Executive Summary

Issue Description: County Membership Options for Transportation Organizations – Introductory Discussion

Meeting Date: April 9, 2008

Attendees: Eric Baker, Angie Silva, Greg Cioc and Shelley Kneip

Action Requested At This Meeting: Review and discussion of the PSRC, our role in the organization and other options available.

Background

The federal government provides transportation funding to local jurisdictions through several mechanisms. To disperse much of this funding, the federal and state governments require local jurisdictions to join or create regional transportation organizations to review the funding distribution to ensure it meets specific criteria. These criteria include capacity, congestion relief air quality, maintenance, preservation and intelligent technology. These organizations include Metropolitan Planning Organizations (MPOs) under federal law (23 U.S.C. § 134) and Regional Transportation Planning Organizations (RTPOs) under state law (RCW 47.80).

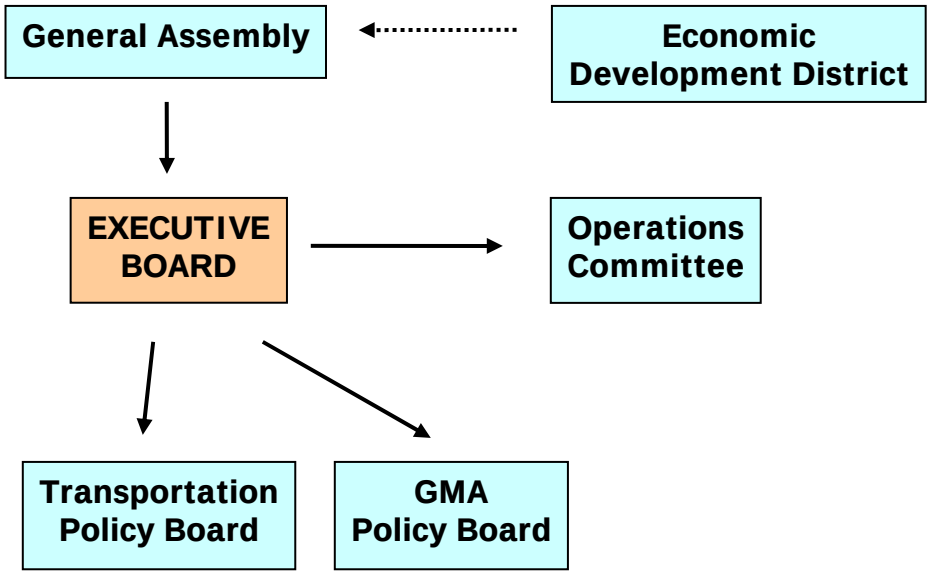
Required functions of MPOs and RTPOs include, but are not limited to, the following:

- Development of a Regional Transportation Plan
- Certification of Transportation Elements of Local Comprehensive Plan
- Review Countywide Planning Policies
- Development of 6-Year Regional Transportation Improvement Program
- Coordination with State Agencies, Transit and Local Governments

Kitsap's Current Organization (PSRC)

The Puget Sound Regional Council (PSRC) is the regional transportation and planning organization (MPO and RTPO) for Snohomish, King, Pierce and Kitsap Counties as well as their associated cities.

The member jurisdictions participate in the PSRC in several ways. The PSRC structure consists of several boards of which Kitsap County, its cities, the Port of Bremerton and the Suquamish Tribe have appointed members.



- The General Assembly, which includes representatives from all jurisdictions as voting members. The General Assembly meets annually to elect officers to the Executive Board and to review and ratify key decisions, such as the annual budget and essential policy documents, including the regional transportation plan and regional growth management strategy and amendments.
- The Executive Board, which includes Commissioner Brown, Bremerton City Councilmember Arends, Bainbridge Mayor Kordonowy and Port Commissioner Mahan, is the PSRC's governing board and is responsible for the coordination of the other committees, review of their recommendations and final decision on PSRC operations and policy.
- The Operations Committee, which includes Bremerton City Councilmember Arends, reviews and makes recommendations to the Executive Board on the budget and work program, and on contracts and other financial and personnel issues.
- The Transportation Policy Board, which includes Commissioner Brown, Bremerton Mayor Bozeman, Bainbridge Island Councilmember Brackett, and Commissioner Bauer representing Kitsap Transit advises the Executive Board and is responsible for the review of the six-year regional transportation plan and provide recommendations on regional transportation projects.
- The Growth Management Policy Board, which includes Commissioner Angel, Poulsbo City Councilmember Dale Rudolph, Bremerton City Councilmember Maupin, Rob Purser, the Suquamish Tribe, and Port Commissioner Mahan advises the Executive Board and is responsible for the review of multi-county planning policies such as Vision 2020 and Vision 2040 currently under development.
- The Economic Development District, which includes Commissioner Bauer, Bremerton Mayor Bozeman, Bainbridge Island Councilmember Snow, Port Commissioner Mahan, and Kathy Cocus from the Kitsap EDA collaborates with private and public sector agencies to develop a coordinated strategy for regional economic development planning.

