Local and metropolitan decision-makers should then be able to choose the best set or combination of transportation strategies that meet local views, values, and directions. Thus, local leaders should be able to pursue the best transportation alternatives for their communities, rather than the most easily funded and approved alternative.

Unfortunately, this has not been the case in national transportation policy. Transit and highway systems are treated differently in federal policy, law, and regulations. Local governments are faced with major difficulties in obtaining funds for new transit systems. At the same time, highway funding can be obtained with relative ease. This unlevel playing field can distort decisions at the local level.

This brief will discuss the policy and regulatory barriers to considering and implementing new transit projects, and the relative ease of highway development. Additionally, it will highlight the differences in the way new transit and highway programs are treated in federal legislation. Finally, it will suggest reforms to level the playing field between highways and transit as Congress debates reauthorization of the federal transportation laws.

V. Recommendations

As Congress debates and deliberates the reauthorization of TEA-21, it should build upon the reforms solidified in ISTEA to level the playing field between highway and transit projects in order for officials to make sound investment decisions based on metropolitan and local goals and objectives, rather than skewed federal policies. In view of that, Congress should consider the following policy recommendations to ensure transportation investments meet the modern challenges facing metropolitan areas.

First, elements of the federal policies that govern transit investments can be used to benefit highway programs and to help protect federal highway investments. In particular the following should be pursued:

- **The land use requirements of FTA New Starts guidelines should be applied to highway projects that propose a substantial increase in capacity.** These criteria look at how transportation interacts with land use. Highways have a major impact on land use and these effects should be considered, if for no other reason than to protect the federal investments from being eroded by poor land use programs and polices at the local level. The federal government will only support transit projects where local land use policies provide for efficient development patterns. Decision-makers should similarly consider how highway projects reward past inefficient land use patterns. In any case, local and state governments should be explicitly required to deal with the land use impacts of their projects.

- **Cost-effectiveness procedures for highways should be improved.** Replacement and upgrading of existing highway infrastructure will require enormous sums of money, particularly in urban areas with aging freeway systems. This money should be spent efficiently and wisely. There needs to be a substantial improvement in the process used to assess the cost effectiveness of highway projects. Federal funds for highways should be directed to projects where there is a clear demonstration that they will return value for money, the same as with transit projects.

- **Improvements in data systems to permit better performance evaluation and peer comparisons for highway programs should be developed and implemented.** This will allow highway agencies to better manage their systems and to more quickly find best practices in other locations that can be used to increase their program effectiveness.

By the same token, federal transit policies should be modified to make the process easier and more predictable for communities—and more level with existing policies for highways. The following should be pursued:

- **Disparities in the federal match ratios need to be addressed.** The disproportion between the 50 percent federal match for transit and the 80 percent match for high-

ways is far too dramatic to ensure proper local decisions. A community should not be faced with a choice between a transit project that requires new sources of local funds and a highway project where the balance of funds is from state, and not local, sources. The 80 percent federal match for transit New Starts should be reestablished. Congress should also consider increasing the amount of funding in the New Starts program to respond to escalating demand.

- **Differentiate between New Starts and extensions of systems.** The full New Start review process should be used only in places where a totally new system is being considered. Its use for extensions of existing systems is too cumbersome and could be simplified. Extensions should continue to be eligible for funding, but a more streamlined process should apply.

- **Amend the federal law to create a new program for "small starts".** Given the interest in many metropolitan areas in relatively low cost transit projects, federal law should be amended to accommodate and expedite such small projects without the need for extensive and time consuming analysis procedures. Current law exempts projects with less than $25 million in federal funds from some evaluation criteria. This should be expanded to projects seeking less than $100 million and include transit technologies such as bus rapid transit, streetcars and commuter rail, as well as extensions to existing systems.

VI. Conclusion

Highway projects and new transit projects are treated very differently in federal legislation and policy. This results in a double standard with a relatively easy process for highway development and a difficult and complex process for transit. When compared to highways, transit New Starts have a lower funding rate for capital projects, intense competition between areas for funding, no secure sources of non-federal funding and a complex and convoluted process for project approval. Furthermore, transit New Starts are required to demonstrate how they will be compatible with local land use, employment and low income community needs and transit agencies are subject to accounting and financial reporting systems that enable peer comparisons with other agencies.

Congress and the administration must take the bias out of federal transportation policy so that true local decision making on transportation alternatives can be made. The rules of the transportation game should not be pre-set inside Washington. Instead, a level playing field between transit and highways, based on the best mix of both programs can truly empower localities to do what is best for their metropolitan areas. At the same time, it would improve program accountability and funding efficiency is our nation's transportation program.

"Congress and the administration must take the bias out of federal transportation policy so that true local decision making on transportation alternatives can be made."

DRAFT (December 2, 2003)
Senate Bill 1072: "Safe, Accountable, Flexible, and Efficient Transportation Equity Act of 2003" (SAFETEA)

1. SAFETEA passed out of the Senate Environment and Public Works Committee on November 19, 2003. It is expected to be considered on the Senate floor after the State of the Union Address on January 18, 2004. The Bill was significantly amended at the Senate EPW mark-up and further amendments are anticipated. The Bill includes only the Highway elements. It will be combined with the Transit elements when a companion bill is reported out by the Senate Banking Committee. They have indicated that they will not be reporting out a bill until the revenue issues have been settled.
2. The basic structure from TEA-21 remains in SAFETEA, providing funding authorizations in the key federal highway categories of Interstate Maintenance, NHS, STP, CMAQ and Bridge (see attached table for funding levels).
3. SAFETEA does not include sufficient information to determine how much funding is apportioned to each state, although the Chair has indicated that the Bill will provide a 95% return of the state's contributions to the Highway Trust Fund, an increase from 90.5%. Senator Wyden was one of only two NO votes on the Committee due to lack of this information.
4. The funding level of the Bill is proposed at an estimated $311 Billion (once the Transit element is included), a 43% increase over TEA-21 (at $218 B.) and a 26% increase over the Administrations Bill (at $247 B.). However, there has not been identified sufficient funding sources to adequately fund the bill, although there appears to be universal agreement to shift the gasohol subsidy to the General Fund, which goes part way toward meeting the need.
5. SAFETEA creates a new "Infrastructure Performance and Maintenance" program funded at $2.5 B. in 2004-06, $2.0 B. in 2007-08 and $500 M. in 2009. The apportionment to state's must be obligated within 180 days or is subject to reallocation. It is intended for preservation or operational improvements to the highway system.
6. SAFETEA includes new provisions for freight movement, including the required designation of a state freight coordinator, required development of a freight transportation gateways program, added eligibility for certain intermodal freight transfer facilities and a required set-aside within the NHS category for projects on the NHS intermodal connector routes.
7. The Multi-State Corridor Program is authorized at $112.5 to $225 million per year, separate from the Coordinated Border Program, providing a modest increase in this program.
8. SAFETEA adds significant new environmental requirements to the MPO transportation planning program in an attempt to streamline the subsequent project development and NEPA process, including consultation with land use, natural resource, historic preservation, environmental protection and health agencies and requires a discussion of habitat, hydrological and environmental mitigation activities.

9. SAFETEA prescribes project development/NEPA requirements to ensure early consultation with affected parties and agencies and to limit extended review periods. It provides an extensive delineation of procedures to define the purpose and need for a project, project alternatives to consider, consultation requirements on potential impacts and procedures for dispute resolution.
10. SAFETEA extends the update requirement for the Regional Transportation Plan from 3-years to 5-years, the MTIP from 3-years to 4-years and air quality conformity from 3-years to 4-years. Air Quality conformity would be required for the first 10-year period of the RTP.
11. SAFETEA extends the allocation of CMAQ funds to areas that are classified nonattainment or maintenance for fine particulates (PM 2.5). In addition, it provides for the allocation to ozone areas that become nonattainment or maintenance for ozone under the new 8-hour standard. However, it does not do the reverse, to include areas like the Portland region that were maintenance status and are now in attainment of the new 8-hour standard.
12. SAFETEA changes the apportionment factor for CMAQ funds to eliminate the penalty for areas transitioning from nonattainment to maintenance status. Under TEA-21 these areas were assigned an 80% population factor which is proposed to be removed.
13. SAFETEA provides for designation of University Research Centers at 4 different funding levels. The Bill contemplates earmarking the specific Universities of which PSU could be one.
14. SAFETEA proposes to modify the Transportation and Community and System Preservation Pilot Program (TCSP) by increasing the authorized funding from $25 million per year to $30 million per year with an allocation of $500,000 to each state, leaving $4 million for discretionary allocation.
15. SAFETEA creates a new "Safe Routes to Schools" program funded at $50 million per year apportioned to states.
16. SAFETEA provides for the creation of a National Commission on Future Revenue Sources to Support the Highway Trust Fund and calls for a National Surface Transportation System Study.

DRAFT (December 2, 2003)
House Bill 3550: "Transportation Equity Act: A Legacy for Users" (TEA-LU)

1. TEA-LU has been introduced to the House Transportation Committee. Mark-up by the Committee is expected in February 2004.
2. The basic structure from TEA-21 remains in TEA-LU, providing funding authorizations in the key federal highway categories of Interstate Maintenance, NHS, STP, CMAQ and Bridge (see attached table for funding levels) and the key transit categories as Urban Formula and New Starts. It retains current requirements associated with MPOs and does not include the air quality conformity and environmental streamlining changes in the Senate Bill.
3. TEA-LU purports to increase the minimum guarantee to each state through an incremental ramp-up up each year to 95% of that state's contribution to the Highway Trust Fund, an increase from 90.5%. However, the full details are not available to verify this result.
4. The funding level of the Bill is proposed at $375 Billion, a 72% increase over TEA-21 (at $218 B.), a 50% increase over the Administrations Bill (at $247 B.) and a 12% increase over the Senate Bill (at $311 B. based upon the Highway Bill passed out of the Senate Environment and Public Works Committee and an estimate of what will be in the Transit Bill). However, there has not been identified sufficient funding sources to adequately fund the bill, although there appears to be universal agreement to shift the gasohol subsidy to the General Fund, which goes part way toward meeting the need.
5. TEA-LU creates a new "Small Starts" program (sponsored by Congressman Blumenauer) funded at $150 to $300 million per year intended to provide a more streamlined qualification process for fixed-guideway projects less than $75 million. A Full-Funding Contract would be signed based upon an evaluation that considers the results of alternatives analysis and justified based upon:
    - Factors such as congestion relief, improved mobility, air pollution, energy consumption and reduced cost of local infrastructure;
    - Supportive land use policies;
    - Increased mobility of transit dependent population and promotes economic development;
    - Population density and current transit ridership in the corridor.
6. TEA-LU creates a new "Freight Intermodal Connectors" program funded at $300 to $600 million per year for improvements to freight intermodal connector routes to be apportioned to states, as follows:
    - 33.3% based on the number of freight intermodal connectors;
    - 33.3% based on the state's contribution to the highway trust fund from commercial vehicles; and
    - 33.4% based on the state's share of NHS funds.
7. TEA-LU creates a new category for "mega-projects" titled "Projects of National and Regional Significance" funded at $2.9 to 3.0 Billion per year. It is intended to provide competitive grants to projects that exceed $500 million or 75% of the total state highway apportionment (about 75% of $375 million in Oregon, or $280

million). Grants would be awarded through a competitive process, based upon the results of preliminary engineering and justified based upon:

- National economic benefits;
- Reduction in congestion;
- Safety improvement;
- Support from non-Federal financial commitments, including contributions from public-private partnerships;
- Use of new technologies that enhance efficiency.

TEA-LU provides for an evaluation process similar to New Starts, resulting in a "Highly Recommended," "Recommended" or "Not Recommended" rating leading to execution of a Full-Funding Grant Agreement.

8. TEA-LU increases the National Corridor Infrastructure Improvement Program from $140 million per year (shared with the Coordinated Border Infrastructure Program) to $500 to $900 million per year, making it more viable for discretionary grants, such as for the I-5 Trade and Transportation Partnership.
9. TEA-LU retains the Congestion Pricing Pilot Program at $25 million per year.
10. TEA-LU increases the "Transportation and Community and System Preservation Pilot Program" from $25 million per year to $30 to $50 million per year.
11. TEA-LU creates a new "Safe Routes to Schools" program funded at $250 million per year apportioned to states based upon total student enrollment in primary and middle schools.
12. TEA-LU creates a new "Transportation and Active Living" program funded at $25 million per year.
13. TEA-LU creates a new transit category titled the "New Freedom" program funded at $100 to $175 million intended to provide service to Americans with Disabilities.
14. TEA-LU provides for University Transportation Centers funded at $90 million per year. It authorizes up to 10 Tier I and 10 Tier II Centers. PSU is seeking designation as a Tier II Center, thereby eligible for a research grant of up to $1 million per year.
15. TEA-LU provides for the creation of a National Commission on Future Revenue Sources to Support the Highway Trust Fund and a National Commission on the Future of the Interstate Highway System.
16. TEA-LU includes a placeholder for "High Priority Projects" (or Demo projects) funded at $1.9 Billion to $3.1 Billion per year. Funding would be apportioned to each state for earmarked projects based upon the following schedule:
    - 13% in 2004
    - 14.3 % in 2005
    - 15.7 % in 2006
    - 17.2% in 2007
    - 18.9% in 2008
    - 20.9% in 2009

    Specific projects have not been identified.
17. TEA-LU does <u>not</u> deal with the air quality conformity changes or the environmental streamlining changes called for in the Senate Bill.

DRAFT (December 23, 2003)
House Bill _____: "Metropolitan Congestion Relief Act of 2003"

1. Provides for the suballocation on the basis of population of the full amount of STP funds to MPOs with a population greater than 200,000, to other MPOs with a population less than 200,000 and to other parts of the state. Under TEA-21, STP funds are currently apportioned to each state:
   a. 25% based upon the pro-rata share of lane miles on the federal aid system;
   b. 40% based on the pro-rata share of the VMT on the federal aid system; and
   c. 35% based upon the pro-rata share of the state's contribution to the highway trust fund.

   This change in suballocation is likely an increase ~~decrease~~ in suballocated STP funds to the Metro region since the current law provides for the suballocation of 62.5% of STP funds to MPOs with a population greater than 200,000. ~~and the combined population of the Metro, Salem and Eugene MPO areas is 59% of the state's population.~~ That is, the Metro region now gets its per capita share of 62.5% of the STP funds. Under this bill, the Metro region would get its per capita share of 100% of the STP funds. (Note: the per capita share to the Metro region would be approximately 46%.)
2. Provides for the suballocation of CMAQ funds to eligible areas on the same basis that the CMAQ funds are apportioned to the state, which under TEA-21 is:
   a. To ozone nonattainment and maintenance areas based upon population weighted by a factor representing the severity of the ozone pollution problem (under TEA-21 this was .8 for maintenance and 1.0 to 1.4 for nonattainment areas; under the Senate Bill, the .8 factor is proposed to be increased to 1.0; however, under the new EPA 8-hour ozone standard, the Portland area classification changes from maintenance to attainment, resulting in the Portland region no longer being eligible for this component);
   b. To carbon monoxide nonattainment and maintenance areas based upon population weighted by 1.2 for nonattainment areas and 1.1 for maintenance areas (the Portland region is classified a maintenance area); and
   c. In the Senate Bill, to fine particulate (PM 2.5) nonattainment and maintenance areas on the basis of population weighted by 1.2 (the Portland area is in attainment for PM 2.5 and therefore not eligible for this component.

   Under current practice, CMAQ funds are suballocated by ODOT to eligible areas on the basis of population, air quality severity and share from vehicle emissions. Through this practice, the following is the resulting suballocation:

   - Administration - $50,000
   - Portland MPO – $50,000 + 92.6%
   - Medford MPO - $50,000 + 5.5%

- Grants Pass - $50,000 + 1.3%
- Klamath Falls - $50,000 + 0.6%
- Oakridge - $50,000
- LaGrande - $50,000
- Lakeview - $50,000

The provisions of this section are likely neutral regarding the level of funding to the Portland Region with the exception that the suballocation would be mandatory rather than discretionary. The bigger issue is whether the Portland region is even eligible for CMAQ funds for ozone or PM 2.5. If we lose ozone eligibility and PM 2.5 eligibility is added (and the Portland region doesn't qualify), the voluntary suballocation within Oregon will likely need to be redirected to shift funds to the other eligible areas.

3. Provides for the suballocation of NHS funds to MPOs with a population greater than 200,000:
   a. 75% based upon the lane-miles on the NHS system; and
   b. 25% based upon the VMT on the NHS system.

   Note: this suballocation formula is an approximation of the formula used to apportion NHS funds to each state; the actual apportionment formula for each state's NHS apportionment is 25% based on Principal Arterial lane-miles, 35% based on Principal Arterial VMT, 30% based on diesel fuel and 10% based on Principal Arterial lane-miles per capita.

   In FY 2002, ODOT received $87 million in NHS funds. This suballocation would have resulted in the Portland region receiving about 12.6% or $11 million. Under current practices, ODOT allocates NHS funds, in part, to Preservation projects based upon pavement conditions and, in part, to Modernization based upon a suballocation formula to each region (i.e. to ODOT Region 1, not to the metro region) defined by population, truck-miles, VMT and others measures resulting in a Modernization suballocation to Region 1 of 33%. Historically, the NHS funds have been fully committed to Preservation projects with none suballocated to Regions for Modernization. This would be a newly suballocated funding source to the Portland region.

4. Provides for a new federal funding category of $2 billion per year titled the "Metropolitan Congestion Relief Program" (Note: by comparison, in TEA-21, the NHS program is set at $5.4 to 7.3 billion per year, STP at $6.3 to 8.4 billion per year and CMAQ at $1.5 to 2.1 billion per year). The funds would be available for any eligible project under the STP program provided the MPO can demonstrate, as part of its congestion management system, that the project will improve congestion in its region. The funds would only be available to areas throughout the U.S. that have a population greater than 1,000,000 or a Travel Time Index of 1.2 or greater (defined by the Texas Transportation Institute as the ratio of the overall system operating speed in peak hour vs. standard uncongested operating speeds). The funds would be apportioned to these metropolitan areas:

a. 50% based on the region's travel time index relative to the travel time index of all eligible urbanized areas; and
b. 50% based on the region's passenger miles traveled relative to all eligible areas (passenger miles traveled is defined as daily vehicle miles traveled and daily transit ridership).

This would result in about 1.75% of these funds being distributed to the Portland/Vancouver region, as compared to the typical distribution of 1.2% of overall highway funds being distributed to Oregon, thereby providing the metro region a new fund to allocate of about $35 million per year.

5. Provides for a new federal funding category of $500 million per year titled the "Operational Improvement Program." Eligible projects include a wide range of operational projects, such as incident management, intelligent transportation systems, demand management, bike/ped projects and employment-based transit shuttles. The funds would be distributed to states, MPOs and local governments on a discretionary grant basis.

6. Provides for the increase of planning funds to MPOs from 1% of the overall highway program to 2%.

7. It is not anticipated that this Bill will be adopted as a stand-alone Bill. Rather, some of the concepts could be incorporated into the reauthorization bill.

SEPW Bill, House Bill - Analysis of Authorizations
11/17/2003

	SEPW Authorizations (in $Billions)						House Authorizations (in $Billions)					
	IM	**NHS**	**Bridge**	**STP**	**CMAQ**	**Safety**	**IM**	**NHS**	**Bridge**	**STP**	**CMAQ**	**Safety**
Year												
2004	$5.50	$6.65	$4.70	$6.95	$1.90	$1.20	$4.50	$5.40	$3.86	$6.29	$1.53	$1.00
2005	$6.30	$7.65	$5.40	$7.95	$2.15	$1.30	$4.99	$5.99	$4.28	$6.95	$1.70	$1.10
2006	$6.55	$7.95	$5.60	$8.25	$2.25	$1.35	$5.36	$6.43	$4.60	$7.46	$1.82	$1.20
2007	$6.55	$7.95	$5.60	$8.25	$2.25	$1.35	$5.71	$6.85	$4.90	$7.94	$1.94	$1.30
2008	$6.55	$7.95	$5.60	$8.25	$2.25	$1.35	$5.87	$7.04	$5.03	$8.15	$1.99	$1.40
2009	$6.55	$7.95	$5.60	$8.25	$2.25	$1.35	$6.07	$7.29	$5.21	$8.45	$2.06	$1.50
TOTAL	$38.00	$46.10	$32.50	$47.90	$13.05	$7.90	$32.50	$39.00	$27.88	$45.24	$11.04	$7.50
TEA-21 Totals	23.8	28.6	20.4	33.3	8.1		23.8	28.6	20.4	33.3	8.1	
% increase	59.7%	61.2%	59.3%	43.8%	61.1%		36.6%	36.4%	36.7%	35.9%	36.3%	

REPLACEMENT

SAFETEA (S. 1072) by EPW Committee
As Amended November 9, 2003

The Senate's Transportation Reauthorization bill is the product of three committees. The Finance Committee is responsible for raising revenues that support the transit and highway titles. The Banking Committee proposes the transit title, and the Environment and Public Works (EPW) Committee proposes the highway title. At this time, neither the Finance Committee nor the Banking Committee has produced a draft bill. Thus, this review of the EPW bill addresses only highway provisions. Only changes to TEA-21 are reviewed.in the table below. The table uses the following symbols to describe the overall affect of a proposed change.

Very Good	Good	Neutral	Bad	Very Bad	Unclear
					?

Rating	Program/Issue SAFTEA Section Sect. of 23 USC Amended	Summary of Issue/Explanation of Rating
	EXISTING FUNDING PROGRAMS **Authorization Levels and Apportionment Formulae** ***(only those programs most relevant to Portland shown)***	
	**Interstate Maintenance Program** SAFTEA §1101(1) Amends 23 USC 129	<u>If revenue is enhanced</u>, SAFETEA provides 60% higher Interstate Maintenance funding than TEA 21, and 17% higher IM funding than TEA-LU. **Bill:** **Yr 1** **Yr 2** **Yr 3** **Yr 4** **Yr 5** **Yr 6** **TOTAL** **TEA-21** $3.43 $3.96 $4.00 $4.07 $4.14 $4.22 $23.81 **EPW Bill** $5.50 $6.30 $6.55 $6.55 $6.55 $6.55 $38.00 **House Bill** $4.50 $4.99 $5.36 $5.71 $5.87 $6.07 $32.50

<table>
<tr>
<td>☆</td>
<td>National Highway System Program
SAFETEA §1102(2)
Amends 23 USC 103</td>
<td>If revenue is enhanced, SAFETEA provides 61% higher National Highway System funding than TEA 21, and 18% higher NHS funding than TEA-LU.

<table>
<tr><th>Bill:</th><th>Year 1</th><th>Year 2</th><th>Year 3</th><th>Year 4</th><th>Year 5</th><th>Year 6</th><th>TOTAL</th></tr>
<tr><td>TEA-21</td><td>$4.112</td><td>$4.749</td><td>$4.793</td><td>$4.888</td><td>$4.968</td><td>$5.061</td><td>$28.571</td></tr>
<tr><td>EPW Bill</td><td>$6.650</td><td>$7.650</td><td>$7.950</td><td>$7.950</td><td>$7.950</td><td>$7.950</td><td>$46.100</td></tr>
<tr><td>House Bill</td><td>$5.401</td><td>$5.986</td><td>$6.431</td><td>$6.854</td><td>$7.039</td><td>$7.287</td><td>$38.998</td></tr>
</table>
</td>
</tr>
<tr>
<td>☆</td>
<td>Highway Bridge Program
SAFETEA §1102(3); §1808
Amends 23 USC 144</td>
<td>If revenue is enhanced, SAFETEA provides 59% higher National Highway System funding than TEA 21, and 16% higher NHS funding than TEA-LU.

<table>
<tr><th>Bill:</th><th>Year 1</th><th>Year 2</th><th>Year 3</th><th>Year 4</th><th>Year 5</th><th>Year 6</th><th>TOTAL</th></tr>
<tr><td>TEA-21</td><td>$2.941</td><td>$3.395</td><td>$3.427</td><td>$3.495</td><td>$3.552</td><td>$3.619</td><td>$20.429</td></tr>
<tr><td>Senate Bill</td><td>$4.700</td><td>$5.400</td><td>$5.600</td><td>$5.600</td><td>$5.600</td><td>$5.600</td><td>$32.500</td></tr>
<tr><td>House Bill</td><td>$3.862</td><td>$4.280</td><td>$4.599</td><td>$4.901</td><td>$5.033</td><td>$5.211</td><td>$27.886</td></tr>
</table>

SAFETEA revises several provisions of how the program operates, most notably it (a) increases the bridge discretionary program by 50% ($150M per year); (b) does not set an upper limit on use of funds for bridges off of the Federal system and (c) provides greater flexibility in using funds for preventative maintenance and historic rehabilitations.</td>
</tr>
<tr>
<td>☆</td>
<td>Surface Transport. Program
SAFETEA §1102(4);
§1401(g)(2); §1620
Amends 23 USC 133(d)</td>
<td>Both SAFETEA and TEA-LU create a highly funded highway safety program and remove from the STP program the 10% set-aside requirement for safety projects. However, SAFETEA adds a 2% set aside for stormwater mitigation projects. Taken both of these adjustments into account, SAFETEA increases funds for non-safety, non-stormwater projects by 56%, if revenue is enhanced; a slightly lower increase than for other funding programs.

STP Funds Not Set Aside for Safety Projects
Excludes funds Set Aside for Stormwater in SAFTEA
<table>
<tr><th>Bill:</th><th>Year 1</th><th>Year 2</th><th>Year 3</th><th>Year 4</th><th>Year 5</th><th>Year 6</th><th>TOTAL</th></tr>
<tr><td>TEA-21</td><td>$4.318</td><td>$4.986</td><td>$5.033</td><td>$5.133</td><td>$5.216</td><td>$5.315</td><td>$30.000</td></tr>
<tr><td>Senate Bill</td><td>$6.811</td><td>$7.791</td><td>$8.085</td><td>$8.085</td><td>$8.085</td><td>$8.085</td><td>$46.942</td></tr>
<tr><td>House Bill</td><td>$6.286</td><td>$6.954</td><td>$7.461</td><td>$7.942</td><td>$8.147</td><td>$8.446</td><td>$45.236</td></tr>
</table>

If the new or expanded safety programs are not funded, it is likely that the 10% STP set aside for safety projects will be continued or expanded.</td>
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	**CMAQ Program** SAFETEA §1102(5); §1611 Amends 23 USC 104(b)(2); 149	Consistent with other existing funding sources, SAFETEA proposes to increase CMAQ funding by 59% compared to TEA-21. **Bill:** **Year 1** **Year 2** **Year 3** **Year 4** **Year 5** **Year 6** **TOTAL** **TEA-21** $1.193 $1.345 $1.358 $1.385 $1.407 $1.434 $ 8.122 **Senate Bill** $1.900 $2.150 $2.225 $2.225 $2.225 $2.225 $12.950 **House Bill** $1.530 $1.696 $1.822 $1.942 $1.994 $2.065 $11.049 However, several factors work to make the proposed increase in CMAQ funds unattractive for Portland. EPA recently issued a rule changing the ozone standards, which results reclassifying Portland as an "attainment area" rather than a "maintenance area." This results in Portland losing its eligibility for ozone-related CMAQ funds. Also, SAFETEA incorporates an apportionment factor relating to "fine particulates." This has the affect of spreading CMAQ funds to more areas, resulting in decreased CMAQ funds for "attainment" areas like Portland. Accordingly: (a) (b) Allow Portland to retain its eligibility for ozone-related CMAQ funds by amending §1611(2) of SAFETEA to include: ***"(x) 1.0 if, at the time of apportionment, the area is not designated as a nonattainment or maintenance area under the 8-hour ozone standard but was designated as a nonattainment area or maintenance area under the 1-hour ozone standard."*** (b) ***Support the change in the apportionment factor from .8 to 1.0 for areas achieving "Maintenance" statys***
	**Transportation & Community & System Preservation Pilot Prog** SAFETEA §1814 Adds 23 USC 175	This is a revision to Sen. Wyden's TCSP program. $50M per year for six years is authorized for program, doubling the amount in TEA-21. Remains a competitive program (assuming it is not fully earmarked each year) for planning, development and implementation of community and system preservation projects such as TOD, impact mitigation and jobs access projects. Priority given to applicants have policies, such as UGBs, green corridors, etc. Funds must be allocated equitably to a diversity of populations and geographic regions.

⇩	**Multi-State Corridor** SAFETEA §1101(10); §1810. Creates 23USC171 **Border Planning, Operations, Tech.** SAFETEA §1101(11); §1811 Creates 23USC172	"Corridor" funds are a key discretionary source for PE/EIS work for the I-5 Trade Corridor. Oregon is not eligible for "Border" funds. Under TEA-21, "Border" and "Corridor" funds were authorized as one program. About 80% of the funds were allocated to "Corridor" projects. SAFETEA establishes independent funding authorizations for both programs, as does TEA-LU. SAFETEA also revises the eligibility requirements, but this may be of little consequence because funds have historically been earmarked by Congress. While SAFETEA increases Border & Corridor funds by 141%, it splits the funds evenly between the Border and Corridor programs. This has the affect of substantially increasing Border funds and only marginally increasing Corridor funds. The House Bill (TEA-LU) is illustrative of a Border-Corridor apportionment that is consistent with past practice. Also, many projects eligible for Border Program funds are also eligible for Corridor Program funds; allowing them to "double dip." **Borders and Corridors Programs** ***In TEA-21 Programs Combined, in SAFETEA/TEA-LU Separate Programs*** To resolve these issues: (a) Amend §1101(10) and §1101(11), to either (i) combine the separate authorities into one combined authority, as in TEA-21, or (ii) revise the relative funding levels between these programs to better reflect the size of the pool of eligible projects for these programs. (b) In §1811, make projects using Border Program funds ineligible for Corridor Program funding.
⇧	**Interstate Discretionary Projects** SAFETEA §1805 Amends 23USC118(c)(1)	The set aside from the Interstate Maintenance Program for Interstate Discretionary Projects is raised to $100M per year for six years (up from $50M).

