

## SCHEDULE HIGHLIGHTS

AUG '89	ALIGNMENT OPTIONS CONSULTANT CONTRACTS
SEP '89	UMTA REPORTS
OCT '89- MAR '90	DESIGN / ENVIRONMENTAL WORK
MAR '90	SDEIS AVAILABLE FOR PUBLIC REVIEW
APR '90	PUBLIC HEARING ON SDEIS
MAY '90	STAFF RECOMMENDATION
JUN/JUL '90	LOCAL DECISION
SEP '90	FEIS PRELIMINARY DESIGN REPORT FINANCIAL PLAN COMPLETION OF PE

PROJ. WS. PLAN/IDEN/PIP.FGB DEN/FLIP1



### WESTSIDE CORRIDOR PROJECT

Coordinating development of MAX and  
highway improvements on the Westside


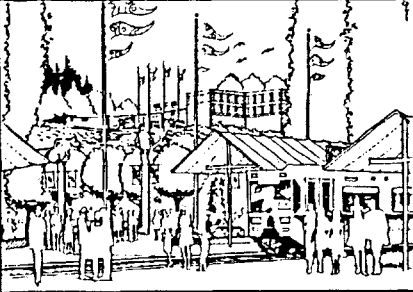
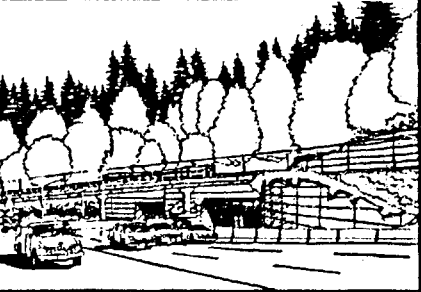
REVISED 11/13/89

### Downtown Portland to SW 185th

Ridership for all options is approximately 30,000 daily passengers in 2005.

All options assume Washington Park Zoo station; a long tunnel with no zoo station would cost \$19.8 million less.

All options assume Burlington-Northern route through Central Beaverton; an alternate route on Henry Street would cost approximately \$10.3 million more, and displace 6 additional businesses and 8 homes.

	 <b>Long Tunnel</b>	 <b>Short Tunnel North Side</b>	 <b>All Surface South Side</b>
<b>Estimated Capital Cost</b> (millions)	<b>\$496.3</b>	<b>\$446.2</b>	<b>\$450.9</b>
<b>Stations<sup>1</sup></b>	<b>12</b>	<b>13</b>	<b>13</b>
<b>Park &amp; Ride Lots</b> Parking Spaces	<b>5</b> 3,250	<b>6</b> 3,530	<b>6</b> 3,530
<b>Light Rail Vehicles</b>	<b>31</b>	<b>31</b>	<b>31</b>
<b>Estimated Travel Time<sup>2</sup></b> (Downtown Portland to SW 185th)	<b>27 min.</b>	<b>28 min.</b>	<b>28 min.</b>
<b>Right of Way Acquisitions</b>			
Homes	<b>61</b>	<b>63</b>	<b>63</b>
Businesses	<b>12</b>	<b>29</b>	<b>29</b>

<sup>1</sup>Short-Tunnel and All-Surface options have station and Park & Ride at Sylvan; long tunnel does not.

<sup>2</sup>Today's rush-hour bus travel time: 40 minutes.



METRO

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

# Memorandum

Date: January 29, 1990

To: JPACT

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

Re: Local Government Dues Assessment

In accordance with ORS 268, the Metro Council must notify local governments of the planned dues assessment 120 days prior to the start of the fiscal year (or by March 1). In addition, Metro must consult with a "local government advisory committee" to determine whether it is necessary to assess the dues.

In the past, Metro has convened a separate local government advisory committee for this specific purpose due to the lack of such a committee for the Planning and Development aspect of the agency. Now that the Urban Growth Management Policy Advisory Committee is in place, such committees are available for both the Planning and Development and Transportation aspects of Metro's local government dues functions. As such, it is proposed that these two committees serve this review function -- JPACT for use of dues for Transportation Planning and UGMPAC for Planning and Development. TPAC will be asked to review the Transportation Department's portion of the local government dues assessment and make a recommendation to JPACT.

ACC:lmk

CC: Rena Cusma  
Richard Carson

## STAFF REPORT

### CONSIDERATION OF RESOLUTION NO. 90-1213 FOR THE PURPOSE OF PROVIDING THE ASSESSMENT OF DUES TO LOCAL GOVERN- MENTS FOR FY 1990-91.

Date: January 24, 1990

Presented by: Andrew Cotugno  
Rich Carson

#### FACTUAL BACKGROUND AND ANALYSIS

##### Assessment Authorization and Procedure

ORS 268.513 (Exhibit A) authorizes the Metro Council to:

"charge the cities and counties within the District for the services and activities carried out under ORS 268.380 and 268.390."

If the Council follows the recommendation of the Local Government Advisory Committee and determines that it is necessary to charge these local governments, it must establish the total amount to be charged and assess each city and county on the basis of population. The assessment cannot exceed \$.51 per capita per year.

In making the assessment, the Council is required to notify each city, county, Tri-Met and the Port of Portland of its intent to assess and the amount of the assessment at least 120 days before the beginning of the fiscal year for which the charge will be made. The notification for the FY 1990-91 assessment must be made prior to March 2, 1990. Assessments must be paid before October 1, 1990.

TPAC has reviewed the proposed dues assessment and recommends approval of Resolution No. 90-1213.