The PSRC also includes several technical committees comprised of staff from the PSRC and member jurisdictions e.g. Regional Project Evaluation Committee (RPEC) and Regional Staff Committee (RSC).

Other functions of PSRC include:

- Participation in regional economic development programs
- Data collection, analysis, forecasting, and technical assistance

Consistent with the federal requirements for MPOs and state mandates for RTPOs shown above, the Countywide Planning Policies and Kitsap County's Comprehensive Plan are reviewed by the PSRC for consistency with the regional plan. If the transportation element of these plans and policies is not certified by the PSRC, state and federal funding may be withheld. The Kitsap County Plan has been certified by PSRC since 1999.

In addition to PSRC, Kitsap County is a voting member of the Peninsula RTPO. Kitsap is included within its boundary, but does not seek funding through them, nor pay membership dues.

Other Transportation Organization Options

There are other options to obtain many of these same federal transportation funds. These include:

- The establishment of a Kitsap-specific MPO and RTPO
- The establishment of a Kitsap-specific MPO and seek funding through the Peninsula RTPO (Mason, Jefferson and Clallam counties).

A change of organization would affect the County and its cities and may include Kitsap Transit and other junior-taxing districts.

Funding Comparison

Federal funding comes in several forms. Some of the common forms are the Surface Transportation Program (STP), the Federal Transportation Administration (FTA) and direct appropriations from the U.S. Congress. A jurisdiction's MPO/RTPO has little effect on FTA funding or direct appropriations but can affect STP funding.

All three options would be accessing the same STP dollars which are generally allocated based upon the population of the jurisdiction. Additionally, membership in the PSRC allows Kitsap to compete with the other member jurisdictions for additional STP funding and, as a regional Transportation Management Area (TMA); its jurisdictions have access to additional federal dollars. Shown in the table below are the past PSRC allocations to Kitsap County and the past estimated allocations for a Kitsap-specific MPO/RTPO or funding through the Peninsula RTPO.

Existing and Estimated Funding from Transportation Options (1992 – 2007)			
	w/ PSRC	**Kitsap-Specific MPO/RTPO**	**w/ Peninsula RTPO**
STP Project Funding	$51.5M*	$20.7M**	$20.7M***

* *Actual awards provided by Puget Sound Regional Council.*
** *Estimate prepared by Washington State Department of Transportation (WSDOT).*
*** *Estimate consistent with STP population formula prepared by WSDOT.*

Another aspect of funding for these various options are federal and state monies dedicated to the administration of a MPO/RTPO. This funding must be expended on administration and is not

available to fund transportation projects. Also, this funding often carries a local match requirement of up to 20%.

Under our current organization, PSRC receives this funding augmented by membership dues (Kitsap pays the PSRC $52,000 a year) and other grants to conduct the activities shown above.

A Kitsap-specific MPO/RTPO would be eligible for up to $749,000 of administration funding from the State of Washington and the federal government. The cost of administering a Kitsap-specific MPO/RTPO varies based upon the range of services provided. An example is the Thurston County MPO/RTPO which provides the required transportation services but also several optional services with a budget of nearly $3M. Based upon their 2006 Annual Report, it is estimated that the required MPO/RTPO functions make up between $1M and 1.5M of this budget. These costs are funded through the aforementioned state and federal administration funding, membership dues and other funds.

At this time, Kitsap County pays no dues to the Peninsula RTPO and it is unknown as to the amount required to seek transportation funding through their organization.

Process for Pursuing Other Options

Seceding from the PSRC and the institution of one of the other MPO/RTPO options must be completed concurrently; otherwise the County could forego state and federal transportation funding.