Bill:	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	TOTAL
TEA-21; B&C.	$0.140	$0.140	$0.140	$0.140	$0.140	$0.140	$0.840
Senate Bill: Corridors	$0.112	$0.135	$0.157	$0.180	$0.202	$0.225	$1.011
Senate Bill: Borders	$0.112	$0.135	$0.157	$0.180	$0.202	$0.225	$1.011
Senate Bill: B&C	$0.224	$0.270	$0.314	$0.360	$0.404	$0.450	$2.022
House Bill: Corridors	$0.500	$0.900	$0.900	$0.900	$0.900	$0.900	$5.000
House Bill: Borders	$0.200	$0.300	$0.325	$0.350	$0.400	$0.400	$1.975
House Bill: B&C	$0.700	$1.200	$1.225	$1.250	$1.300	$1.300	$6.975

NEW FUNDING PROGRAMS
Authorization Levels and Apportionment Formulae
(only those programs most relevant to Portland shown)

Highway Safety Improvement Prog.
SAFETEA §1101(6); §1401;
Replaces 23 USC 148

SAFETEA repeals the safety set-aside as part of the STP program and replaces it with a new, formula program with a 90% federal share. This new, highly funded safety program is in addition to safety programs continued under SAFETEA. Funds are formula allocated to states based on road mileage, VMT and amount of gas tax collections. Do not know how Oregon fares based on this formula.

Bill:	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	TOTAL
TEA-21	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Senate Bill	$1.200	$1.300	$1.350	$1.350	$1.350	$1.350	$7.900
House Bill	$1.000	$1.100	$1.200	$1.300	$1.400	$1.500	$7.500

A pre-requisite for funding is a State Strategic Highway Safety Plan, prepared in compliance with statutory specifications. Eligible projects must be included in this plan and comply with statutory requirements. Project requirements do not appear onerous, but do not know how they comply with Oregon/Portland priorities. Generally, JPACT should support increases in flexible programs, such as STP, and be wary of targeted or restrictive programs with new administrative requirements.

Safe Routes to Schools
SAFETEA §1405
Adds 23USC150

Creates a $70M per year, six-year set-aside from Highway Safety Improvement Program (above) for sidewalks, traffic calming, bicycle facilities, etc. in the vicinity of schools.

Infrastructure Performance and Maintenance Prog.
SAFETEA §1101(13); §1201
Adds 23 USC 139

New program focused on highway preservation and operational improvements, only limited capacity enhancements are permitted. Funds must be obligated to projects within 180 days of appropriation or lost. Bill does not specify criteria or an apportionment formula.

Bill:	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	TOTAL
TEA-21	NA	NA	NA	NA	NA	NA	$ -
Senate Bill	$2.500	$2.500	$2.000	$2.000	$2.000	$0.500	$11.500
House Bill	NA	NA	NA	NA	NA	NA	$ -

Bill does not specify criteria or an apportionment formula; therefore do not know how much Oregon would receive. This appears to be a large program that is intended to phase-out. Portland/Oregon objectives better met with more flexible and lasting highway programs.

⟺	**Freight Intermodal Connectors to NHS** SAFETEA §1203(c) Amends 23USC103(b)	Of the NHS funds allocated to Oregon, the greater of (i) 2% or (ii) the percentage of NHS miles connecting to intermodal terminals of total NHS miles in the State must be set aside for intermodal freight connector projects. State can seek exemption from set aside each year, if State certifies intermodal connectors are in good condition and there are significant NHS needs. Set aside funds have only 10% local match requirement.
	OTHER PROGRAMS AND POLICIES ***(Research not Addressed, Defer to PSU)***	
⇧	**TIFIA** SAFETEA §1303 Amends 23 USC181-189	Eligible projects expanded to include intermodal freight facilities, private rail facilities "providing public benefit," etc. State and regional planning and programming requirements do not have to be met until contract to receive federal credit instrument is executed. Threshold for eligibility reduced to $50M or 20% of federal highway assistance apportioned to State (down from $50M or 50%). Maximum assistance under TIFIA limited by the amount of senior debt – makes clearer that TIFIA is not to be the primary borrowing. $130M per year for six years authorized to support program.
⇧	**Freight** SAFETEA §1203 Adds 23 USC 325	In addition to Freight-NHS connector program discussed above, SAFETEA includes several policies and programs related to freight. Intermodal connectors and transfer facilities are made eligible for STP funds. Requires creation of State Freight Transportation Coordinator and integration of freight issues into State and Regional Transportation Planning.
⇧	**Tolling HOV Lanes** SAFETEA §1606 Amends 23 USC 102 **Tolling Programs** SAFETEA §1609(a)	Allows states to establish toll program to charge non-carpools to travel in HOV lanes. Criteria for eligibility for Interstate System Reconstruction and Rehabilitation Pilot program made more flexible. May have applicability for I-5 Trade Corridor. Variable Toll Pricing Program extended, with favorable provisions. May have applicability for I-5 Trade Corridor.
☆	**MPO Funding** SAFETEA §1102(b) Amends 23 USC 104(f)	Requires a 1.5% set aside of highway funds (after deduction for DOT administrative expenses) for metropolitan planning. TEA-21 had a "not to exceed 1%" requirement.
⇧?	**Local Match** SAFETEA §1301 Amends 23USC120(d)	Expands ability to increase federal share of highway funding above 90% (for interstates) and 80% (for other roads) based on percent of State land in national parks, national forests, tribal lands, etc. Authority already exists for some states. Do not know affect of change on Oregon.

	**Transportation Funding Study** SAFETEA §1305	Establishes 11-person *National Commission on Future Revenue Sources to Support the Highway Trust Fund* to study alternatives to replace or supplement the fuel tax as the principal source to support the Highway Trust Fund.
	**RTP and TIP** SAFETEA §1615 Amends 23 USC 134	Changes interval that MPO is required to update RTP from "*periodically as determined by Secretary*" (every 3 years) to five years. TIP program extended from every three years to every four years.
	**Historic Site** SAFETEA §1604 Amends 23 USC 103(c)	Section aimed at generally exempting the interstate system from being considered an historic site for purposes of 23 USC 138 or 49 USC 303. However, in doing so it states that a "*portion of the Interstate System that possesses an independent feature of historic significance, such as a historic bridge ... that would qualify independently for Listing on the National Register of Historic Places shall be considered a historic site ...*" This affects the ability to replace the I-5 Bridge to Vancouver.

NEW

TEA-LU (HR 3550)
TRANSIT TITLE ONLY
New Start and Small Start Programs Reviewed Separately

The House Transportation Reauthorization bill is the product of two committees. The House Transportation and Infrastructure Committee released a bill (TEA-LU) covering the highway and transit title. Because TEA-LU increases funding beyond existing capacity, new revenues must be enacted by the House Ways and Means Committee. Ways and Means has not yet produced a bill. So, the table below reviews only the transit elements of TEA-LU, except for the New Start and Small Start provisions that are reviewed separately. Only changes to TEA-21 are addressed. The table uses the following symbols to rate the overall affect of a proposed change.

Very Good	Good	Neutral	Bad	Very Bad	Unclear
☆	⇧	⇔	⇩	↯	?

Rating	Program/Issue TEA-LU Section Sect. of 49USC Amended	Summary of Issue/Explanation of Rating
	EXISTING FUNDING PROGRAMS **Authorization Levels and Apportionment Formulae** ***(only those programs most relevant to Portland shown)***	
☆	**Urban Area Formula Grants** TEA-LU §3008 Amends 49USC 5307	TEA-LU provides an 87% increase in §5307 funds over TEA-21. Year 1 of TEA-LU only provides a 4% increase over Year 6 of TEA-21, but it includes a 13% per year increase each year thereafter. **Bill:** **Year 1** **Year 2** **Year 3** **Year 4** **Year 5** **Year 6** **TOTAL** **TEA-21** $2.30 $2.55 $2.78 $3.00 $3.23 $3.45 $17.31 **Senate Bill** NA NA NA NA NA NA $ - **House Bill** $3.60 $4.31 $4.87 $5.48 $6.06 $6.72 $31.03 There are no other notable changes in the urban grant program. The Portland region receives about 0.8%-0.9% of the national appropriation of 5307 formula funds. Over its six years, the increased proposed by TEA-LU results in an additional $120M for the Portland region compared to TEA-21.

?	**Jobs Access Reverse Commute (JARC)** TEA-LU §3017 Adds 49USC5316	TEA-LU increases JARC funds by 140% compared to TEA-21. **Bill:** **Year 1** **Year 2** **Year 3** **Year 4** **Year 5** **Year 6** **TOTAL** **TEA-21** $0.05 $0.08 $0.10 $0.13 $0.15 $0.50 **Senate Bill** NA NA NA NA NA NA NA **House Bill** $0.175 $0.185 $0.195 $0.205 $0.215 $0.225 $1.200 Under TEA-21, JARC was a discretionary grant program that ultimately became one of federal earmarks. TEA-LU proposes to make JARC a formula program. 60% of funds would be apportioned to transit operators in urban areas with >200,000 population based on relative share of low-income persons and welfare recipients. 20% would be apportioned to states and 20% to urban areas with less than 200,000 population based on same factors. Not enough information to know impact on Oregon.
	**Clean Fuels Formula Grant Program** TEA-LU §3009 Amends 49USC5308, 5338	TEA-21 authorized specific amounts for Clean Fuels, but each year appropriators merged Clean Fuels authority into §5307 formula funds. TEA-LU increases authorization for Clean Fuel Program by 140%. **Bill:** **Year 1** **Year 2** **Year 3** **Year 4** **Year 5** **Year 6** **TOTAL** **TEA-21** $0.05 $0.05 $0.05 $0.05 $0.05 $0.25 **Senate Bill** NA NA NA NA NA NA $0.00 **House Bill** $0.10 $0.10 $0.10 $0.10 $0.10 $0.10 $0.60 However, TriMet would no longer be eligible for formula apportionments under the program. A recent EPA rule changed ozone standards; making Portland an "attainment area" rather than a "maintenance area." The apportionment formula for Clean Fuels is based on weight factors for non-attainment. My read is that as an attainment area, that weight factor would be zero. To continue TriMet's eligibility, add the following to 49USC5308(d)(2)(A): : ***"(vii) 1.0 if, at the time of apportionment, the area is not designated as a nonattainment or maintenance area under the 8-hour ozone standard but was designated as a nonattainment area or maintenance area under the 1-hour ozone standard."***
	**Elderly and Disabled Formula Funds** TEA-LU §3011 49USC5310, 5338	TEA-LU increases E&D Formula funds by 90% compared to TEA-21. **Bill:** **Year 1** **Year 2** **Year 3** **Year 4** **Year 5** **Year 6** **TOTAL** **TEA-21** $0.06 $0.07 $0.07 $0.08 $0.09 $0.09 $0.46 **Senate Bill** NA NA NA NA NA NA NA **House Bill** $0.10 $0.12 $0.14 $0.15 $0.17 $0.19 $0.87 The program is changed to allow funds to be used for operating expenses, at a 50% match ratio. A requirement to certify coordination with non-profits is added. Also requires that projects be derived from a "*locally developed coordinated public transit-human services transportation plan.*" The State of Oregon received on average 1.36% of E&D Formula funds from 1999-2003.

☆	**New Start Funds** TEA-LU §3010 49USC5309, 5338	TEA-LU increases New Start funds for "major" projects by 87% compared to TEA-21, and that is on top of the "small start" funds. **Bill:** **Year 1** **Year 2** **Year 3** **Year 4** **Year 5** **Year 6** **TOTAL** **TEA-21** $0.800 $0.902 $0.980 $1.058 $1.136 $1.214 $6.090 **Senate Bill** NA NA NA NA NA NA NA **House Bill** $1.350 $1.596 $1.791 $2.002 $2.197 $2.426 $11.362 Programmatic issues are discussed in a separate review.
☆	**Bus Discretionary Funds** TEA-LU §3010 49USC5309, 5338	TEA-LU increases Bus Discretionary funds by 87% compared to TEA-21. No other notable changes are proposed. **Bill:** **Year 1** **Year 2** **Year 3** **Year 4** **Year 5** **Year 6** **TOTAL** **TEA-21** $0.400 $0.451 $0.490 $0.529 $0.568 $0.607 $3.045 **Senate Bill** NA NA NA NA NA NA NA **House Bill** $0.675 $0.798 $0.896 $1.001 $1.099 $1.213 $5.681 The State of Oregon received on average 1.36% of Bus Discretionary grants from 1999-2003; a high percentage compared to other federal transportation programs. The Portland region received 0 4%.
⇧	**Rail Modernization Funds** TEA-LU §3010 49USC5309, 5338	TEA-LU increases Rail Mod funds by 87% compared to TEA-21. No other notable changes are proposed **Bill:** **Year 1** **Year 2** **Year 3** **Year 4** **Year 5** **Year 6** **TOTAL** **TEA-21** $0.800 $0.902 $0.980 $1.058 $1.136 $1.214 $6.090 **Senate Bill** NA NA NA NA NA NA NA **House Bill** $1.350 $1.596 $1.791 $2.002 $2.197 $2.426 $11.362 Portland only receives about 0.37% of Rail Mod funds, although that percent will increase slightly as more rail lines reach Rail Mod eligibility. The way the apportionment formula works, Portland's share of this program will continue to be small. Because Rail Mod funding levels are directly tied to New Start funding levels, JPACT must be supportive (or not opposed to) these funding levels, even though the Portland share is low.
NEW FUNDING PROGRAMS **Authorization Levels and Apportionment Formulae** ***(only those programs most relevant to Portland shown)***		

?	**New Freedom Program** TEA-LU §3018 Creates 49USC5317	New formula program aimed at new public transportation alternatives for disabled persons beyond that required by the ADA. Funds available for capital projects at 80% share and operations at 50% share. **Bill:** Year 1 Year 2 Year 3 Year 4 Year 5 Year 6 TOTAL TEA-21 NA NA NA NA NA NA NA Senate Bill NA NA NA NA NA NA NA House Bill $0.10 $0.12 $0.13 $0.15 $0.15 $0.18 $0.82 60% of funds would be apportioned to transit operators in urban areas with >200,000 population based on relative share of disabled persons. 20% would be apportioned to states and 20% to urban areas with less than 200,000 population based on same factors. Not enough data to know impact on Oregon.
☆	**Small Starts Funds** TEA-LU § 49USC5309, 5338	New discretionary program for fixed guideway projects between $25M-$75M in federal assistance. Not clear where projects under $25M fit. **Bill:** Year 1 Year 2 Year 3 Year 4 Year 5 Year 6 TOTAL TEA-21 NA NA NA NA NA NA NA Senate Bill NA NA NA NA NA NA NA House Bill $0.15 $0.18 $0.21 $0.24 $0.27 $0.30 $1.35 Small Starts program mutually exclusive of funding for "major" projects. Small starts cannot access New Starts funds, and vice versa. Programmatic issues are discussed in a separate review.
	OTHER PROGRAMS AND POLICIES ***(Research not Addressed, Defer to PSU)***	
?	**Metropolitan/State Planning** TEA-LU Title VI Amends 23USC134, 135 49USC5303-5305	Title reserved to establish Chapter 52, which integrates provisions for metropolitan and statewide planning for highways and transit. Provisions not yet included.
?	**Planning Programs** TEA-LU §3005 49USC5303-5305	Section on TIP deleted and replaced with combination of planning activities for States and MPOs. Establishes split of planning funds under 49USC5338(c) as 82.72% for MPOs and 17.28% for States. State and MPOs devise formula for allocating MPO funds within the State.
?	Contract Requirements TEA-LU §3025 Amends 49USC5325	Changes rules on competition. TEA-21 only required of non-competitive contract awards for capital projects or improvements that records be provided to DOT and Comptroller General. TEA-LU proposes that all procurements be done in *"full and open competition, as determined by the Secretary."* Allows states with a formal state procedure for procuring A&E services that is in effect prior to TEA-LU to be exempt from TEA-LU requirements for A&E procurement. Allows design-build contracts. Changes some administrative requirements relating to indirect rates, establishes certain confidentialities.

NEW

Metropolitan Congestion Relief Act (HR 3611)

The table uses the following symbols to rate the overall affect of a proposed change.

Very Good	Good	Neutral	Bad	Very Bad	Unclear
☆	⇧	⇔	⇩	↯	?

Rating	Program/Issue HR 3611 Section Sec. of 23USC Amended	Summary of Issue/Explanation of Rating
	EXISTING FUNDING PROGRAMS Authorization Levels and Apportionment Formulae	
⇩	**STP Program** HR 3611 §2 Amends 23 USC 133	Requires 100% of STP funds, rather than 62.5%, remaining after 10% set-aside for Safety and 10% set-aside for Enhancements to be allocated to MPOs; eliminating the State's STP program. This effectively increases the region's STP program by the 37.5% increment. This Bill does not address authorized funding levels, nor does it modify apportionment formula to the states. Bill raises policy question as to merits of cutting DOT's out of STP funds. While it would provide more MTIP funds, it makes ODOT less able to be a partner on projects. ODOT would no longer have a source of funds to contribute toward elderly & disabled transportation, bus replacement, high speed rail, LRT and TGM grants.
⇔	**CMAQ Program** HR 3611 §3 Amends 23 USC 149	Requires States to formula allocate CMAQ funds (including minimum guarantee adjustments) and related obligation authority to MPO's. Certain limited CMAQ funds are exempt from this allocation. This Bill does not address authorized funding levels, nor does it modify apportionment formula to the states. This would make statutory current practice in Oregon. Funds would be allocated to MPOs based on the relative share of "nonattainment and maintenance populations." Since the Portland region is now an attainment region, it appears that no funds would be allocated to the region. This could be fixed by defining for purposes of this section "nonattainment" to include regions that were in nonattainment prior to the rules change. As a matter of practice, ODOT already does what is required by bill – so no real help to Portland region.

	**NHS Program** HR 3611 §3 Amends 23 USC 103	Requires a certain potion of NHS funds to be allocated to urbanized areas. As used in this section, it appears that funds must be spent in urbanized areas, but the State still would determine the projects (not MPOs). This Bill does not address authorized funding levels, nor does it modify apportionment formula to the states. The formula divides NHS funds between those spent in urbanized areas with a population greater that 200,000 and other areas of the state as follows: (A) 75% based on relative share of lane miles on the NHS system and (B) 25% based on relative VMT. The bill is fuzzy on what happens if there is more than one urbanized area with 200,000+ populations. It could be read to imply there is or is not a sub-allocation to the various large urbanized areas. This program does not serve regional needs. It puts Metro in middle of ODOT's preservation plans when Metro is primarily focused on Modernization. Moreover, when ODOT does Modernization, funds are sub-allocated.
	**Minimum Guarantee** HR 3611 §5 Amends 23 USC 105(c)(2)	Requires that minimum guarantee funds apportioned to the STP program must be allocate to urbanized areas, just like the core STP program.
	**Metropolitan Planning Funds** HR 3611 § 8 Amends 23 USC 104(f)(1)	Doubles the percentage of funds set aside for metropolitan planning compared to TEA-21. Instead of 1% of the total authorization of core highway programs, metropolitan planning is raised to 2 %.

NEW FUNDING PROGRAMS Authorization Levels and Apportionment Formulae		
☆	**Metropolitan Congestion Relief Program** HR 3611 §6 Adds 23 USC 165	Creates a new highway funding program where funds are allocated directly to certain MPOs. Eligible MPO's include MPOs in urbanized areas with a population greater than 1 million and that have a "Travel Time Index" (TTI) as determined by the Texas Transportation Institute. The Portland region as a TTI of 1.44 in 2001 (the latest data). Under my count, 32 areas would be eligible. Eligible projects include projects that are eligible under STP program and MPO demonstrates that it will improve congestion in its region. $2 billion per year for six years is proposed to be authorized. Funds would be allocated to MPOs as follows: (A) 50% based on the percent that the MPO's TTI bears to the total of all TTIs for eligible areas (I calculate that this is 3.25% for Metro) and (B) 50% based on the MPO's relative share of passenger miles traveled (do not have data for this). Undoubtedly, this would be a favorable allocation to Portland compared to other federal highway programs. There are a few odd things in the bill. Firstly, it uses the Texas Transportation Institute's calculation of TTI, which Metro and ODOT have complained about, and puts too much authority in the Institute. Also, the way TTI is measured changes periodically, and bill would require Institute's periodic changes to change allocation. Also, definition of "passenger miles" includes VMT and transit ridership – it must intend something different than transit ridership.
⚡	**Operational Improvement Program** HR 3611 §7 Creates 23 USC 168	Establishes a discretionary grant program for incident management projects, deployment of ITS projects, and transportation demand projects. Authorizes $500M per year for six years for program. Portland/Oregon better served by increasing STP program funds by this amount and, if necessary, expanding list of eligible projects. On surface it appears that there would be no need to expand STP's eligible project list.

SAFETEA (S. 1072) by EPW Committee
As Amended November 9, 2003

The Senate's Transportation Reauthorization bill is the product of three committees. The Finance Committee is responsible for raising revenues that support the transit and highway titles. The Banking Committee proposes the transit title, and the Environment and Public Works (EPW) Committee proposes the highway title. At this time, neither the Finance Committee nor the Banking Committee has produced a draft bill. Thus, this review of the EPW bill addresses only highway provisions. Only changes to TEA-21 are reviewed.in the table below. The table uses the following symbols to describe the overall affect of a proposed change.

Very Good	Good	Neutral	Bad	Very Bad	Unclear
☆	⇧	⇔	⇩	⚡	?

Rating	Program/Issue SAFTEA Section Sect. of 23 USC Amended	Summary of Issue/Explanation of Rating
		EXISTING FUNDING PROGRAMS Authorization Levels and Apportionment Formulae *(only those programs most relevant to Portland shown)*
☆	**Interstate Maintenance Program** SAFTEA §1101(1) Amends 23 USC 129	<u>If revenue is enhanced</u>, SAFETEA provides 60% higher Interstate Maintenance funding than TEA 21, and 17% higher IM funding than TEA-LU.

Bill:	Yr 1	Yr 2	Yr 3	Yr 4	Yr 5	Yr 6	TOTAL
TEA-21	$3.43	$3.96	$4.00	$4.07	$4.14	$4.22	$23.81
EPW Bill	$5.50	$6.30	$6.55	$6.55	$6.55	$6.55	$38.00
House Bill	$4.50	$4.99	$5.36	$5.71	$5.87	$6.07	$32.50

<table>
<tr>
<td></td>
<td>National Highway System Program
SAFETEA §1102(2)
Amends 23 USC 103</td>
<td>If revenue is enhanced, SAFETEA provides 61% higher National Highway System funding than TEA 21, and 18% higher NHS funding than TEA-LU.

<table>
<tr><th>Bill:</th><th>Year 1</th><th>Year 2</th><th>Year 3</th><th>Year 4</th><th>Year 5</th><th>Year 6</th><th>TOTAL</th></tr>
<tr><td>TEA-21</td><td>$4.112</td><td>$4.749</td><td>$4.793</td><td>$4.888</td><td>$4.968</td><td>$5.061</td><td>$28.571</td></tr>
<tr><td>EPW Bill</td><td>$6.650</td><td>$7.650</td><td>$7.950</td><td>$7.950</td><td>$7.950</td><td>$7.950</td><td>$46.100</td></tr>
<tr><td>House Bill</td><td>$5.401</td><td>$5.986</td><td>$6.431</td><td>$6.854</td><td>$7.039</td><td>$7.287</td><td>$38.998</td></tr>
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<tr>
<td></td>
<td>Highway Bridge Program
SAFETEA §1102(3); §1808
Amends 23 USC 144</td>
<td>If revenue is enhanced, SAFETEA provides 59% higher National Highway System funding than TEA 21, and 16% higher NHS funding than TEA-LU.

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<tr><th>Bill:</th><th>Year 1</th><th>Year 2</th><th>Year 3</th><th>Year 4</th><th>Year 5</th><th>Year 6</th><th>TOTAL</th></tr>
<tr><td>TEA-21</td><td>$2.941</td><td>$3.395</td><td>$3.427</td><td>$3.495</td><td>$3.552</td><td>$3.619</td><td>$20.429</td></tr>
<tr><td>Senate Bill</td><td>$4.700</td><td>$5.400</td><td>$5.600</td><td>$5.600</td><td>$5.600</td><td>$5.600</td><td>$32.500</td></tr>
<tr><td>House Bill</td><td>$3.862</td><td>$4.280</td><td>$4.599</td><td>$4.901</td><td>$5.033</td><td>$5.211</td><td>$27.886</td></tr>
</table>

SAFETEA revises several provisions of how the program operates, most notably it (a) increases the bridge discretionary program by 50% ($150M per year); (b) does not set an upper limit on use of funds for bridges off of the Federal system and (c) provides greater flexibility in using funds for preventative maintenance and historic rehabilitations.</td>
</tr>
<tr>
<td></td>
<td>Surface Transport. Program
SAFETEA §1102(4);
§1401(g)(2); §1620
Amends 23 USC 133(d)</td>
<td>Both SAFETEA and TEA-LU create a highly funded highway safety program and remove from the STP program the 10% set-aside requirement for safety projects. However, SAFETEA adds a 2% set aside for stormwater mitigation projects. Taken both of these adjustments into account, SAFETEA increases funds for non-safety, non-stormwater projects by 56%, if revenue is enhanced; a slightly lower increase than for other funding programs.

STP Funds Not Set Aside for Safety Projects
Excludes funds Set Aside for Stormwater in SAFTEA
<table>
<tr><th>Bill:</th><th>Year 1</th><th>Year 2</th><th>Year 3</th><th>Year 4</th><th>Year 5</th><th>Year 6</th><th>TOTAL</th></tr>
<tr><td>TEA-21</td><td>$4.318</td><td>$4.986</td><td>$5.033</td><td>$5.133</td><td>$5.216</td><td>$5.315</td><td>$30.000</td></tr>
<tr><td>Senate Bill</td><td>$6.811</td><td>$7.791</td><td>$8.085</td><td>$8.085</td><td>$8.085</td><td>$8.085</td><td>$46.942</td></tr>
<tr><td>House Bill</td><td>$6.286</td><td>$6.954</td><td>$7.461</td><td>$7.942</td><td>$8.147</td><td>$8.446</td><td>$45.236</td></tr>
</table>

If the new or expanded safety programs are not funded, it is likely that the 10% STP set aside for safety projects will be continued or expanded.</td>
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	**CMAQ Program** SAFETEA §1102(5); §1611 Amends 23 USC 104(b)(2); 149	Consistent with other existing funding sources, SAFETEA proposes to increase CMAQ funding by 59% compared to TEA-21. **Bill:** **Year 1** **Year 2** **Year 3** **Year 4** **Year 5** **Year 6** **TOTAL** **TEA-21** $1.193 $1.345 $1.358 $1.385 $1.407 $1.434 $ 8.122 **Senate Bill** $1.900 $2.150 $2.225 $2.225 $2.225 $2.225 $12.950 **House Bill** $1.530 $1.696 $1.822 $1.942 $1.994 $2.065 $11.049 However, several factors work to make the proposed increase in CMAQ funds unattractive for Portland. EPA recently issued a rule changing the ozone standards, which results reclassifying Portland as an "attainment area" rather than a "maintenance area." This results in Portland losing its eligibility for ozone-related CMAQ funds. Also, SAFETEA incorporates an apportionment factor relating to "fine particulates." This has the affect of spreading CMAQ funds to more areas, resulting in decreased CMAQ funds for "attainment" areas like Portland. Accordingly: (a) (b) Allow Portland to retain its eligibility for ozone-related CMAQ funds by amending §1611(2) of SAFETEA to include: ***"(x) 1.0 if, at the time of apportionment, the area is not designated as a nonattainment or maintenance area under the 8-hour ozone standard but was designated as a nonattainment area or maintenance area under the 1-hour ozone standard."*** (b) ***Support the change in the apportionment factor from .8 to 1.0 for areas achieving "Maintenance" statys***
	**Transportation & Community & System Preservation Pilot Prog** SAFETEA §1814 Adds 23 USC 175	This is a revision to Sen. Wyden's TCSP program. The program is doubled to $50M per year for six years. Changes to a formula program @ $500,000 per state for a majority of the funds for planning, development and implementation of community and system preservation projects such as TOD, impact mitigation and jobs access projects. Priority given to applicants have policies, such as UGBs, green corridors, etc. Funds must be allocated equitably to a diversity of populations and geographic regions.

⇩	**Multi-State Corridor** SAFETEA §1101(10); §1810. Creates 23USC171 **Border Planning, Operations, Tech.** SAFETEA §1101(11); §1811 Creates 23USC172	"Corridor" funds are a key discretionary source for PE/EIS work for the I-5 Trade Corridor. Oregon is not eligible for "Border" funds. Under TEA-21, "Border" and "Corridor" funds were authorized as one program. About 80% of the funds were allocated to "Corridor" projects. SAFETEA establishes independent funding authorizations for both programs, as does TEA-LU. SAFETEA also revises the eligibility requirements, but this may be of little consequence because funds have historically been earmarked by Congress. While SAFETEA increases Border & Corridor funds by 141%, it splits the funds evenly between the Border and Corridor programs. This has the affect of substantially increasing Border funds and only marginally increasing Corridor funds. The House Bill (TEA-LU) is illustrative of a Border-Corridor apportionment that is consistent with past practice. Also, many projects eligible for Border Program funds are also eligible for Corridor Program funds; allowing them to "double dip." **Borders and Corridors Programs** ***In TEA-21 Programs Combined, in SAFETEA/TEA-LU Separate Programs*** To resolve these issues: (a) Amend §1101(10) and §1101(11), to either (i) combine the separate authorities into one combined authority, as in TEA-21, or (ii) revise the relative funding levels between these programs to better reflect the size of the pool of eligible projects for these programs. (b) In §1811, make projects using Border Program funds ineligible for Corridor Program funding.
⇧	**Interstate Discretionary Projects** SAFETEA §1805 Amends 23USC118(c)(1)	The set aside from the Interstate Maintenance Program for Interstate Discretionary Projects is raised to $100M per year for six years (up from $50M).

