



Oregon

John A. Kitzhaber, MD, Governor

Department of Transportation

Office of the Director
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Salem, OR 97301-2528

DATE: June 1, 2011
TO: Oregon Transportation Commission
FROM: Matthew L. Garrett
Director

SUBJECT: **Agenda J** - Discussions Related to Forming an Area Commission on Transportation Region 1

Requested Action:

Receive an informational update on discussions to form a new Area Commission on Transportation (ACT) in Region 1.

Background:

The eastern portion of the Oregon Department of Transportation (ODOT) Region 1 is the only major area in Oregon, outside of the Portland Metro boundary, that is not covered by an ACT. Since 2009, residents of rural Clackamas County have expressed interest in forming a new ACT in Region 1. Over the same period of time, stakeholders in the Mt. Hood region have been discussing the need for more comprehensive transportation solutions.

In 2010, ODOT and Clackamas County convened a series of discussions with stakeholders to discuss forming an ACT for the "Mt. Hood Region," which encompasses the areas of Multnomah and Clackamas Counties outside the Metro boundary, and Hood River County. The attached report, jointly produced by ODOT, Clackamas County and consultant Rob Zako, summarizes these discussions and outlines the resulting action items for Region 1.

Copies (w/attachments) to:

Jerri Bohard	Joan Plank	Patrick Cooney	Clyde Saiki
Jason Tell	Rian Windsheimer	Rich Watanabe	Kirsten Pennington
Darel Capps	Jill Scofield	Bob Cortright	



**Discussions About Forming A New Area Commission on
Transportation for Eastern ODOT Region 1:
A Report to the Oregon Transportation Commission**

May 31, 2011

Background

The eastern portion of ODOT Region 1 is the only major area in Oregon, outside of the Portland Metro boundary, that is not covered by an Area Commission on Transportation (ACT). The portions of Clackamas and Multnomah Counties within Metro's boundaries have representation at the Joint Policy Advisory Committee on Transportation (JPACT). Currently, Region 1 staff coordinate ODOT's work directly with the remaining areas of both counties and Hood River County through regularly scheduled meetings.

Rural Clackamas County

In 2009, citizens from rural Clackamas County Hamlets and Villages approached Clackamas County about forming an ACT to establish a forum for information sharing and direct input to ODOT on the development of the State Transportation Improvement Plan (STIP) and selection of state highway projects. Hamlets and Villages are unincorporated areas that are organized forums for citizens to express issues of concern and to prioritize and coordinate community-based activities. Currently there are five hamlets and one village that have been formed in Clackamas County.

For nearly two years, representatives from the Hamlets and Villages met with various county departments and representatives from ODOT Region 1. The result was a proposed set of by-laws for a new "Rural Equity Area Commission on Transportation (REACT)."

Mt. Hood Region

In 2008, ODOT initiated a project to develop a Scope of Work for a Mt. Hood Multimodal Transportation Plan. Primary partners included ODOT Region 1, Mt. Hood National Forest, Clackamas and Hood River counties and FHWA-Western Federal Lands Highway Division. Comprehensive transportation planning for the Mt. Hood recreation area was also called for in the Wilderness Omnibus Bill enacted by the United States Congress in March of 2009.

As part of the development of the work program for the Mt Hood Multimodal Transportation Plan (MHMTP), the consultant team conducted numerous interviews with citizen, business and government stakeholders. The team also recommended a decision making structure for finalizing a multimodal plan. In discussing these recommendations, some voiced interest in soliciting stakeholder input through establishment of an ACT.

In July, 2009 the executive steering committee meeting of the partner agencies decided not to move ahead with the MHMTP project due in large part to a lack of resources.

In June 2009, the Mt Hood National Forest contracted a national Interagency Transportation Advisory Group team to conduct a broad multimodal transportation assessment for the forest and surrounding affected areas. The final Transportation Solutions for Mt. Hood report was issued in September 2009.