Both of the following options require approval by the County, the City of Bremerton and other cities consisting of 75% of the County's population.

<u>Kitsap-Specific MPO/RTPO</u>
This option and secession from PSRC must include:

- Agree to form an independent MPO/RTPO (6-month notice required)
- Gain approval from the PSRC Executive Board to modify the MPO/RTPO boundaries
- Gain verification from the State Department of Transportation
- Gain approval of the Governor to modify the PSRC MPO boundary and create the Kitsap-specific MPO
- Gain federal approval from Region 10 of the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA).

<u>Kitsap-Specific MPO and Peninsula RTPO</u>
This option and secession from PSRC must include:

- Agree to pursue funding through the Peninsula RTPO (amendment of ILA required)
- Agree to secede from PSRC MPO and form its own MPO (6 month notice required)
- Gain approval from the PSRC Executive Board to modify the MPO boundaries
- Gain verification from the State Department of Transportation
- Gain approval of the Governor to modify the PSRC MPO boundary and create the Kitsap-specific MPO
- Gain federal approval from Region 10 of the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA).

Transportation Organizations
Kitsap County Options

Kitsap County Special Projects

April 9, 2008

OUTLINE

MPO and RTPO Functions and Mandates

PSRC Overview

Alternatives to PSRC

Funding Comparison
PSRC v. Other Options

Process to Change Organization

WHAT ARE MPO & RTPOs?

Metropolitan Planning Organization (MPO)

Required to Access Federal
Transportation Funding

Regional Transportation Planning Organization (RTPO)

Voluntary to Join/Create
Also Related to Federal Funding

These Organizations Must Include:

The County, the City of Bremerton and Other Cities Consisting of 75% of County Population

MPO/RTPO COMPONENTS

Regional Transportation Plan

Certification of Transportation Elements
Local Comprehensive Plans & Countywide Planning Policies

6-Year Regional Transportation Improvement Program

Coordination with State Agencies, Transit & Local Governments

PUGET SOUND REGIONAL COUNCIL (PSRC) OVERVIEW

Acts as Kitsap County's MPO and RTPO

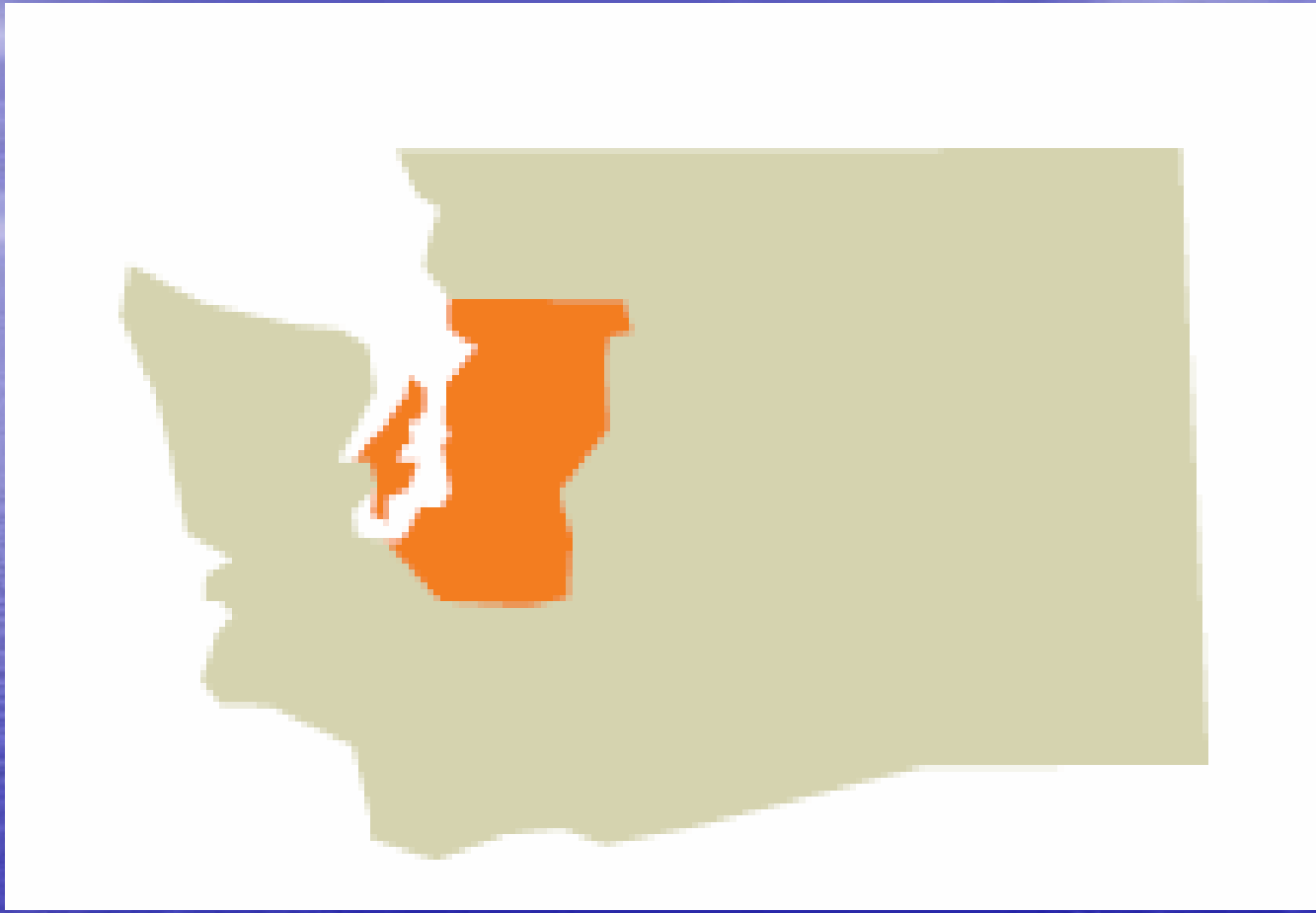
Provides The Services Previously Outlined