Bill:	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	TOTAL
TEA-21; B&C.	$0.140	$0.140	$0.140	$0.140	$0.140	$0.140	$0.840
Senate Bill: Corridors	$0.112	$0.135	$0.157	$0.180	$0.202	$0.225	$1.011
Senate Bill: Borders	$0.112	$0.135	$0.157	$0.180	$0.202	$0.225	$1.011
Senate Bill: B&C	$0.224	$0.270	$0.314	$0.360	$0.404	$0.450	$2.022
House Bill: Corridors	$0.500	$0.900	$0.900	$0.900	$0.900	$0.900	$5.000
House Bill: Borders	$0.200	$0.300	$0.325	$0.350	$0.400	$0.400	$1.975
House Bill: B&C	$0.700	$1.200	$1.225	$1.250	$1.300	$1.300	$6.975

⇔	**Highway Safety Improvement Prog.** SAFETEA §1101(6); §1401; Replaces 23 USC 148	SAFETEA repeals the safety set-aside as part of the STP program and replaces it with a new, formula program with a 90% federal share. This new, highly funded safety program is in addition to safety programs continued under SAFETEA. Funds are formula allocated to states based on road mileage, VMT and amount of gas tax collections. Do not know how Oregon fares based on this formula. **Bill:** **Year 1** **Year 2** **Year 3** **Year 4** **Year 5** **Year 6** **TOTAL** **TEA-21** N/A N/A N/A N/A N/A N/A N/A **Senate Bill** $1.200 $1.300 $1.350 $1.350 $1.350 $1.350 $7.900 **House Bill** $1.000 $1.100 $1.200 $1.300 $1.400 $1.500 $7.500 A pre-requisite for funding is a State Strategic Highway Safety Plan, prepared in compliance with statutory specifications. Eligible projects must be included in this plan and comply with statutory requirements. Project requirements do not appear onerous, but do not know how they comply with Oregon/Portland priorities. Generally, JPACT should support increases in flexible programs, such as STP, and be wary of targeted or restrictive programs with new administrative requirements.
⇧	**Safe Routes to Schools** SAFETEA §1405 Adds 23USC150	Creates a $70M per year, six-year set-aside from Highway Safety Improvement Program (above) for sidewalks, traffic calming, bicycle facilities, etc. in the vicinity of schools.
⇩	**Infrastructure Performance and Maintenance Prog.** SAFETEA §1101(13); §1201 Adds 23 USC 139	New program focused on highway preservation and operational improvements, only limited capacity enhancements are permitted. Funds must be obligated to projects within 180 days of appropriation or lost. Bill does not specify criteria or an apportionment formula. **Bill:** **Year 1** **Year 2** **Year 3** **Year 4** **Year 5** **Year 6** **TOTAL** **TEA-21** NA NA NA NA NA NA $ - **Senate Bill** $2.500 $2.500 $2.000 $2.000 $2.000 $0.500 $11.500 **House Bill** NA NA NA NA NA NA $ - Bill does not specify criteria or an apportionment formula; therefore do not know how much Oregon would receive. This appears to be a large program that is intended to phase-out. Portland/Oregon objectives better met with more flexible and lasting highway programs.

⟺	**Freight Intermodal Connectors to NHS** SAFETEA §1203(c) Amends 23USC103(b)	Of the NHS funds allocated to Oregon, the greater of (i) 2% or (ii) the percentage of NHS miles connecting to intermodal terminals of total NHS miles in the State must be set aside for intermodal freight connector projects. State can seek exemption from set aside each year, if State certifies intermodal connectors are in good condition and there are significant NHS needs. Set aside funds have only 10% local match requirement.
	OTHER PROGRAMS AND POLICIES	
⇧	**TIFIA** SAFETEA §1303 Amends 23 USC181-189	Eligible projects expanded to include intermodal freight facilities, private rail facilities "providing public benefit," etc. State and regional planning and programming requirements do not have to be met until contract to receive federal credit instrument is executed. Threshold for eligibility reduced to $50M or 20% of federal highway assistance apportioned to State (down from $50M or 50%). Maximum assistance under TIFIA limited by the amount of senior debt – makes clearer that TIFIA is not to be the primary borrowing. $130M per year for six years authorized to support program.
⇧	**Freight** SAFETEA §1203 Adds 23 USC 325	In addition to Freight-NHS connector program discussed above, SAFETEA includes several policies and programs related to freight. Intermodal connectors and transfer facilities are made eligible for STP funds. Requires creation of State Freight Transportation Coordinator and integration of freight issues into State and Regional Transportation Planning.
⇧	**Tolling HOV Lanes** SAFETEA §1606 Amends 23 USC 102 **Tolling Programs** SAFETEA §1609(a)	Allows states to establish toll program to charge non-carpools to travel in HOV lanes. Criteria for eligibility for Interstate System Reconstruction and Rehabilitation Pilot program made more flexible. May have applicability for I-5 Trade Corridor. Variable Toll Pricing Program extended, with favorable provisions. May have applicability for I-5 Trade Corridor.
☆	**MPO Funding** SAFETEA §1102(b) Amends 23 USC 104(f)	Requires a 1.5% set aside of highway funds (after deduction for DOT administrative expenses) for metropolitan planning. TEA-21 had a "not to exceed 1%" requirement.
⇧?	**Local Match** SAFETEA §1301 Amends 23USC120(d)	Expands ability to increase federal share of highway funding above 90% (for interstates) and 80% (for other roads) based on percent of State land in national parks, national forests, tribal lands, etc. Authority already exists for some states. Do not know affect of change on Oregon.

	**Transportation Funding Study** SAFETEA §1305	Establishes 11-person *National Commission on Future Revenue Sources to Support the Highway Trust Fund* to study alternatives to replace or supplement the fuel tax as the principal source to support the Highway Trust Fund.
	**RTP and TIP** SAFETEA §1615 Amends 23 USC 134	Changes interval that MPO is required to update RTP from "*periodically as determined by Secretary*" (every 3 years) to five years. TIP program extended from every three years to every four years.
	**Historic Site** SAFETEA §1604 Amends 23 USC 103(c)	Section aimed at generally exempting the interstate system from being considered an historic site for purposes of 23 USC 138 or 49 USC 303. However, in doing so it states that a "*portion of the Interstate System that possesses an independent feature of historic significance, such as a historic bridge ... that would qualify independently for Listing on the National Register of Historic Places shall be considered a historic site ...*" This affects the ability to replace the I-5 Bridge to Vancouver.

TEA-LU (HR 3550)
HIGHWAY TITLE ONLY

The House Transportation Reauthorization bill is the product of two committees. The House Transportation and Infrastructure Committee released a bill (TEA-LU) covering the highway and transit title. Because TEA-LU increases funding beyond existing capacity, new revenues must be enacted by the House Ways and Means Committee.. Ways and Means has not yet produced a bill. So, the table below reviews only TEA-LU. Only changes to TEA-21 are addressed. The table uses the following symbols to rate the overall affect of a proposed change.

Very Good	Good	Neutral	Bad	Very Bad	Unclear
☆	⇧	⇔	⇩	↯	?

Rating	Program/Issue TEA-LU Section Sect. of 23 USC Amended	Summary of Issue/Explanation of Rating
	EXISTING FUNDING PROGRAMS **Authorization Levels and Apportionment Formulae** *(only those programs most relevant to Portland shown)*	
☆	**Interstate Maintenance Program** SAFTEA §1101(a)(1) Amends 23 USC 119	If revenue is enhanced, TEA-LU provides 36% higher Interstate Maintenance funding than TEA 21; 16% less IM funding than SAFETEA. **Bill:** **Yr 1** **Yr 2** **Yr 3** **Yr 4** **Yr 5** **Yr 6** **TOTAL** **TEA-21** $3.43 $3.96 $4.00 $4.07 $4.14 $4.22 $23.81 **EPW Bill** $5.50 $6.30 $6.55 $6.55 $6.55 $6.55 $38.00 **House Bill** $4.50 $4.99 $5.36 $5.71 $5.87 $6.07 $32.50 In FY2003, Oregon received 1.30% ($57M) of the nationwide apportionment of Interstate Maintenance funds; the highest percentage share among all major road programs, except for High Priority Projects.

<table>
<tr>
<td>☆</td>
<td>National Highway System Program
TEA-LU §1101(a)(2)
Amends 23 USC 103</td>
<td>If revenue is enhanced, TEA-LU provides 36% higher National Highway System funding than TEA 21; 15% less NHS funding than SAFETEA.

<table>
<tr><th>Bill:</th><th>Year 1</th><th>Year 2</th><th>Year 3</th><th>Year 4</th><th>Year 5</th><th>Year 6</th><th>TOTAL</th></tr>
<tr><td>TEA-21</td><td>$4.112</td><td>$4.749</td><td>$4.793</td><td>$4.888</td><td>$4.968</td><td>$5.061</td><td>$28.571</td></tr>
<tr><td>EPW Bill</td><td>$6.650</td><td>$7.650</td><td>$7.950</td><td>$7.950</td><td>$7.950</td><td>$7.950</td><td>$46.100</td></tr>
<tr><td>House Bill</td><td>$5.401</td><td>$5.986</td><td>$6.431</td><td>$6.854</td><td>$7.039</td><td>$7.287</td><td>$38.998</td></tr>
</table>

In FY2003, Oregon received 1.24% ($68M) of the nationwide apportionment of NHS funds.</td>
</tr>
<tr>
<td>☆</td>
<td>Highway Bridge Program
TEA-LU §1101(a)(3); §1112
Amends 23 USC 144</td>
<td>If revenue is enhanced, TEA-LU provides 37% higher Highway Bridge funding than TEA 21, and 14% less Highway Bridge funding than SAFETEA.
<table>
<tr><th>Bill:</th><th>Year 1</th><th>Year 2</th><th>Year 3</th><th>Year 4</th><th>Year 5</th><th>Year 6</th><th>TOTAL</th></tr>
<tr><td>TEA-21</td><td>$2.941</td><td>$3.395</td><td>$3.427</td><td>$3.495</td><td>$3.552</td><td>$3.619</td><td>$20.429</td></tr>
<tr><td>Senate Bill</td><td>$4.700</td><td>$5.400</td><td>$5.600</td><td>$5.600</td><td>$5.600</td><td>$5.600</td><td>$32.500</td></tr>
<tr><td>House Bill</td><td>$3.862</td><td>$4.280</td><td>$4.599</td><td>$4.901</td><td>$5.033</td><td>$5.211</td><td>$27.886</td></tr>
</table>

In FY2003, Oregon received 1.22% ($46M) of the nationwide apportionment of Bridge funds. TEA-LU makes few changes to Highway Bridge program. Restrictions on preventive maintenance are eased. Bridge Discretionary Program levels remains at $100M per year, as in TEA-21. From 1998-2002 Oregon received no Bridge Discretionary funds; while $462M was granted nationally.</td>
</tr>
<tr>
<td>☆</td>
<td>Surface Transport. Program
TEA-LU §1101(a)(5); §1202(c)
Amends 23 USC 133</td>
<td>TEA-LU removes from the STP program the 10% set-aside requirement for safety projects (creating a separate, highly-funded safety program in lieu of the set-aside). Taken this adjustment into account, TEA-LU increases funds for non-safety, STP projects by 51%, if revenue is enhanced; a notably greater increase than for other funding programs.
STP Funds Not Set Aside for Safety Projects
Excludes funds Set Aside for Stormwater in SAFTEA
<table>
<tr><th>Bill:</th><th>Year 1</th><th>Year 2</th><th>Year 3</th><th>Year 4</th><th>Year 5</th><th>Year 6</th><th>TOTAL</th></tr>
<tr><td>TEA-21</td><td>$4.318</td><td>$4.986</td><td>$5.033</td><td>$5.133</td><td>$5.216</td><td>$5.315</td><td>$30.000</td></tr>
<tr><td>Senate Bill</td><td>$6.811</td><td>$7.791</td><td>$8.085</td><td>$8.085</td><td>$8.085</td><td>$8.085</td><td>$46.942</td></tr>
<tr><td>House Bill</td><td>$6.286</td><td>$6.954</td><td>$7.461</td><td>$7.942</td><td>$8.147</td><td>$8.446</td><td>$45.236</td></tr>
</table>

TEA-LU adds to the list of STP-eligible projects incident response, technology deployment, emergency response, traveler information, etc. activities. The STP program is Oregon's largest federal road program. FY2003, Oregon received 1.26% ($81M) of the nationwide apportionment of STP funds. The JPACT reauthorization agenda should prioritize increases to the STP program.</td>
</tr>
</table>

<table>
<tr>
<td></td>
<td>CMAQ Program
TEA-LU §1101(a)(6);
Amends 23 USC
104(b)(2); 149</td>
<td>Consistent with other existing funding sources, TEA-LU proposes to increase CMAQ funding by 59% compared to TEA-21.

<table>
<tr><th>Bill:</th><th>Year 1</th><th>Year 2</th><th>Year 3</th><th>Year 4</th><th>Year 5</th><th>Year 6</th><th>TOTAL</th></tr>
<tr><td>TEA-21</td><td>$1.193</td><td>$1.345</td><td>$1.358</td><td>$1.385</td><td>$1.407</td><td>$1.434</td><td>$ 8.122</td></tr>
<tr><td>Senate Bill</td><td>$1.900</td><td>$2.150</td><td>$2.225</td><td>$2.225</td><td>$2.225</td><td>$2.225</td><td>$12.950</td></tr>
<tr><td>House Bill</td><td>$1.530</td><td>$1.696</td><td>$1.822</td><td>$1.942</td><td>$1.994</td><td>$2.065</td><td>$11.049</td></tr>
</table>

CMAQ is the lowest of the major funding sources for Oregon, both as an absolute amount and in terms of its share of the nationwide apportionment, but is a critical source allocated through JPACT and the Metro Council. In FY2003, Oregon received 0.68% ($10M) of the nationwide apportionment of CMAQ funds. It is also the most restrictive in terms of eligible projects A recent EPA rule changed ozone standards; making Portland an "attainment area" rather than a "maintenance area." As a result, Portland will get a lower share of CMAQ funds in the future. Accordingly:
(a) Allow Portland to retain its eligibility for ozone-related CMAQ funds by amending TEA-LU to add 23 USC 104(b)(2)(B)(viii) as follows: "(viii) 1.0 if, at the time of apportionment, the area is not designated as a nonattainment or maintenance area under the 8-hour ozone standard but was designated as a nonattainment area or maintenance area under the 1-hour ozone standard."
(b) Support the change of the apportionment factor from .8 to 1.0 for areas achieving a "Maintenance status.</td>
</tr>
<tr>
<td></td>
<td>Transportation & Community & System Preservation Program
TEA-LU §1113
Amends 23USC101 note
112 Stat 223</td>
<td>The total TCSP authorization under TEA-LU is roughly double TEA-21. No other changes are proposed.

<table>
<tr><th>Bill:</th><th>Year 1</th><th>Year 2</th><th>Year 3</th><th>Year 4</th><th>Year 5</th><th>Year 6</th><th>TOTAL</th></tr>
<tr><td>TEA-21</td><td></td><td>$0.020</td><td>$0.025</td><td>$0.025</td><td>$0.025</td><td>$0.025</td><td>$0.120</td></tr>
<tr><td>Senate Bill</td><td>$0.050</td><td>$0.050</td><td>$0.050</td><td>$0.050</td><td>$0.050</td><td>$0.050</td><td>$0.300</td></tr>
<tr><td>House Bill</td><td>$0.030</td><td>$0.035</td><td>$0.040</td><td>$0.045</td><td>$0.050</td><td>$0.050</td><td>$0.250</td></tr>
</table>

However, the authorization levels and selection criteria under TEA-21 had little to do with actual grants:

<table>
<tr><th>TEA-21 ACTUAL</th><th>1998</th><th>1999</th><th>2000</th><th>2001</th><th>2002</th><th>2003</th><th>TOTAL</th></tr>
<tr><td>Discretionary Grant</td><td></td><td>$0.013</td><td>$0.009</td><td></td><td></td><td></td><td>$0.022</td></tr>
<tr><td>Cong. Earmark</td><td></td><td></td><td>$0.022</td><td>$0.047</td><td>$0.273</td><td>$0.089</td><td>$0.431</td></tr>
<tr><td>Total</td><td></td><td>$0.013</td><td>$0.031</td><td>$0.047</td><td>$0.273</td><td>$0.089</td><td>$0.453</td></tr>
<tr><td>Oregon Grants</td><td></td><td>$0.001</td><td>$0.001</td><td>$0.000</td><td>$ -</td><td>$0.001</td><td>$0.003</td></tr>
<tr><td>Oregon Percent</td><td></td><td>8.46%</td><td>1.81%</td><td>0.80%</td><td>0.00%</td><td>1.43%</td><td>0.73%</td></tr>
</table>

Overall, Oregon/Portland has not done as well with TCSP as other programs.</td>
</tr>
</table>

⇧	**Multi-State Corridor** TEA-LU §1101(a)(10); §1301 **Border Planning, Operations, Tech.** TEA-LU §1101(a)(11); §1302	"Corridor" funds are available to the I-5 Trade Corridor. Oregon is not eligible for "Border" funds. Under TEA-21, "Border" and "Corridor" funds were authorized as one program. About 80% of these funds were allocated to "Corridor" projects. TEA-LU establishes independent funding authorizations for both programs and increases funding by about eight-fold. TEA-LU's split between Border and Corridor funds is consistent with past practice. A section has been reserved in TEA-LU for the operations of the program; so it is yet not clear how the funds will be allocated.

Borders and Corridors Programs
In TEA-21 Programs Combined, in SAFETEA/TEA-LU Separate Programs

Bill:	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	TOTAL
TEA-21; B&C.	$0.140	$0.140	$0.140	$0.140	$0.140	$0.140	$0.840
Senate Bill: Corridors	$0.112	$0.135	$0.157	$0.180	$0.202	$0.225	$1.011
Senate Bill: Borders	$0.112	$0.135	$0.157	$0.180	$0.202	$0.225	$1.011
Senate Bill: B&C	$0.224	$0.270	$0.314	$0.360	$0.404	$0.450	$2.022
House Bill: Corridors	$0.500	$0.900	$0.900	$0.900	$0.900	$0.900	$5.000
House Bill: Borders	$0.200	$0.300	$0.325	$0.350	$0.400	$0.400	$1.975
House Bill: B&C	$0.700	$1.200	$1.225	$1.250	$1.300	$1.300	$6.975

Corridor funds were intended as a criteria-based discretionary program. However, actual funding under TEA-21 had little to do with the authorized funding levels or criteria. Over TEA-21, Oregon's share has been about the same as for NHS funds, but more erratic

Bill:	1998	1999	2000	2001	2002	2003	TOTAL
B&C Funds Allocated		$123.60	$121.80	$123.08	$479.98	$255.00	$1,103.46
Amount to Oregon		$2.00	$0.00	$0.88	$4.86	$6.50	$14.23
Percent to Oregon		1.62%	0.00%	0.71%	1.01%	2.55%	1.29%

Unlike other targeted programs, this program should be supported by JPACT, so long as Corridor funds are about 80% of total, because, with Washington's help, this may be good funding source for I-5 PE/EIS work.

☆	**Interstate Discretionary Projects** TEA-LU §1111 Amends 23USC118(c)	In TEA-LU, the $100M per year Interstate Discretionary Program is eliminated. Oregon has received little from the Interstate Discretionary Program. Of the $560M allocated during TEA-21, Oregon received $1.765M, or 0.3%. Elimination of discretionary program adds to formula apportionments, a benefit to Oregon.

NEW FUNDING PROGRAMS Authorization Levels and Apportionment Formulae *(only those programs most relevant to Portland shown)*		
⇔	**Highway Safety Improvement Prog.** TEA-LU §1101(6); §1401; Amends 23USC130; 23USC152	TEA-LU repeals the 10% ($649M in FY03) safety set-aside in the STP program and replaces it with a new, formula program with a 90% federal share. **Bill:** **Year 1** **Year 2** **Year 3** **Year 4** **Year 5** **Year 6** **TOTAL** **TEA-21** N/A N/A N/A N/A N/A N/A N/A **Senate Bill** $1.200 $1.300 $1.350 $1.350 $1.350 $1.350 $7.900 **House Bill** $1.000 $1.100 $1.200 $1.300 $1.400 $1.500 $7.500 One-third of these amounts are allocated to states for the railroad crossing program in 23USC130. One-half of these funds are apportioned to states based on the STP formula and one-half based on the number of railroad crossings. Two-thirds of these amounts are allocated to states for the hazard elimination program in 23USC152 based on the STP formula. Project requirements do not appear onerous, but do not know how they comply with Oregon/Portland priorities. This new program is in addition to continuing the Nat'l Highway Traffic Safety Administration (HSTSA) and Motor Carrier Safety Assistance Program (MCSAP). Generally, JPACT should support increases in flexible programs, such as STP, and be wary of targeted or restrictive programs with new administrative requirements. However, this is mitigated somewhat in the Safety Program because it makes more flexible STP dollars available with the elimination of the 10% STP set-aside for safety projects.
⇧	**Safe Routes to Schools** TEA-LU §1101(a)(23) §1118(b)	Creates a $250M per year, six-year formula program for sidewalks, traffic calming, bicycle facilities, etc. in the vicinity of primary and middle schools. Apportionment to states based on school enrollment with a $2M per year minimum apportionment (probably would be Oregon's share). 10%-30% of funds to be used for activities to encourage walking and bicycling to school, including public awareness campaigns, traffic education and enforcement in the vicinity of schools, student sessions on bicycle and pedestrian safety, etc

?	**Projects of National and Regional Significance** TEA-LU §1101(a)(12); §1304	Creates a "New Starts-like" discretionary program for "mega" road projects. Only projects costing the lesser of $500M or 75% of the sponsoring state's annual federal highway assistance program are eligible. **Bill:** **Year 1** **Year 2** **Year 3** **Year 4** **Year 5** **Year 6** **TOTAL** **TEA-21** NA NA NA NA NA NA $ - **Senate Bill** NA NA NA NA NA NA $ - **House Bill** $2.900 $2.900 $2.900 $2.900 $3.000 $3.000 $17.600 Criteria for competitive grants include: generate national benefits, reduce congestion, improve safety, leverage non-federal investment, etc. Projects would be evaluated and rated in manner similar to New Starts program. Projects funded through a Full Funding Grant Agreement. One can anticipate that this program will operate similarly as the New Starts program; highly competitive, congressionally earmarked, etc. On its merits, the I-5 Project would be eligible and competitive for "mega" project funds. Perhaps Sunrise Corridor would also be eligible. However, the utility of this program to Oregon depends on our ability to be competitive in a national process. Oregon has done well with New Starts funds, but no other discretionary program. Without members that are Committee Chairs, in leadership positions or on Appropriations, it may be unrealistic to count on concurrently securing FFGAs and appropriations for a New Starts project and a Mega project. If the amount of funds authorized for mega projects were made available through a formula program with an apportionment similar to NHS, Oregon would be allocated about $220M over six years. A "bird in hand …," We should determine whether Oregon would be better served with funds in a formula program than in this mega project program. The exception may be I-5, where with help from State of Washington, the mega project program could be beneficial.
☆	**High Priority Projects** TEA-LU §1101(a)(17) Amends23 USC 117	This program is a placeholder for "demo projects." With good representation in the House T&I Committee, Oregon has done well with demo projects. Under TEA-21, Oregon received 1.85% of such funds; a share that is about 50% higher than for NHS funds. TEA-LU proposes to increase demo funding by 60% above TEA-21 levels. **Bill:** **Year 1** **Year 2** **Year 3** **Year 4** **Year 5** **Year 6** **TOTAL** **TEA-21** $1.030 $1.404 $1.685 $1.685 $1.778 $1.778 $ 9.360 **Senate Bill** NA NA NA NA NA NA $ - **House Bill** $1.953 $2.144 $2.355 $2.587 $2.841 $3.120 $15.000

⟺	**Freight Intermodal Connectors** TEA-LU §1101(a)(18); §1303	New formula program with 80% federal share. Funds apportioned to states on basis of one third each of (i) the state's percent of the national total number of freight intermodal connectors, (ii) the state's percentage contribution to the Trust Fund and (iii) the NHS formula. **Bill:** **Year 1** **Year 2** **Year 3** **Year 4** **Year 5** **Year 6** **TOTAL** **TEA-21** NA NA NA NA NA NA $ - **Senate Bill** NA NA NA NA NA NA $ - **House Bill** $0.300 $0.400 $0.500 $0.600 $0.600 $0.600 $3.000 Funds must be used for construction of publicly owned intermodal connectors and related operational improvements. Priority is to be given to NHS intermodal connectors. Funds can be used for other road projects if state certifies there are no intermodal connector needs. While program is a formula apportionment (which is generally better for Oregon), it is likely that formula produces lower share than NHS formula. Generally, JPACT should support increases in flexible programs, such as STP, and be wary of targeted or restrictive programs with new administrative requirements
↯	**Dedicated Truck Lanes** TEA-LU §1101(a)(22); §1305	TEA-LU includes authorized funding, but does not define the program (section reserved for this purpose). **Bill:** **Year 1** **Year 2** **Year 3** **Year 4** **Year 5** **Year 6** **TOTAL** **TEA-21** NA NA NA NA NA NA $0.00 **Senate Bill** NA NA NA NA NA NA $0.00 **House Bill** $0.25 $0.35 $0.35 $0.35 $0.35 $0.35 $2.00
⇩	**Congestion Relief** TEA-LU §1202	Requires that a portion of STP, NHS, CMAQ and Interstate Maintenance funds be dedicated for congestion relief activities. The portion to be dedicated is 10% of these funding categories times the percent of the state's population in urbanized areas with a population over 200,000. Each year 40% of the dedicated revenues must be allocated to congestion relief projects than can be implemented in one year, 35% to congestion relief projects that can be implemented in three years, and 25% to any congestion relief activity. This program is not a new funding source, but rather a limitation on flexibility and an additional administrative burden, and should be opposed.
	OTHER PROGRAMS AND POLICIES ***(Research not Addressed, Defer to PSU)***	
⇧	**TIFIA** TEA-LU §1303 Amends 23 USC181-189	Threshold for eligibility reduced to $50M. $150M per year for six years authorized to support program. The maximum annual credit amounts set at $2.6B.

	**TSM** TEA-LU §1202 Amends 23 USC 133, 23 USC 149	Expends list of eligible projects for STP and CMAQ funds to include transportation system management and operations activities.
	**ITS** TEA-LU §1205 Adds 23 USC 150	Requires States to obligate a portion of their annual NHS, Interstate Maintenance, STP and CMAQ funds on ITS projects. The portion of a state's federal funds that must be spend on ITS is $500M times the percent of federal road funds that state receives compared to the national total. For Oregon, this means about $6M per year. This program is not a new funding source, but rather a limitation on flexibility and an additional administrative burden, and should be opposed.
	**Tolling**	Nothing proposed.
?	**Public Private Partnerships** TEA-LU §1503	Section reserved, proposal to be added later.
?	**Design Build Contracts** TEA-LU §1501	Section reserved, proposal to be added later.

TEA - LU
New Start/Small Start Program Issues

*This analysis examines Section 3010 (Capital Investment Grants) of HR 3550 (Transportation Equity Act: A Legacy for Users), which primarily amends Section 5309 of the Transit Act, Section 3037, which authorizes fixed guideway projects for Final Design and Construction, and Section 3034, which authorizes funding for such capital grants. The **changes** proposed to the provisions of TEA-21 in TEA-LU are described in the table below. The table uses the following symbols to describe the overall affect of a proposed change.*

Very Good	Good	Neutral	Bad	Very Bad	Unclear
☆	⇧	⇔	⇩	↯	?

Rating	Section: Issue	Summary of Issue/Rating
	SECTION 3010 OF HR 3550	
⇔	§5309(a)(1) General Authority	Loans of §5309 Funds no longer permitted, does not affect Portland region projects.
	Major ($75M) Fixed Guideway Projects	
⇧	§5309(c): Establish Category for Major Capital Investment Grants	$75M threshold for full new starts evaluation process allows streetcar projects to proceed without onerous criteria.
⇩	Deleted from TEA-21: Exemption from New Starts Criteria for Entirely Flexible Funded Projects	TEA-21 exempts from the New Starts review *"part of a project financed completely with amounts made available from the Highway Trust Fund (other than the Mass Transit Account)."* Thus, a MOS entirely funded with STP funds is exempt from New Starts criteria under TEA-21. Under TEA-LU such an MOS would be subject to New Starts review. This would affect a small streetcar project funded entirely with MTIP funds.
⇩	§5309(c)(2)(B): Justification Criteria for Major Projects	The factors considered in FTA's "comprehensive review" are expanded to include *"transit supportive policies"* and *"existing land use."* While *"transit supportive policies"* helps Portland region, *"existing land use"* helps mega-cities like NY, Chicago, etc. and hurts Portland. A preferable factor is *"land use policies."*

Small Starts (§5309) Program		
	§5309(d)(1): $75M "Small Starts" Threshold	Overall, the small starts program much more supportive of streetcar projects than the major fixed guideway program. But some specifics, discussed below, are troublesome.
	§5309(d)(1): $25M "Exempt" Threshold	TEA-LU does not proscribe any processes or criteria for "exempt projects" (i.e. <$25M). Congress should set parameters for exempt projects rather than leave it entirely to FTA.
	§5309(d)(2) and (3): Alternatives Analysis Required	§5309(d)(2) and (3) require that the evaluation of small starts be based on the results of Alternatives Analysis (AA). AA requires consideration of non-streetcar project alternatives, probably including a baseline alternative for cost effectiveness rating. Unless narrowed by statute, this will lead to considerable FTA involvement and interference. Thus, amend §5309(d)(2)(A) as follows "*(A) based on the result of planning and alternatives analysis* ***(as used in this subsection, alternatives analysis requires a comparison only to the no build alternative).***
	§5309(d)(4)(A) and (C): Project Justification Factors	While the justification of "major" projects must consider "*operating efficiencies*," "*environmental benefits,*" "*mobility*" and "*existing land use*," these factors are not considered in evaluating small start projects. This helps because small starts would not be competitive with regard to these factors. Paragraph C establishes "*positive effect on local economic development*" as a key criterion. This helps Portland streetcar projects.
	§5309(d)(4)(B): Cost Effectiveness	Grant approval requires consideration of "*cost effectiveness at the time of the initiation of revenue service.*" FTA is provided 120 days after bill passage to develop regulations on how cost effectiveness (CE) will be evaluated. If history is an indication, FTA will propose a CE that compares the small start project with a baseline alternative. This begins to drag the "streamlined" small starts process into the same issues that delay "major" projects. Also, CE is evaluated when operations start, rather than the normal 20-year basis; making "cost per rider" and "cost per new rider" measures worse for small starts than for "major" projects. Bill should define parameters for CE calculation, rather than leaving to FTA discretion, as follows: "*B. determine cost effectiveness* ***based on the amount of development leveraged by the transit investment (compared to the no build alternative)*** *at the time of the initiation of revenue service.*"
	§5309(d)(5): Local Financial Commitment	The bill excludes for "small starts" certain financial evaluation factors required of "major" projects, such as *"the extent to which ... local financial commitment exceeds the required non-Federal share ...*," and *"local resources are available to operate the overall proposed public transportation system ...without ... a reduction in existing ... services ...*" These are very helpful exclusions. However, their absence in the bill does not necessarily mean they will not be part of FTA's ratings Congress should clarify that rating factors required in the bill of "major" projects but not "small starts" establish legislative intent to exclude such factors for "small start" ratings.

