

COMMITTEE MEETING TITLE JRACT

DATE 11-8-84 - 7:30 am

NAME	AFFILIATION
M- Lloyd Anderson	Port of Portland
MA- Earl Blumenauer	Multnomah County
M- Ed Ferguson	WSDOT
M- Ed Hardt	ODOT
M- Charlie Withinson	Metro
G- Vickie Rocker	ODOT
G- Steve Dottener	City of Portland
G- Peter Fry	Central Eastside Industrial Council
G- Bob Post	TRI-MET
S- Karim Thackston	Metro
G- Hugh Brown	City of Milwaukee
G- Roger Hall	Milwaukee City Councilor
G- Bebe Rucker	Port of Portland
G- Ted Spence	ODOT
G- Susie Larsene	Multnomah County
G- Ron Kinsella	Milwaukee Mayor
M- George Van Bergen	Metro
G- Geraldine L. Bell	SJB, Inc.
M- Richard Waker	METRO
S- Peg Henwood	✓
S- Richard Frankman	✓
G- J. Mullin	RPL
S- Neil McFarlane	Metro
S- Andy Cotugno	Metro
G- Howard Harris	DEQ

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ENDORSING AN	)	RESOLUTION NO. 84-520
INCREASE TO THE STATE GAS TAX AND)	
ASSOCIATED WEIGHT-MILE TAX FOR	)	Introduced by the Joint
STATE, COUNTY AND CITY ROAD	)	Policy Alternatives
IMPROVEMENTS	)	Committee on Transportation

WHEREAS, Maintenance and improvement to the state and local road system is vital to the Portland metropolitan area; and

WHEREAS, Current federal, state and local highway revenue are inadequate to fund timely improvements to the state highway system and inadequate to fund maintenance and improvements to the city/county road system; and

WHEREAS, The House Task Force on State and Local Road Funding has recommended to the 1985 session of the Oregon Legislature a measure calling for a 2¢ gas tax increase plus appropriate truck weight-mile tax; now, therefore,

BE IT RESOLVED,

1. That the Metro Council endorses a 1¢ gas tax increase plus appropriate increase in truck weight-mile tax for the purpose of implementing a \$200 million statewide modernization program for state highways plus city/county road improvements needed for economic development of state significance.

2. That the Metro Council endorses a 2¢ gas tax increase plus appropriate increase in truck weight-mile tax for maintenance and improvement to the city/county road system.

3. That the Metro Council endorses the recommendation of the House Task Force on State and Local Road Funding as a step in the right direction toward meeting these needs.

4. That the cities and counties of the metropolitan area are urged to adopt similar positions to be forwarded to their state legislative delegation.

5. That this position be forwarded to the House Task Force on State and Local Road Funding and the Oregon Legislature.

ADOPTED by the Council of the Metropolitan Service District
this _____ day of _____, 1984.

Presiding Officer

AC/srs
2203C/402-4
11/30/84

CONSIDERATION OF RESOLUTION NO. 84-520 FOR THE
PURPOSE OF ENDORSING AN INCREASE TO THE STATE GAS
TAX AND ASSOCIATED WEIGHT-MILE TAX FOR STATE,
COUNTY AND CITY ROAD IMPROVEMENTS

Date: October 19, 1984

Presented by: Andrew Cotugno

FACTUAL BACKGROUND AND ANALYSIS

Proposed Action

The attached resolution would endorse adoption of legislation by the 1985 session of the Oregon Legislature to increase the state gas tax from the currently approved level of 10¢ to 13¢ with an appropriate increase to the truck weight-mile tax, for the following purpose:

- A 1¢ increase would be dedicated to a \$200 million state modernization program. Current legislative proposals call for this program to be targeted at improvements to the state highway system. This resolution calls for the scope of the program to be expanded to include modernization projects off the state highway system that are needed to serve significant areas of economic development. This program would be in addition to the current 68 percent of the state gas tax devoted to the Oregon Department of Transportation (ODOT) and the current federal funding sources.
- A 2¢ increase would be distributed among cities and counties and would largely be dedicated to maintenance and reconstruction of the existing local road system. Some funds on a jurisdiction-by-jurisdiction basis would also be spent on needed capital improvements. The specific allocation method to cities and counties has yet to be determined. The current state and federal allocations to cities and counties would remain unchanged.