Facilitated Stakeholder Discussion on Formation of an ACT (Nov 2010 – April 2011)

In August of 2010, ODOT Region 1 staff met with stakeholders to outline the steps necessary to form an ACT (attachment A). ODOT also urged participants to focus on the entire travelshed and reach out to stakeholders from Hood River County and rural Multnomah County and surrounding ACTs.

Since Clackamas County citizens had expressed strong interest in developing an ACT, and the county's boundaries encompass a large portion of Mt. Hood, Clackamas County Commissioners directed staff to take the lead in organizing stakeholder meetings to discuss the formation of an ACT to cover the entire area. The county then hired consultant Rob Zako to facilitate a series of stakeholder meetings.

Participants in the meetings represented a diverse set of interests. See attachment B for a comprehensive list of stakeholders involved at various points throughout the discussion.

During the meetings, stakeholders expressed their hopes—and fears—around forming an ACT. They heard from leaders of other established ACTs and Oregon Transportation Commission (OTC) Chair Gail Achterman about the benefits of formation, how to establish an ACT and some ideas for what makes an ACT function well. Through the discussion they developed some ideas for the purpose and mission of a new ACT, its geographic area, its responsibilities and its organization.

Borrowing from the Southwest Oregon ACT, the group also discussed the possibility of organizing into two sub-areas: one for the Mt. Hood region and another for the rural Clackamas County valleys to the west. The stakeholders also considered the possibility that rural Clackamas County might merge with the Mid-Willamette Valley ACT or that Hood River County might merge with the Lower John Day ACT, among several conceivable scenarios.

Attachment C describes a draft proposal for a new ACT that emerged from these meetings. At the group's last meeting on February 24, 2011, all of the stakeholders were asked to go back to their governing bodies to determine their respective level of interest in pursuing ACT formation and to request input on the membership of the committee.

In response, the Clackamas County Commissioners expressed strong support for moving forward with developing an ACT.

The Hood River County Commissioners, noting that they are generally pleased with the level of support they receive from ODOT staff and their concerns about limited staff resources, indicated that they did not feel the time was yet right to for an ACT. They did, however, indicate an interest in participating in discussions about a multimodal transportation plan for the Mt. Hood region once that effort gets underway.

The Multnomah County commissioner representing eastern rural Multnomah County also noted the County's strong working relationship with ODOT Region 1, and, expressed

similar concerns to those of Hood River County about forming an ACT. Multnomah County also called attention to its shared interest in the Interstate-84 corridor with Hood River County as stronger than connections to rural Clackamas County. In addition, the Multnomah County commissioner and County staff see the need to clarify how a new ACT would interact with JPACT. The Multnomah County commissioner and County staff indicated interest in participating in the Mt. Hood multimodal transportation plan, and see it as a way to build on inter-County working relationships.

Lessons Learned

Some lessons learned through this process include:

- Times are lean, budgets are tight and staff is limited – a new set of meetings to attend without assured value is a concern and a risk.
- Communities along the Columbia River share interests more with other communities along the river than to those on other sides of Mt. Hood.
- There is general acknowledgment that the state transportation system supporting the mountain recreation industry connects many of the participating stakeholders. Working together through efforts such as the MHMTP could be very valuable and lead to other partnerships and collaboration.
- Joining a more populated area with more active stakeholders (rural Clackamas County) with less populated areas (Hood River County and eastern rural Multnomah County) can be unsettling due to the unknown impacts on time, money and project prioritization.
- There is still a lack of clarity and understanding about how this new ACT would function and interact with JPACT and the Metro region, and how that would benefit all the stakeholders.
- It would be beneficial to increase coordination and communication with Clackamas County stakeholders in the rural unincorporated areas as well as the rural cities. Such an effort is supported by most jurisdictions in Clackamas County.