##### Proposed FY 1990-91 Assessment

The attached (Exhibit B) shows the population figures and proposed assessment schedule. The values are based upon the latest certified population figures from the Center for Population Research and Census at Portland State University. Each county's unincorporated population estimate is based upon data provided by the Center for Population Research and Census using a formula devised by Metro staff (Exhibit C).

The total assessment at 51¢ per capita for cities and counties and at 12.5 percent of that rate for Tri-Met and the Port of Portland is \$658,432. Consistent with the FY 89-90 budget, the proposed distribution to Metro's planning functions are as follows:

	Actual FY 89-90	Proposed FY 90-91
Transportation Department	\$397,000	\$405,410
Planning and Development Department	<u>247,773</u>	<u>253,022</u>
	\$644,773	\$658,432

### Transportation Department

Use of the dues for Transportation Planning generally falls into the following major categories:

1. Grant Match - \$122,000 - The dues plus ODOT and Tri-Met local match are used to leverage federal funding toward Transportation Planning. The program areas, which will be fully described in the FY 91 Unified Work Program, include:

#### Model Refinement

Regional Transportation Plan

I-205, Milwaukie, Hillsboro Alternatives Analyses

Transportation Improvement Program

Bi-State Study

Southeast Corridor Study

Cornell/Burnside Traffic Study

Regional LRT System Plan

Management and Coordination

2. Data Resource Center - \$168,000 - The Data Resource Center publishes periodic updates of historical and forecasted population and employment growth throughout the Portland metropolitan area. In addition, the Regional Land Information System (RLIS) is under development to improve the quality and utility of land use-related data. Funding sources for the Data Resource Center include dues, transportation grants, solid waste fees and Metro's General Fund. Of the total budget, the dues share is approximately 25 percent. Revenues collected from data sales are used to reduce the dues share of this budget.
3. Direct Project Costs - \$115,000 - A variety of project costs that may not be grant eligible are funded with 100 percent dues funding. Included are various costs such as furniture, supplies, computers, training, travel, support from public affairs and legal counsel and support in participating in development of state land use requirements affecting transportation planning.

### Planning and Development Department

Dues are used to support the Department's regional planning programs on a proportionate basis. Dues are proposed to be expended as follows:

Land Use Administration . . . . .	\$ 77,071
Urban Growth Management . . . . .	32,943
Parks and Natural Areas . . . . .	53,666
Water Resources Policy. . . . .	53,033
Housing Policy. . . . .	23,430
Local Government Coordination . . . . .	<u>12,879</u>
	\$253,022

Metro Excise Tax

The Metro Council is currently contemplating imposition of an excise tax on its enterprise functions to provide a source of funding for the general government functions of Metro. The effect of this action on Metro's planning functions is significant.

1. Overhead Rate - Each of Metro's department cost for support services (such as utilities, accounting, etc.) will be reduced when the general government function begins paying a share of the support service costs. This results in a reduced overhead charge on all Transportation Department planning projects and therefore all dues and grant-funded activities.
2. Reduction of Dues - The Metro Council will consider as part of the FY 90-91 budget process a reduction of the dues with some of the dues-funded functions of the Planning and Development Department funded through the excise tax instead. This potentially represents a reduction to a dues assessment of 30-35¢ per capita.
3. RLIS Implementation Schedule - The Metro Council will be considering whether to accelerate the implementation schedule for RLIS from 28 months to 16 months through contracting out a portion of the development work. Up to \$150,000 of consultant support is feasible of which a portion could be dues-funded if the excise tax results in a reduction of the dues. Metro staff is recommending a one-third share from dues funding or \$50,000. If this recommendation is adopted, the total dues assessment would be 35-40¢ per capita.

The final decision on whether an excise tax is imposed, at what level and for what purposes will be finalized by July 1, 1990. In addition, the tax is not final until after the referral period is concluded. As such, the notification to local governments on the dues assessment required by March 2, 1990 will be for 51¢ per capita. If an excise tax results in a reduction in the dues, the billings to be sent out after July 1, 1990 will be for the reduced level that is finally adopted through the budget process.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends adoption of Resolution No. 90-1213.

**268.513 Service charge for planning functions of district.** (1) The council shall consult with the advisory committee appointed under ORS 268.170 before determining whether it is necessary to charge the cities and counties within the district for the services and activities carried out under ORS 268.380 and 268.390. If the council determines that it is necessary to charge cities and counties within the district for any fiscal year, it shall determine the total amount to be charged and shall assess each city and county with the portion of the total amount as the population of the portion of the city or county within the district bears to the total population of the district provided, however, that the service charge shall not exceed the rate of 51 cents per capita per year. For the purposes of this subsection the population of a county does not include the population of any city situated within the boundaries of that county. The population of each city and county shall be determined in the manner prescribed by the council.

(2) The council shall notify each city and county of its intent to assess and the amount it proposes to assess each city and county at least 120 days before the beginning of the fiscal year for which the charge will be made.

(3) The decision of the council to charge the cities and counties within the district, and the amount of the charge upon each, shall be binding upon those cities and counties. Cities and counties shall pay their charge on or before October 1 of the fiscal year for which the charge has been made.

(4) When the council determines that it is necessary to impose the service charges authorized under subsection (1) of this section for any fiscal year, each mass transit district organized under ORS chapter 267 and port located wholly or partly within the district shall also pay a service charge to the district for that fiscal year for the services and activities carried out under ORS 268.380 and 268.390. The charge for a mass transit district or port shall be the amount obtained by applying, for the population of the mass transit district or port within the boundaries of the district, a per capita charge that is 12-1/2 percent of the per capita rate established for cities and counties for the same fiscal year. Subsections (2) and (3) of this section apply to charges assessed under this subsection.