Background

In January, at the request of Governor Atiyeh, ODOT initiated an effort to investigate alternatives to increase road funding to state and local governments. ODOT has been evaluating options and developing recommendations in cooperation with the Association of Oregon Counties and League of Oregon Cities. In April, House Speaker Grattan Kerans appointed a special House Task Force on State and

Local Road Funding to consider options and develop recommendations for the 1985 session of the Oregon Legislature. Currently, the Task Force is considering a measure to increase the gas tax 1¢ plus weight-mile tax for state highways and 1¢ plus weight-mile to cities and counties. This measure is supported by the Oregon Transportation Commission (OTC). Although this measure is a step in the right direction, representatives from the Portland area suggested that the Task Force consider an alternative that would: a) expand the scope of the state modernization program to include economic development projects off the state highway system; and b) increase funding to cities and counties through a 2¢ gas tax increase. The League of Oregon Cities-Legislative Committee has also endorsed a measure that would include a 2¢ increase to cities and counties.

The House Task Force concluded its efforts with a recommendation calling for a 1¢ increase for a State Modernization Program with the expanded scope called for in this resolution plus a 1¢ increase for cities and counties. This measure merits support although the 2¢ level for cities and counties identified in this resolution is a more accurate reflection of need.

Basis for the Recommendation

1. The 1¢ increase for a \$200 million state modernization program is endorsed for two purposes:

- a. Additional funding for state highway improvements will allow projects identified in the unfunded portion of the ODOT Six-Year Highway Improvement Program to proceed to construction. The need for these projects was clearly demonstrated by the public response to the 18 public hearings held statewide in the fall of 1983. This funding would be in addition to the federal categories already available for this purpose.
- b. The program is recommended to be expanded in scope to include road projects needed for significant economic development areas. These projects do not otherwise have a sufficient funding category and are essential for new job development in the state.

2. The 2¢ increase recommended for cities and counties is endorsed because of the magnitude of the maintenance and capital shortfall.

- a. In the Portland region, state-shared gas tax revenue provides sufficient funds for 42 percent of the annual city/county maintenance need (see Figure 1). With the addition of local gas taxes, local property taxes and federal forestry receipts, the funding level is increased to 75 percent of need with the 25 percent shortfall resulting in deferred maintenance. With the loss of local property taxes for road purposes, this shortfall would be increased to 40 percent, further

exacerbating the deferred maintenance problem. A 2¢ gas tax increase would produce sufficient revenue to fund 24 percent of the maintenance need. A similar situation exists throughout the state.

- b. For the period between 1977 and 1990, cities and counties in the Portland area have had available \$12-15 million per year for needed capital improvements (see Figure 2). This was primarily due to the availability of Interstate Transfer funds resulting from the withdrawal of the Mt. Hood and I-505 freeways. Upon completion of this program, the only capital resource that will be available will be \$4 million per year of Federal-Aid Urban funds, and that only if the program is renewed by federal legislation (the program was nearly eliminated in the 1982 Surface Transportation Act). Increased funding to cities and counties will partially fill this large unmet need.

3. The consequence of not providing sufficient funds for maintenance is a dramatically increasing cost liability. As shown in Figure 3, a road should be resurfaced at approximately 12 years (actual time varies with conditions). This is the point at which the greatest usable life has been achieved with the most economical cost for resurfacing. If the road life is permitted to extend beyond this period (due to deferred maintenance), the cost to fully reconstruct the facility will be five times the cost of a timely resurfacing.

4. The state is the best agent to collect highway user fees for city and county road systems:

- a. The federal interest in collecting user fees is principally to improve facilities for interstate travel: Interstate freeways and other Primary state highways. As such, the recent federal 5¢ gas tax increase did not appreciably improve the funding situation for city and county roads (see Figure 4).
- b. Local gas taxes do not include a mechanism for collection of user fees on trucks (such as the state collection of weight-mile taxes on trucks). Since trucks are responsible for approximately 40 percent of local road costs, this represents a significant loss of revenue and results in a disproportionate tax on autos. Local gas taxes also produce irregular gas prices from one jurisdiction to the next. While local gas taxes will remain an important local resource, improved state funding will minimize the need to exercise this option.