	§5309(d)(7) and (8): Construction Grant Agreements	In lieu of Full Funding Grant Agreements (FFGA), "small starts" receive Construction Grant Agreements (CGA). The content of a FFGA and CGA appear similar. But a FFGA requires 60-day congressional review, and a CGA does not. FTA requires 60% Final Design completion before starting FFGA negotiations, and up to 1 year to complete the FFGA approval process. To avoid this aberrant delay, add to the end of §5309(d)(8) "***Construction Grant Agreements may be issued at the start of Final Design and cover the cost of Final Design and construction.***
	§309(d)(10): Eligible Projects in Small Starts Program	Small starts include "*corridor-based public transportation bus capital projects if the majority of the project's corridor right of way is ... for exclusive use by public transportation ... all or part of the day.*" This limits small start program funding for BRT projects to only those with substantial bus-only lanes.
Other New Start Provisions in Sec. 3010 of HR 3550		
	§5309(e): Grandfather Provisions	Only projects with a FFGA or Letter of Intent (LOI) before enactment of the bill are exempt from the provisions for "major" projects and "small starts." This is a serious problem for Commuter Rail, which will not have a FFGA in time. Commuter Rail will be subject to the small start provisions and await enactment of "small start" rules before proceeding – undoubtedly a year delay. Also, Commuter Rail will be re-evaluated based on "small start" factors; reopening discussions with FTA on the merits of the project. A non-bill fix is to obtain a LOI for Commuter Rail prior to bill enactment (recall an LOI requires 2-month congressional review). Alternatively, amend provision as follows: "*Subsections (c) and (d) do not apply to projects for which the Secretary has issued a letter of intent or entered into a full funding grant agreement before the date of enactment ...* ***Subsection (d) does not apply to projects for which the Secretary has approved Final Design before the date of enactment [of the bill]***"
	§5309(f)(4)(A): Limitations on Amounts that can be Obligated	Section is hard to decipher, but looks like the amount that can be contingently committed to projects is raised from 2-years worth of authorization under TEA-21 to 3-years under TEA-LU.
	§5309(f)(5): Notification of Congress	Eliminates House and Senate Appropriations Committees from notice of intent to issue a FFGA. Doubt that this stops Istook-like problems.
	§5309(g)(2): Remainder of Net Project Cost	Do not know what this means.
	§5309(g)(3): FTA Not Authorized to Require Local Match in excess of 20 percent	Sounds good, but hard to reconcile with other provisions. §5309(c)(3)(D)(iv) states that the amount of overmatch shall be considered in evaluating local financing. §5309(c)(4) states that the degree of local financial commitment is a basis for determining the rating of a project. §5309(g)(3) may mean that FTA cannot automatically rate projects Not Recommended because they have only 20% match, but can rate projects with >20% local match higher.

	§5309(g)(4): Project Cost can Include Previously Purchased Vehicles	Permits the cost of a project to include vehicles purchased for the project before FTA approved the project. Requires that no federal funds were used to purchase such vehicles. May be way to get reimbursement for 10 "option" LRVs. Do not know what last sentence in provision means.
	§5309(m)(1): Small Start Funds Allocated "Off-the-Top" of Capital Funds	Funding for small start program is carved out of capital funding program before the 40-40-20 split to new starts, rail mod and bus capital. This mitigates the hit on New Starts. This will be further addressed below in explanation of Section 3034 of HR 3550.
	§5309(m)(1)(B): Small Starts cannot access funds for "Major" New Starts	Provides that 40 percent of funds remaining after allocation to "small starts" are for "*major new fixed guideway capital projects*." §5309(c)(5) defines "major" as costing over $75M. Thus, this category is not available for small starts; ensuring that "small starts" projects, such as FTA-favored BRT projects, cannot use-up funding for LRT projects.
	§5309(m)(4): New Start funds must be derived from General Fund	Puts full onus of General Fund appropriations on "major" fixed guideway projects. Rumor is that General Funds are guaranteed, but there is nothing apparent in bill that provides guarantee. Small starts do not appropriation risk because a specified amount of funds is annually allocated; and the full amount will come from Trust Fund if General Funds are not appropriated. Rail Mod and Bus/Bus-Related do not share in risk because they are funded with Trust Funds. Creates need for small constituency of congresspersons with LRT interests to secure large, annual general fund appropriations. Need to get New Starts on Trust Fund rather than General Fund, or, at least, spread General Fund risk to broader constituency. One option is to delete §5309(m)(4), which would cause appropriations risk to be spread among all capital investments (New Starts, small starts, Rail Mod and Bus/Bus-Related). A broader fix would be to change allocations in §5338 (see Section 3034 of HR 3550) to have General Fund applied to formula grants and allocate only Trust Funds to capital program.
	SECTION 3034 OF H.R. 3550	
	§5338(b)(2)(C): Allocation to Small Starts is Only for Small Starts	States that "*the Secretary shall make available for capital investment grants of less than $75,000,000 under section 5309(d)*." Ensures that "major" projects do not have access to small start funds.
	SECTION 3037 and 3038 OF H.R. 3550	
	§5309(m)(I)(B): Portland Projects Not Yet Authorized for Final Design and Construction	Other than IMAX, Portland projects are not yet authorized in bill. Must get Commuter Rail and I-205 LRT authorized in this section for Final Design and Construction. Also, need Portland Streetcar, and I-5 LRT authorized; although they can, if necessary, at first be authorized for alternatives analysis and preliminary engineering and later for Final Design and construction. Also, should think about earmarking bus/bus-related projects in Section 3038 of HR 3550.

Vancouver BNSF Rail Bridge Project

From: Ad-Hoc Steering Committee for the Vancouver Rail Bridge Upgrade Project:

Co-Chair	Jerry Grossnickle Chair, Bridge Committee Columbia River Towboat Association (CRTA) Phone: 503-289-3046	Co-Chair	Ginger Metcalf Executive Director Identity Clark County Phone: 360-695-4116

To: JPACT
January 15, 2004 Meeting

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Summary of the Vancouver BNSF Rail Bridge Project

From: Ad-Hoc Steering Committee for the Vancouver Rail Bridge Upgrade Project:

Co-Chair	Jerry Grossnickle Chair, Bridge Committee Columbia River Towboat Association (CRTA) Phone: 503-289-3046	Co-Chair	Ginger Metcalf Executive Director Identity Clark County Phone: 360-695-4116

To: JPACT
January 15, 2004 Meeting

The Request

We are asking JPACT that the Vancouver Rail Bridge Project be included as a high priority of the Regional Transportation Plan.

The Project

The project is to replace the existing "swing span" with a "lift span" and place it closer to the middle of the river.

The Problem

1. **Opening Too Narrow**. The current opening is too narrow. At less than 200 feet wide, it was built (in 1908) to handle much smaller paddlewheel-type freight vessels; today's tows are often over 600 feet long and over 80 feet wide. It there is current, wind or fog, passage can be very difficult and dangerous. Because of the way the bridge opens, with the swing span turning parallel to the navigation channel, the opening is analogous to a tunnel, forcing tows to line up and head straight through, without any significant ability to slide through to compensate for wind or current. This requires considerable forward momentum in order to maintain course, which only adds to the danger of a catastrophe in the event of a miscalculation.

2. **I-5 Bridge Problems**. The navigational difficulties for downbound tows are compounded by the nearby I-5 bridge. The distance between the bridges is barely adequate to allow the difficult maneuvers required to safely negotiate the bridge openings. Although the rail bridge opening is reasonably well lined up with the I-5 lifts (both are near the Washington shore), captains do not call for these lifts when they can be avoided, nor are they allowed to use them during the peak traffic periods of morning and evening "rush hour" (6:30-9 AM and 2:30-6PM). So they usually navigate under the I-5 bridges' higher spans toward the middle of the river, which require tows to make a difficult "S" turn to line up with the narrow rail bridge opening. This maneuver

becomes more dangerous as river levels rise and currents increase. When the river reaches 6 feet at the Vancouver gauge, the maneuver (through the high span) becomes too dangerous, and captains use the I-5 lifts. In years of high run-off, the river can remain above 6 feet for 6 or 7 months at a time.

3. **Increasing Danger**. The dangers to tug & barge tows from a miscalculated maneuver are obvious and immediate, with the possibilities for loss of life and property a constant consideration for towboat captains. With increasing I-5 traffic, there has been increased pressure on captains to avoid using the lifts, and in 1999 the Coast Guard extended the length of rush-hour closures of the lifts. Thus the danger of a miscalculation has steadily increased. If a tow were to hit and disable the rail bridge (the closest alternative is east of The Dalles, at Wishram), the cost to the regional economy would be enormous.

The Benefits of a Relocated Lift Span

1. **Safer Navigation**. If a rail bridge lift span is placed nearer the middle of the river, towboat captains will be able to use the higher spans of the I-5 without making the dangerous "S" turns to line up with the opening. The lift span would be about 300 feet wide if it were placed on current pier structures, making it a much safer opening for marine traffic, and of course, the "tunnel" effect would be eliminated.

2. **Faster Opening**. A lift opening could be made considerably faster than the present swing opening, resulting in less disruption to rail traffic.

3. **Significant I-5 Traffic Benefits**. A lift opening placed more toward the middle of the river would allow marine traffic to nearly always avoid using the I-5 lifts. Of course, each time a captain calls for an I-5 bridge lift, all I-5 traffic comes to a dead halt to wait for the tow to pass through. It is precisely analogous to a rail crossing on the freeway. Nowhere else in the country has such a lift been allowed to remain on the interstate highway system. WSDOT calculated that the current average annual cost of lifts in I-5 traffic delay is about $0.8 million and will steadily increase to a projected annual cost of $12 million by 2021. Currently a lift causes about 20 minutes in midday traffic delay, but by 2021 the midday delay is estimated to exceed 90 minutes. Compounding the problem is that the current rush hours, with very slow, full capacity traffic, will grow to include the entire mid-day period. Thus lifts will cause greater disruptions to traffic and freight mobility.

4. **Part of Existing Plan**. The project is part of an existing regional plan for improving I-5 freight and traffic mobility, for it is included in the Final Recommendations of the I-5 Trade and Transportation Partnership Strategic Plan. Although the Partnership study focused on the highway traffic problems of the I-5 corridor, it concluded that a modification of the rail bridge would have important positive impacts on traffic and freight mobility within the I-5 corridor.

5. **Planning for New I-5 Bridge**. The proposal would permit planners of a new I-5 crossing much greater flexibility, for the lifts at the north end of the bridge could be eliminated. This would result in lower construction costs and would eliminate a large annual budget currently allocated to lift operations and maintenance. Removal of the lift towers would also increase safety for aircraft using the nearby Pearson airfield.

Cost

Truman-Hobbs officials assumed the project would cost about $42 million. This assumption was based on an unrelated study by SW Washington RTC for adding a third track to the bridge, and was considered relevant because it also contemplated adding a lift. However, the figure must be considered an educated guess, rather than resulting from an actual cost analysis.

Funding Considerations

1. **Truman-Hobbs**. The CRTA initiated a "Truman-Hobbs" proceeding in 1999 to have the Coast Guard declare the rail bridge an "unreasonable hazard to navigation," thereby making it eligible for a federally funded modification under the Truman-Hobbs Act. After convening a hearing in Portland (March 2002), where testimony was taken from towboat captains and a wide variety of river interests, the District (Eighth Coast Guard District, located in St. Louis) recommended that the rail bridge be modified. But then in early 2003, Coast Guard Headquarters overruled the District, on the grounds that the project did not after all meet the cost/benefit requirements of its regulations, partly because the bridge has not been hit often enough, and partly because the benefits to I-5 traffic could not be considered. Headquarters also declined to consider the increasing danger of future accidents (which are inevitable, according to towboat captains' testimony) because of I-5 lift restrictions. Nor did Headquarters consider the massive disruption to freight movement that is likely to result from a major incident at the bridge, or the national security implications of such a disruption.

2. **Falling Through the Cracks - The Funding Conundrum**. The rail bridge project is truly multi-modal. It has significant benefits for marine safety as well as for highway traffic and freight mobility, and it also provides some benefits to rail from a faster opening. But with the failure of Truman-Hobbs, there appears to be no single agency, federal or state, with the ability to take on the project and provide the funding. The bridge is private property, after all, and is not within the traditional jurisdiction of any highway department (even though they are now called transportation departments), and although the railroad owner is subject to the oversight of the Federal Railroad Administration, the FRA has no legal ability to order a rail improvement for the primary benefit of marine and highway traffic. The Coast Guard has the legal ability to order a rail bridge improvement for the benefit of marine safety, but declines to use highway benefits in making its cost/benefit analysis to justify such an order.

3. **The Solution – Congressionally Mandated Truman-Hobbs**. However, Congress can declare on its own that the bridge is an unreasonable hazard to navigation, and it can direct the Coast Guard to apply Truman-Hobbs procedures. This has been done for other bridge projects. Thus, the Coast Guard would conduct the engineering study, do the EIS, and contract the entire project from beginning to end. The Coast Guard's Truman-Hobbs director at headquarters has indicated that their Congressional liaison office will work with our Congressional representatives to properly craft the necessary legislation. However, considering the benefits to I-5 traffic (as well as benefits to Amtrak and other federally supported rail projects from the new lift), funding would come from sources other than Truman-Hobbs, for which it technically does not qualify and which currently lacks sufficient funding in any event.

4. **Authorization under TEA-21**. Since the project could very well be characterized as providing a solution to a transportation safety and mobility problem at a nationally significant multi-modal crossing on a major freight corridor, we intend to seek federal highway trust funding, and we will target bridge discretionary and other funding as part of a funding package. To achieve authorization under SAFETEA, we seek the support of the various transportation committees in both states, particularly JPACT, for inclusion within the Regional Transportation Plan system as a high priority, while recognizing that funding for the project may come from sources not used to forecast the financially constrained Regional Transportation Plan.

Project Support

In addition to support from the maritime community (CRTA, Columbia River Pilots, Port of Vancouver, Port of Portland, Pacific Northwest Waterways Association) and the Vancouver business community (Identity Clark County), the project received official support at the Truman-Hobbs hearing from the following:

Senators Patty Murray, Maria Cantwell, Gordon Smith and Ron Wyden
Representatives Brian Baird, Earl Blumenauer, Peter Defazio, Darlene Hooley, Greg Walden and David Wu

WSDOT, ODOT, City of Portland, Metro

We expect support from these and others in our effort to seek funding for the project under a modified Truman-Hobbs approach, and have begun discussions with Congressional staffs about crafting the appropriate legislation.

FREQUENTLY ASKED QUESTIONS

About the Vancouver Rail Bridge Project
Prepared for JPACT meeting 1/15/04
by
Jerry Grossnickle, CFO
Bernert Barge Lines, Inc.
Phone (503- 289-3046), email: jerrygbw@aol,com

Chair, Bridge Committee, Columbia River Towboat Association
Co-Chair, Ad Hoc Committee for the Vancouver Rail Bridge Upgrade Project

1. How many lifts are called for at the I-5 bridge?

That depends entirely on the river levels. In low water years, when the river level does not rise above 6 feet at the Vancouver gauge, we may have very few lifts requested by towboat operators. But in some years, the river may be above 6 feet for six or seven months. The ten-year average is about 275 annual lifts at I-5. But in 1997, a high water year, there were over 100 lifts per month for seven months straight, most of them called by towboat captains. Similarly, 1996 had six straight months with over 100 lifts per month. Washington DOT predicts that the average annual number of lifts will increase to about 400 in 2021.

In the winter up to 90% of lifts may be called by towboat captains, while in the summer perhaps as few as 60%. Whether recreational vessels would be able to use the high span to the same extent as commercial tows may depend on mast heights. But certainly the I-5 lifts could not be immediately disabled upon construction of a rail bridge lift, for a small percentage of vessels would continue to require the use of the 175-foot high I-5 lifts.

2. Why is no one complaining about traffic delays on I-5 caused by lifts?

We have had three straight low-water years, and consequently very few lifts. But after the high water years of 1996 and 1997, there was a great deal of public outcry about the lifts. Identity Clark County (ICC) and others appealed for further restrictions on the times the towboat captains could call for lifts, and in fact, the Coast Guard was compelled to look at the issue very closely, holding several public hearings on the matter. The Columbia River Towboat Association was pressured by Washington's Senator Gorton to negotiate a settlement of the issue with ICC, the Coast Guard and ODOT, participating. In the end, we agreed to increase the lift restriction period by an additional 1 & 1/2 hours.

After the agreement was made, we entered the current period of low water years, where few lifts have been requested. Naturally, some people assume that because of the outcry, the towboat industry has reformed itself, no longer requesting unnecessary lifts. Even ICC officials have occasionally complimented the industry on its admirable restraint.

But this is certainly not the case. As soon as the river again reaches 6 feet, captains will be calling for lifts. This year's mountain snow pack would lead to a reasonable conjecture that we will again see lifts in 2004.

And of course, I-5 traffic has gotten worse in the last few years, and the outcry will again be noisy when the lifts begin stopping traffic. Both ODOT and WSDOT have indicated that they will again seek further lift restrictions from the Coast Guard when the pressure rises.

3. Why does increasing the I-5 lift restriction time make navigation more dangerous?

When the river level is over 6 feet, downbound captains are no longer able to safely use the wide or high spans of I-5 and must use the lifts. If they are unavailable, captains must schedule the arrival time to coincide with non-restricted hours (sometimes by holding the tow upriver). As the opening time becomes more restricted, more tows must schedule their arrivals at the daytime hours of opening, which thus become more crowded with towboat traffic, or at night, when the rail bridge transit is even more hazardous.

And of course, with added opening restrictions, there is increased pressure on captains to avoid the lifts by attempting the maneuver through the wide or high spans. The cautious captain might choose to wait; but the close calls, the difficult decisions will always arise. Much depends on the captain's judgment of the situation. Considering the complexity of factors involved, an error is perhaps inevitable if the conditions are not improved.

4. If the rail bridge is so hazardous, why haven't there been more accidents?

Although Columbia/Snake river towboat captains appear to agree that this is the most dangerous man-made hazard on the river, very few of them have actually had a significant accident at the bridge. It is of course relevant that all captains are very much aware of the dangers. Before navigating between the I-5 and rail bridges, the captains will have thought out the route before making the approach, and will have considered the variables, from weather conditions to river levels, speed and likely currents that will be encountered. Partly this is because he knows it can be treacherous, partly because he must arrange in advance both openings and will thus be alert to the current situation. He will not attempt the downbound approach through I-5 without making sure the rail bridge is open, even if he can avoid using the I-5 lifts.

To say that captains are highly skilled and careful operators may certainly be an accurate assessment. However, these same captains have all had harrowing close calls at the bridge and assert in written and oral testimony that a major accident is inevitable unless the rail bridge opening is changed. Partly this belief is based on the fact that I-5 lifts are now less available (and may even be less so in the future), so he must make harder decisions about how to make the transit. Should the high span be attempted when the river is at six feet, or should he play it safe and wait several hours for lifts to again be available?

Some have expressed the view that the "old guard" is retiring, and a new crop of untested captains must learn the ropes at a time when the region is going through an extended period of low water years, so there will be a steep learning curve when river levels return to historic conditions.

5. What would be the effect of an accident on rail traffic?

Since the local Coast Guard and river operators all agree that a major accident is just a matter of time unless changes are made, we should note the likely effects. If the rail bridge were put out of commission, resulting delays along the west coast would take weeks and months to unsnarl. Rail traffic would be diverted to Eastern Washington, to Eastern Oregon (the closest crossing is at Wishram) and back through the Columbia Gorge. The cost to Burlington Northern and Union Pacific would be about $156,000 a day (taken from Congressman Blumenauer's testimony at the Truman-Hobbs hearing). West Coast Amtrak service would simply stop. River traffic would stop. If the cargo involved in the accident happened to include petroleum products or hazardous materials, the ecological effects could be catastrophic.

6. How would changing the rail bridge improve the situation at I-5?

If a lift opening were placed at the span just to the south of the current opening, it could be about 300 feet wide and could be approached from either the I-5 wide or high spans with relative ease. There would be no need for towboat captains to use the lifts during high water. At 72 feet (at zero gauge) the high span is high enough to accommodate any towboat under nearly any possible river condition except very high flood levels, when there would be no river traffic anyway. Thus, I-5 lifts from towboat traffic could be eliminated with a modification of the rail bridge.

7. How much cargo moves on this stretch of the river?

The ten-year average for cargo moved in barges through the two bridges is about 10 million tons per year. The estimated value for the cargo (mainly grain, wood products, containerized agricultural products, petroleum and other bulk commodities) likely approaches $2 billion.

8. Is there a bottleneck for marine traffic at the bridge?

Current barge traffic stack-ups result from two major causes: 1) When the river level is above six feet, downbound tows can collect at Ryan point to await their turn to use the I-5 lifts; and 2) When the rail bridge is occupied by train traffic, tows must also wait for the rail bridge to clear, although river traffic has theoretical priority.

Because of the constricted and dangerous nature of the downbound approach to the rail bridge, only one tow at a time can approach the two-bridge intersection at a time, and both the I-5 lift and the rail swing span must be in the open position before a captain can commence the

downbound approach. All this can take some time to coordinate, and the effect on freight mobility can be significant for all three modes. Obviously, when a barge queue develops, the result on highway and train traffic is to create two more bottlenecks for these modes as the barge tows navigate one by one through the bridges. As river, highway and train traffic increases, these bottleneck effects will only worsen.

A modification in the rail bridge will have positive impacts on all three modes, for it will allow quicker barge transits, shorter rail bridge openings, and far fewer I-5 lifts. The cascading bottleneck that is now developing at the intersection would be nearly eliminated, certainly for marine and highway traffic, and it would be greatly lessened for train traffic as well.

9. Why did the Coast Guard rule against Truman-Hobbs funding?

The Coast Guard's Eighth District, which is headquartered in St. Louis, was asked to do the study and conduct the hearing because of its extensive experience in handling Truman-Hobbs matters. After holding the hearing and considering the facts, it strongly recommended that action be taken to fix the problem. It flatly declared in its report that in its opinion the Vancouver Rail Bridge is an unreasonable obstruction to navigation.

However, when the case got to Headquarters in Washington, D.C., there were other factors to be considered. Namely, the cost/benefit analysis showed that unless the benefits from reducing I-5 lifts and avoiding a hypothetical future accident were factored into the equation, the $42 million cost of modifying the bridge was not justified by the other benefits to navigation. And it found that the regulations did not provide the flexibility to look at those benefits, particularly the benefits to highway traffic on a nearby bridge, a bridge that was not even under Truman-Hobbs consideration for modification.

We subsequently learned that the Truman-Hobbs program is currently starved for funds, and that nationally it handles about one bridge per year. Had the Vancouver rail bridge been approved for Truman-Hobbs funding, the project would have been put in a queue with a long list of other approved projects, waiting for appropriations.

10. Why is the Coast Guard now willing to undertake the project?

Even after ruling against Truman-Hobbs funding, the Coast Guard's Washington D.C. Headquarters has expressed an interest in managing the project. If funding can be assured without reducing the dollars available for approved projects, the Truman-Hobbs managers at Headquarters would be willing to undertake and complete the project. It is our opinion, based on many conversations with Coast Guard officials, that while the Coast Guard views this project as important to navigational safety, Coast Guard officials also see that its importance to regional multi-modal freight transportation, including I-5 freight mobility, is also a very significant factor and should be considered when deciding the funding issues,

The local Coast Guard Commander, after calling the rail bridge opening "an anachronism from another era without the nostalgia of that era" that represents the greatest man-made navigational challenge to river traffic, stated at the hearing that "to put it simply, the proposal represents and unusual win-win-win-win situation for three modes of transportation and for reduced risk of casualties and environmental harm...and will simplify the planning and construction of future regional transportation links by rail and highway across the Columbia River." (Truman-Hobbs testimony, March 5, 2002)

The Eighth District agreed with the local Commander and recommended that the project go forward, and also pointed out the benefits to the other modes of transportation. On this latter point rests the hope expressed by so many in the Coast Guard after the failure at Headquarters. The project is important to the region, to multi-modal and intermodal traffic, and even to the rail system. If the region pulls together and recognizes the far-reaching positive impacts of the project, funding will be found. If Truman-Hobbs cannot use the benefits to I-5 traffic in its cost-benefit analysis, the region and its Congressional delegations are certainly able to do so. Authorizing this multi-modal transportation project under TEA-21 makes a great deal of sense, and with proper legislation the Coast Guard will be able to use the mechanisms of Truman-Hobbs to fully manage and complete the project.

11. Why should the project not be considered a rail project?

It is perhaps unfortunate, and certainly misleading, that the I-5 Trade and Transportation Partnership categorized the project as a rail project. Obviously, in a sense it is a rail project, since it involves the rail bridge. But other than the rather large benefit of reducing the likelihood that the rail bridge itself will be hit by a barge tow, the economic benefits derive mainly from a modernized opening. Theoretically, a new lift can be operated with greater speed than the old swing span. But BNSF has put a great deal of money into making sure the old swing span can continue to operate for years into the future. It has expressed little interest in building a new lift. The capital costs would hardly justify such a project in the near future merely on the basis that a new opening could be faster.

It is clear that the justification for the project comes primarily from its effects on maritime safety and its benefits to I-5 traffic. This is not a rail project, and to so classify it induces a kind of torpor, an inclination to wait for the railroads to weigh in on the need for it.

There was some concern expressed at the Truman-Hobbs hearing that the rail bridge ought to be upgraded to accommodate increasing rail traffic, and that perhaps the upgrade could be done at the same time as the safety modification. We believe that this is an independent issue and ought to be decided on its own merits rather than be tied to the critical issue of navigation safety; certainly it should not be used to impede the decision to improve the opening. A new lift could easily be configured to accommodate a third rail if necessary.

12. Why not wait for planning on the new highway crossing to be done?

With the I-5 Trade and Transportation Partnership calling for a new Columbia River crossing, shouldn't the planning be done before we undertake a change at the rail bridge? The new crossing, by the most optimistic forecasts, is a good number of years away, and planning will take considerable time. But that's not the main point. If we go ahead now with the rail bridge project, we open up possibilities for the I-5 planners, and we get immediate benefits for I-5 traffic and freight mobility.

By moving the rail opening to the south, we can eliminate the need to have a high span at the north end of any new I-5 bridge. This is because river traffic will no longer have to line up on the north side of the river to get through the rail bridge. The new bridge can be designed with its high spans nearer the middle of the river, lining up with the new lift at the rail bridge, also nearer the middle of the river.

Thus the new highway bridge could be planned without lifts and without a high span at the north end. This will certainly facilitate access to the street system at Vancouver USA, and will allow more efficient use of the current freeway infrastructure north of the river. A modification of the rail bridge accomplished early in the planning process for the I-5 crossing would thus facilitate that effort, reduce the projected costs of the new crossing, and at the same time ease the congestion currently forecast by WSDOT and ODOT on the existing bridge.

13. How much would the project cost?

The Coast Guard estimated for purposes of the Truman-Hobbs study that the cost would be about $42 million. This figure includes the costs of the engineering and environmental impact studies and contemplates that the entire project would be managed by the Coast Guard itself. It is frankly an estimate, and it may be high. It was based partly on an unrelated study conducted by HDR Engineering for SW Washington RTC for adding a third track to the bridge, and was considered relevant because it also contemplated removing the swing span and adding a lift.

A Vancouver Rail Bridge Scenario

It's a dark and stormy night. The river is running high and swift. We're behind schedule because we had to wait on a fuel barge trying to get up the Garrison rapids

5:50 AM Just above Ryan's Point, called the I-5 bridge tender and the rail bridge tender. The Vancouver gauge is hovering around 6 feet.

Have to make it through the I-5 before 6:30 AM in order to use the lifts. Must use lifts if river level is 6 feet or over; can't use the **wide span**, it's not high enough. Can't make the "S" turn from the **high span**.

5:55 AM Argument with the rail bridge tender. He says he's got a train on the tracks and wants me to wait. Is this the tender who exaggerates, who says there is a train on the tracks when he's just expecting one? I know he has orders to give priority to AMTRAK and doesn't think the law gives priority to river traffic. I ask him bluntly where his train is. Turns out he's just expecting a train in about 35 minutes. I tell him we can make it down before his train comes through if we're not forced to wait for the I-5 lifts. Tell him to slow his train down just to be safe.

6:00 AM Call to I-5 bridge tender. The gauge is right at 6 feet. Do we need a lift? I say yes.

6:01 AM The rail bridge tender calls, says the train is early, and he thinks he can get it through before we make it down. I tell him we can't start down until we're sure the rail bridge is open. He says we'll have to wait at least 15 minutes. I call the I-5 tender back and tell him to wait on the opening.

6:15 AM We've waited 15 minutes. It's our last chance to use the I-5 lifts. We've got to start down now or wait here in the slack water at Ryan's Point for 2 ½ hours while the bridge handles morning rush hour. We have a 12,000-ton tow with a couple of container barges that have to make the T-6 terminal this morning by 8 AM to meet a ship schedule. I call the rail bridge tender. He says the train will be through in another 15 minutes.

6:30 AM The train is through, and the rail bridge can be opened. I call the I-5 tender. It's too late to open the lifts. Morning rush hour has started. No way will he allow us through. But the gauge is now at 5 ½ feet. The tide has shifted, is going out.

Outgoing tide, still dark and stormy, but we have a chance to make it. Should we try? I've been on watch now for 6 ½ hours. The watch is supposed to change at 6 AM, but didn't want to let the new guy (just got his captain's promotion a year ago) deal with the bridge situation on his

own. But he's up here in the wheelhouse, and he says let's go. A real cowboy.

6:35 AM I call the rail tender. Open the bridge!