## FY 90-91 METRO DUES

JURISDICTION	POP EST 1989	ASSESS. @ \$.51/	IN METRO	TOTAL COUNTY	NOT IN METRO
CLACKAMAS CO. (Unincorp.)	91790	\$46,812.95			
Gladstone	9685	\$4,939.35			
Happy Valley	1530	\$780.30			
Johnson City	480	\$244.80			
Lake Oswego	29428	\$15,008.28			
Milwaukie	18830	\$9,603.30			
Oregon City	14975	\$7,637.25			
Rivergrove	335	\$170.85			
West Linn	14270	\$7,277.70			
Wilsonville	5800	\$2,958.00	187123	265500	78377
MULTNOMAH CO. (Unincorp.)	67735	\$34,544.94			
Fairview	1975	\$1,007.25			
Gresham	65470	\$33,389.70			
Maywood Park	830	\$423.30			
Portland	432175	\$220,409.25			
Troutdale	7375	\$3,761.25			
Wood Village	2610	\$1,331.10	578170	581000	2830
WASHINGTON CO. (Unincorp.)	126036	\$64,278.49			
Beaverton	44265	\$22,575.15			
Cornelius	5105	\$2,603.55			
Durham	800	\$408.00			
Forest Grove	12180	\$6,211.80			
Hillsboro	33810	\$17,243.10			
King City	1955	\$997.05			
Sherwood	3000	\$1,530.00			
Tigard	27050	\$13,795.50			
Tualatin	13340	\$6,803.40	267541	295000	27459
Local Assessment	1032835	\$526,745.60	1032835	1141500	108665
Port of Portland		\$65,843.20			
Tri-Met		\$65,843.20			
TOTAL PROPOSED ASSESSMENT		\$658,432.00			



Population estimates are based on the July 1, 1989 certified estimates of population for Oregon prepared by the Center for Population Research and Census, Portland State University. The unincorporated county population estimate inside Metro is based upon data from the 1980 U.S. Census and from the 1980 Center for Population Research and Census estimates.

## CLACKAMAS COUNTY

1989 Unincorporated population estimate	=	152317
1980 Census unincorporated population	=	146265
Difference	=	6052
6052	/	146265
	=	0.0414
0.0414	*	88143 (1980 inside Metro)
	=	3647
3647	+	88143 (1980 inside Metro)
	=	91790

## MULTNOMAH COUNTY

1989 Unincorporated population estimate	=	70565
1980 Census unincorporated population	=	150839
Difference	=	-80274
-80274	/	150839
	=	-0.5322
-0.5322	*	144790 (1980 inside Metro)
	=	-77055
-77055	+	144790 (1980 inside Metro)
	=	67735

## WASHINGTON COUNTY

1989 Unincorporated population estimate	=	151845
1980 Census unincorporated population	=	141368
Difference	=	10477
10477	/	141368
	=	0.0741
0.0741	*	117340 (1980 inside Metro)
	=	8696
8696	+	117340 (1980 inside Metro)
	=	126036

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF PROVIDING ) RESOLUTION NO. 90-1213  
THE ASSESSMENT OF DUES TO LOCAL ) Introduced by Tanya Collier,  
GOVERNMENTS FOR FY 1990-91 ) Presiding Officer

WHEREAS, ORS 268.513 authorizes the Council of the Metropolitan Service District (Metro) to "charge the cities and counties within the District for the services and activities carried out under ORS 268.380 and 268.390"; and

WHEREAS, Metro Ordinance 84-180 requires the Metro Council to seek the advice of the Local Government Advisory Committee regarding the assessment of dues as authorized by ORS 268.513; and

WHEREAS, The Joint Policy Advisory Committee on Transportation and the Urban Growth Management Policy Advisory Committee were appointed as the Local Government Advisory Committee by Resolution No. 90-1212 and this requirement has been fulfilled; now, therefore,

BE IT RESOLVED:

1. That the Metro Council hereby establishes local government dues assessment within the District in the amount of \$.51 per capita for FY 1990-91.
2. That notification of the assessment be sent to all cities and counties within the District, Tri-Met and the Port of

Portland prior to March 2, 1990.

ADOPTED by the Metro Council this \_\_\_\_ day of February,  
1990.

Tanya Collier, Presiding Officer

ACC:lmk  
90-1213.RES  
1-30-90

STAFF REPORT

Agenda Item No. \_\_\_\_\_  
Meeting Date \_\_\_\_\_

CONSIDERATION OF RESOLUTION NO. 90-1189 FOR THE PURPOSE OF  
ADOPTING THE JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION (JPACT) BYLAWS

Date: December 5, 1989

Presented by: Andrew C. Cotugno

PROPOSED ACTION

Adoption of this resolution by JPACT and the Metro Council would establish bylaws for JPACT defining roles, responsibilities, membership and other operating procedures. These bylaws, as proposed, largely codify existing practices. One addition is also proposed as an amendment -- to add membership to JPACT for all Oregon cities with a population in excess of 60,000. At this time, this would result in the addition of the City of Gresham to the Committee.