5. The state interest in ensuring the availability of an adequate road system extends beyond the limits of the state-owned roads.

- a. A full road system is needed to serve the traveling public. Inadequate local roads produce excessive traffic pressures on the state road system. Conversely, an inadequate state highway system shifts traffic pressures to the local system.
- b. Both state highways and local roads are necessary to provide access to areas of economic development. Although local roads are the direct responsibility of cities and counties to provide, these jurisdictions do not realize a direct financial benefit as a result of the economic development (through property taxes) in the same manner that the state does (through income and business taxes).

TPAC recommended adoption of the resolution with three dissenting votes: 1) ODOT due to their preference for the 2¢ measure and 2) George Starr and Larry Griffith due to their preference for the vehicle registration alternative.

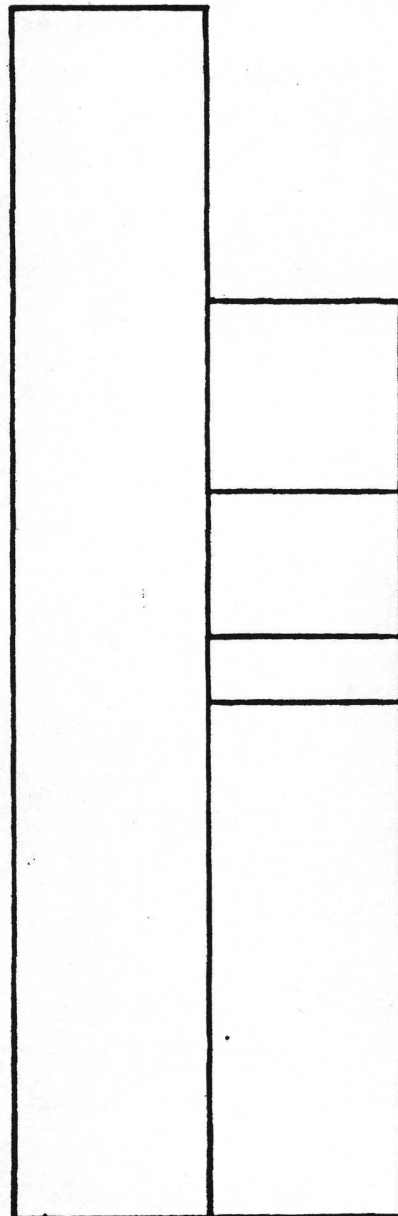
JPACT is scheduled to act on this matter on December 13, 1984.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends adoption of Resolution No. 84-520 and that Metro seek support from cities, counties and state legislators for this 3¢ gas tax proposal.

AC/srs
2203C/402-4
11/30/84

HIGHWAY MAINTENANCE
NEED: \$62 million/
year to manage road-
way life of 15-20
years



HIGHWAY MAINTENANCE EXPENDITURE
\$46.7 million/year
resulting in growing backlog of
reconstruction needs