6:45 AM We head on down. We'll have to use the wide span, and we'll have to crowd the south pier. The wide span angles up from the north side so it's highest at the south pier. But when the river is at 5 ½ feet, it's just barely high enough between the amber light and the south pier for our 54-foot high wheelhouse to fit under. So we head between the light and the pier. With the tide going out, the current is swift, so we'll have a real struggle making the S- turns after going though the wide span.

6:55 AM We're safely through the wide span, though it was a struggle maintaining our course with the wild currents. Barely missed the bottom of the bridge, got a little too close to the amber light. Now we apply full rudders for hard a starboard turn. Gotta guess when to ease off and start the port turn. When you're moving 12,000 tons, your tow doesn't respond all that quickly, and you have to consider the effects of both wind and current, neither of which are constant.

6:57 AM Now trying to bring the tow around to line up for the rail bridge approach. This bridge was built back in the days of my great grandfather, when the biggest freight vessels were 36 feet wide and 100 feet long. So a 198-foot opening was good enough. Heck, you could go through sideways if you needed to. And with these currents, sometimes you needed to. Those boats were sized for the Willamette River traffic, where the locks at Oregon City allowed a maximum width of 36 feet.

Now, the traffic has shifted to the Columbia-Snake system, and locks are built to handle tows 84 feet wide by 600 feet long. So that's what we've got. And now we can't take a tow sideways through the swing span opening. We have to get enough momentum going so that we can hit the opening straight on.

6:59 AM Can't see the rail bridge or the lights, which are all confused now with the port lights anyway. And though the rain has lessened, the fog has come up. The current is pushing us off the Vancouver shoreline, so must correct for that. The tow does not respond quickly, so must trust and go with instincts about how much the "set" from the shore is pushing us.

With all the different factors involved, hardly ever do you get two Vancouver rail bridge crossings the same. Sometimes the current, tide and wind and weather will combine in a way make the passage comfortable; sometimes dangerous as hell. If we hit either side, it can be a major catastrophe. Four crew members' lives depend on our making the right

calls. We could shut down both river and rail traffic if we hit a pier hard enough. It would take from $8 to $12 million dollars to replace our boat and four barges. Much more to fix the bridge. Rail traffic would have to be diverted to the next closest bridge across the Columbia, which is at Wishram, east of The Dalles.

From: Jerry Grossnickle
Chairman, Bridge Committee, Columbia River Towboat Association
Co-Chair, Ad Hoc Vancouver Rail Bridge Committee
13510 NW Old Germantown Road
Portland, OR 97231
Phone (503) 289-3046

To: METRO
Attn: John Gray
600 NE Grand Avenue
Portland, OR 97232
E-mail: trans@metro.dst.or.us

Comment on Freight Priorities

JPACT and the Metro Council have solicited comments to help develop a list of the region's highest priority projects to submit to the Oregon Freight Advisory Committee. On behalf of the Columbia River Towboat Association, we recommend that Metro put at the top of its list the Vancouver rail bridge modification project. This is a project to replace the existing "swing span" with a wider "lift span" and place it closer to the middle of the river. We urge Metro to recommend that the state share in funding this important project.

1. *The project removes identified barriers to the safe, reliable and efficient movement of goods*:

   a) Priority is justified for critical safety as well as important freight efficiency reasons. The current configuration is a hazard to navigation. The tug & barge industry made this abundantly clear to the Coast Guard at its "Truman-Hobbs" hearing last year. The swing span was built in 1908 and is much too narrow for today's barge freight, and because of its close proximity to the I-5 crossing, the navigational difficulty is compounded. The distance between the bridges is barely adequate to allow the difficult maneuvers required to safely negotiate the bridge openings. Although the rail bridge opening is reasonably well lined up with the I-5 lifts (both are near the Washington shore), captains do not call for these lifts when they can be avoided, nor are they allowed to use them during the peak traffic periods of morning and evening "rush hour" (6:30-9 AM and 2:30-6PM). So they usually navigate under the I-5 bridges' higher spans toward the middle of the river, which require tows to make a difficult "S" turn to line up with the narrow rail bridge opening. This maneuver becomes more dangerous as river levels rise and currents increase. When the river reaches 6 feet at the Vancouver gauge, the maneuver (through the high span) becomes too dangerous, and captains use the I-5 lifts. In years of high run-off, the river can remain above 6 feet for 6 or 7 months at a time.

   b) The dangers to tug & barge tows from a miscalculated maneuver are obvious and immediate, with the possibilities for loss of life and property a constant consideration for towboat captains. With increasing I-5 traffic, there has been increased pressure on captains to avoid using the lifts, and in 1999 the Coast Guard extended the length of rush-hour closures of the lifts. Thus the danger of a miscalculation has steadily increased. If a

tow were to hit and disable the rail bridge (the closest alternative is east of The Dalles, at Wishram), the cost to the regional economy could be enormous. We are very much concerned that if the BNSF bridge is not modified, a major incident here will inevitably be part of our future.

c) This project would not only remove a hazard to navigation, but it would also remove an obstacle to the efficient movement of freight and surface traffic on the I-5 crossing. A lift opening on the BNSF rail bridge placed more toward the middle of the river would allow marine traffic to nearly always avoid using the I-5 lifts. WSDOT calculated that the current average annual cost of lifts in I-5 traffic delay is about $0.8 million and will steadily increase to a projected cost of $12 million by 2021. Currently a lift causes about 20 minutes in mid-day traffic delay, but by 2021 the mid-day delay could exceed 90 minutes. We anticipate about 275 lifts in 2004 (the current average). Clearly there will be more in the future.

d) The I-5 lifts are truly an anachronism on the interstate highway system. Nowhere else in the country do we have an interstate highway that is closed down for such lifts. We have had three years of low water in the Columbia, so we have not had to use the lifts. However, that is changing. This year's snow pack looks to be back up to near or in some places above normal. That means we will again have lifts.

2. *The project supports public and private investment that creates or sustains jobs:*

a) Although doing the project itself will naturally have some short-term benefits to the local economy, the real benefits come from increased transportation efficiency and the removal of a hazard to navigation. Both have significant beneficial effects to jobs in the region.

b) The U.S. Commerce Department is forecasting a doubling of international trade by 2020. The increase will have significant impacts on our region, and economic benefits depend greatly on whether we can maintain an efficient transportation system. Census research indicates a historically high population increase over this same period, particularly in this region. Surface transportation infrastructure is already stretched to the limit. The current level of planned infrastructure improvements cannot possibly mitigate the impact of a doubling of the number of trucks and trains. The state doesn't have the estimated $8 billion in today's dollars necessary to arrest the degradation of our roads and bridges. At $32 million per lane mile to construct new roads, certainly less expensive options are preferable.

c) A partial solution could be to take advantage of the barging capacity surplus. Think of it as a truck and rail multiplier. Each fully loaded grain barge contains the equivalent of 35 rail cars or 116 truckloads of grain. A typical 4-barge tow carries the equivalent of 1.4 unit trains or a string of semi-trucks stretching over five miles long. Barging is the most cost efficient mode of transportation. In order to maintain a healthy export economy, we will need to ensure that we can maintain our transportation efficiency, and to do that, we need to modify the Vancouver rail bridge and remove the I-5 lift bottleneck.

d) Key findings of the Truman-Hobbs Coast Guard study were:
   - Highway traffic congestion on I-5 will spread into the mid-day period when there is currently no restriction on bridge lifts.
   - Commercial barge traffic and the number of commercial bridge lifts will continue to increase from an average of about 275 per year to about 400 per year in 2021.
   - Bridge lifts during mid-day periods will significantly increase congestion by forming traffic queues that take a longer time to dissipate. These longer periods of traffic delay combined with a higher percentage of truck traffic in the mid-day period result in higher estimates of travel delay costs. In today's dollars, the benefits are estimated to increase from about $.8 million in 2002 to nearly $12 million in 2021.
   - There are nearly $85 million in cumulative benefits in today's (real) dollars for the 20 year period from 2002 to 2021. The present value of these benefits using the federally specified discount rate of 7 percent is nearly $32 million.
   - Given the increasing cost of congestion from bridge lifts, doing nothing could result in future pressure on elected officials to further restrict highway bridge lifts. Further restriction would add additional backup of commercial barge navigation in increase the safety risk by further limiting barge operations in daylight hours.

e) Although the Truman-Hobbs study recognized the need to modify the rail bridge for safety reasons, Coast Guard headquarters decided that under its current interpretation of Truman-Hobbs regulations, the economic benefits to I-5 traffic could not be counted as part of the cost/benefit analysis. Thus, headquarters did not approve the study's recommendation (also noting the absence of a major barge/bridge allision in the recent past and declining to consider the increasing risk factors). Clearly, the economic impact to the I-5 corridor is highly significant, and whether or not the Coast Guard should have considered this economic factor, it is surely one of the reasons Metro should be recommending the project to the Freight Advisory Committee. Transportation efficiency translates directly into jobs, especially in this region so dependent on exports.

3. *The project supports multi modal freight movements:*

a) The towboat industry plays an important role in the safe, reliable and efficient movement of goods, and we urge Metro to recognize the importance of the Vancouver rail bridge project not only to continued safe and reliable barge transportation, but also to the efficiency of I-5 surface transportation. Over 40% of U.S. wheat exports move on the Columbia River system. I-5 is an important crossroad for north-south and east-west freight movement. The Vancouver rail bridge is critical to north-south and east-west freight shipments and to high-speed passenger rail interests of the states of Oregon and Washington. Both crossings are key facilities connecting the Interstate system and the freight rail system with deep-water shipping and upriver barging, and this multi-modal intersection is the most significant freight center along I-5 between California and Washington.

b) The benefits of the project are certainly multi-modal. The towboat industry benefits both from the elimination of a hazard to navigation, but also from the increased efficiency of

eliminating a bottleneck. If the project is constructed, towboat captains will no longer have to wait for lifts at I-5. There will be no restrictions at I-5, for the wide or high spans can be used at all times of the day. The morning and afternoon lift restrictions will no longer cause delays in barge traffic, no matter the river level.

c) Certainly I-5 freight and other surface traffic will also benefit substantially from the absence of lifts, as pointed out above, but also there will be some benefit to rail traffic from the replacement of the current "swing" opening with a lift. We believe that a modern lift span can be operated with greater efficiency than the older swing-type opening, demanding less time for a tow than is currently needed. This means, of course, that the rail bridge would also be able to accommodate rail traffic more quickly. In addition, because tug captains now must arrange for lifts at both the I-5 and rail bridges, and both must be in the open position before the captain can begin the passage, the total time required for a rail bridge opening would likely be less in the future when I-5 lifts are not involved.

4. The project can be constructed beginning in 2006:

Once the region formally supports this project as a high priority freight transportation project, we expect that our Congressional delegations (both Oregon's and Washington's) will seek authorizing approvals and appropriate funding earmarks. Although the project will require specific authorizing legislation because of its continuing Truman-Hobbs characteristics, such legislation will likely be speedily crafted, since it has been done before, and the feasibility has been recognized by both the Coast Guard and Congress. As under any Truman-Hobbs procedure, this project would be a "turn-key" Coast Guard operation, with the agency supervising the project, from the environmental impact statement work to contracting the engineering and construction work. Funding may indeed be largely a federal matter, but because so much of the benefit is to I-5 freight mobility, there may well be a local (Oregon & Washington) component to the funding package.

We believe that the project could very well be built in 2006 if it is authorized in 2004.

DETAILED REPORT ON THE OBSTRUCTIVE CHARACTER OF THE VANCOUVER RAILROAD BRIDGE, MILE 105.6 COLUMBIA RIVER AT VANCOUVER, WASHINGTON

1.0 EXECUTIVE SUMMARY

This report is in accordance with COMDTINST M16590.5 (Series), Bridge Administration Manual and the provisions of Section 3 of the Bridge Alteration Act approved 21 June 1940, Public Law No. 647, 76th Congress, popularly known as the Truman-Hobbs Act and hereinafter referred to as such.

This report is prompted by complaints regarding frequent near allisions occurring between commercial vessels and the Vancouver Railroad Bridge and the navigational difficulties caused by misaligned functional navigation channels between the I-5 Highway Bridge and the Vancouver Railroad Bridge. The two bridges are located 0.8 miles apart with moveable spans on each bridge located along the right descending bank. Drawbridge regulations allow the I-5 Bridge to remain closed to navigation six hours per day. Vertical clearance of the moveable span prohibits vessel transits at normal river flows, so they must transit fixed approach spans that are located mid-river. The span selected depends on the water level. Use of either span forces vessels out of the aligned channel into one of two alternate channels, each of which requires extensive maneuvers to complete double turns in order to align with and transit the moveable span of the railroad bridge. The navigation span of the railroad bridge is 200 feet wide, but when approached at a severe angle it's useable width is substantially decreased. When river elevations reach six feet on the I-5 Bridge gauge, tows must use the lift span of the I-5 Bridge.

The Vancouver Railroad Bridge, located at mile 105.6 Columbia River, is owned by the Burlington Northern Santa Fe Railroad Company. The bridge carries a double set of mainline tracks that is the primary north south rail corridor in the Pacific Northwest. The bridge is also used by the Union Pacific Railroad Company. The navigation draw structure consists of a 462' rim bearing through truss swing span that provides 200' of horizontal clearance in each of two drawspans. The left descending drawspan, located toward the middle of the river, is the span used by commercial navigation. The bridge was constructed in 1908.

As a result of the Preliminary Report dated October 24, 2001, and in accordance with the requirements of the Truman-Hobbs Act, the Commandant, U.S. Coast Guard authorized a Public Hearing to obtain the views of interested parties. The Public Hearing was held in Portland, Oregon at 6:30 p.m. on March 5, 2002.

At the Public Hearing, the U.S. Coast Guard Captain of the Port, Portland, Oregon testified that altering the Vancouver Railroad Bridge to be the most significant safety and traffic flow improvement to the commercial navigation man-made infrastructure of the Columbia and Snake River.

1.0 EXECUTIVE SUMMARY (Cont.)

The U.S. Army Corps of Engineers (USACE) considers the Vancouver Railroad Bridge a true bottleneck in the north-south rail service between Seattle, Portland, San Francisco, and Los Angeles. Disruption of the bottleneck would cause major problems for everyone that deal with hazards to navigation. Moreover, the USACE believes relocating the navigation channel toward the middle of the river would likely result in reduced channel maintenance costs.

Numerous statements presented for the record at the Public Hearing expressed real concerns about problems caused by the obstructive nature of the Vancouver Railroad Bridge. Commercial operators emphatically concurred regarding the ever-present potential for a catastrophic collision with the Vancouver Railroad Bridge. Others stated that such a collision could result in serious environmental harm.

This report explains in detail the alleged obstructive character of the Vancouver Railroad Bridge and concludes that the bridge is an unreasonable obstruction to navigation. It documents the narrow navigation span located close to the right descending bank that requires mariners to make two turns while transiting the bridge downbound. During periods of high water, mariners much transit the lift span on the nearby I-5 Highway Bridge because the required turns become too treacherous.

The cost of opening the I-5 Highway Bridge affects navigation because vessels are restricted from transiting the bridge during specific times of the day. The opening I-5 bridge openings are also extremely burdensome to the regional vehicular traffic flow. The Washington Department of Transportation has estimated that by the year 2021, the annual regional cost related to delays to be $12,000,000 in 2002 dollars up from $800,000 for contemporary regional costs.

The Vancouver Railroad Bridge should be altered with installation of a lift span having a horizontal clearance of 300 feet, located one span closer to the middle of the river.

Alteration of this bridge would result in a very conservative estimated annual Navigation Benefit of at least $529,815 excluding the vehicular costs relating to the opening of the I-5 Highway Bridge. This report concludes the Vancouver Railroad Bridge is an unreasonable obstruction to navigation and should be altered under provisions of the Truman-Hobbs Act.

9.0 DISTRICT RECOMMENDATIONS AND COMMENTS

Based upon this detailed report, the Vancouver Railroad Bridge, Mile 105.6 Columbia River presents an unreasonable obstruction to navigation. The following factors and comments have also been taken into consideration:

1. A horizontal clearance of 200 feet is considerably less than the channel width of 600 feet found in each direction from the Vancouver Railroad Bridge.

2. The navigation problems caused by a navigation span location near the right descending bank 0.8 mile downstream from I-5 Highway Bridge are exacerbated by the location of a ship loading facility immediately downstream the Vancouver Railroad Bridge. When transiting the alternate channels below the fixed spans of the I-5 Highway Bridge, tows are required to make two difficult turns in a distance of less than 0.8 mile. When tows are required to transit the lift spans on the I-5 Bridges the usual impediment of waiting for other traffic in the bridge zone is made worse by the drawbridge regulations that allow the I-5 Highway Bridge to remain closed to navigation 2½ hours each morning and 3½ hours each afternoon except on weekends and federal holidays. The ever increasing highway congestion is creating greater pressure to increase the periods the lift spans on the I-5 Highway Bridge are restricted to commercial navigation. Increasing the periods of restriction will not only be detrimental to profitable operation but will increase risk by requiring a greater number of tows to transit the bridges in darkness.

3. The location of I-5 Highway Bridge located about 0.8 mile above the bridge which has an alternate navigation channel located beneath a fixed span near the middle of river. Transiting the I-5 Highway Bridge requires two sharp turns that become too hazardous to attempt when the river elevation exceeds 6 feet on the I-5 Bridge gauge.

4. When the Vancouver Railroad Bridge is altered tows will be able to transit fixed spans on the I-5 Highway Bridge. Highway vehicular delay problems will be corrected and the delays waiting for vessels in the bridge zone will be dramatically reduced because less time will be required to transit the railroad bridge span.

The Coast Guard considers the Vancouver Railroad Bridge to be an unreasonable obstruction to navigation. From a navigational standpoint, the Columbia River commercial users would be best served by a Vancouver Railroad Bridge, which would provide a properly located horizontal opening of at least 300 feet. Moreover, the regional infrastructure would also be well served when the Vancouver Railroad Bridge is altered.

Highway Benefits of Relocating the Movable Span on the Vancouver Rail Bridge

Executive Summary

The U.S. Coast Guard is holding a public hearing on March 5, 2002 in Portland, Oregon to receive comments concerning the alteration of the Burlington Northern Santa Fe (BNSF) railroad bridge over the Columbia River between Vancouver, Washington and Portland, Oregon (Vancouver Rail Bridge). The Washington and Oregon Departments of Transportation (WSDOT and ODOT) are joint owners of the two Interstate 5 Highway Draw Bridges located less than one mile upriver from the Vancouver Rail Bridge. The rail and highway bridges are closely linked in terms of river navigation and operations.

Many other organizations will show the benefits of the change to river commerce and rail operations. This study is narrowly focused on economical benefits to the highway users.

WSDOT and ODOT strongly support the proposed improvements for several reasons. Highway congestion resulting from commercial barge bridge lifts on the Interstate 5 Highway Bridge would be virtually eliminated. The proposed improvement would also reduce the future safety risk of a collision between a commercial barge and the three bridges. The Vancouver Railroad Bridge is critical to both the high speed passenger rail and freight mobility interests of the states of Washington and Oregon. A collision that places the rail bridge out of service could have severe passenger rail and freight mobility impacts.

Purpose

Relocating the movable span of the Vancouver Railroad Bridge to more closely align with the highest clearance of the Interstate 5 Highway Bridge would eliminate the need for commercial barge bridge lifts under nearly all water conditions except for a limited number of barges requiring a high vertical clearance. The purpose of this study is to estimate the value of travel time savings to highway traffic by eliminating commercial barge bridge lifts on the Interstate 5 Highway Bridge.

The travel time savings for automobiles and trucks are the major highway benefit of reducing congestion resulting from bridge lifts. WSDOT and ODOT developed a simple spreadsheet model to estimate these benefits. The model is based in part on the congestion and traffic engineering methodology developed for WSDOT's benefit-cost methodology. Major inputs are the ten years of hourly bridge lift data, forecasts of future hourly traffic congestion on I-5, forecasts of future commercial barge traffic, and estimates of the hourly value of travel time savings.

Findings

The key findings of the study are:

- Highway traffic congestion on I-5 will spread into the mid-day period when there is currently no restriction on bridge lifts.

- Commercial barge traffic and the number of commercial bridge lifts will continue to increase from an average of about 275 per year today to about 400 per year in 2021.

- Bridge lifts during mid-day periods will significantly increase congestion by forming traffic queues that take a longer time to dissipate. These longer periods of traffic delay combined with a higher percentage of truck traffic in the mid-day period result in higher estimates of travel delay costs. In today's dollars, the benefits are estimated to increase from about $.8 million in 2002 to nearly $12 million in 2021.

- There are nearly $ 85 million in cumulative benefits in today's (real) dollars for the 20 year period from 2002 to 2021. The present value of these benefits using the federally specified discount rate of 7 percent is nearly $32 million.

- Given the increasing cost of congestion from bridge lifts, doing nothing could result in future pressure on elected officials to further restrict highway bridge lifts. Further restriction would add additional backup of commercial barge navigation and increase the safety risk by further limiting barge operations in daylight hours.

Introduction

The convergence of highway, rail, upriver barge and port facilities in the Portland/Vancouver I-5 Corridor makes it a gateway to national and international markets including Canada, Mexico and the Pacific Rim countries. Congress recognized Interstate 5's national significance and economic importance in Section 1105 of the Intermodal Surface Transportation Act (ISTEA) by designating it as a High Priority Corridor. Section 1010 of the same Act designated the existing rail line between Eugene, Oregon and Vancouver, British Columbia as a High Speed Rail Corridor. River commerce is vitally important to the economies of both Washington and Oregon. Over 40 percent of U.S. Wheat exports move on the Columbia River system. I-5 is an important crossroad for south-north and east-west freight movement. The Vancouver Railroad Bridge is critical to north-south and east-west freight shipments and to the high-speed passenger rail interests of the states of Washington and Oregon. The two Interstate 5 Bridges crossing the Columbia River between Vancouver Washington and Portland Oregon and the BNSF Vancouver Rail Bridge are key I-5 facilities connecting the Interstate and freight rail system with deep-water shipping and upriver barging. This is the most significant freight center along I-5 between California and Washington.

The Washington and Oregon Departments of Transportation (WSDOT and ODOT) are joint owners of the two Interstate 5 Highway draw bridges located less than one mile upriver from the Vancouver Rail Bridge. The rail and highway bridges are closely linked in terms of river navigation and operations. The proposed alteration would significantly reduce the future safety risk of a collision between a commercial barge and the Vancouver Rail Bridge. A collision that places the rail bridge out of service could have severe passenger rail, freight rail, barge navigation, and economic impacts. Converting the swing span of the Vancouver Railroad Bridge to a draw span and more closely aligning the span with the highest clearance of the Interstate 5 Highway Bridge would also eliminate the need for nearly all commercial barge bridge lifts. WSDOT and ODOT strongly support the proposed alteration because highway congestion resulting from commercial barge bridge lifts on the Interstate 5 Highway Bridge would be virtually eliminated. If the proposed railroad bridge alteration is not made and traffic congestion resulting from commercial barge lifts increase, WSDOT and ODOT anticipate that they would support future proposals to further restrict commercial barge lifts on the I-5 Interstate Bridges during daylight hours.

The purpose of this study is to estimate the highway benefits of eliminating commercial barge bridge lifts on the Interstate 5 Highway Bridge. The next section will provide an overview of the methodology and key input assumptions for the analysis. The remainder of this paper will present the results of the analysis.

Methodology, Key Inputs and Assumptions

This analysis uses a spreadsheet model to estimate travel savings benefits. Figure 1 provides an overview of the model.

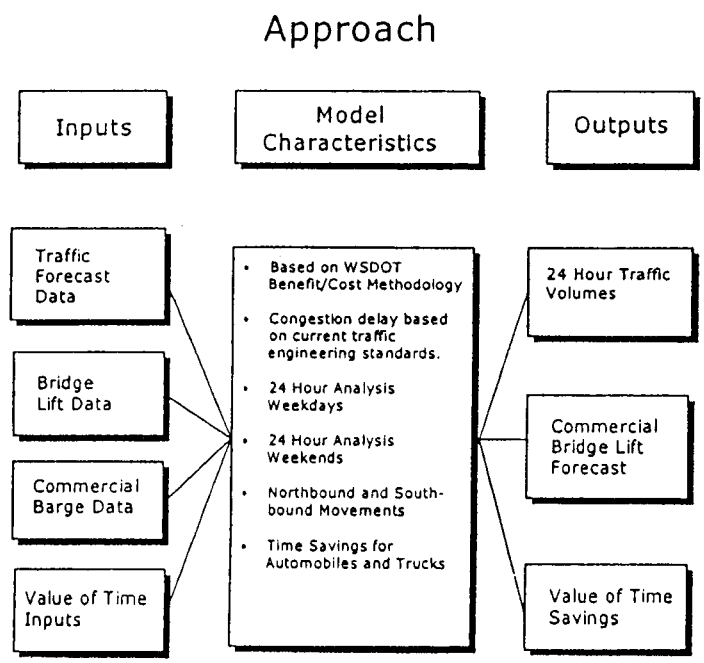

Figure 1
Model Process

Model Description

A spreadsheet model was developed for this analysis.[1] The traffic forecast methodology is based in part on methodology developed for WSDOT's statewide benefit-cost software that is used by WSDOT to screen and prioritize transportation projects.[2] A key element of the methodology distributes daily traffic volumes into each hour of the daily 24-hour period. The model has one calculation for each hour for an average weekday and another calculation for each hour of weekends and holidays. Hours during the weekday when the current bridge lift restriction is in place are not included in the benefits calculation. Traffic flows in the northbound and southbound directions are analyzed separately. When a bridge lift occurs, traffic backs up into traffic queues. A key element of the methodology is to estimate the length of time it will take after a bridge lift for the traffic queue to dissipate back to hourly traffic conditions that would have occurred without the bridge lift.

The base year for analysis is 2002 and the forecast period is from 2002 to 2021. The methodology uses a "constant dollar" approach in which all base year and forecast dollar values are in real 2002 dollars. This approach eliminates the need to forecast future rates of inflation and is consistent with the federal Office of Management and Budget (OMB) methodology. The model calculates a net present value of time savings benefits using the OMB specified real discount rate of seven percent.

Key Inputs and Assumptions

Traffic Forecasts

For this study, a traffic growth rate of 2.5% per year was used. This rate of growth for I-5 at the Interstate Bridge was developed by WSDOT's Transportation Data Office for travel analysis and forecasting. The growth rates are based on historical traffic counts and forecasts of future population growth.

Commercial Bridge Lift Inputs

The commercial bridge lift inputs are based on ten years of hourly bridge lift data collected on an hourly basis between July 1991 and June 2001. The number of bridge lifts vary from year to year, primarily as a function of water levels in the Columbia River and economic cycles. All bridge lift inputs for the model are based on ten year averages. The base year value of 275 commercial bridge lifts is the ten year average. Within the model, commercial bridge lifts are calculated separately for average weekdays and for average weekends, including holidays. The ten year weekday average is 185 commercial lifts. The ten year weekend and holiday average is 90 commercial lifts. The historic data was also used to develop an hourly average weekday and an hourly average weekend

[1] Because spreadsheet models are to a certain extent self documenting, WSDOT and ODOT will also provide a CD containing the spreadsheet model as background material supporting our comments.
[2] Mobility Programming Criteria and Evaluation Procedures. WSDOT. June 1998.

/holiday hourly profile. The profile is the probability of a bridge lift in each hour of an average weekday and in each hour of weekends and holidays. Figure 2 reports the hourly profile for average weekdays, excluding the morning and afternoon peak periods when bridge lifts are restricted.

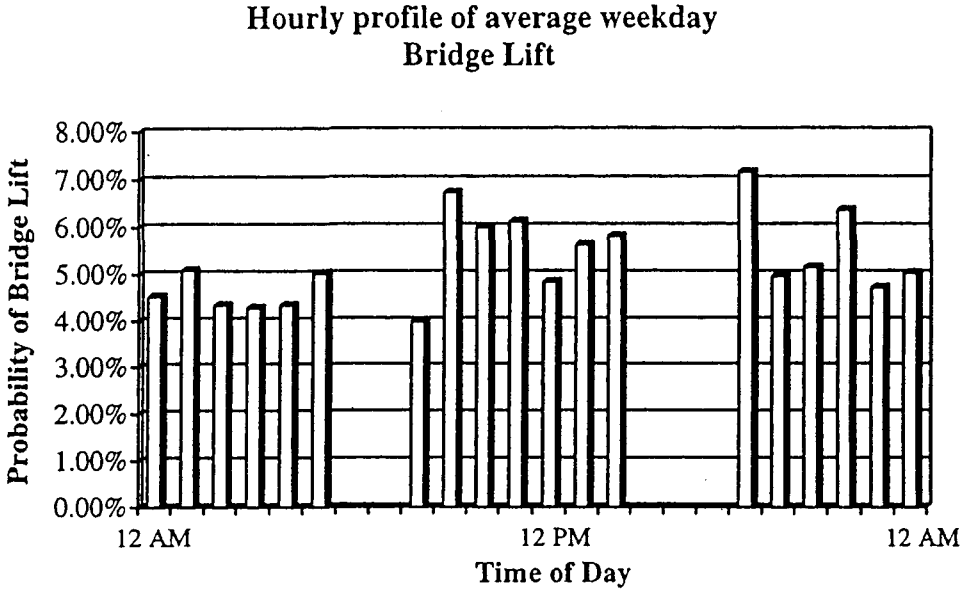

Figure 2

Bridge Lift Growth Rate Assumptions

A bridge lift forecast was developed by applying an annual growth rate to the number of commercial barge lifts in the base year. The study used a 3 percent annual rate of growth in barge container traffic for the twenty-year forecast horizon. The U.S. Army Corp of Engineers (USACE) estimated this rate of growth for its Columbia River Channel Deepening Environmental Impact Statement. Currently, approximately 10 percent of commercial barges are for containers. This 3 percent growth rate was applied to 10 percent of the commercial barge lifts in the base year. The majority of commercial barges transport grain. A growth rate of 1.8 percent was used for the remaining 90 percent of commercial barge lifts in the base year. This growth rate is based on the U.S. Department of Agriculture Baseline latest projections for U.S. Wheat Exports to 2010.[3]

Travel Time Savings

For this analysis, travel time savings are separated into three components, (1) The value of time saved per hour to the occupants of passenger vehicles and to trucking firms, (2) Vehicle operating costs per hour, and (3) the value of reliable travel.