FACTUAL BACKGROUND AND ANALYSIS

On January 10, 1989, the Clark County Intergovernmental Resource Center requested the addition of C-TRAN as a member of JPACT to represent the transit interests in Clark County. Subsequently, on March 10, 1989, the City of Gresham requested a seat on JPACT independent of the "Cities of Multnomah County" to represent the majority of population in the East Multnomah County area. In order to consider these requests and to review the overall role and responsibilities of JPACT, a JPACT Membership Committee was formed at the May 11, 1989 JPACT meeting consisting of the following individuals:

Mike Ragsdale, Committee Chair, Metro  
Earl Blumenauer, Portland  
Pauline Anderson, Multnomah County  
Clifford Clark, Cities of Washington County  
Scott Collier, Vancouver  
Bob Bothman, ODOT  
Gary Demich, WDOT

The Committee met on a number of occasions to review the current JPACT operations, consider possible changes in organizational structure and develop an overall recommendation for consideration. Since JPACT bylaws have never been adopted, it was the general consensus of the Committee that recommendations regarding committee roles, responsibilities and membership be established through adoption of a set of bylaws. Major issues discussed by the Committee included:

- a. Whether there should be one Metropolitan Planning Organization (MPO) for the Portland-Vancouver area, or two, as there is now.
- b. With two MPO's, whether representation from Washington on JPACT should be restricted to one member or expanded to four with the addition of C-TRAN.
- c. If Gresham is added, whether additional "city" representatives should be added from other parts of the region -- either through a population threshold of 30-40,000 or simply by adding an additional "city" representative from each county.
- d. Whether the Metro Council needs to approve JPACT actions, how the MPO designation has been made, and whether a Council change to a JPACT action would affect the MPO designation.
- e. Concern over the current inequity in representation with the ability of voting members with little or no direct transportation operating responsibility being able to out-vote those members with the majority of operating responsibility.
- f. Whether to change to a weighted vote to more accurately reflect population.
- g. Concern over the size of the Committee, the need for a smaller working group, and the need to reduce the demands on individuals resulting from numerous subcommittees.
- h. Whether to form an Executive Committee to handle routine JPACT business.
- i. Whether to make future changes in the bylaws difficult through a two-thirds vote requirement.
- j. Whether to include an automatic sunset clause to ensure the issue is revisited if a major change in structure is adopted.
- k. Whether JPACT membership should be restricted to elected officials and board members or open to staff representatives from designated agencies.

In addition, background material was provided to the full JPACT on statutory authority (state and federal), population shares for each voting member, current appointment procedures for "city" representatives, current TPAC bylaws and current membership for the Clark County Intergovernmental Resource Center, Washington County Transportation Coordinating Committee, East Multnomah County Transportation Committee and Clackamas County Transportation Committee.

At the September 14, 1989 JPACT meeting, a "draft" set of bylaws were reviewed and a series of options to the status quo were discussed:

- Option 1: To reduce JPACT membership;
- Option 2: To increase JPACT membership; and
- Option 3: To create an Executive Committee with expanded membership on the full JPACT and reduced membership on the Executive Committee.

Based upon discussion at the JPACT meeting and a subsequent Membership Committee meeting, a recommended set of bylaws were presented to the November 9, 1989 JPACT meeting. The key components of the recommendation were as follows:

- a. The bylaws identified existing roles and provided for eventual inclusion of an Arterial Fund when it is established.
- b. Actions requiring Council approval were identified to include Council approval; the remainder were identified on a JPACT-only action.
- c. Membership was recommended to be expanded to include C-TRAN and one additional "city" representative from each county.
- d. An Executive Committee was recommended with 9-11 members to serve in an advisory capacity on all action items scheduled for the full JPACT.
- e. Membership from Tri-Met and the Port of Portland was recommended to be restricted to board members only.
- f. Amendment to the bylaws was recommended to require a two-thirds vote of the full JPACT and a two-thirds vote of the Metro Council.

There was, however, general disagreement by many JPACT members that many of these changes should be adopted. There was particular disagreement to increases in membership and formation of an Executive Committee. At the instruction of the Chair, a bylaws proposal was recommended for consideration at the December 14, 1989 meeting that largely institutionalizes status quo. As such, the bylaws recommended for adoption by this resolution include the following key components:

- a. Existing roles and responsibilities are identified.

- b. All JPACT actions are forwarded to the Metro Council for adoption; the Council will adopt or refer the item back to JPACT with specific recommendations on all actions except the Regional Transportation Plan; final adoption of the Regional Transportation Plan as a regional functional plan rests with the Metro Council.
- c. Membership is retained at the status quo, with the exception that the three State of Washington seats can be filled by Vancouver, Clark County, WDOT or C-TRAN.
- d. Members from agencies can be board members or principal staff.
- e. An Executive Committee is not recommended.

In addition to the bylaws as recommended by this resolution, also included is an amendment for consideration. The amendment would add JPACT membership for all cities exceeding 60,000 population, which would include the City of Gresham at this time.

During the process, letters were received from Clark County IRC, Washington County, Tri-Met, Gresham and Lake Oswego (attached).

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 90-1189.