General Fund Support: \$9.4 million

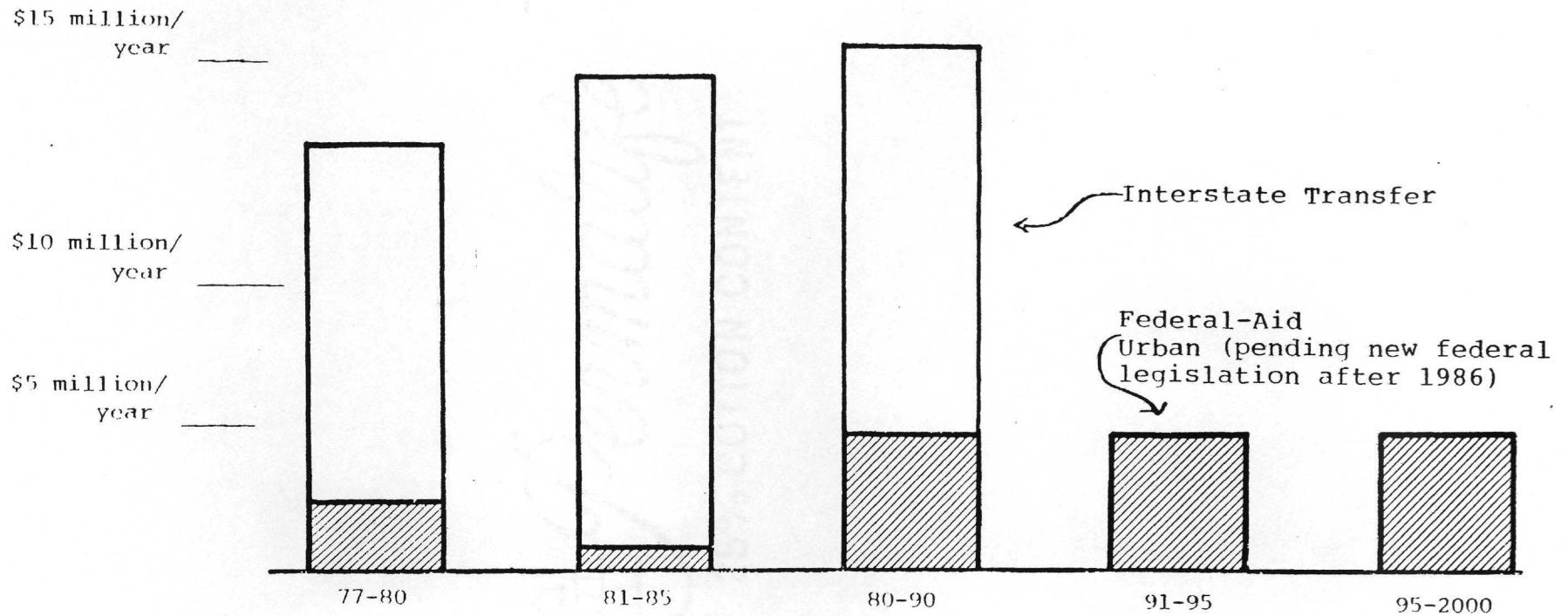
Local Gas Tax: \$7.7 million

Forestry Receipts: \$3.4 million

State-Shared Highway
Revenue: \$26.2 million

PORTLAND AREA COMPARISON OF MAINTENANCE NEED AND
EXPENDITURE FOR CITIES AND COUNTIES

FIGURE 1



ANNUAL CAPITAL FUNDING AVAILABLE FOR LOCAL ROADS IN PORTLAND AREA

UNFUNDED NEED:

\$100 million + for reconstruction
 \$300 million + for modernization

FIGURE 2

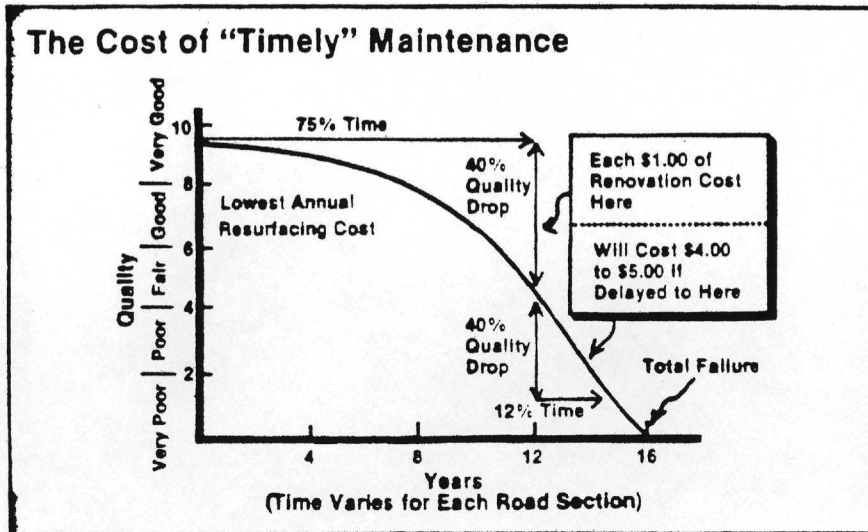
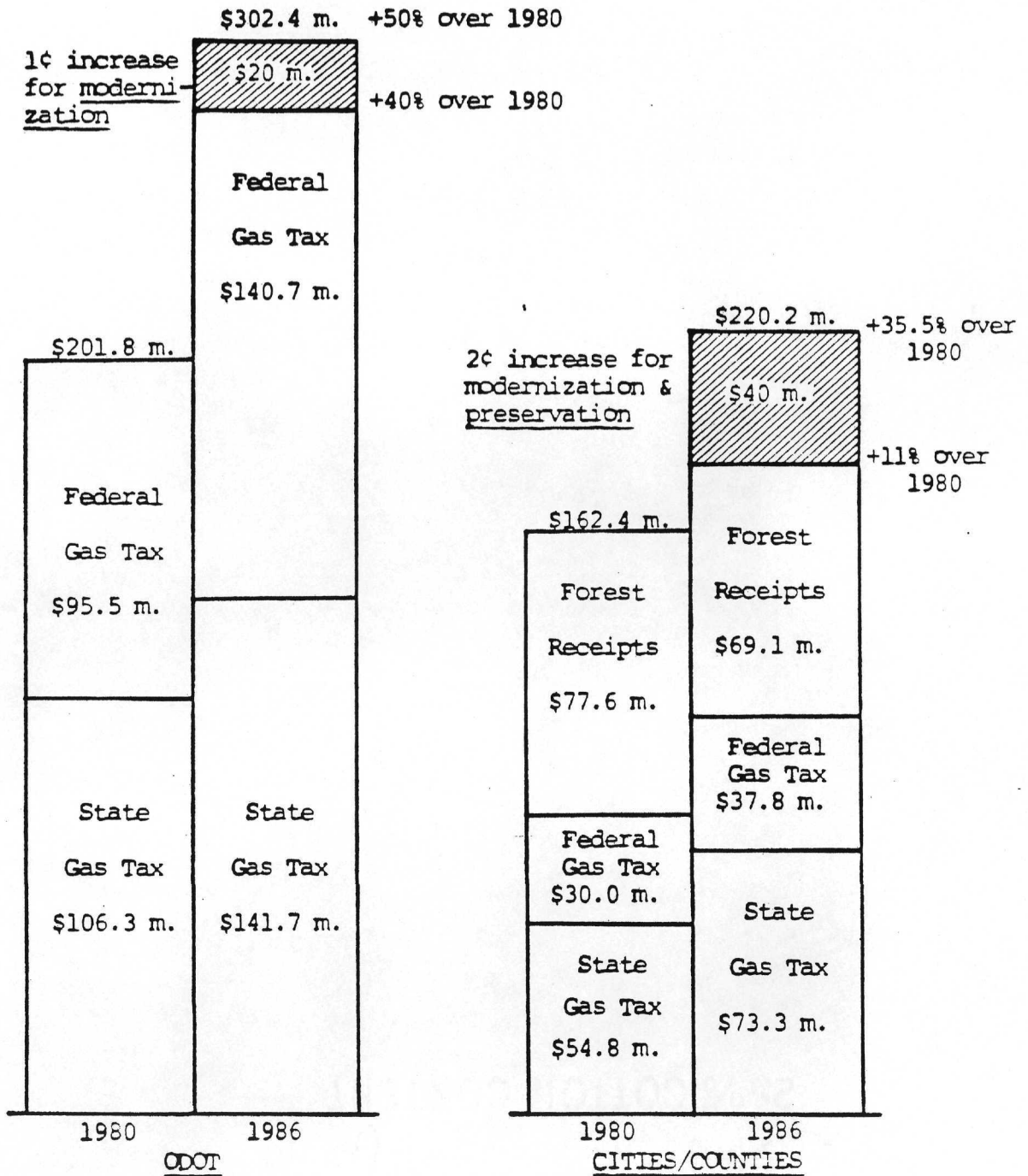