Recommended Next Steps

While not all the partners are ready to form an ACT at this time, the conversation yielded opportunities for ODOT Region 1 to work more closely with our local partners and reengage stakeholders on the MHMTP. As a result, ODOT Region 1 will initiate the following efforts in the months ahead:

Mt. Hood Transportation Advisory Committee:

ODOT will work with Mt. Hood National Forest to establish a stakeholder committee to guide our work on transportation solutions for Mt. Hood. We plan to engage those who

expressed interest in working on Mt. Hood issues as part of the ACT formation process. We believe that in addition to helping our agency better serve the region, it will provide an opportunity to work across jurisdictional boundaries to address common issues.

Coordinated meetings with Clackamas County Stakeholders

Citizen stakeholders from rural Clackamas County initiated the ACT discussion and invested countless hours to bring their case to both the county and ODOT. Since there is support from the stakeholders in Clackamas County for a coordinated discussion of state, county and city transportation projects, ODOT Region 1 will work with Clackamas County to set up meetings with rural Clackamas County stakeholders on a semiannual or quarterly basis.

Conclusion

As outlined by the Policy on Formation of Area Commissions on Transportation, the OTC encourages the establishment of ACTs to “improve communication and interaction between the OTC and the local stakeholders who share a transportation focused community interest.” Through the discussion on forming an ACT in this area we learned that there is strong interest from many stakeholders to form an ACT, but there are also significant concerns about time, financial impacts, and need for more information about the interaction with other transportation advisory boards as well as benefits to all the jurisdictions.

Moving forward with MHMTP discussions will be an important step in building the connections and relationships that may set the foundation for an ACT in the future. Also, initiating a coordinated stakeholder discussion in Clackamas County will strengthen communication with the county, cities and citizens with respect to issues related to the state highway system.



Oregon

Theodore R. Kulongoski, Governor

Department of Transportation

Region 1

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August 17, 2010

File Code:

Lynn Peterson
Clackamas County, Commission Chair
2051 Kaen Road
Oregon City, Or 97045

Dear Chair Peterson,

Thank you for inviting me to participate in the "Day at the Mountain" meeting last Wednesday. It was great meeting with all of you to share information about Mt. Hood area projects and to discuss your interest in forming an Area Commission on Transportation (ACT).

As we discussed, the Oregon Transportation Commission (OTC) established ACTS to improve communication and interaction between the OTC and local stakeholders who share a transportation-focused community of interest. The attached document titled "Policy on Formation and Operation of Area Commissions on Transportation (ACTS)" provides answers to common questions about the purpose, formation and function of ACTS. A few key points include:

- An ACT is a voluntary association of government and non-government transportation stakeholders and has no legal regulatory, policy or administrative authority.
- ACTS are advisory bodies chartered under authority of the Oregon Transportation Commission.
- ACTS should apply a statewide perspective to address the Transportation System with primary focus on the state Transportation System.
- The formation of an ACT will not ensure increased investment of state transportation dollars to a particular geographic region.
- Due to the highly technical nature of the bridge, maintenance and pavement preservation programs, prioritization of these ODOT investments is based on condition analysis done by technical staff, rather than recommendations from ACTS.

In order to move forward with developing an ACT, the group must reach consensus on a proposal for creating an ACT. Attachment B to the document "Policy on Formation and Operation of Area Commissions on Transportation (ACTS)" provides details. All jurisdictions that have been identified as potential members must agree to the proposal and a set of operating guidelines. If all parties agree, the governing boards of each jurisdiction should formally endorse the proposal and formation of an ACT. Finally, representatives of the proposed ACT present their proposal to the OTC for approval.

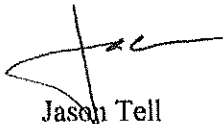
I have outlined a draft timeline of suggested next steps. Please note that this is an aggressive schedule. If it appears that more time is needed, I encourage you to adjust the schedule accordingly.

Task	Deadline
Meet with all interested parties to come to consensus	ASAP
Finalize charter	September 7
Collect letters of resolution from all members	October 29
Formally get on agenda for January OTC meeting	November 5
Present to the OTC	January

Please remember that forming and sustaining an ACT requires a significant commitment in terms of time, preparation and leadership. ODOT Region 1 stands ready to help facilitate this process if all parties agree and are committed to moving forward.