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ADOPTING THE )  
JOINT POLICY ADVISORY COMMITTEE )  
ON TRANSPORTATION (JPACT) BYLAWS )

RESOLUTION NO. 90-1189  
Introduced by  
Mike Ragsdale,  
Presiding Officer

WHEREAS, Title 23 of the Code of Federal Regulations, Part 450, and Title 45, Part 613, require establishment of a Metropolitan Planning Organization (MPO) in each urbanized area; and

WHEREAS, These regulations require that principal elected officials of general purpose local governments be represented on the Metropolitan Planning Organization to the extent agreed to among the units of local government and the governor; and

WHEREAS, The Governor of the State of Oregon, on November 6, 1979, designated the Metropolitan Service District as the Metropolitan Planning Organization for the Oregon portion of the Portland urbanized area; and

WHEREAS, The Governor of the State of Washington, on January 1, 1979, designated the Intergovernmental Resource Center of Clark County as the Metropolitan Planning Organization for the Washington portion of the Portland-Vancouver urbanized area; and

WHEREAS, ORS 268 requires the Metropolitan Service District to prepare and adopt a functional plan for transportation; and



WHEREAS, The involvement of local elected officials and representatives from transportation operating agencies is essential for the successful execution of these responsibilities; now, therefore

BE IT RESOLVED:

That the Joint Policy Advisory Committee on Transportation and the Council of the Metropolitan Service District adopt the JPACT Bylaws as shown in Exhibit A.

ADOPTED by the Joint Policy Advisory Committee on Transportation this \_\_\_\_ day of \_\_\_\_\_, 1990.

Mike Ragsdale, JPACT Chair

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

Mike Ragsdale, Presiding Officer

EXHIBIT A

JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION  
(JPACT)

BYLAWS

ARTICLE I

This committee shall be known as the JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION (JPACT).

ARTICLE II  
MISSION

It is the mission of JPACT to coordinate the development of plans defining required regional transportation improvements, to develop a consensus of governments on the prioritization of required improvements and to promote and facilitate the implementation of identified priorities.

ARTICLE III  
PURPOSE

Section 1. The purpose of JPACT is as follows:

a. To provide the forum of general purpose local governments and transportation agencies required for designation of the Metropolitan Service District as the metropolitan planning organization for the Oregon urbanized portion of the Portland metropolitan area and to provide a mechanism for coordination and consensus on regional transportation priorities and to advocate for their implementation.

b. To provide recommendations to the Metro Council under state land use requirements for the purpose of adopting and enforcing the Regional Transportation Plan.

c. To coordinate on transportation issues of bi-state significance with the Clark County, Washington metropolitan planning organization and elected officials.

d. (Pending establishment of an Urban Arterial Fund) To establish the program of projects for disbursement from the Urban Arterial Fund.

Section 2. In accordance with these purposes, the principal duties of JPACT are as follows:

a. To approve and submit to the Metro Council for adoption the Regional Transportation Plan (RTP) and periodic amendments.

b. To approve and submit to the Metro Council for adoption short and long-range growth forecasts and periodic amendments upon which the RTP and other Metro functional plans will be based.

c. To approve and submit to the Metro Council for adoption the Unified Work Program (UWP) and periodic amendments for the Oregon and Washington portions of the metropolitan area. The Metro Council will adopt the recommended action or refer it back to JPACT with a recommendation for amendment.

d. To approve and submit to the Metro Council for adoption the Transportation Improvement Program (TIP) and periodic amendments. The Metro Council will adopt the recommended action or refer it back to JPACT with a recommendation for amendment.

e. To approve and submit to the Metro Council for adoption the transportation portion of the State Implementation Plan for Air Quality Attainment for submission to the Oregon Department of Environmental Quality. The Metro Council will adopt the recommended action or refer it back to JPACT with a recommendation for amendment.

f. To periodically adopt positions that represent the consensus agreement of the governments throughout the region on transportation policy matters, including adoption of regional priorities on federal funding, the Surface Transportation Act, the Six-Year Highway Improvement Program priorities and regional priorities for LRT funding. The Metro Council will adopt the recommended action or refer it back to JPACT with a recommendation for amendment.

g. To review and comment on the RTP and TIP for the Clark County portion of the metropolitan area and include in the RTP and TIP for the Oregon urbanized portion of the metropolitan area a description of issues of bi-state significance and how they are being addressed.

h. To review and comment, as needed, on the regional components of local comprehensive plans, public facility plans and transportation plans and programs of ODOT, Tri-Met and the local jurisdictions.

**ARTICLE IV  
COMMITTEE MEMBERSHIP**

Section 1. Membership

a. The Committee will be made up of representatives of the following jurisdictions and agencies:

City of Portland . . . . .	1
Multnomah County . . . . .	1
Washington County . . . . .	1
Clackamas County . . . . .	1
Cities of Multnomah County . . . . .	1
Cities of Washington County . . . . .	1
Cities of Clackamas County . . . . .	1
Oregon Department of Transportation . . . . .	1
Tri-Met . . . . .	1
Port of Portland . . . . .	1
Department of Environmental Quality . . . . .	1
Metropolitan Service District (Metro) . . . . .	3
State of Washington . . . . .	<u>3</u>

TOTAL 17

b. Alternates may be appointed to serve in the absence of the regular members.

c. Members and alternates will be individuals in a position to represent the policy interests of their jurisdiction.