FIGURE 3

HISTORICAL GROWTH IN DEDICATED HIGHWAY REVENUES
AND PROPOSED INCREASE



ACC:lmk
8-8-84

FIGURE 4

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AMENDING THE	)	RESOLUTION NO. 84-528
TRANSPORTATION IMPROVEMENT PROGRAM)	
TO INCLUDE TWO NEW PROJECTS:	)	Introduced by the Joint
FERNHILL ROAD BRIDGES REPLACEMENT	)	Policy Advisory Committee
AND INTERSTATE BRIDGE RAILING	)	on Transportation
REPLACEMENT)	

WHEREAS, Through Resolution No. 84-498, the Council of the Metropolitan Service District (Metro) adopted the Transportation Improvement Program (TIP) and its FY 1985 Annual Element; and

WHEREAS, Two new projects originated by Washington County (Forest Grove) and the Oregon Department of Transportation (ODOT) have been proposed for inclusion in the TIP; and

WHEREAS, These projects will correct the structural deterioration of these bridges in Washington County and the bridge parapet rail on the Interstate Bridge; and

WHEREAS, The noted projects will use Highway Bridge Replacement and Interstate 4R funds, respectively; and

WHEREAS, It is necessary that projects utilizing the noted funds be included in the TIP in order to receive federal funds; now, therefore,

BE IT RESOLVED,

1. That federal HBR funds be authorized for the Fernhill Bridges Replacement project.

Federal	\$240,000
Local	60,000
Total	<u>\$300,000</u>

2. That federal Interstate 4R funds be authorized for the Interstate Bridge replacement railing project.

Federal	\$1,784,800
State	155,200
Total	<u>\$1,940,000</u>

3. That the TIP and its Annual Element be amended to reflect these authorizations.

4. That the Metro Council finds the projects in accordance with the Regional Transportation Plan and gives Affirmative Intergovernmental Review approval.

ADOPTED by the Council of the Metropolitan Service District
this _____ day of _____, 1984.

Presiding Officer

BP/srs
2408C/402-3
12/03/84

STAFF REPORT

Agenda Item No. _____

Meeting Date _____

CONSIDERATION OF RESOLUTION NO. 84-528 FOR THE
PURPOSE OF AMENDING THE TRANSPORTATION IMPROVEMENT
PROGRAM TO INCLUDE TWO NEW PROJECTS: FERNHILL
ROAD BRIDGES REPLACEMENT AND INTERSTATE BRIDGE
RAILING REPLACEMENT

Date: November 19, 1984

Presented by: Andrew Cotugno

FACTUAL BACKGROUND AND ANALYSIS

Proposed Action

Approve the Resolution to add two new projects to the
Transportation Improvement Program (TIP):

1. Fernhill Road Bridges Replacement

HBR Funds	\$240,000
Washington County (Forest Grove)	60,000
Total	<u>\$300,000</u>

2. Interstate Bridge Railing Replacement

Interstate 4R Funds	\$1,784,800
Oregon Department of Transportation (ODOT)	155,200
Total	<u>\$1,940,000</u>

TPAC has reviewed these projects and recommends approval of
Resolution No. 84-528.

Background

1. Fernhill Road Bridges Replacement

There are three structurally deficient bridges (#13256,
#13257 and #13258) on Fernhill Road. All three bridges
have weight limits on them and are in need of replacement.
The project will replace the existing wooden bridges with
culverts and improve Fernhill Road between the three
bridges and to approximately 100 feet beyond the end bridge.

This project had been approved in the Six-Year Plan under a
Federal-Aid Secondary Route designation of FAS-A677. As
such, it was not in the urbanized area and, therefore, not
required to be in the TIP.

With changes to the urbanized area boundary by the inclusion of Forest Grove, Fernhill Road has been redesignated as a Federal-Aid Urban Route (FAU 9032). The amendment to the TIP will provide eligibility for federal funds for this newly redesignated route.

2. Interstate Bridge Railing Replacement

There have been a high number of accidents where trucks have struck the bridge parapet rail. The existing rail has proven ineffective in preventing large vehicles from hitting bridge girders.