We are currently reviewing the draft charter prepared by some of the meeting participants, and will provide feedback shortly. In the meantime, please let me know if you have any questions.

Sincerely,



Jason Tell
Region 1 Manager

Cc: Gail Achterman
Matt Garrett
Jerri Bohard
Paul Mather
Rich Watanabe
Rian Windsheimer
Elizabeth Craig

**Attachment B
Comprehensive Stakeholder List**

Counties	Cities	Business Interests	Transit	Villages and Hamlets
Clackamas	Canby	Mt. Hood Meadows	Sandy	Beavercreek
Hood River	Cascade Locks	Hood River Chamber of Commerce	Canby	Mulino
Multnomah	Estacada	Clackamas County Economic Dev. Commission	South Clackamas	Stafford
	Hood River	Mid-Columbia Econ. Dev. District	Transportation Reaching People	Molalla Prairie
	Molalla		Columbia Area Transit	Stafford
	Sandy			Villages at Mt Hood
				Eagle Creek CPO

Tribes	Ports	Environmental	State	Federal Agencies
Confederated Tribes of the Warm Springs	Cascade Locks	BARK	ODOT	USFS, Mt. Hood National Forest
	Hood River			FHWA, Western Federal lands Highway Division

Attachment C

MEMO

TO: Jurisdictional Leaders in rural Clackamas County, rural Multnomah County and Hood River County

FROM: Formation of an Area Commission on Transportation Working Group

DATE: March 8, 2011

RE: Proposal to Form an Area Commission on Transportation (ACT) for rural Clackamas County, rural Multnomah County and Hood River County

Rural Clackamas County, rural Multnomah County and Hood River County are the only areas in the state of Oregon that are not part of an Area Commission on Transportation (ACT). Since ACTs serve a vital role in advising the Oregon Transportation Commission on state transportation policy, there is a perceived need by the OTC and interests in the area to fill in the ACT gap in this area.

Rural interests in Clackamas County have been considering development of an ACT for more than two years. For the past four months, stakeholders from all three counties have been meeting to develop a proposal to create an ACT for rural Clackamas County, rural eastern Multnomah County and Hood River County.

The following overview of the possible ACT provides information so each jurisdiction can assess whether it is interested in moving forward with developing proposed bylaws for this new ACT. Since a name has not yet been chosen, it will be referred to as the New ACT in this memo. Information about ACTs in general can be found at http://www.oregon.gov/ODOT/COMM/act_main.shtml

PROPOSAL FOR A NEW ACT

GEOGRAPHIC AREA -- Rural Clackamas County, rural eastern Multnomah County, Hood River County.

PURPOSE AND MISSION -- Advise the Oregon Transportation Commission (OTC) and provide a venue for stakeholders to collaborate on area transportation issues. The New ACT will help forge a cooperative partnership that will provide a strong voice to plan, prioritize and fund multimodal transportation projects on the State highway system.

RESPONSIBILITIES

1. **Planning, Project Identification and Prioritization:** Provide a regional venue for sharing information, understanding, coordinating and gaining consensus around transportation plans, policies, projects and funding. Provide a forum to discuss transportation policy, collaborate on multi-modal projects, and to learn about and review ODOT plans and other local plans. Provide a mechanism to integrate transportation plans and connect local plans to regional and State plans. The types of plans and projects in which the New ACT would be making recommendations include, but are not limited to:
 - Oregon Transportation Plan and supporting mode plans (e.g., Oregon Highway Plan and Oregon Public Transportation Plan)
 - State corridor and facility plans