Multi-County Planning Policies

Required by County-Approved ILA

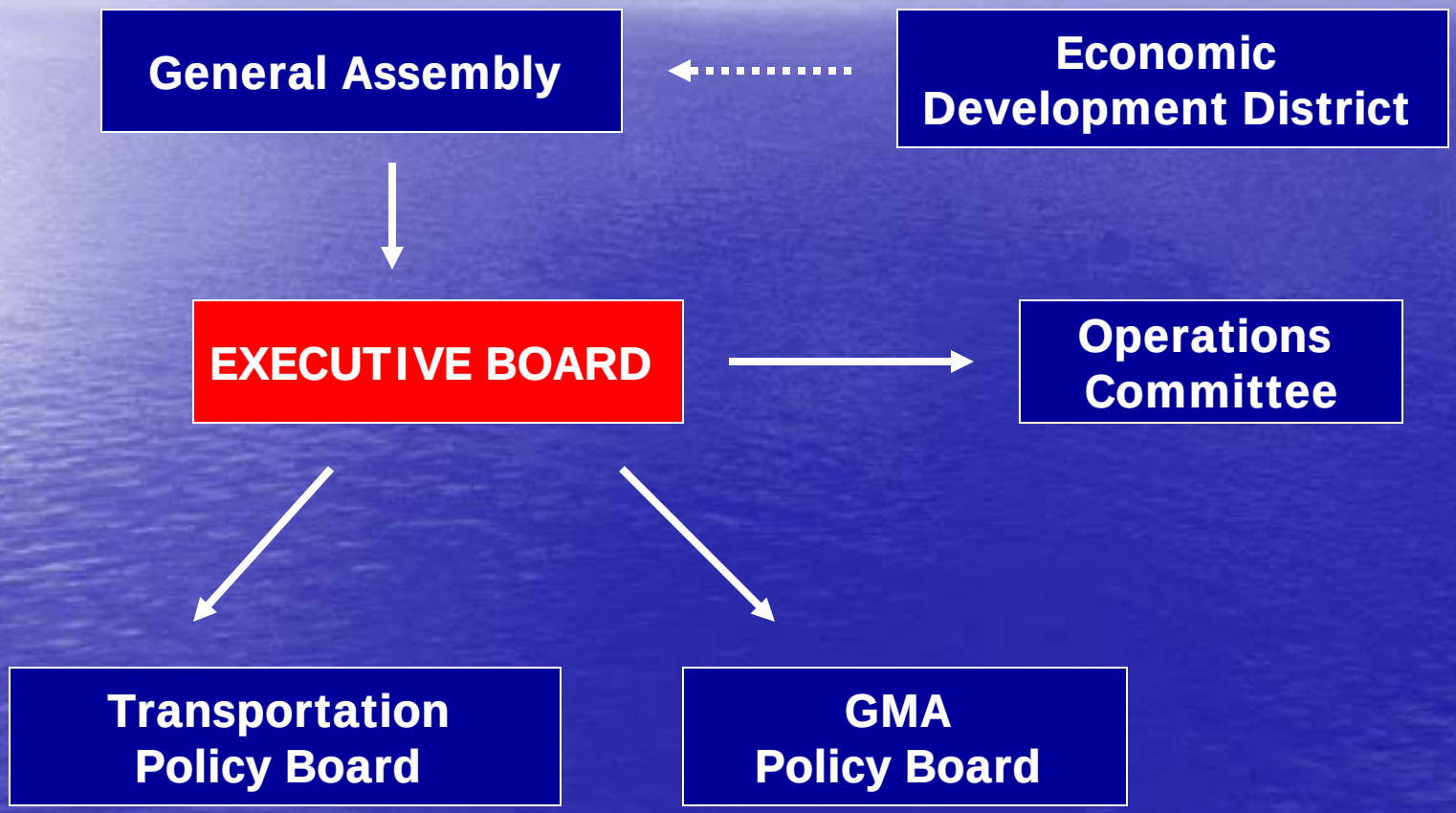
Data Collection & Analysis Services

PSRC MEMBERS



Snohomish, King, Pierce and Kitsap Counties

BOARDS & COMMITTEES



ALTERNATIVES

Kitsap-Specific MPO/RTPO

Peninsula RTPO

PROJECT FUNDING

Surface Transportation Program (STP)

Federal Transit Administration (FTA)

Direct Appropriations and
Other Pass-Through Monies

STP FUNDING COMPARISON

Existing and Estimated Funding from Transportation Options (1992 – 2007)			
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STP FUNDING

All STP Funds Approved

Transportation Management Areas
(>200K Urban Pop)
65%

PSRC

All Other MPOs
35%

Kitsap-Specific & Peninsula

STP FUNDING (PSRC)

WHY?

No CMAQ Funding

STP Funds TOTAL*

* Includes TMA Increase

Kitsap County Share (Population)

Other Jurisdictions (Population) 50%

Competitive Process 50%

STP FUNDING (OTHER OPTIONS)

Kitsap-Specific

Kitsap Share Direct (Population)*

* Does Not Include TMA Increase

w/ Peninsula

STP Funds TOTAL*

- Kitsap (Pop.)
- Jefferson (Pop.)
- Clallam (Pop.)
- Mason (Pop.)

ADMINISTRATION FUNDING

PSRC Dues

Kitsap County Pays $54K Per Year

Kitsap-Specific

Funding of Up to $749K Per Year

Thurston RTPO Budget

$1M–$1.5M on Transportation Functions

w/ Peninsula

Unknown

Dues Based Upon Population

PROCESS FOR CHANGING ORGANIZATIONS

Complicated Process

Must be Concurrent with Leaving PSRC