[3] This data was reported in a memorandum dated October 23, 2001 to Mr. Bill Knutson of the US Coast Guard by Mr. Sorin Garber of HDR Engineering.

Value of time saved

The value of time saved used in this analysis is based on a study prepared by the Oregon Department of Transportation than was partly funded by the Federal Highway Administration.[4] A copy of the study is provided as an appendix to this analysis. The ODOT study uses a methodology developed for the Federal Highway Administration in the Highway Economic Requirements System (HERS)[5] and updated using Oregon data for the year 2000. The values are primarily based on weighted on-the-job and off-the-job costs, which in turn are a function of wage rates, including fringe benefits. Table 1 summarizes the value of time saved for automobiles and trucks from the ODOT study.

Table 1. Estimated Value of One Hour of Travel-Time by Vehicle Type, Oregon 2000

	Average Value
Automobiles	$13.95
Light Trucks	$15.21
Heavy Trucks	$19.40

For purposes of this analysis we have rounded these estimates to $14 per hour for automobiles and $19 per hour for trucks.[6]

Vehicle Operating Costs

Automobile operating costs are for gas, oil, maintenance, and tires. These costs will vary by type, age, and speed of vehicle. Other automobile ownership costs such as insurance, depreciation, and finance costs are treated as fixed costs and are not included in this analysis. This analysis uses the American Automobile Association's average operating cost estimate of 12.2 cents per mile for new 2000 automobiles.[7] This cost per mile value is multiplied by 42.3 (the average freeway speed in the Portland/Vancouver metropolitan area) to develop a rounded average operating cost per hour value of $5. [8]

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[4] "The Value of Travel-Time: Estimates of the Hourly Value of Time for Vehicles in Oregon, 2000", Oregon Department of Transportation, November 2001.

[5] "Highway Economic Requirements System, Technical Report" Federal Highway Administration, U.S. Department of Transportation, December 2000.

[6] The truck value is an average of the light and heavy truck values in Table 1 weighted by vehicle miles traveled in Oregon. Since nearly 92% of vehicle miles traveled are heavy trucks, the weighted average is $19.29. For this analysis, this value is rounded down to $19.

[7] "Your Driving Costs", American Automobile Association, 2000.

[8] $.12.2 times 42.3 = $5.16. The average freeway speed for Portland/Vancouver is a 1999 value taken from Appendix B of the 2001 Annual Mobility Report, Texas Transportation Institute, 2001.

This analysis uses an average operating cost per mile for trucks of $1.10. This value was based on 1998 total cost per mile data of $1.74 reported by the American Trucking Association (ATA).[9] The ATA value was first reduced by fixed costs of 19.5 cents for taxes, insurance, and depreciation. The remaining costs were further reduced by 45 cents per mile for labor cost based on the time value for trucks calculated above ($19 divided by 42.3 miles). This value is reasonably consistent with a Bureau of Transportation Statistics study of carriers that estimated that the average total expenses per mile (including fixed ownership costs) for all types of for-hire truck transportation was $1.78 in 2000.

Value of Travel Time Reliability

There is a growing body of research that recognizes that travel time reliability has a value than may be larger than travel time savings alone. For example, the World Bank's Transport Economics & Sector Policy group[10] recently published an economic analysis guidebook that stated:

Reductions in travel time variability, associated particularly with the reduction of congestion, may in practice be valued even more highly than reductions in the average or expected travel time. This is particularly important for movements of high valued freight, as poor reliability increases total logistics costs by requiring higher levels of buffer stockholding.

The Federal Highway Administration and State Departments of Transportation recognize the importance of improving travel time reliability and employ a variety of strategies to improve reliability such as ramp meters, managed lanes, improving travel time predictability for travelers by using Variable Message Signs, or dispatching service patrols to clear incident congestion more rapidly. Until recently, most analysis of the benefits of reducing travel time use estimates the value of time saved and vehicle operating costs saved similar to those estimated above but have not included a benefit for improving travel time reliability. This analysis includes a factor that estimates the benefits of improving travel time reliability by eliminating the need for bridge lifts on the Interstate 5 Bridge. The factor is based on a recent study that estimated sponsored by the National Cooperative Highway Research Program (NCHRP) of the National Academy of Science [11] that recommended:

...segmenting traffic forecasts by time of day and applying a "mark-up" factor to value of time assumptions that apply during periods of congestion. Based in the results reported in this study, the recommended mark-up factor is 2.5.[12]

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[9] American Trucking Trends 2000, American Trucking Association, 2000

[10] World Bank, Transport Economics and Sector Policy:Economic Appraisal, http://www.worldbank.org/html/fpd/transport/pol_econ/ea_docs/ea_2-3.htm

[11] Kenneth A. Small, Robert Noland, Xuehao Chu, and David Lewis, "Valuation of Travel-Time Savings and Predictability in Congested Conditions for Highway User Cost", NCHRP Report 431. 1999.

[12] Ibid, p 5.

In this analysis, the 2.5 mark-up factor is multiplied by the $14 value of time estimate for automobiles and the $19 value of time estimate for trucks in each hour of the weekday or weekend during congested periods.

Results

Highway traffic congestion on I-5 will spread into the mid-day period when there is currently no restriction on bridge lifts.

Figures 3 and 4 show the current hourly southbound morning peak period and the northbound evening peak period traffic volumes in weekdays for 2002. Figures 5 and 6 indicate that by 2021 the morning and afternoon peak periods have spread into the mid-day period.

2001 Southbound

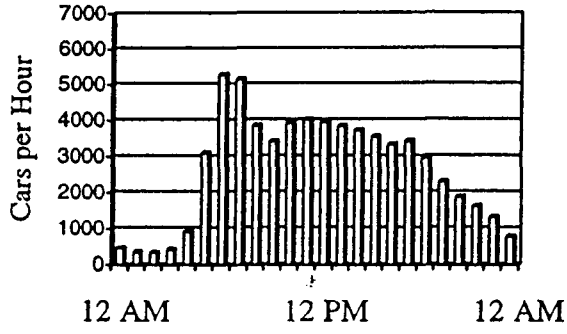


Figure 3

2001 Northbound

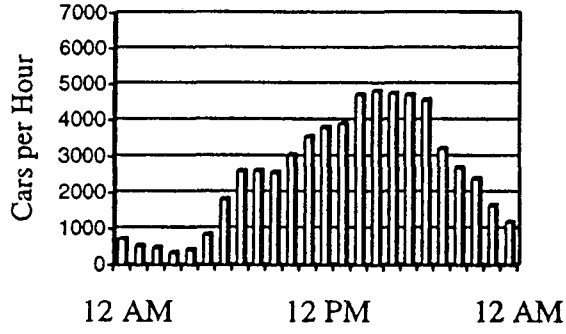


Figure 4

2021 Southbound

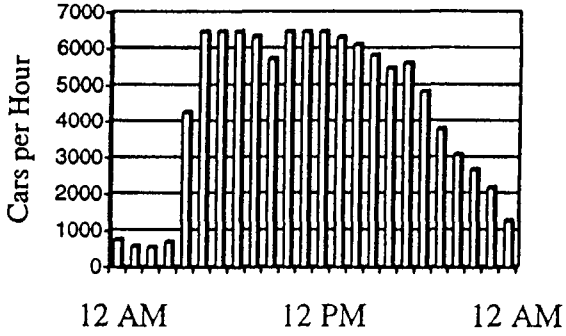


Figure 5

2021 Northbound

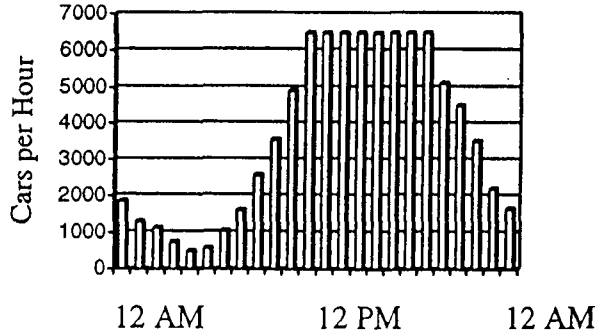


Figure 6

Commercial barge traffic and the number of commercial bridge lifts will continue to increase.

Overall, the number of bridge lifts are projected to grow by an annual rate of 2.1 percent. The number of barge lifts are forecast to increase from 275 in the 2002 base year to about 400 in 2021. Figure 7 presents the study estimate of the number of future bridge lifts

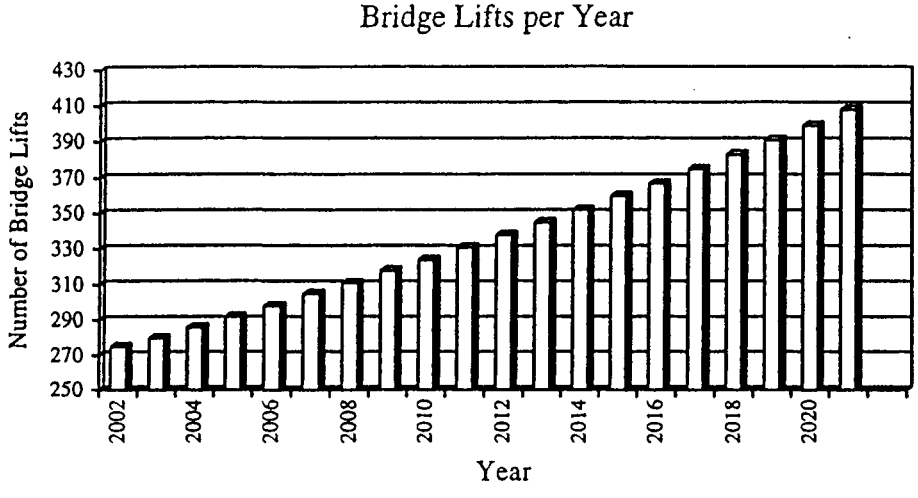


Figure 7

The time savings benefits for eliminating bridge lifts is significant.

The travel time savings highway benefits from changing the Vancouver Railroad Bridge span to eliminate commercial barge bridge lifts is significant. In Figure 8 presents savings estimates in today's (2002) dollars. Time savings increase from about $800,000 in 2002 to almost $12,000,000 in 2021. The cumulative total savings over the 20 year period is nearly $85 million. The 20 year present value of savings, using the OMB real discount rate of 7 percent, is nearly $32 million.

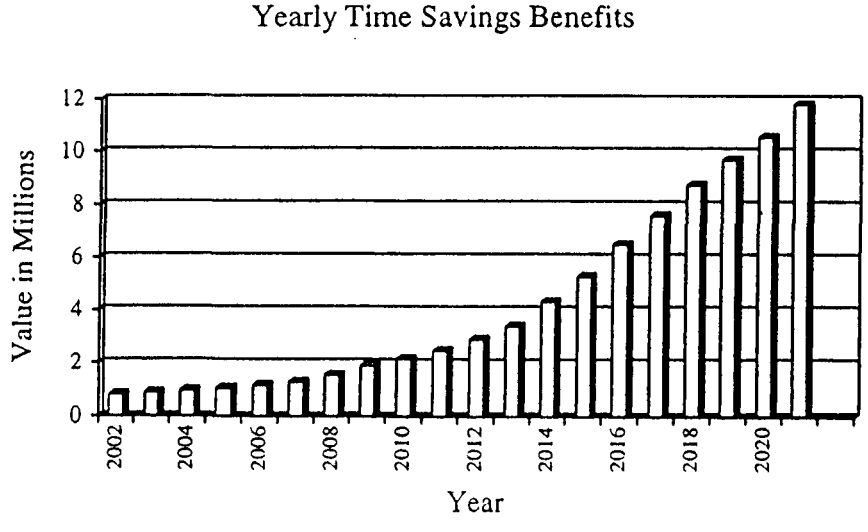


Figure 8

The cost savings per bridge lift is significantly higher than previous estimates.

Figure 9 presents estimates of the average cost savings per bridge lift. The cost savings increase from about $2,900 in 2002 to nearly $29,000 in 2021.

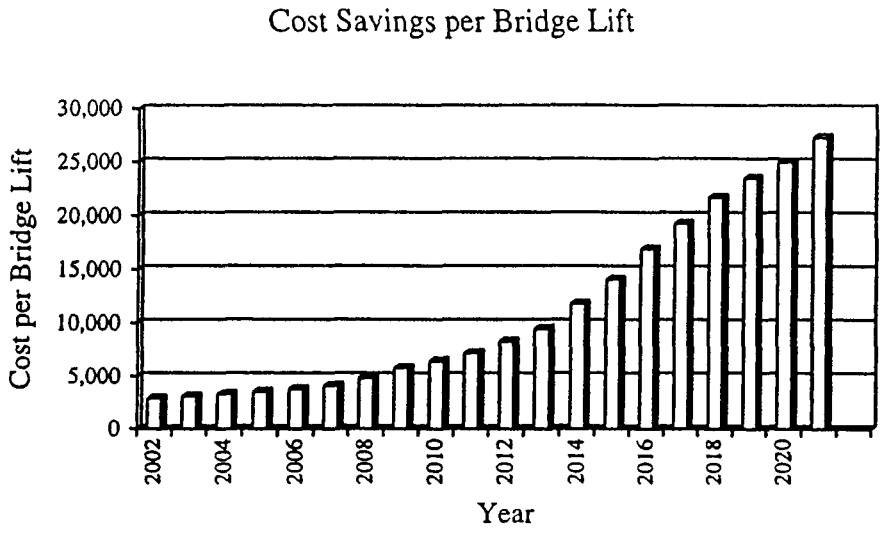


Figure 9

The values reported in Figure 9 are higher than earlier estimates of about $2,400 per bridge lift that were provided to the U.S. Coast Guard as information to be considered in their preliminary investigation. The estimates are higher in this study for several reasons. First, the earlier values were based on the analysis of a sample of the first three days of each month of the ten years of bridge lift data. This study uses the entire bridge lift database. The average bridge lift time was higher using the full data set. Second, the preliminary estimates assumed an average vehicle delay of 7.5 minutes and a maximum delay of 15 minutes. This study calculated the bridge lift delay based on traffic engineering formulas to calculate on an hourly basis how long it would take for traffic queues to dissipate. As Figure 8 above indicates, during the mid-day period as levels of congestion increase due to peak spreading, the time delay for the added congestion from a bridge lift also increases substantially. Finally, the preliminary estimates use an $8 per hour automobile delay cost and a $35 per hour delay cost for trucks to calculate time savings benefits. This study uses values consistent with FHWA methodologies and updated using current wage rates and vehicle operating costs. In addition, this study adds a separate value of travel time reliability factor that was not included in the previous estimate.

Numerical Results

Table 2 presents a summary of the numerical results in this study. In addition, WSDOT and ODOT are providing the U.S. Coast Guard a CD containing additional numerical detail including copy of spreadsheet model and of the ten years of bridge lift data.

Table 2
Summary of Numerical Results

Year	Projected Commercial Bridge Lifts	Value of Annual Time Savings (2002 Dollars)	Average Delay Costs Per Bridge Lift
2002	275	$801,779	$2,919
2003	280	$871,613	$3,108
2004	286	$950,686	$3,321
2005	292	$1,041,006	$3,561
2006	298	$1,145,281	$3,837
2007	305	$1,267,311	$4,159
2008	311	$1,533,669	$4,929
2009	318	$1,881,203	$5,922
2010	324	$2,142,425	$6,606
2011	331	$2,446,506	$7,388
2012	338	$2,891,881	$8,554
2013	345	$3,383,388	$9,801
2014	352	$4,321,901	$12,263
2015	360	$5,280,401	$14,674
2016	367	$6,494,270	$17,676
2017	375	$7,585,310	$20,221
2018	383	$8,742,625	$22,827
2019	391	$9,686,012	$24,770
2020	399	$10,548,438	$26,421
2021	408	$11,797,359	$28,941

Metro Area Project List
FY 05 Appropriations Requests

1/14/2004 DRAFT1/14/2004 DRAFT1/14/2004 DRAFT1/14/2004 DRAFT

Project Type/ Name	Appropriations Request ($million)	Source	Purpose	
Highway Project Priorities				
I-5 Trade Corridor				
* Highway/Transit Trade Corridor	$2.00	Nat'l Corridor Plan & Dev	Tier 1 EIS/PE	
Going Street Overpass	$2.00	Rail Hwy Overcrossing	PE	
I-205 Auxilary Lane	$1.20	Interstate 4-R	PE	
SUB-TOTAL	$5.20			
Regional Transit Priorities				
South/North LRT Project Segments				
I-205 & Portland Mall	$9.213	5309 New Start	Final Design	
Interstate MAX	$40.85	5309 New Start	Construction	
Wilsonville-Beaverton Commuter Rail Proj.	$25.00	5309 New Start	Construction	
Bus and Bus Related	$8.00	5309 Bus	Replacement	
Jobs Access/Reverse Commute: Bus	$3.00	JARC	Operations	
Streetcar to Portland Eastside Planning	$0.300	HUD/Small Starts	PE	
SUB-TOTAL	$86.36			
Livability Project Priorities				
Clackamas County ITS Implementation	$1.10	ITS	Construction	
Wilsonville-Barber Street Urban Village Connection	$0.42	Hwy Demo	PE	
Rockwood Town Center	$2.00	TCSP	Construction	
Gresham Springwater Project	$1.50	TCSP	Construction	
SUB-TOTAL	$5.02			
Channel Deepening Project	$15.00	Energy & Water	Dredging	
SUB-TOTAL				
Support for OTA Transit Request				
Wilsonville Park and Ride	$1.50	5309 Bus	Construction	
So. Clackamas Cty (Molalla) Transit Center	$0.100	5309 Bus	Vehicle Replacement	
City of Canby Transit	$0.500	5309 Bus	Transit Center	
City of Sandy Transit	$1.200	5309 Bus	Vehicle maintenance & storage facility	
SUB-TOTAL	$3.300			

Project Type/Name	Appropriations Required	Source	Purpose	
Support for University Research				
PSU ITS Research Center	$1.00	ITS Funds	research related to the regional/state priorities	
SUB-TOTAL	$1.00			
Outside Metro Area				
Clackamas Government Camp U.S. 26	$3.20	PLH	Construction	
SUB-TOTAL	$3.20			
Support for Washington/Clark County Priorities				
Vancouver Area SMART TREK (VAST)	$3.00	ITS Funds	Development	
I-5/I-205 HCT Loop	$2.00	5309 New Starts	Alternative Analysis	
SUB-TOTAL	$5.00			

Updated 1/14/04 11:25 a.m.

Metro Area Request List - '05 Authorizations only

Updated 1/14/04 11:25 a.m. DRAFT 05 - DRAFT 05

Project Type/ Name	Authorization Request ($million)	Source	Purpose
Highway Project Priorities			
I-5 Trade Corridor			
* I-5: Delta Park to Lombard Widening	$32.80	Hwy Demo	Construction
* Highway/Transit Trade Corridor	$15.00	Nat' Corridor Plan and Dev Program	PE/EIS
Hwy 217:Tualatin Valley Highway to US 26	$26.90	Hwy Demo	Construction
Sunrise Corridor 1-205 to 172nd Ave. Hwy 224	$32.00	Hwy Demo	PE/ROW
Columbia Intermodal Corridor			
* Ramsey Railroad Yard	$11.00	Hwy Demo	Construction
* Air Cargo Access Road	$9.00	Hwy Demo	Construction
SUB-TOTAL	$126.70		
Regional Transit Priorities	*This assumes that rail projects will not be dollar earmarked*		
South/North LRT Project Segments	*Reauthorization*		
Interstate MAX	Reauthorize	5309 New Starts	Construction
South Corridor/I-205	Reauthorize	5309 New Starts	Construction
Milwaukie and CBD Light Rail	Reauthorize	5309 New Starts	PE
North: Expo to Clark County	Reauthorize	5309 New Starts	PE
Wilsonville-Beaverton Commuter Rail Proj.	Reauthorize	5309 New Starts	Construction
Bus and Bus Related	$8.00	5309 Bus	Buses
SMART Bus - Wilsonville	$3.20	5309 Bus	Buses
Streetcar			
Streetcar Eastside Planning	Authorize	HUD	Planning
Central City Streetcar Extension: Willamette Shore to Gibbs	Authorize	New Starts/ Small Starts	Construction
SUB-TOTAL	$11.20		
Livability Project Priorities			
Boeckman Road -Urban Village	$8.00	Hwy Demo	Constuction
Lake Road (Milwaukie)	$5.60		Construction
Gresham Civic Neighborhood LRT Station	$2.70	Hwy Demo	Construction
Rockwood Town Center	$2.00	Hwy Demo	Construction
North Macadam Access	$8.00	Hwy Demo	Construction
Sauvie Island Bridge	$25.00	Bridge/Hwy Demo	Construction
Regional Culvert Retrofit – Phase 1	$5.00	Hwy Demo	Construction
Regional Trail Program – Next Phase	$5.00	Hwy Demo	Construction
Beaverton Hillsdale/Scholls Ferry/Oleson Rd	$50.00	Hwy Demo	Construction
wood Bridge	$16.00	Bridge/Hwy Demo	PE
Gateway 102nd	$3.00	Hwy Demo	Construction
East Burnside - Bridge to East 12	$0.75	Hwy Demo	PE
SUB-TOTAL	$131.05		

	Authorization Request ($million)	Source	Purpose
Designated as Federal University Transportation Research Ctr.	$2.50	University Transportation Centers Program	Designate as University Research Ctr.
SUB-TOTAL	$2.50		
Support for Washington/Clark County Priorities			
I-5/I-205 HCT Loop	Initial Authorization		PE
Vancouver Area SMART TREK (VAST)	Authorization	ITS	Development
SUB-TOTAL			

FY 05 Appropriations Request

1/8/2004 DRAFT1/8/2004 DRAFT1/8/2004 DRAFT1/8/2004 DRAFT

Project Type/ Name	Appropriations Request ($million)	Source	Purpose	
Highway Project Priorities				
I-5 Trade Corridor				
I-5: Delta Park to Lombard Widening	$1.60	Nat'l Corridor Plan & Dev	Final Engineering and ROW	
* Highway/Transit Trade Corridor	$2.00	Nat'l Corridor Plan & Dev	Tier 1 EIS/PE	
Going Street Overpass	$2.00		PE	
I-205 Auxilary Lane	$1.00	Interstate 4-R	PE	
SUB-TOTAL	$6.60			
Regional Transit Priorities				
South/North LRT Project Segments				
I-205 & Portland Mall	$9.213	5309	Final Design	
Interstate MAX	$40.85	5309 New Start	Construction	
Wilsonville-Beaverton Commuter Rail Proj.	$25.00	5309 New Start	Construction	
Bus and Bus Related	$8.00	5309	Replacement	
Jobs Access/Reverse Commute: Bus	$3.00	JARC	Operations	
Portland Streetcar Project				
Willamette Shore Streetcar - PSU to Lake Oswego - Riverplace to Gibb	$4.70	Small Start 5309	Construction	
Streetcar to Portland Eastside Planning	$0.300	HUD/Small Starts	PE	
SUB-TOTAL	$91.06			
Livability Project Priorities				
Regional ITS				
Clackamas County ITS Implementation	$1.10	ITS	Construction	
Sauvie Island Bridge	$1.00	Bridge Discretionary	PE	
Wilsonville-Barber Street Urban Village Connection	$4.20	Hwy Demo	Construction	
Rockwood Town Center	$2.00	TCSP	Construction	
Gresham Springwater Project	$1.50	TCSP	Construction	
SUB-TOTAL	$9.80			
Channel Deepening Project	$15.00	Energy & Water	Dredging	
SUB-TOTAL				
Support for OTA Transit Request				
Wilsonville Park and Ride	$1.50	5309 Bus	Construction	
So. Clackamas Cty (Molalla) Transit Center	$0.100	5309	Vehicle Replacement	
City of Canby Transit	$0.500	5309	Transit Center	
City of Sandy Transit	$1.200	5309	Vehicle maintenance & storage facility	
SUB-TOTAL	$3.300			

Project Description	Amount Required	Source	Purpose	
Support for University Research				
PSU ITS Research Center	$1.00	ITS Funds	research related to the regional/state priorities	
SUB-TOTAL	$1.00			
Outside Metro Area				
Clackamas Government Camp U.S. 26	$3.20	PLH	Construction	
SUB-TOTAL	$3.20			
Support for Washington/Clark County Priorities				
Clark County LRT Loop	$2.00	5309	AA	
SUB-TOTAL	$2.00			

Updated 1/8/04 2:41 p.m.

Bi-State Transportation Committee

The Bi-State Committee is appointed by Metro's Joint Policy Advisory Committee on Transportation and the Southwest Washington Regional Transportation Council.

Clark County
Commissioner Craig Pridemore
CHAIR

Metro
Councilor Rex Burkholder
VICE CHAIR

Multnomah County
Commissioner Serena Cruz

City of Vancouver
Mayor Royce Pollard

City of Portland
Commissioner Jim Francesconi

City of Battle Ground
Eric Holmes, City Manager

City of Gresham
Councilor Larry Haverkamp

C-TRAN
Lynne Griffith, Executive Director/CEO

Tri-Met
Fred Hansen, General Manager

Port of Vancouver
arry Paulson, Executive Director

ort of Portland
Bill Wyatt, Executive Director

WSDOT
Don Wagner, SW Administrator

ODOT
Matthew Garrett, Reg. 1 Manager

December 31, 2003

The Honorable Rod Park, Chair, JPACT
600 NE Grand Avenue
Portland, OR 97232

Dear Chair Park

We are pleased to provide the attached Bi-State Transportation Committee Annual Report for 2003.

The Report provides a summary of the activities of the Bi-State Transportation Committee during the past year and a glimpse of tasks before the Committee in 2004.

We would be happy to discuss any aspect of this Report with you.

Sincerely,

Craig Pridemore, Chair

Rex Burkholder, Vice Chair

c: Bi-State Transportation Committee members
Dean Lookingbill, RTC
Andy Cotugno, Metro

Bi-State Transportation Committee

2003 Annual Report
Summary

During 2003, the Bi-State Transportation Committee accomplished the following:

- Directed the design, review and approval of a new Bi-State Coordination Committee Charter;
- Coordinated Bi-State review of the I-5/Delta Park/Lombard Project;
- Reviewed and discussed:
    - Regional Economic Development Partners plans;
    - I-5 Rail Capacity Study;
    - Clark County Comprehensive Plan Update and EIS;
    - Bi-State Rail Forum;
    - Metro's RTP and MTIP;
    - Vancouver Rail Bridge;
    - Regional Travel Options Strategic Plan and a Bi-State TDM/TSM Forum;
    - Washington State Congestion Relief Study

With the adoption of the Bi-State Coordination Committee charter by other partners, the Bi-State Transportation Committee will be replaced with the Bi-State Coordination Committee - whose charge is to make recommendations about land use and transportation issues of bi-state significance to JPACT, the Metro Council and the Southwest Washington Regional Transportation Council. In addition, to the extent that economic development and/or environmental justice issues are directly related to bi-state land use or transportation issues, these will also be reviewed and recommendations may be made.

Issues upcoming in 2004 include implementation of the I-5 Trade and Transportation Partnership Strategic Plan, including the I-5/Columbia River crossing project, the I-5 Delta Park Project, a Rail Forum and a TDM/TSM forum. In addition, coordination with the Washington State Congestion Relief Study will be completed.

Bi-State Transportation Committee

Month-by-Month Action Summary

January 2003. Metro and RTC continue to work with ODOT in developing elements of the Bi-State Land Use Accord and an IGA. ODOT will hire a contractor to facilitate discussions among the Bi-State partners.

February 2003. Metro, RTC and ODOT presented an Intergovernmental Agreement (IGA) strategy to the Bi-State Transportation Committee. The proposed strategy included establishing a steering committee of elected officials to oversee the process, hiring a facilitation consultant to work with elected officials and staff and a schedule for IGA adoption.

The Bi-State Transportation Committee also discussed the Bi-State related federal reauthorization requests and heard an update on the Delta Park/Lombard project.

March 2003. Metro, RTC and ODOT staff worked on implementing this strategy. The proposed strategy includes establishing a steering committee of elected officials to oversee the IGA development process and hiring a facilitation consultant to work with elected officials and staff. The schedule calls for the Bi-State Transportation Committee to make recommendations for an IGA to JPACT and the RTC Board in the summer.

April 2003. The Bi-State Transportation Committee met on April 24th at Metro. Their agenda included updates on the I-5 Partnership Task Force recommendations, the I-5 Delta Park to Lombard project and a presentation about the Regional Economic Development Task Force's work. Following direction from the Bi-State Transportation Committee at their February meeting, the subcommittee of the Bi-State was formed for the purpose of steering the development of an Intergovernmental Agreement (IGA) for additional bi-state coordination. The IGA Steering Committee will continue to review the scope of work and the consultant selection for this effort.

June 2003. The selection of a consultant to facilitate an intergovernmental agreement for a land use accord among the jurisdictions in Southwest Washington and the Metro area was advanced. Nine proposals were received and reviewed and four of the candidates were interviewed. Interviews of the remaining five were scheduled and a meeting with the IGA Steering committee was set to review staff recommendations

July 2003. The selection of a consultant to facilitate an intergovernmental agreement for a land use accord among the jurisdictions in Southwest Washington and the Metro area was completed. Interviews of the remaining five candidates were conducted. After a staff consensus was determined, a presentation to the IGA Steering Committee was made and the Committee, after consideration of materials, discussion and questions to staff, approved the consultant selection. Pat Serie with EnviroIssues was selected to begin the work. Committee members gave further direction to staff as to how the consultant should initiate the work, including the interviews.

August 2003. ODOT contract approval was sought and completed to provide for beginning the work of a consultant to facilitate an intergovernmental agreement for a land use accord among the jurisdictions in Southwest Washington and the Metro area to expand the scope of the Bi-State Committee to include land use and economic development issues. Pat Serie with EnviroIssues, the selected consultant, began initial work further detailing the work scope and making initial contacts with local elected officials. Staff also reviewed and commented on a first draft of a survey questionnaire

September 2003. Work began by the selected consultant, EnviroIssues, interviewing members of the Intergovernmental Coordination Steering Committee in order to understand members interests with regard to transitioning the Bi-State Transportation Committee to a Bi-State Committee that coordinates transportation, land use and economic development issues of joint concern to southwest Washington and the Metro area. A summary of comments was prepared and the IGA Committee met and reviewed the work. Direction for preparation of the final summary and additional stakeholders to be interviewed were determined by the Committee.