This project, a joint Washington Department of Transportation and ODOT undertaking and funded accordingly, will replace the bridge parapet railing with new railing of modern design. Included will be replacement of the badly deteriorated northbound sidewalk.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends adoption of Resolution No. 84-528.

BP/srs
2408C/402-3
12/03/84

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AMENDING THE	)	RESOLUTION NO. 84-529
UNIFIED WORK PROGRAM TO ACCELERATE)	
THE STUDY OF LIGHT RAIL TRANSIT	)	Introduced by the Joint
FEASIBILITY IN THE I-205 CORRIDOR	)	Policy Advisory Committee
BETWEEN GATEWAY AND THE CLACKAMAS	)	on Transportation
TOWN CENTER)	

WHEREAS, Through Resolution No. 83-383, the Council of the Metropolitan Service District (Metro) endorsed the Regional Light Rail Transit (LRT) System Plan Scope of Work as an overall framework for developing a Regional LRT System Plan; and

WHEREAS, Through Resolution No. 84-462, the Metro Council adopted the FY 1985 Unified Work Program (UWP); and

WHEREAS, The FY 1985 UWP programs study of the Barbur Corridor/Sunset LRT Extensions as the next area of LRT Study; and

WHEREAS, The FY 1985 UWP already includes the study of the I-205 Corridor north of Gateway as part of the Bi-State LRT phase of work; and

WHEREAS, Clackamas County and the Port of Portland have identified significant reasons for accelerating the study of the I-205 Corridor from Gateway south to the Clackamas Town Center ahead of the Barbur Corridor/Sunset LRT Extensions, including:

- a. Pending land development decisions
- b. A narrowing window of opportunity for providing local funding; and
- c. A desire to analyze the I-205 Corridor both north and south of Gateway at one time; and

WHEREAS, The UWP must be amended to accelerate the I-205

Corridor between Gateway and the Clackamas Town Center ahead of the Barbur Corridor/Sunset LRT Extensions; now, therefore,

BE IT RESOLVED,

1. That the UWP is amended to accelerate the I-205 Corridor between Gateway and the Clackamas Town Center ahead of the Barbur Corridor/Sunset LRT Extensions phase of work.

2. That the Transportation Policy Advisory Committee (TPAC) approve the specific work plan necessary to accomplish this.

ADOPTED by the Council of the Metropolitan Service District
this _____ day of _____, 1984.

Presiding Officer

AC/srs
2502C/402-2
12/04/84

CONSIDERATION OF RESOLUTION NO. 84-529 FOR THE
PURPOSE OF AMENDING THE UNIFIED WORK PROGRAM TO
ACCELERATE THE STUDY OF LIGHT RAIL TRANSIT
FEASIBILITY IN THE I-205 CORRIDOR BETWEEN GATEWAY
AND THE CLACKAMAS TOWN CENTER

Date: December 3, 1984

Presented by: Andrew Cotugno

FACTUAL BACKGROUND AND ANALYSIS

Proposed Action

This action will amend the Unified Work Program (UWP) to accelerate the study of Light Rail Transit (LRT) feasibility in the I-205 Corridor between Gateway and the Clackamas Town Center ahead of the Barbur Corridor/Westside Extensions study phase. The action affects only the order in which corridors are examined, and does not affect overall UWP funding levels.

Background and Analysis

The FY 1985 UWP programs resources to complete the Milwaukie Corridor LRT Study and the Bi-State LRT Study. The Bi-State LRT Study includes study of the I-5 Corridor between Portland and Vancouver and the I-205 Corridor north of Gateway. Following priorities established in the Regional LRT System Plan Scope of Work, the UWP programs the initiation of the Barbur Corridor/Westside Extensions phase of the Regional LRT System Plan after completion of the Bi-State study. The current Regional LRT System Plan Scope of Work envisions the study of I-205 south of Gateway following completion of the Barbur/Westside phase of work.