OR Possible Loss of Federal Funds

Decision must be Include:

The County, the City of Bremerton and Other Cities Consisting of 75% of County Population

FORMING A KITSAP-SPECIFIC MPO/RTPO

The County, the City of Bremerton and Other Cities Consisting of 75% of County Population Must:

Agree to form an independent MPO/RTPO (6-month notice to PSRC required)

Gain approval from the PSRC Executive Board to modify the MPO/RTPO boundaries

Gain verification from the State Department of Transportation

Gain approval of the Governor to modify the PSRC MPO boundary and create the Kitsap-specific MPO

Gain approval from the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA)

KITSAP-SPECIFIC MPO AND PENINSULA RTPO

The County, the City of Bremerton and Other Cities Consisting of 75% of County Population Must:

Agree to pursue funding through the Peninsula RTPO (amendment of ILA required)

Agree to secede from PSRC MPO and form our own MPO (6 month notice required)

Gain approval from the PSRC Executive Board to modify the MPO boundaries

Gain verification from the State Department of Transportation

Gain approval of the Governor to modify the PSRC MPO boundary and create the Kitsap-specific MPO

Gain approval from the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA)

OTHER CONSIDERATIONS

Historic Progress Does Not Always Predict Future Return

Effects of Vision 2040 on Funding

Peninsula Counties Opinion