- Transportation Planning Rule, OAR 660-012
 - Transportation system plans
 - MPO regional transportation plans
 - Federal transportation planning regulations
 - Local government plans, regulations and ordinances
 - Project selection criteria and prioritization factors approved by the OTC, including Oregon Transportation Management System data
2. **Public Forum:** Engage key stakeholders and the general public with a process consistent with state and federal laws, regulations and policies. Provide an important venue to gain public support for projects from a broad base of stakeholders.
 3. **Multimodal System:** Address all modes and aspects of the transportation system, including air, marine, rail (freight and passenger), road, transit, bicycle, pedestrian and pipelines.
 4. **Monitoring:** Review and monitor the condition of the area's transportation system
 5. **Direct Resources:** Recommend short- and long-term transportation investment priorities and address identified area transportation system needs while balancing local, regional and statewide perspectives. Help deploy financial resources to take advantage of opportunities and resolve problems. Bring together a broad basis for funding projects and help identify short and long term investments.
 6. **Communication and Coordination:** Communicate and coordinate regional recommendations, priorities and activities, and collaborate with other organizations and interests, including other ACTs, the OTC, ODOT advisory committees, the Governor's Economic Revitalization Team (ERT), regional partnerships and investment boards, state legislators and Oregon's congressional delegation. This will result in a more comprehensive understanding of all the needs throughout the area, connect jurisdictions within the I-84 travel-shed and provide a unified way to communicate with Metro JPACT on issues impacting the Columbia Gorge, rural Clackamas County and the Mt. Hood triangle.

ORGANIZATION, FINANCING AND MEMBERSHIP

Organization -- There are two distinct areas within the New ACT:

- The Mt. Hood triangle (including the areas bounded by Interstate 84, State Highway 35, and State Highway 26) and
- South Clackamas County area (including areas south of Highway 26).

Subcommittees will focus on issues and projects in these two areas. A structure similar to the Southwest ACT is proposed, in which subcommittees meet as needed to discuss specific area issues.

The Mt. Hood Triangle subcommittee would also discuss and coordinate the Mt. Hood multimodal plan. This region is unique, in that there is federal legislation that directs a multimodal plan to be created. The bylaws for the New ACT would include specific review, recommendation and coordination roles for this multimodal plan, which would be needed regardless of whether the New ACT is formed.

The full membership would meet quarterly to develop recommendations to the OTC and on other items. This subcommittee structure would allow greater stakeholder input while minimizing the time needed for travel, and would focus the primary New ACT meetings on action items.

Financing and Staffing -- ODOT provides money for an ACT support person for coordination. Some ACTs have technical teams that provide information regarding proposals and priorities. The individual jurisdictions would provide staff support to the technical team.

Membership -- A specific membership proposal has not yet been developed. Jurisdictions and stakeholders are listed below. The details of the decision-making process will still need to be determined. Up to this point there has been support of the consensus model of decision-making. While getting to full consensus could be challenging for such a diverse group, it would help the ACT become more effective. Similar to the Rogue Valley ACT, the bylaws state that the New ACT strives for consensus, but if that is not possible decisions are made by a majority of the members present.

Jurisdictions and stakeholders :

- City of Canby
- City of Cascade Locks
- City of Estacada
- City of Hood River
- City of Molalla
- City of Sandy
- Clackamas County
- Hood River County
- Multnomah County
- Port of Cascade Locks
- Port of Hood River
- Columbia Area Transit
- South Clackamas Transportation District
- Sandy Transit
- Canby Transit
- Transportation Reaching People / Mountain Express
- TriMet
- SMART – Wilsonville Transit
- The Villages at Mt. Hood
- Hamlet of Beavercreek
- Hamlet of Molalla Prairie
- Hamlet of Mulino
- Stafford Hamlet
- Citizen Planning Organizations (CPOs) in rural Clackamas County
- Mid Columbia Economic Development District
- West Columbia Gorge Chamber of Commerce
- Confederated Tribes of Warm Springs
- US Forest Service
- US Bureau of Land Management
- Oregon Department of Transportation
- Freight
- Rail
- Bicycle / pedestrian interests
- Economic development / business
- Environmental interests
- Recreation interests
- Agriculture interests