Section 2. Appointment of Members and Alternates

a. Members and alternates from the City of Portland and the Counties of Multnomah, Washington and Clackamas will be elected officials from those jurisdictions and will be appointed by the chief elected official of the jurisdiction. The member and alternate will serve until removed by the appointing jurisdiction.

b. Members and alternates from the Cities of Multnomah, Washington and Clackamas Counties will be elected officials from the represented cities and will be appointed through the use of a mail ballot of all represented cities based upon a consensus field of candidates developed through a forum convened by the largest city being represented. The member and alternate will be from different jurisdictions. The member and alternate will serve for two-year terms. In the event the member's position is vacated, the alternate will automatically become member and complete the original term of office. The member and alternate will periodically consult with the appropriate transportation coordinating committees for their area.

c. Members and alternates from the two statewide agencies (Oregon Department of Environmental Quality and Oregon Department of Transportation) will be a principal staff representative of the agency and will be appointed by the director of the agency. The member and alternate will serve until removed by the appointing agency.

d. Members and alternates from the two tri-county agencies (Tri-Met and the Port of Portland) will be appointed by the chief board member of the agency. The member and alternate will serve until removed by the appointing agency.

e. Members and alternate from the Metropolitan Service District will be elected officials and will be appointed by the Presiding Officer of the Metro Council in consultation with the Metro Executive Officer and will represent a broad cross-section of geographic areas. The members and alternate will serve until removed by the Presiding Officer of the Metro Council.

f. Members and alternate from the State of Washington will be either elected officials or principal staff representatives from Clark County, the cities of Clark County, the Washington Department of Transportation or C-TRAN. The members will be appointed by the Clark County Intergovernmental Resource Center and will serve until removed by the appointing agency.

#### ARTICLE V MEETINGS, CONDUCT OF MEETINGS, QUORUM

a. Regular meetings of the Committee will be held monthly at a time and place established by the chairperson. Special meetings may be called by the chairperson or a majority of the membership.

b. A majority of the voting members (or designated alternates) of the full Committee shall constitute a quorum for the conduct of business. The act of a majority of those present at meetings at which a quorum is present shall be the act of the Committee.

c. Subcommittees to develop recommendations for JPACT can be appointed by the Chair. The Chair will consult on subcommittee membership and charge with the full membership at a regularly scheduled meeting. Subcommittee members can include JPACT members, JPACT alternates and/or outside experts.

d. All meetings shall be conducted in accordance with Robert's Rules of Order, Newly Revised.

e. The Committee may establish other rules of procedure as deemed necessary for the conduct of business.

f. Each member shall be entitled to one (1) vote on all issues presented at regular and special meetings of the Committee. In the absence of the member, the alternate shall be entitled to one (1) vote. The chairperson shall vote only in case of a tie.

g. Unexcused absence from regularly scheduled meetings for three (3) consecutive months shall require the chairperson to notify the appointing agency with a request for remedial action. In the case of the representative for the "cities" of Multnomah, Washington and Clackamas Counties, the chairperson will contact the largest city being represented to convene a forum of represented cities to take remedial action.

h. The Committee shall make its reports and findings public and available to the Metro Council.

i. Metro shall provide staff, as necessary, to record the actions of the Committee and to handle Committee business, correspondence and public information.

#### **ARTICLE VI OFFICERS AND DUTIES**

a. The chairperson and vice-chairperson of the Committee shall be designated by the Metro Presiding Officer.

b. The chairperson shall preside at all meetings he/she attends and shall be responsible for the expeditious conduct of the Committee's business.

c. In the absence of the chairperson, the vice-chairperson shall assume the duties of the chairperson.

#### **ARTICLE VII RECOGNITION OF TPAC**

a. The Committee will take into consideration the alternatives and recommendations of the Transportation Policy Alternatives Committee (TPAC) in the conduct of its business.

#### **ARTICLE VIII AMENDMENTS**

a. These bylaws may be amended or repealed only by a two-thirds vote of the full membership of the Committee and a two-thirds vote of the Metro Council.

JPACT BYLAWS

- PROPOSED AMENDMENT #1 -

Article IV - Committee Membership

Section 1. Membership

City of Gresham . . . . . 1

Total 18

Section 2. Appointment of Members and Alternates

c. Member(s) and alternate(s) from all Oregon cities with population in excess of 60,000 will be elected officials from those jurisdictions and will be appointed by the chief elected official of the jurisdiction. The member(s) and alternate(s) will serve until removed by the appointing jurisdiction.

## JPACT BYLAWS

- PROPOSED AMENDMENT #2 -  
(in lieu of Amendment #1)

### Article IV - Committee Membership

#### Section 2. Appointment of Members and Alternates

b. Members and alternates from the Cities of Multnomah, Washington and Clackamas Counties will be elected officials from the represented cities and will be appointed through the use of a mail ballot of all represented cities based upon a consensus field of candidates developed through a forum convened by the largest city being represented. The member and alternate will be from different jurisdictions, one of which will be from the city of largest population (after the City of Portland). The member and alternate will serve for two-year terms. In the event the member's position is vacated, the alternate will automatically become member and complete the original term of office. The member and alternate will periodically consult with the appropriate transportation coordinating committees for their area.



JPACT BYLAWS

- PROPOSED AMENDMENT #3 -

Article VIII - Amendments

a. These bylaws may be amended or repealed only by a [two-thirds] majority vote of the full membership of the Committee and a [two-thirds] majority vote of the Metro Council.

90-1189.RES  
12-11-89

JPACT BYLAWS

- PROPOSED AMENDMENT #4 -  
Submitted by Clifford Clark

Article V - Meetings, Conduct of Meetings, Quorum

a. Regular meetings of the Committee will be held monthly at a time and place established by the chairperson. Special meetings may be called by the chairperson or a majority of the membership. No special meeting may be held without five working days' notice to members and alternates.

b. A majority of the voting members (or designated alternates) of the full Committee shall constitute a quorum for the conduct of business. The act of a majority of those present at meetings at which a quorum is present shall be the act of the Committee, except for amendments to these bylaws.

c. Subcommittees to develop recommendations for JPACT can be appointed by the Chair. The Chair will consult on subcommittee membership and charge with the full membership at a regularly scheduled meeting. Subcommittee members can include JPACT members, JPACT alternates and/or outside experts. JPACT members shall hold a majority of the seats on any subcommittee.