September 2003. The Bi-State Transportation Committee meeting was held discussing two major items. Progress and remaining tasks for the I-5 Trade Partnership were reviewed and direction for next steps were discussed and

determined. The IGA Steering Committee work products were also reviewed by the Bi-State Transportation Committee.
The Committee also discussed future topics of interest to pursue and schedule

October 2003. The selected consultant, EnviroIssues, continued interviewing stakeholders in order to understand interests and concerns with regard to transitioning the Bi-State Transportation Committee to a committee that coordinates transportation, land use and economic development issues of joint concern to southwest Washington and the Metro area. A meeting with legal staffs from both sides of the river was held and a coordinated approach was conceived. A draft charter for the new committee was written and reviewed by staffs and a meeting of the Land Use Accord Steering Committee was held to review the draft document. The Steering Committee made a number of changes including highlighting the need to address environmental justice as well as land use, transportation and economic development. They also expressed interest in providing for ex-officio membership by key state agencies. At the October Bi-State meeting, the revised draft charter was reviewed. The Bi-State Committee concluded that the basic document was workable, although some revision was important in order to ensure that the primary task was to consider land use and transportation issues of bi-state significance and in doing so, to consider the economic development, environmental and environmental justice contexts. Some members also indicated a strong interest in ensuring bi-state coordination of economic development, and although there was general committee agreement about this, there was also concern about the appropriate process and role given other entities engaged in economic development efforts. A revised draft reflecting the land use and transportation focus with economic development, environmental and environmental justice context was distributed to the Bi-State Committee. The draft charter was recommended by the Bi-State Transportation Committee at their October 23 meeting

Other items included in the October Bi-State Transportation Committee included a presentation and discussion of Metro's industrial land study. There was interest in examining Clark County's industrial land supply and policies and further discussing historically based assumptions about the amount of new jobs that were projected to be created on each side of the river. The Committee also heard presentations from the Port of Portland concerning freight rail issues and how the Rail Forum, envisioned by the I-5 Trade and Transportation Partnership, might be initiated. A related specific project, improvement of the Vancouver Rail bridge (the railroad bridge spanning the Columbia River parallel to and slightly down river from the I-5 motor vehicle bridge) was also discussed. Member agreed that the project, which has barge freight, rail freight, truck freight and auto congestion issues, currently had no one agency that had responsibility for the project. It was also established that planning for the I-5 Columbia River crossing could greatly influence the barge/rail issues stemming from the current rail bridge design. That is, the I-5 Columbia Crossing could make barge maneuvering much easier and rail bridge safety issues might be addressed. Alternatively, the I-5 crossing may not address barge/rail safety issues. Accordingly, it was concluded that additional information was needed in order to assess the best approach to addressing the problem.

Finally, Metro staff briefly reviewed the upcoming 2004 Regional Transportation Plan. It was noted that the RTP Preferred System retains the Metro light rail transit plan, including long-term extension of light rail to Vancouver and southwest Washington. However, it is proposed that the planned extension be removed from the financially constrained RTP. It was also noted that removal of this project was not thought to jeopardize future funding opportunities

November 2003. Review of a draft charter for a new Bi-State Coordination Committee was completed. On November 4, the Southwest Washington Regional Transportation Council, by unanimous vote, approved the draft charter and referred it to the City of Vancouver, Clark County, CTRAN and the State of Washington Department of Transportation. Completion of these reviews and actions are expected in the next three to four weeks.

On November 12, the Metro Policy Advisory Committee heard a presentation on the draft charter. On November 13, JPACT also was presented the draft charter and recommended approval of Metro Resolution No. 03-3388. Further, they recommended that the Bi-State Coordination Committee consider: 1) adding review of air and marine transportation issues of bi-state significance; and, 2) that agencies, such as ODOT and WSDOT, TriMet and CTRAN, affect and are affected by actions of the other signatory jurisdictions and should participate in the Bi-State Coordination Committee proceedings and the Bi-State Coordination Committee may offer recommendations to these agencies as well as local jurisdictions. These recommendations, along with any other work scope suggestions, would be considered by the Bi-State Coordination Committee during 2004 after the Committee has had time to get

into operation. Bi-State Coordination Committee recommendations would be then be brought back for consideration.

A Council Informal about the Bi-State Coordination Committee charter was held November 18 and MPAC discussed the charter on November 19. Although there was no quorum, MPAC members present agreed that there was a favorable consensus about the charter. On November 20 the Metro Council adopted the charter by resolution.

December 2003. During the December reporting period, the City of Portland, TriMet and Multnomah County have set hearing dates for charter adoption in early January. ODOT and the Port of Portland are also setting calendars for consideration of the charter. CTRAN has already adopted the charter and other southwest Washington agencies are establishing schedules for consideration.

On December 18, 2003 the Bi-State Transportation Committee met and the agenda included consideration of Regional Travel Options 5 Year Strategic Plan, an update of the Delta Park/Lombard project, and the WSDOT Lead Congestion Relief Study.

Recommendations for improved coordination between marketing efforts concerning the RTO study were made, as was interest in continuing coordination of RTO and TDM efforts on both sides of the river.

With regard to the Congestion Relief Study, Washington State Senator Horn provided a summary of the legislative intent with regard to the project and Michael Cummings, WSDOT, gave a technical presentation of the work scope. The Bi-State Transportation Committee asked that there be regular updates about the project. Metro staff is working with the project team to coordinate efforts.

LETTERS

Extend MAX to Hayden Island

Your editorial ("Public works in suspense," Jan. 2) states that the Interstate Light Rail Project, which will open in May ahead of schedule and $25 million under budget, still "has something unfinished about it" since it does not yet extend to Clark County.

Despite Washingtonians' unwillingness to pay for light rail, the project could become "more finished" if it were extended to Hayden Island to serve the 2,000 Oregonians that live there.

The distance between the Expo Center Station and Hayden Island is only about 900 yards.

The bridge that would be needed to cross the Portland Harbor to Hayden Island could also accommodate local vehicle traffic, bikes and pedestrians. This would free the residents of Hayden Island from I-5 traffic.

Perhaps the surplus $25 million light rail money could be used to help with building this extension.

JIM HOWELL
Northeast Portland

An Alternative to the Delta Park to Lombard Freeway Widening Project

The Delta Park to Lombard Freeway Widening Project is the first of many projects proposed to be built in the I-5 corridor over the next decade or two that will ultimately cost several billions of dollars.

Proposals for a low cost, low impact solution addressing the recommendations of the I-5 Partnership Task Force have been submitted over the past several years and have been summarily rejected for serious consideration by staff. They require some **sacrifices** relative to a **few minor freeway access points**. The potential positive impacts of these minor changes could be substantial, but, so far, are not being considered.

Over **$ One Billion** can be saved if: 1) Direct northbound freeway access to I-5 from Hayden Island is eliminated, 2) Direct northbound and southbound connections between Denver Avenue and I-5 is eliminated and 3) A new direct northbound connection between Columbia Blvd. and I-5 is not constructed.

The question that should be answered is it worth over $ One Billion to provide direct freeway ramps at these three locations when other convenient access options either exist or can be constructed at much lower cost?

Columbia Blvd./ I-5 Interchange

Direct access between Columbia Blvd. and I-5 South already exists. Access to and from I-5 North is now via the Kenton Neighborhood and Denver Avenue which creates serious noise and safety issues in the Neighborhood.

MLK Jr. Blvd. north of its intersection with Vancouver Avenue is a 55 MPH underused four lane limited access road that connects to I-5 North at the Marine Drive ramps. Southbound, this connection to Columbia Blvd. is almost as fast for big trucks as Denver Avenue and does not impact the Kenton Neighborhood. Currently, the connection is less direct northbound because truck traffic must go south on MLK Jr. Blvd. to Columbia Blvd. requiring more out of direction travel. Perhaps ODOT does not allow northbound traffic on Vancouver Avenue to go north onto MLK Jr. Blvd. because the

Vancouver Avenue Bridge over the Columbia Slough has not been properly maintained and is now posted with load limits. Would it not be more cost effective to repair this bridge, and allow truck traffic to use Vancouver Avenue to access MLK Jr. Blvd. rather than build a new interchange?

Shifting Columbia Blvd. freeway access to Marine Drive adds to the northbound congestion at that point, but this also can be inexpensively corrected. This congestion is caused by the northbound on ramp narrowing from two lanes to one before entering the freeway at the Slough Bridge. Converting the existing bike-ped lane on the bridge to a northbound lane can alleviate this bottleneck.

Southbound, the existing one lane approach from I-5 to MLK Jr. Blvd. could be easily widened to two lanes if traffic backups at this exit were an issue.

Denver Avenue - I-5 Connection

The Denver Avenue - I-5 connection would no longer be needed if trucks had an alternate route. Before the freeway was built, Denver Avenue was the local road connecting Portland, Jantzen Beach and Vancouver. This local connection was severed when the freeway was built requiring all traffic to and from Hayden Island to use the Interstate System, which is one of the reasons the freeway is clogged up in this area.

If Denver Avenue were disconnected from I-5 and extended north to Marine Drive and eventually to Hayden Island and Vancouver on new multi-modal bridges over the Oregon Slough and the Columbia River, local traffic would no longer be required to use the freeway. The new bridges could accommodate light rail, local traffic, bikes and pedestrians.

A short south bound off ramp to Victory Blvd. would still allow full freeway access to PIR and Hayden Meadows.

Eliminate I-5 North ramps to and from Hayden Island

Eliminating the northbound ramp does two very important things. First, it allows the existing Interstate Bridge Span to accommodate three through freeway lanes where now it can only accommodate two, because the third functions as a merge lane from Hayden Island. Second, it would allow

sufficient distance for the second on ramp lane from Marine Drive, mentioned above, to merge onto the freeway.

Southbound, the freeway on ramp from SR 500 and Downtown Vancouver could merge into I-5 on Hayden Island, crossing the river using a separate auxiliary lane on the multi-modal bridge mentioned above. This then could allow the existing bridge span to accommodate all three though lanes required by the project.

Access between Hayden Island and I-5 north would be provided on local streets to the Mill Plain Interchange.

A New Multi-Modal Oregon Slough Bridge

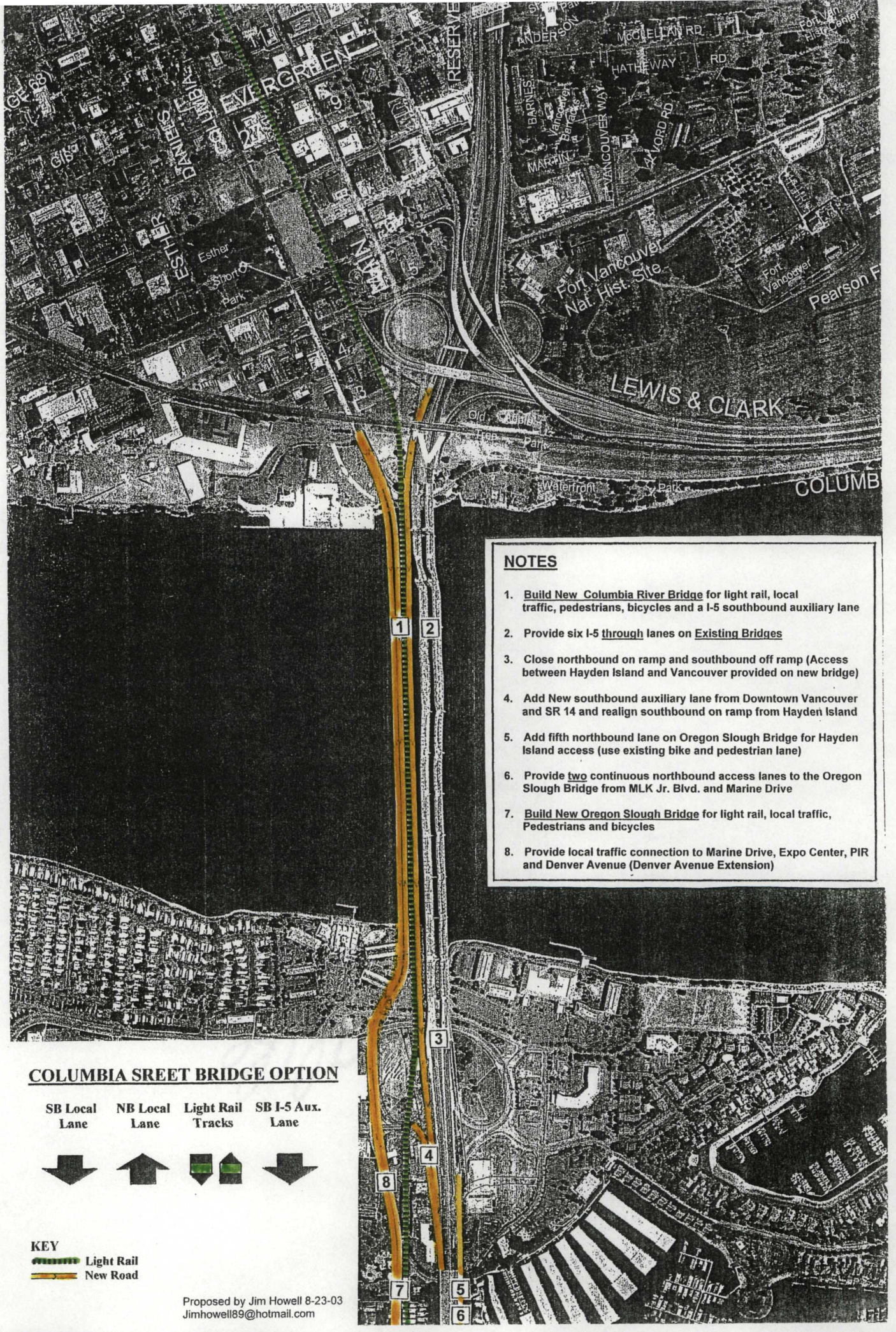
As a first step,(see attached map) a new local road, light rail, bicycle and pedestrian bridge connecting Hayden Island to Marine Drive and Interstate Light Rail would provide alternative travel opportunities to and from Hayden Island reducing some of the traffic load on the freeway between Delta Park and Lombard.

This is a project that should be done prior to widening I-5. It probably would cost no more than widening the freeway, the light rail part of the project could probably use the $25 million surplus from the Interstate project and it allows time to address the downtown freeway loop capacity issues associated with widening I-5. Furthermore, it does not require all Bi-State highway and light rail issues to be finalized before construction.

Summary

The sacrifice of a few minor freeway ramps can eliminate the need for major freeway and bridge construction while increasing freeway capacity. At the same time, it can provide much needed local road, light rail, bicycle and pedestrian access. And by the way, it can save a billion or more taxpayers dollars.

Proposed by Jim Howell 1-14-04 jimhowell89@hotmail.com



NOTES

1. Build New Columbia River Bridge for light rail, local traffic, pedestrians, bicycles and a I-5 southbound auxiliary lane
2. Provide six I-5 through lanes on Existing Bridges
3. Close northbound on ramp and southbound off ramp (Access between Hayden Island and Vancouver provided on new bridge)
4. Add New southbound auxiliary lane from Downtown Vancouver and SR 14 and realign southbound on ramp from Hayden Island
5. Add fifth northbound lane on Oregon Slough Bridge for Hayden Island access (use existing bike and pedestrian lane)
6. Provide two continuous northbound access lanes to the Oregon Slough Bridge from MLK Jr. Blvd. and Marine Drive
7. Build New Oregon Slough Bridge for light rail, local traffic, Pedestrians and bicycles
8. Provide local traffic connection to Marine Drive, Expo Center, PIR and Denver Avenue (Denver Avenue Extension)

COLUMBIA SREET BRIDGE OPTION

SB Local Lane | NB Local Lane | Light Rail Tracks | SB I-5 Aux. Lane

KEY

Light Rail

New Road

Proposed by Jim Howell 8-23-03
Jimhowell89@hotmail.com

Columbia River

I-5 Interstate Bridge

N Hayden Island Drive

Hayden Island Station

Bus Bypass Lane

I-5

New Multi-Modal Bridge
(Light Rail/Vehicle/ bike/ped

Additional Northbound Lane
(existing bike/ped lane)

Expo Center Station

New Denver Avenue Extension

Two Lanes

North Portland Harbor

NE Tomahawk Island Drive

NE Marine Drive

MLK Jr. Blvd. (4 lanes/55 MPH)

N Expo Road

I-5

New Off Ramp

Delta Park/Vanport Station

N Victory Blvd.

Remove Denver Ave. Ramps

Two Lane Connection

N Whitaker Road

Columbia Slough

N Denver Avenue

Northbound Access

N Vancouver Avenue

N Columbia Blvd.

Close to Heavy Trucks

Repair Bridge

Kenton Station

N Columbia Blvd.

Two Turning Lanes

I-5

N Interstate Avenue

LEGEND

- Existing Light Rail
- Proposed Light Rail Extension
- Light Rail Station
- New or Modified Roadway
- Traffic Signal
- Truck Corridor to/from I-5
- C-Tran Bus
- Hayden Island Shuttle Bus

Proposed First Phase of the I-5 Corridor Project

Jim Howell 1-14-04 jimhowell89@hotmail.com

M E M O R A N D U M

METRO

DATE: December 23, 2003

TO: Rod Park, Chair, JPACT

FROM: Andy Cotugno, Planning Director

SUBJECT: WSDOT Congestion Relief Project

Background

The Washington State Legislature has provided about $3.8 million for WSDOT to conduct a Congestion Relief Study. The question it seeks to answer is: What transportation investments will do the most to reduce congestion?

The geographic areas for which the analysis will be completed are the Puget Sound, Spokane and the Vancouver/Portland metropolitan areas. A copy of the draft scope of work is attached.

The project is on a short time line - completion is scheduled for July 2004. The project will include travel demand modeling and analysis of several alternatives including:

- 2020 no build;
- 2020 planned growth;
- unconstrained capacity (both transit and highway);
- bookends "with different modes emphasized and some mid-grounds..."

The analysis will compare major transportation investment alternatives - roads, transit, congestion pricing - to see what happens if most all transportation funds are spent on one approach - and which mode investment is most effective in reducing congestion. While the project is described as being an analysis only, it seems very likely that once it is complete, it may be used as a basis for Washington State transportation funding decisions. Investments in the southwest Washington area could have substantial implications for the Metro region transportation system and may be different from current transportation policies established in the RTP and MTIP.

The genesis of the WSDOT project seems to be an earlier project, *End Gridlock Now,* prepared for Bellevue Square owner Kemper Freeman, Jr. by Dr. William Eager of TDA, Inc. This study suggests that a 26% decrease in congestion in the Puget Sound area is possible and realistic. Dr. Eager has a Ph.D from University of California, Berkeley, and is a member of the Program Review Panel of Transportation Modeling Improvement Program (TMIP), USDOT's program to develop new travel modeling procedures. He is also author of a paper *Population Density and Reduced Road Congestion.*

Washington State Senator Jim Horn, Mercer Island, member of the Washington Transportation Committee and Puget Sound Regional Council, lead the effort to fund the Congestion Relief Study in order to address comments about the *End Gridlock Now* analysis.

The WSDOT region office in Vancouver and RTC are the primary staff coordinating the Vancouver/Portland aspects of the study. This project will include possible transportation projects and impacts in the Oregon portion of the metropolitan area. Accordingly, I believe that there are both policy and technical issues to address.

Consideration

I have attached a draft letter for JPACT consideration that is the result of discussion of the Study at the Bi-State Transportation Committee on December 18.

I would be happy to answer any questions that you may have about the Congestion Relief Study.

January 15, 2004

The Honorable Aubrey Davis, Chair
Washington State Transportation Commission
Post Office Box 47308
Olympia, WA 98504-7308

Dear Chairman Davis

I would like to convey our interest in the Washington State Congestion Relief Study that has just begun by the Washington State Transportation Department. As we understand it, the Study will address congestion in southwest Washington and is intended to include analysis of all or portions of the Portland, Oregon metropolitan area. This could include assumptions about transportation investments in Oregon as well as analysis of the results.

As you know, the Portland metropolitan area and southwest Washington are linked by the Interstate system, including I-5 and I-205 as well as transit service between the two states provided by CTRAN and TriMet. The I-5 Transportation and Trade Partnership Strategic Plan, endorsed by the Washington State Transportation Commission on May 22, 2003, called for addressing I-5 corridor transportation issues, including investments in roads, transit and transportation demand management in a bi-state manner.

We are concerned with several elements of the Congestion Relief Study including:

- **Policy Coordination**. There is a need for coordination with Oregon policy makers, if the Study is going to be completed for portions of the Portland Oregon metropolitan area. If assumptions about the geographic extent, level and type of transportation investments in Oregon are going to be made, these should be reviewed and commented on by Oregon policy makers and should be coordinated with southwest Washington. We suggest that the Bi-State Transportation Committee is constituted to do this work. In addition, we would hope that the Congestion Relief Study would be coordinated with the I-5/Columbia River Crossing Project.

- **Land Use**. Land uses react to transportation investments and it is important to understand these interactions. Specifically, we are concerned that a complete picture will not be possible without understanding and estimating the land use development patterns that will likely result from the transportation investments.

- **Air Quality**. Metro has responsibility for maintaining the air quality of the Oregon portion of the greater metropolitan area. The air quality implications of major transportation improvements must also be considered in order to fully understand consequences.

- **Transportation Investments Influence on Trips**. Some have also expressed concern that one response to major expansion of freeways will lead to encouraging more auto trips - "induced demand" in planner terms. Freeway and highway improvements could result in the creation of new trips or taking trips at or near peak periods resulting in congestion levels like those experienced today.

- **Previous Metro Analysis**. Metro looked at the consequences of major highway and freeway improvements in the region in 1997. We found that well placed higher density results in less congestion as the number of trips, car ownership and vehicle miles traveled all are reduced.

- **Benefit Cost Work Element**. We are very interested in this analysis and would like to further review and comment on the approach and methods used to complete this work.

- **Peer Review**. Providing for Peer Review of the Study will greatly increase the confidence in the Study results and is recommended.

- **Technical Participation**. There are many technical aspects of the study, including use of the Metro transportation model, Metro air quality model, land use modeling, etc. which, if utilized, would provide a complete analysis. Any work done by Oregon jurisdictions would also likely benefit from participation and review by Washington State technical experts to ensure consistency with other aspects of the Study.

- **Incurred Costs**. Technical participation by Oregon staff was not anticipated by Oregon and is not currently a part of work plans or budgets for this fiscal year ending June 30, 2004, the scheduled Study end date. Accordingly, should significant Oregon staff time be expended, these costs would have to be addressed in some manner.

I would be happy to discuss any of these matters with you or if there are technical issues that should be addressed, Andy Cotugno, Metro's Planning Director may be contacted at 503 797-1763.

Sincerely,

Rod Park, Chair
Joint Policy Advisory Committee on Transportation

cc: Honorable State Senator Jim Horn
Don Wagner, WSDOT
Matt Garrett, ODOT
Michael Cummings, WSDOT
Dean Lookingbill, RTC
Chuck Green, Parsons Brinkerhoff

JPACT Retreat Proposal **DRAFT #2 (12-23-03)**

For review by JPACT at January 15, 2004 meeting

Date: Monday, February 2, 2004
Time: 9:00 am to 2:00 pm (depending on Agenda)
Place: Zoo Conference Center
Participants: JPACT members and alternates, Metro Council President, Commissioner John Russell, OTC; Jay Waldron, Port of Portland Commission
Moderator: ??

Purpose:

The region has spent considerable time identifying needed transportation projects, which are significant to the regional economy and well-being of our communities. Since our funding needs are significantly larger than the amount of funding we traditionally receive, we run the danger of 1) not meeting our goals and damaging economic health and community well-being, and 2) fighting among ourselves over limited resources and undermining regional consensus on policy direction. The purpose of the Retreat is to identify how we can collectively meet the need for transportation improvements and establish a priority for action by JPACT members.

Agenda:

1. Review and Discuss our collective Vision and Priority for transportation improvements (30 minutes)

   The 2040 Growth Concept provides the overall framework for the Vision and the basis for defining needed transportation improvements. However, the needs are significantly greater than revenues and valid transportation projects that support different elements of the Growth Concept compete for priority funding. There is an inherent competition between funding for different modes, funding that supports new development areas vs. redevelopment, funding for trucks vs. personal mobility, funding for urban mobility vs. the larger surround area. The Retreat should start with a brief review of the vision and assess differing attitudes among the members of JPACT and the public (from recent focus groups) on which transportation elements are highest priority.

2. Recap existing and expected transportation funding sources (30 minutes)

   Staff will provide an analysis of needed transportation improvements and how that stacks up relative to known and possible funding sources. This is to help develop a strategy to define which funding source to pursue for which transportation needs. The federal landscape is changing rapidly and we need to influence its direction. The approach to a state package at the '05 Legislature is not yet formed. There is the proposal from the Transportation Finance Task Force for a Metro Ballot Measure.

3. Break (15 minutes)

4. Discussion of Funding Strategies at the Federal, State and Regional level (2 hours)

   The goal of a discussion with the full group will be to develop a consensus on which parts of the transportation program will be pursued through which approach. To the extent possible, there should be agreement on roles and responsibilities of different JPACT members and agencies and necessary follow-up steps for JPACT action.

5. Lunch (45 minutes)

6. Discussion of the region's strategy for being more effective at the State Legislature (45 minutes)

   Regardless of what is being pursued from the Legislature, the can be a more unified regional approach to seeking transportation funding from the Legislature. JPACT should discuss how to establish this approach.

7. How does formation of an ACT benefit the region's goals? (30 minutes)

   The OTC encouraged JPACT to revisit the issue of formation of an ACT in the Metro region to encompass a larger geographic area and add representation from interest groups. Should this be pursued and how can it be used to advance the region's priority transportation funding agenda?

Joint Policy Advisory Committee on Transportation (JPACT) Retreat

What: A one-day retreat to identify how we can collectively meet the need for transportation improvements and establish a priority action plan by JPACT members.

Why: The region has spent considerable time identifying needed transportation projects which are significant to the regional economy and well being of our communities. Since our funding needs are significantly larger than the amount of funding we traditionally receive, we run the danger of 1) not meeting our goals and damaging economic health and community well-being, and 2) fighting among ourselves over limited resources and undermining regional consensus on policy direction.

When: **Monday, February 2, 2004, 9:00 a.m. to 2:00 p.m.**

Where: **Oregon Zoo, Skyline Room**

Who: Participation by JPACT Members and Alternates, Metro Council President David Bragdon, Oregon Transportation Commission Member John Russell and Port of Portland Commission Chair Jay Waldron.

*TPAC Members and Alternates invited as observers.

Cost: $25.00 to cover room costs and food.

To register for the retreat, please complete this form and return with payment to: JPACT Retreat, c/o Renee Castilla, Metro, 600 NE Grand Ave., Portland, OR 97232 or fax to (503) 797-1930. Please call Ms. Renee Castilla, Metro at (503) 797-1916 for more registration information if needed.

Name: _____ **Organization:** _____

Address: _____

Phone #: _____ **Fax:** _____ **Email:** _____

Room Fee, Breakfast and Box Lunch Order - $25.00

Continental Breakfast, Coffee and Juice provided for morning and box lunches in afternoon. Please indicate preference below:

Roast Beef ☐ Turkey ☐ Vegetarian ☐

Payment: $_____

Payment Method: _____ Check (Payable to Metro)
_____ Credit Card (check one): _____ MasterCard _____ Visa

Card No:_____ Expiration Date:_____

Cardholder Name:_____ Signature:_____

Public Forum on Airport Issues
December 13, 2003 – PSU Smith Union
Summary

Congressman Blumenauer opened the forum, welcomed attendees and introduced Head Panelists, then invited the first panel to speak.

Panel #1 – The Role of the Airport in the Portland Region

Bill Wyatt, Executive Director, Port of Portland

Scott Speer – FAA

- The primary mission of Air Traffic Control (ATC) is to provide for the safe, orderly, and efficient movement of aircraft through the National Airspace System.
- ATC provides for the separation of aircraft both in the air and on the ground, and provides safety and weather advisories. Aircraft operate under two different sets of rules, depending on the pilot's certification to fly through clouds:
    - IFR: Instrument Flight Rules
    - VFR: Visual Flight Rules – see-and-be-seen.
- Air Traffic facilities in Oregon include Portland Tower and Approach Control, and Hillsboro, Troutdale, Salem, Eugene, Redmond, Medford and Klamath Falls Towers. Within the Portland area, PDX has approximately 330,000 operations (takeoffs & landings) a year - the equivalent of a small city, approximately 30,000 passengers, moving through PDX every day. Hillsboro averages 240,000 operations per year, and Troutdale averages 70,000 operations per year.
- Runways are aligned with the wind for takeoffs and landings. Airways & Jet Routes are built on ground-based navigation aids. As an overall system, since runway alignment is independent of the route to destination, aircraft must transition to/from enroute environment. Their routes must be coordinated with overlying and adjacent airspace and with routings to other airports. The controller's job is to provide for the orderly transition between airport and enroute environment, including the approach and landing sequence, and to do so in the safest and most efficient way possible.

Marc Henegar, Alaska Airlines

- PDX has great facilities -- Rarely delays, good terminals, conducive to Alaska Airlines' growth at PDX if economic conditions are right
- Noise Abatement: Alaska operates all Stage 3 (quietest aircraft); uses reduced power takeoffs; noise abatement drives procedures for arrivals and departures.
- Reduced power takeoffs affected by wind conditions, runway conditions, and obstacles in the departure path
- Most arrivals and departures go over the Columbia River whenever possible

- Factors when noise abatement cannot be used: In-flight emergencies; wind conditions; snow or ice on runway; weight; condition of aircraft.
- Safety is always Alaska Airlines' top priority.
- After safety, noise abatement is standard procedure
- Additional noise reductions are possible through FMS/RNAV departures and approaches. These have the benefit of easier to fly, increases capacity of existing runways.

Jim Betty, Airline Pilots Association (ALPA) –

- The airport is often the first impression people get of a city.