Clackamas County and the Port of Portland are proposing that the study of the I-205 Corridor between Gateway and the Clackamas Town Center be accelerated ahead of the Barbur/Westside phase of work. Major reasons for proposing this change in study phasing are addressed in the attached letters from the Port and Clackamas County and include:

- The need to make land use decisions in the near future -- potentially affected by light rail -- for areas surrounding the Portland International Airport and the Clackamas Town Center;
- With the expiration of the Clackamas Town Center tax increment financing district in 1987, and the

timetable of the Port's land development activities near the Airport, opportunities for generating local match may disappear if not pursued soon; and

- A desire to look at the I-205 Corridor at one time, rather than in two parts as presently proposed (north of Gateway as part of the Bi-State study phase, and south of Gateway as part of the Eastside Extensions phase of work).

Accepting this change in phasing of the Regional LRT System Plan would -- in order to maintain current funding levels -- delay initiation of the Barbur/Westside phase of LRT analysis until early FY 1985-86. This change would not, however, affect the schedule for the Southwest Corridor Study.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends adoption of Resolution No. 84-529.

AC/srs
2502C/402-2
12/04/84

RECEIVED DEC 3 1984



Port of Portland

Box 3529 Portland, Oregon 97208
503/231-5000
TWX: 910-464-6151

December 3, 1984

Mr. Rick Gustafson
Executive Officer
Metro
527 S.W. Hall Street
Portland, OR 97201

I-205 TRANSITWAY STUDY

Dear Rick:

The Port of Portland requests the regional transportation work program be modified to study transit feasibility in the I-205 Corridor in early 1985.

The Port and Clackamas County have prepared a White Paper which presents the reasons for studying the transitway at this time and have discussed the report with other JPAC members and Metro transportation staff. From our discussions there appear to be no significant problems with this request. We suggest this item be added to the December JPAC meeting agenda for action.

The timely study of the I-205 Corridor will greatly assist the Port and Clackamas County with planning and developing substantial land areas adjacent to I-205.

Sincerely,

Lloyd Anderson
Executive Director

03L496



Port of Portland offices located in Portland, Oregon, U.S.A., Boise, Idaho, Chicago, Illinois, New York, N.Y., Washington, D.C., Hong Kong, Manila, Seoul, Singapore, Sydney, Taipei, Tokyo, Henley-on-Thames, England

COUNTY OF CLACKAMAS
BOARD OF COMMISSIONERS

OREGON CITY, OREGON 97045

655-8581

ROBERT SCHUMACHER, CHAIRMAN
RALPH GROENER, COMMISSIONER
DALE HARLAN, COMMISSIONER

November 30, 1984

Mr. Rick Gustafson
Executive Officer, MSD
527 S. W. Hall Street
Portland, OR 97201-5287

Subject: Request for expanding the Bi-State Study to include an examination of light rail feasibility in the I-205 corridor from PIA to the Clackamas Town Center

Dear Rick:

The Clackamas County Economic Development Commission (EDC) on November 13 adopted a resolution endorsing the initiation of a detailed light rail feasibility study in the I-205 Corridor. The study concept would examine possible branch extensions to the Banfield Light Rail Line within Interstate 205, north to the Portland International Airport and south to the Clackamas Town Center.

The Board of County Commissioners supports this concept and requests Metro to undertake the feasibility study. Preliminary work completed by County staff has indicated the following:

- .The branch extensions could generate significant transit ridership because of revised land development plans in the I-205 Corridor.
- .Cost-effectiveness, the northern branch has been costed at \$29.6 million and the southern branch at \$33.4 million. Right-of-way is basically available.
- .The branch extensions would support the \$300 million investment the region is making in the Banfield Project.

The Port of Portland and Clackamas County staff have prepared a white paper on this issue which we have reviewed with your staff.

Clackamas County requests that you place the item on the December 13 JPACT agenda. Attached are additional copies of the white paper for JPACT review.

The purpose of the proposed study would examine what type of major transitway investment should be implemented in the I-205 Corridor and when. We feel this is a key long-range planning effort which offers great potential for Clackamas County.

Sincerely,



ROBERT SCHUMACHER, Chairman
Board of County Commissioners

/dab - Attachs.

cc: Lloyd Anderson, Port of Portland cc: Ken Johnson, Port of Portland