PROPOSED AMENDMENT #5

JPACT BYLAWS

Article IV - Committee Membership

Section 2. Appointment of Members and Alternates

f. Members and alternate from the State of Washington will be either elected officials or principal staff representatives from Clark County, ~~the cities of Clark County~~ the city of Vancouver, the Washington Department of Transportation, ~~or~~ and C-TRAN. The members will be appointed by ~~the Clark County Intergovernmental Resource Center~~ Clark County, the city of Vancouver, the Washington Department of Transportation and C-Tran and will serve until removed by the appointing agencies. The three Washington members will be selected by the IRC Transportation Policy Committee.

CONSIDERATION OF RESOLUTION NO. 90-1218 FOR THE PURPOSE OF AMENDING THE REGION'S PRIORITY HIGHWAY IMPROVEMENTS FOR INCLUSION IN THE 1991-1996 ODOT SIX-YEAR HIGHWAY PROGRAM

Date: January 31, 1990

Presented by: Andrew C. Cotugno

PROPOSED ACTION

This resolution will amend Resolution No. 89-1134A which adopted the region's priorities for inclusion in the ODOT Six-Year Program update as follows:

- In accordance with the resolution reconfirming the priority of those projects currently committed for funding in the Six-Year Program, the Terwilliger Bridge replacement is recognized as one such project.

FACTUAL BACKGROUND AND ANALYSIS

Since adoption of Resolution No. 89-1134A, the following two items have been requested by Portland and Multnomah County:

1. Terwilliger Bridge -- Replacement of the Terwilliger Bridge over I-5 is proposed due to the structural deficiency of this bridge as well as the need to redesign it in accordance with the scheduled interchange upgrade on I-5 at Terwilliger and Barbur. The project was previously included as a regional priority and committed for funding by ODOT using federal bridge replacement (HBR) funding. When HBR funds dried up, ODOT gave a preliminary indication that Interstate-4R funding would be used instead due to the integral nature of the new bridge with the upgraded interchange. This funding commitment has not as yet been made by ODOT. This resolution requests that ODOT include this project in their next update.
2. Sandy Boulevard, east of I-205 -- There have been recent requests by the business community along Sandy Boulevard to program improvements to handle recent and expected growth in the area. In response, ODOT has completed a traffic study and identified which improvements are needed now, within a 5-10 year timeframe and in the long range. Based upon the ranking criteria used for the other Six-Year Program priorities, the following phases of improvement ranked as follows (see Attachment A):

I-205 - 102nd	11 points
102nd - 112th	10 points
112th - 181st	12 points
181st - 207th	11 points

In Resolution No. 89-1134A, the minimum score required for inclusion was 15 which is not met by any of these projects. As such, they are not recommended as regional priorities at this time. In addition, Sandy Boulevard is one of many ODOT arterials in the Portland metro area that ODOT has indicated is not of statewide significance and, therefore, they are seeking to transfer jurisdiction to Portland and Multnomah County. In order to gain a commitment from ODOT to fund these improvements, it will likely be necessary for the local jurisdictions and property owners to develop a cost-sharing proposal that shares the financial burden.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 90-1218.

ACC:mk

Attachment

Attachment A

Project Rankings for the 1991-1996 Six-Year Program Update

Facility	Project Limits	Project Description	1987 V/C	Rating (Points)	1985-88 Accident Rate	Rating (Points)	1987 VHD	Rating (Points)	1998 V/C	Rating (Points)	1998 VHD	Rating (Points)	1998 V/C > .9	Recent Development	Rating (Points)	Est. Cost	2005 VMT/Yr	Cost per 2005 VMT	Rating (Points)	Total (Points)
(U.S. 30) Sandy Boulevard	1-205 - 102nd	Ramp Improvement None	.708	Low (1 pt.)	94%	Low (1 pt.)	.04	Low (1 pt.)	.997	High (3 pts.)	4.51	Low (1 pt.)	Yes	Yes	High (3 pts.)	—	3,701.9		Low (1 pt.)	11
(U.S. 30) Sandy Boulevard	102nd - 112th	Widen to 5 Lanes	.477	Low (1 pt.)	129%	High (3 pts.)	0.	Low (1 pt.)	.681	Low (1 pt.)	0.	Low (1 pt.)	No	Yes	Med. (2 pts.)	—	2,443.4		Low (1 pt.)	10
(U.S. 30) Sandy Boulevard	112th - 181st	Widen to 5 Lanes	.793	Low (1 pt.)	44%	Low (1 pt.)	2.67	Low (1 pt.)	.998	High (3 pts.)	15.07	Med. (2 pts.)	Yes	Yes	High (3 pts.)	—	24,494.7		Low (1 pt.)	12
(U.S. 30) Sandy Boulevard	181st - 1-84 Ramps	Widen to 5 Lanes	.719	Low (1 pt.)	62%	Low (1 pt.)	.14	Low (1 pt.)	.999	High (3 pts.)	11.07	Low (1 pt.)	Yes	Yes	High (3 pts.)	—	7,066.9		Low (1 pt.)	11
Terwilliger	Overcrossing (Terwilliger Bridge)	Reconstruction Improve Access to I-5	1.028	High (3 pts.)	197%	High (3 pts.)	.89	Low (1 pt.)	1.032	High (3 pts.)	.91	Low (1 pt.)	Yes	No	Med. (2 pts.)	\$5.9 m.	916.9	6,434.73	Low (1 pt.)	14