Panel #2 – The Impact of the Airport in the Portland Region

Fred Stovel, Airtraffic Issues Roundtable

- There is a disconnect between the way the Port is governed; how commissioners are selected and who they represent; and how commercial aviation is integrated into Oregon's transportation and land use system.
- FAA controls flight operations and airport noise, but is only concerned with 'mitigation' of impacts, not prevention of the problems getting worse. The FAA is not required to respect the City's noise zone code and expects the City to rezone its land uses according to the Port's needs.
- The Port has the authority to build or expand PDX, but once built with FAA funds, the Port no longer has control over the volume, type, or number of aircraft that use the airport. An airport can never be large enough, contrary to the philosophy we use in managing traffic on our roadways.
- The FAA is not required to abide by Metro's or the City of Portland's land use and transportation plans, since neither of these entities own and operate PDX.

Tom Jacobs, Clark County Airport Issues Roundtable (CC AIR)

- Most of the people affected by PDX noise live in Washington. (More than 26,000)
- Leaders of all 26 Vancouver neighborhood associations say noise affects their residents.
- Northwest orientation of PDX runways means they point directly at downtown Vancouver.
- Compared current impact to the impact in Portland if PDX were still located on Swan Island. University Park, Arbor Lodge, and Albina would be in Vancouver's position
- Despite PART 150 studies, there are no plans to change flight tracks to avoid existing noise impacts in Vancouver.
- The federal threshold for mitigating aircraft noise is too high.
- Government should work to strike an equitable balance between conflicting interests of Vancouver residents and PDX. Commercial interests seem to have precedence over neighborhood livability.

- PDX is expected to have 26.6% increase in traffic by 2010; worldwide, air traffic will triple by 2030. The problem will only get worse.

Stuart Sandler, Citizens Noise Advisory Committee (CNAC) –

- Citizens constantly abused by aircraft noise are routinely disregarded by the FAA as it bends over backwards to appease the aviation industry.
- Two major examples:
  - Noise measurement standards
  - Regulations governing industry responsibility for noise impacts on health and quality of life. It's a question of basic fairness, and the FAA continues to refuse equal standing for citizens in the process.
- The FAA Part 161 process for establishing airport access restrictions does not work.
- Congress has, through legislation, created this indifferent, unresponsive behemoth; Congress needs to address these problems and redress the captive public's increasing concerns.

Chris Hagerbaumer, OEC –

- States need more jurisdiction over air quality.
- 30% of PDX vehicles use alternative fuels
- all of PDX diesel-fueled vehicles use bio-diesel
- 3-10% of global warming emissions come from aircraft; some airlines are upgrading their fleet to lower emissions
- Some European airports use emissions-based landing fees. In Boston, Logan Airport trades landing emissions.

Andy Cotugno – Metro

- Most of Portland region's growth is going South and North, not East and West. Therefore, noise footprint is not going to get larger.
- But development along Interstate MAX is conflicting with noise
- Could Hillsboro and Mulino pick up air traffic?
- While the Port ships products from the rural economy, PDX ships products from the urban economy
- RE: Federal issues:
  - Need a process similar to MPO for air transportation issues
  - Need an emissions-based -- or noise-based landing fee for planes, like emissions-based registration fee idea for autos
- Is the 4:30 AM start of Airport MAX adequate for PDX employees and travelers?

<u>Panel #3 – Issues and Opportunities</u>

Bill Wyatt, Executive Director, Port of Portland

- The Value of goods shipped by air is growing fast
- International air travel is taking off; with increased direct flights to Europe, there will be less need for people to fly to Seattle.

    - Seattle used to be 16/17th most popular destination – has now dropped to 35th....
- Frustration: we're part of a national system. Who's in charge? (With RR, needed national standards to ensure the same track width. Need federal standards, but the ability to make local decisions.)
- The Port of Portland is really the Port AT Portland; it has statewide impacts.

Betsy Johnson, State Representative, Vice-Chair, Regional Air Traffic Demand Task Force (RATD TF)

- "When I asked Michael Curry, world-famous puppeteer, what he needed to make his studio in Scappoose succeed, he said 3 things: UPS, the Internet, and access to an airport."
- RATD Task Force addressed capacity issues
- Need to look at other options for capacity
    - Redmond, Medford? For aggregating freight
    - Mulino? Cannot drive there....Scappoose a better choice.
    - Hillsboro – poor planning; growth allowed too close.
- Economic development depends on job clusters. Use GA (General Aviation) airports to support those clusters in various parts of the state.
- RE: Federal role. Loosen federal controls of General Aviation Airports, give better access to runways to public

Ann Crook – Oregon Department of Aviation

- Freight is becoming larger issue; Air Commerce instead of Air Travel
- Livability is a concern of aviation.
- Just completed an "Airport/Land Use Compatibility Guidebook"
- Recent Air Cargo Conference emphasized that air cargo service is becoming increasingly important for businesses. This means increasing the role of GA airports in struggling economies.
- Need better LU planning around airports

Claudia Howells – ODOT Rail Division

- Rail cannot replace air travel, but need better partnerships
- "Incremental HS Rail" of 90 mph maximum, since shared with freight.
- Need dedicated ROW for true HS Rail.
- Increasing frequencies to 5 RT daily between Eugene and Seattle (plus Amtrak) $300 mill/year to run
- Eugene/Seattle run times currently competitive with air, especially downtown to downtown.

Tony Buscemi – Amtrak

- Cascades Corridor today – a success, due to connectivity between modes, downtown to downtown capabilities
- Federal support for capital improvements not uniform amongst modes
- Need 50/50 federal match.

Congressman Blumenauer

- Airline industry has shown a net profit of 0 (ZERO) for 70+ years.
- Why should Amtrak be the only non-subsidized rail system in the world? (Me: or the only non-subsidized transportation system in the US??)
- 1/3 of air travel is less than 30 miles – could be well-served by rail.
- Kudos to new Amtrak Director Peter Gunn.

Rep. Betsy Johnson – I will work in the Oregon House to find the funds to restore DEQ's Noise Program

Summary of letter from U.S. Congressman Brian Baird (WA-3), read by Hillary Hunt – Because PDX has a lasting impact on the economic vitality and the quality of life for residents in both Washington and Oregon, it is essential for our communities to work together to find positive solutions to issues of concern and to plan for the airport's future. I am heartened by the Port of Portland's increased outreach to working with constituents in Southwest Washington. I encourage the Port to consider operating flights at an equal distance from residential areas in Washington and Portland, to equitably divide the negative impacts of noise. I stand willing to work with the Port to eliminate unnecessary barriers to this approach. Today's conference is a step in this direction. I thank Congressman Blumenauer and the Port for their commitment to addressing these issues. (*Copy of letter appears begins on page* 7)

Citizen Testimony and Comments (See separate document)

Head Panel Responses

- Dan Saltzman – Worked with the Port on their Conditional Use Master Plan. Commend the Port for their willingness to engage. Need to hear minority concerns; need a balance, need to determine roles at different levels. Need Congressional input into the FAA.
- Mary Olson – Port Commissioner. Talked about the structure of the Port Commission. We need more rail, more CNAC involvement on the Noise Study.
- Kate Brown, Oregon Senate. Senate Democratic Leader. Kudos to Airport operations for running such a safe facility. Need to look at reinstating DEQ's Noise Abatement Program. If you have thoughts about candidates for the Port Commission, contact me, since they need to be confirmed by the Senate.
- Lisa Naito, Multnomah County Commission. Thanked Port for their good work on possible SARS case earlier this year. Need more federal support for rail projects.
- Tim Leavitt, Vancouver City Councilman, summarized a letter from Mayor Royce Pollard that expressed the concern that Vancouver residents are bearing a disproportionate share of the noise burden from PDX. 62.5% of the people who live within the 50-60 DNL contour and 57.5% of people who live within all noise contours greater than 55 DNL live in Washington. The City of Vancouver appreciates the Port's responsiveness to looking at potential solutions and sees this forum as part of that collaborative effort. The City of Vancouver is ready to do their part to meet these challenges. *(Copy of full letter begins on page 9)*

- David Bragdon, Metro Council President. Thanks. The federal government sets the playing field. Earl understands the multi-jurisdictional nature of the problem. We all have roles to play, since we're all passengers; we're all part of the problem, we also need to be part of the solution. The big question is how do we address the external costs of the Airport's benefits? The federal transportation system has a 'silent impact' on our economy; we need to acknowledge and address this.

Congressman Blumenauer's Closing Remarks.

- I appreciate the fact that people have taken time from a busy Saturday to join us and provide us with their comments. Let's show our appreciation. (applause)
- We're done reasonably well to pull together a lot of information in a very short period of time.
- These are important issues:
    - How can we develop alternatives to deal with the identified issues?
    - I personally think an *elected* Port Commission is not the answer, based on my conversations with folks in other cities and regions. Replacing their appointment with an elected process "would not be the first place I'd start…"
    - On the federal level, we've fallen down.
        - "Stove pipe" mentality discourages efforts to bring people together, as evidenced by the strong opposition in Congress to my proposal to coordinate airport planning with regional transportation planning.
        - We need to get more for the taxpayer dollars we're investing in airlines. I proposed that the post 9/11 airlines bailout be dedicated to retiring their aging (and noisy) older planes, but no go. We gave them money, but got nothing of value in return.
        - Part of the money in the Energy Bill recently passed by the House should have gone to improve our rail systems
- Thanks for coming. We'll keep you informed of our work on these issues.

Bill Wyatt's Closing Remarks

- The Port cannot operate in isolation: "The Port AT Portland"
- The Port is part of the greater community.
- The Columbia River is not a barrier; we hear the concerns of our friends who live in Washington.

Letter submitted by Congressman Brian Baird (WA-3)

December 11, 2003

The Honorable Congressman Earl Blumenauer
729 NE Oregon, Suite 115
Portland, OR 97232

Dear Congressman Blumenauer:

I regret that I am unable to attend today's conference examining the impacts of the Portland airport on our local communities. I would like to thank my colleague, Congressman Earl Blumenauer, and his staff for the time and effort they have invested in arranging today's forum.

The Port of Portland and the Portland International Airport (PDX) are clearly essential elements of our region's economy which will continue to play a role in the future of communities on both sides of the Columbia River. Because of the lasting impact PDX has on both the economic vitality and the quality of life for the area, I believe it is essential for our communities to work together to find positive solutions to issues arising from PDX activities and to plan future development at this very important facility.

Although my constituents share in many of the benefits associated with the airport, I remain deeply concerned that they are asked to shoulder a disproportionate degree of the noise generated by the airport's traffic. As our region continues to grow, it will be particularly essential for the Port of Portland to work with the public to ensure communities are not inflicted with an undue share of the burden.

While there is clearly room for expanded communication between the Port of Portland and Southwest Washington communities, I am heartened by the Port's recent efforts at outreach in our area. I am particularly pleased the Port of Portland has begun to take a proactive approach to working with my constituents by including representatives from the Vancouver area on the Part 150 study and by conducting meetings in Southwest Washington. I also am very pleased that local citizen groups are taking an active role in discussing the issue of airport noise. I commend them for their thoughtful consideration of the issue and their dedication in making their opinions known.

Ultimately, it is my hope that the Port of Portland will work to route traffic from PDX on flight paths operating at an equidistance between residential areas in the Vancouver and Portland areas. Such an option appears to produce the most equitable division of the negative impacts associated with the airport, and it is one that I encourage the Port to carefully consider. I am committed to ensuring that residents of Southwest Washington are able to maintain a high quality of life, and I am willing to work with the Port of

Portland to eliminate unnecessary barriers that may stand in the way of implementing solutions that would benefit our local communities.

I believe we can develop a reasonable, fair and sound policy guiding future development at the airport only by working with all of those who are impacted by its operations. Today's conference is a step in that direction, and I thank Congressman Blumenauer and all those who are in attendance today for their dedication and commitment to achieving this goal.

Sincerely,

Brian Baird
Member of Congress

CC: Bill Wyatt, Executive Director, Port of Portland

BB:hh

Letter submitted by Mayor Royce Pollard of Vancouver:

December 11, 2003

The Honorable Congressman Earl Blumenauer
729 NE Oregon, Suite 115
Portland, OR 97232

RE: Forum on Airport Issues

Dear Congressman Blumenauer,

Thank you for the gracious invitation to participate in this Forum on Airport Issues. Although I am unable to attend, the Vancouver City Council believes it is vitally important that Vancouver has a voice in this event and are pleased to have Councilman Tim Leavitt represent our community today.

Aircraft noise is a significant issue in Vancouver that stretches from our downtown to our east side. The following 2002 baseline population statistics generated by the Port of Portland illustrate that Vancouver is bearing a disproportionate share of the noise burden. Our goal is to minimize noise impacts for the greatest number of affected people. Air traffic should be concentrated so that it flies equidistant between compatible land uses.

Within the 55 – 60 DNL contour there are 38,036 people, of which 23,766, or 62.5%, live in Washington. If you combine all the noise contours greater than 55 DNL, then the total is 45,795 people of which 26,220, or 57.3%, live in Washington. Our citizens deserve to be treated fairly and equitably on the noise issue.

The City of Vancouver is pleased with our level of representation on the Part 150 Committee and the Port's responsiveness to our requests that additional potential solutions be considered. This event is a reflection of the continuing efforts of the communities on both sides of the Columbia River to partner with the Port and work collaboratively to address our mutual concerns.

We are keenly aware of the pivotal role the Port of Portland plays in the regional economy. There are many opportunities for our communities and the Port to work together to meet future challenges. You can count on your friends in Vancouver to do our part.

Sincerely,
ROYCE E. POLLARD
Mayor of America's Vancouver

C: City Council
CC: Bill Wyatt, Executive Director, Port of Portland

Public Forum on Airport Issues
December 13, 2003
Citizen Comments

Public Testimony

- Fred Nussbaum (AORTA) – Rail can have an impact on PDX
  - 40% of flights are to locations within 600 direct miles from PDX
  - Rail can compete: the Coast Starlight a good example
  -Amtrak – 3% of services, 4% of passengers
  - Upcoming issue of state funding for rail

- _____ (Hillsboro) Helicopter noise at Hillsboro Airport affects neighborhood – significant noise increase / major changes in last 3-4 years. Are they slipping thru the cracks?

- Ellen _____ - No 3rd runway; would affect neighborhoods aversely

- Eric Meyer – Noise footprint has expanded into the Roseway Neighborhood, so sometimes the noise comes to you. Box haulers are the biggest problem. Acreage is required for new airport. We're trying to make planes fly where they haven't before.

- Paul Van Orden – (City of Portland Noise Abatement Office, but speaking as a private citizen). We need to learn from Europe and Asia; attended International Symposium on Noise in Europe last summer. Livability is affected by noise pollution, according to research by Dr. Alice Sooner, world expert. Move noise regulations from FAA to EPA.

- Sonya Zalubowski - (Vancouver, WA) – Air travel is expected to account for 15% of global warming by mid-century. Asked Metro not to write off people living in the East-West flight paths just because future growth was expected to increase South of Portland. Increased densities in the Gateway district – greatly affected by noise -- are expected to make it the 'next downtown. Don't turn whole urban area into an airport. Asked Rep. Betsy Johnson if she had any financial interest in the Scappoose Airport; Rep. Johnson responded that her husband owns 6 acres there.

- Linda Nielsen (Vancouver, WA) – Greater citizen voice needed. 62.5% saturation of noise is in Washington. Citizens are not compensated enough for airport impacts, while the Port reaps the profits. Quick turns over Vancouver make the problems worse. We need an IGA, since Washington Land Use decisions are impacted.

- ____ CC Air representative – PDX Noise Study identified benefits for the Port, but no economic benefits accrue to citizens. What is the timeline for more studies?

- Bob Duncan (Hillsboro) – Aviation is vital for community. Make decisions based on citizens at large, not the vocal few. Don't let naysayers deter your mission.

- Catherine Dalziel (sp?)– (Unincorporated Multnomah County). Region IS expanding into Hillsboro and Scappoose, north into Bethany. Noise, rerouted trucks through unincorporated areas, but we have no public transit or services. In 1993, air traffic was re-routed, causing people to move.

- Jane Toma (East Columbia neighborhood). Our neighborhood has gone from low to high density. Planning for the future was not done in time. Major growth happened in areas under flight paths.

- ____ - Opposed to 3rd Runway:

- Gary Kunz (CNAC representative; East Columbia Neighborhood) We need to level the playing field. FAA is too close to aviation industry; regulates them but consults with them on the development of the rules. FAA Part 160/161 process is a farce. Miami is the only region that's successfully met Part 160 standards – and then FAA rejected them. *During development of the Albina Community Plan, the Port said the airport would not have noise impacts on residential areas, but now plans for airport expansion are impacting new housing.*

- ___ Wilkes. The Port is responsible for large real estate holdings; the Port Commission should be elected. Port should be part of Metro. I applaud the Port's efforts to clean up de-icing contaminants in the Columbia Slough.

- Frank Howatt (Hayden Island) – Keep flight patterns over the Columbia River.

- John Weigant (NE Marine Drive) Democracy is more about preserving the rights of the minority than it is about expressing the will of the majority. FAA doesn't listen. The Port is a quasi-business, not a representative body. The Port's 50 year Plan is neither sustainable nor adding to our livability.

- Linda Robinson (Columbia Slough Advisory Council). Port staff is resisting community input into its Master Plan; their minds are made up. The Master Plan should be subject to NEPA and include an Environmental Assessment, look at a no-build option, and consider cumulative effects.

- Miki Barnes (Washington County) The Port has refused to represent Hillsboro in their Master Planning process. We're paying taxes to the Port, which is a corporation. Hillsboro airport is used for helicopter training; would be better to use that money for rail, better planning, children, schools.

- Jim Howell (AORTA) -- Use railroads more effectively; use in WW II would be a good example. Rail infrastructure has been downsized, so now it's hard to accommodate freight on rail. We need federal investment to fix this.

- Mike Kepcha (Clark County, WA) Clark County should have a greater role in PDX decisions. Also concerned about lack of rail alternatives, environmental pollution, and federal policies. (*Points made in submitted letter have been incorporated here.*)

- Bill Wadman (Lake Oswego) Retired environmental scientist. The Federal Government should have a larger role: Quieter engines, quieter propellers, synthetic fuel. –feds should offer more support for synthetic

- Robert Bailey (Helvetia, Washington Co.) The Port lease with Hillsboro Aviation for helicopter training is too much. The Port should exercise its option to terminate lease in 18 months immediately.

Comment Cards:

I have found it difficult to educate myself about what causes noise fluctuations. When I call the hotline orsend an email about times when the noise is especially disruptive. I receive an assurance that nothing out of the ordinary is happening. Is it simply weather conditions? What determines take-off parameters? Are there days when more ground noise occurs for some reason? Also, when I attended the Concordia "open house" event earlier this fall, it was clear to me that the conversations with "consultants" were a farce. A perhaps trivial, but representative example: asked why "abatement" was changed to "compatibility." One constituent said, "Oh, I don't know. I think to make sure people could understand…"

-- Annette Bridges
4837 NE 32nd Ave
Portland, OR 97211
ajbtranslations@earthlink.net

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Turbo Props/ Box haulers: Cong 1991 – gave a pass to airlines on props, now buying old noisy planes in this economy

-- Eric Meyer

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Airport needs to continue to live among its neighbors. Needs to continue land use policy already established in the city of Portland. No third runway.

-- Ellen Eaton
618 NE Faloma
Portland, OR 97211
Ellenbeaton@msn.Com

****

We have a unique situation in Portland. Our neighborhoods surrounding the airport are attractive, draw a significant tax base, and ensure significant reductions in security issues near the airport as a result. The neighbors monitor the area to help keep the airport safe, attractive, and a positive area and site. Plans to increase the size of the airport infringe on the neighbors and the neighborhood. The noise, the pollution from the fuel, and the ozone destruction will increase and ruin the area for people who live near the airport. Eventually, if it becomes loud, unattractive, ecologically disastrous area, the wildlife will leave, and so will the people who pay high taxes to live in nice homes in the area. Then Portland's airport surroundings will look like every other airport area in the United States, with slums, decay, and wasteland all around it.

We do not need a third runway. We are in a recession, if not a depression. Please pay attention to the trends in air traffic! We do not have the business or the passenger traffic to justify this. We will only ruin the land and neighborhoods around the Portland Airport, and the tax base we already get from them. I live in one of these neighborhoods. Please think of livability of people first. The neighbors surrounding the airport, who support and tolerate your airport, and have for years, do not want another runway. Please consider us, our livability, our homes, and our contributions to Portland. Everyone matters in this picture of development. Please keep Portland's airport beautiful and healthy.

-- Paula Casner
Chair of East Columbia Neighborhood Assn
618 NE Faloma Road
Portland, OR 97211
paularcasner@msn.com

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The proposed third runway (2020) would have a negative impact on livability in our neighborhood.

-- Jane Toma
820 NE South Shore Rd
Portland, OR 97211

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Congress' Air Capacity Act 1991 basically gave a dispensation for noise abatement to planes under 20,000 lbs. Ironically, these are not only unregulated but have become the worst noise issue for neighborhoods. It would "take an act of Congress" to bring these cheaper and noisier old cargo feeders into the fold and over the noise mitigation routes. Suspiciously going over my house is the shortest distance south so there is self interest involved.

-- Eric Meyer
6837 NE Alameda
Portland, OR 97213
finetuning@aol.com

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1. It is my understanding that both commercial and general aviation manufacturers are "working" at noise reduction for their engine exhausts. Federal funding in support of these activities would greatly enhance, may accelerate the advent of successful muffling of noise.
2. Also, getting representation from AOPA (Aircraft Owners and Pilots Association) about 700,000 members nationwide and EAA (Experimental Aircraft Association) 400,000members nationally.
3. Yes, Amtrak deserves equal subsidy!
4. Innovative cargo handling between transportation modes (Intermodal Transportation Methodology) seems to need to boost to optimize how efficiently cargo is moved (Cargo containers were the most recent effective improvements).

-- William Wadman
3687 Red Cedar Way
Lake Oswego, OR 97035
Experts2@comcast.net

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1. Washington County is conspicuously absent and many arrivals-departures involve us and we are already in a basin with the second busiest airport (get Wu, Commissioner Leeper for subsequent gatherings).
2. The Port should begin termination of Hillsboro aviation leases ASAP. Their isolated decision continues as an assault on the community and detracts from their credibility overall.
3. Encourage Metro to "motivate" its various jurisdictions to begin cooperation with vehicular noise abatement work plans a prerequisite for transportation funds. Reduce transportation noise overall.
4. Please support HR 475 – Quiet Communities Act of 2003.
5. Help clarify what are true legal federal preemptions related to noise aviation; trucking. Can local jurisdictions enforce truck compression braking?

-- Robert Bailey
7455 NW Helvetia Rd
Hillsboro, OR 97124

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While I appreciate the opportunity to publicly identify concerns, I am disappointed there was not opportunity for "give and take" on any of the issues – and not enough time for any of the speakers to do anything but skim the surface of the issues. Thank for providing enough time for public comment to that everyone who wanted to comment could do so.

- As a citizen representing the Columbia Slough Watershed on more than one advisory committee, I am very concerned by the port's Master Plan – any options other than the 2 identified in the 2000 master Plan!
- Members of the watershed council, as you would expect, are very concerned about water quality and habitat impacts of a possible third runway on the Columbia Slough, especially since it would extend nearly to the banks of the slough. The new de-icing improvements are applauded, but we're still waiting for a significant snow and ice event to test the new system.
- Other concerns I have, as a citizen who lives in outer east Portland, relate to the need for more meaningful public input to the airport planning process – and for better coordination between the Port and the City. In the past, there has been little of either!
- Plus, if a third runway is indeed built, I feel very strongly the Port should provide money not only to replace the existing correctional facility that would have to be relocated, but to cover the cost of the citing process as well (which is sure to be long, controversial, and costly).
- Finally, I believe the Port needs to go through a thorough NEPA environmental review before moving forward on any consideration of a third runway.

-- Linda Robinson
1115 NE 135th Ave
Portland, OR 97230
lrobins@pacifier.com

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The Port needs to embrace Amtrak and allow more air cargo and passenger flights in and out of small city airports

1. FAA needs to step to the plate and stop referring citizens to NOISE to get answers; NOISE has been ineffective because of your control.
2. Juggle air traffic evenly over Mill Visual and ISL. Wilkes Community impacted by ISAL/ You can get these planes (arrival) to fly higher upon arrival at 1800/2000, dropping in altitude once they've passed over Sandy Blvd/140th and now into Industrial/Commercial area. More use of river visual – less ISL especially at night. Fed Ex can use north runway.
3. City of Portland needs to prohibit new residential development in East County. There is no infrastructure sufficient for growing density. ODOT has not widened or repaired Sandy Blvd. Too many vehicles – few thoroughfares. Infill generates revenue for City and Port. Multnomah County has been mute.
4. I shake my head over ongoing meeting regarding airport issues. We need accountability now! Make airlines fir neighborhood – not the other way around.
5. No on 3rd runway!

-- Kerry Brown
3546 NE 152nd Ave
Portland, OR 97230
Dks1520@hevanet.com

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- Thank you for a very informative session.
- Please no Third Runway
- Increase railroad subsidies are a must –especially for some those speedy intaglio trains
- Airport noise is a real problem in my neighborhood. What percentage of planes fly in over the Columbia River? Too many fly low over our homes – at all hours (including the noisy cargo planes in the middle of the night).

-- Helen Sherman Cohen
3204 NE 158th Ave
Portland, OR 97230

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This is an incredibly serious issue for West Vancouver. Downtown is undergoing a wonderful revitalization, right under planes which fly directly over downtown. They should be following the path up the river, but I watch them from by back door all the time, flying over neighborhoods. The DNL averaging is just unbelievable. We should be measuring real noise impact.

-- Gail Sears
2800 Daniels
Vancouver, WA 98660
Gsears7584@aol.com

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I believe that we've been short-sighted in not considering the option of a regional airport situated outside the metropolitan area. Our neighborhood currently deals with loud, low direct over flights at all hours of the day and night. It is inconceivable that we will try to shoehorn more airport operation and noise impacts into neighborhoods where the current impact are devastating to health, sleep and livability. I have participated in air and the part 150. That citizens are being forced to endure ever-increasing rising noise impacts while carriers refuse to consider any solution that will affect the bottom line. Clearly, safety cannot be compromised. However, the air carriers need to consider compromises in schedule than can help reduce peak capacity that is driving unacceptable noise impacts.

-- Susan Florentino
6837 NE Alameda
Portland, OR 97213
Susanf@easystreet.com

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(Submitted shortly after the Forum, via email to Scott Speer, FAA) Thank you for appearing at today's forum, however, what shook me up was that this was again, just another meeting arranged to cover the same issues Portland's citizens have about our airport. I am a resident of the Wilkes community, my home is under the ILS and I have been involved for years speaking, writing and hoping the FAA would at least admit to us that nothing is truly going to change. I write the FAA, airlines, our legislature, Washington, Mr. Lawrence B. Andriesen and Lowell H. Johnson (among others) and they write back that they strongly encourage the public to participate in aviation noise issues by obtaining more information through the NOISE Compatibility Program. So we document for and attend NOISE meetings. Well gee, is NOISE an efficient use of taxpayer's dollars especially when the FAA and Port have control over what they do? Seems the Part 150 already satisfies FAA. I truly feel you need to step up to the plate and make yourselves accountable. People living in and around airport perimeters have many concerns. The citizens of Wilkes want an appropriate elevation at which airlines, both commercial and air cargo should fly over our neighborhood? We feel strongly that air cargo can use the North runway and that air traffic control can regulate more use of the Mill visual at night. The Port, County and City do not care about increased density because that generates revenue. The City will not prohibit new residential development and I'm sure the FAA is not serious about offering any insulation for homes affected by noise. Our home was built in 1977. As the over-use of "livability," airlines and the FAA stating, "ensurance" of safe flying conditions is not the justification for the way you allow flight patterns to exist. We have all boarded planes and flown places. We are familiar with the ATC keeping planes on a * arrival and sequencing planes into traffic from the N, E, S, or W and we can read the paper each day to find out which direction the wind is blowing so can also anticipate more planes and noise. Air traffic has been flying lower over neighborhoods since 911. The box haulers come in from all directions. I only wish the Port would embrace the use of Amtrak/Rail and smaller airports. Re-distribute the wealth and herding of people and business interests and needs.

-- Kerry Brown dks152@hevanet.com

A letter from Michael Kepcha, submitted at the Forum, has been incorporated into the points he made during public testimony, above.

COMMITTEE TITLE **JPACT**

DATE **January 15, 2004**

NAME	AFFILIATION
Rod Park	Metro Council
MATTHEW GARRETT	ODOT
ROB DRAKE	CITIES OF WASHINGTON CTY.
FRED HANSEN	TRIMET
Maria Rojo de Jeffey	Multnomah County
KARL ROHDE	C3
Stephanie Haelock	DEQ
Rod Monroe	Metro Council
R Ethelbah	VANCOUVER
Don Wagner	WSDOT
Larry Haverkamp	Cities Mult. County
Bill Kennemer	CLACKAMAS Co
John Reed	Clackamas Co.
Hal Hiemstra	BALL JANIK/Clack. Co.
Rex Burkholder	Metro Council
Roy Rogers	Washington Cty
LAUREL WENTWORTH	Portland
Kathy Busse	Washington County

COMMITTEE TITLE **JPACT**

DATE **January 15, 2004**

NAME	AFFILIATION
William Barnes	Private Citizen
Mark Turpel	Metro
Tom Kloster	Metro
Kim Ellis	Metro
Dean Lookingbill	TPAC
Charlotte Lehan	Wilsonville
Annette Liebe	OR DEQ
JIM HOWELL	AORTA
Karen Schilling	Multnomah County
Phil Selinger	TriMet
OLIVIA CLARK	TRIMET
Jerry Grossnickle	Bernert Barge Lines Columbia River Towboat Assoc. Foss Maritime
Larry Johnson	Metro
Richard Brucker	ODOT
Robin McArthur	City of Wilsonville
Danielle Cowan	Congressman Blumenauer
Tom Markgraf	Metro
Patty Unfred Montgomery	

COMMITTEE TITLE **JPACT**

DATE **January 15, 2004**

NAME	AFFILIATION
Kate Deane, ODOT	
ROBERT LIBERTY	Congressman Blumenauer
Mike Clark	WSDOT
Ginger Metcalf	Identity Clark County
Dick Feeney	
Robert MAESTRE	Mult Co Community Services
Robert Duehmig	OHSU
Sharon Nassif	NPBA.
Ron Papsdorf	City of Gresham
Nancy Kraushaar	City of Oregon City