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AMENDING THE ) RESOLUTION NO. 90-1218  
REGION'S PRIORITY HIGHWAY IMPROVE- ) Introduced by  
MENTS FOR INCLUSION IN THE 1991-1996 ) Tanya Collier,  
ODOT SIX-YEAR HIGHWAY PROGRAM ) Presiding Officer

WHEREAS, Metro Resolution No. 89-1134A established the region's priorities for inclusion of projects in the 1991-1996 ODOT Six-Year Program update; and

WHEREAS, Additional requests relating to the Terwilliger Bridge have been submitted by Portland and Multnomah County; and

WHEREAS, The Terwilliger Bridge was previously identified as a regional priority and included in the previous Six-Year Program; now, therefore,

BE IT RESOLVED:

1. That the Council of the Metropolitan Service District reconfirms the Terwilliger Bridge as a previous regional priority commitment.
2. The staff is directed to forward this priority in testimony during the appropriate hearings on the Six-Year Program update by ODOT.
3. That this action is consistent with the Regional Transportation Plan.

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

Tanya Collier, Presiding Officer



**METRO**

# Memorandum

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

Date: January 29, 1990

To: JPACT

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

Re: Surface Transportation Act Update

Attached is a set of draft JPACT principles for the next Surface Transportation Act Update. This is intended to serve as a means of reaching consensus on the region's priorities for the update for purposes of coordinating our legislative efforts in Washington, D.C. on this matter.

ACC:lmk

Attachment



Surface Transportation Act Update  
JPACT Policy Position

Major Principles

1. The Federal Government has a role in serving interstate, urban and rural transportation needs and federal involvement should be retained and enhanced.
2. The Federal Government should meet its full responsibility for interstate rehabilitation and modernization.
3. Addressing urban mobility and congestion is a national problem affecting national economic vitality and international competitiveness. Federal support for a comprehensive approach to addressing the urban mobility problem through the most cost-effective local improvement program of highways, transit and arterials should be adopted.
4. The gas tax commitment to the federal transit program should be significantly increased, especially for New Rail Starts.
5. General Fund support for Section 9 and Section 18 routine capital and operating assistance programs should be continued.
6. Incentives should be included for effective comprehensive land use planning.

Other Issues

1. There should be no federal restrictions on each state's ability to levy weight-mile taxes on trucks.
2. Federal funding programs, match ratios and requirements should support implementation of the most cost-effective solution and not create an artificial bias for freeway improvements vs. arterials vs. bus service vs. rail.
3. Aging of the American population creates a greater federal emphasis for elderly and disabled transportation.
4. Oregon should continue to have access to a discretionary bridge replacement and rehabilitation program.
5. Parking subsidies from employers as a tax deductible item should be treated equal to transit subsidies.
6. The "one-corridor-at-a-time" rule for New Rail Starts should be improved and rationalized to be responsive to the full spectrum of costs and benefits. More appropriate cost-effectiveness standards should be established.

Surface Transportation Act Update  
JPACT Policy Position

Major Principles

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2. The Federal Government should meet its full responsibility for interstate rehabilitation and modernization.
3. Addressing urban mobility and congestion is a national problem affecting national economic vitality and international competitiveness. Federal support for a comprehensive approach to addressing the urban mobility problem through the most cost-effective local improvement program of highways, transit and arterials should be adopted.
4. The federal commitment to the transit program should be significantly increased, especially for New Rail Starts. In addition, the Section 9 and Section 18 routine capital and operating assistance programs should be at least continued or expanded.
5. Incentives should be included for effective comprehensive land use planning.

Other Issues

1. Federal funding programs, match ratios and requirements should support implementation of the most cost-effective solution and not create an artificial bias for freeway improvements vs. arterials vs. bus service vs. rail.
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5. Parking subsidies from employers as a tax deductible item should be treated equal to transit subsidies.
6. Each state should have the ability to levy taxes on trucks.

# BALLOT MEASURE 1

## FACT SHEET

Ballot Measure 1 amends Oregon's Constitution to provide local voter control over how local vehicle revenues can be used to meet local transportation needs. Public concern is mounting regarding how to maintain Oregon's quality of life as the state's population grows. How local transportation needs will be met is a particular concern. Ballot Measure 1 provides local voters a tool to meet this challenge.

Current state law already permits a local vehicle fee. Unfortunately, because of the way Oregon's Constitution is written, local voters are not provided the opportunity to decide what type of transportation program best meets their local needs. The Oregon Constitution limits the option of using local vehicle fees to road improvements only. As a result, even if a community decides that the best use of their local vehicle revenue is a transportation program that combines road and transit improvements, the Constitution would not allow a local vote on this program.

The State Legislature proposed this amendment to Oregon's Constitution to provide a complete scope of local voter control. The amendment grants local voters the right to decide the type of transportation program on which its local vehicle revenues can be spent.

Ballot Measure 1 will not add any new vehicle fees. It simply removes the constitutional restriction which prohibits local voters from determining the use of their local vehicle fees.

# TRANSIT 2000

## *Executive Summary*

### *of the American Public Transit Association's Transit 2000 Task Force Final Report*

**N**o threat to the quality of life in our communities is greater than the continuing decline of mobility. Explosive growth in travel demand, inattention to transportation investment needs, the harmful consequences of land use decisions, and our insatiable appetite for automobile use are overwhelming our transportation systems and facilities. In turn, the increasing inability of those transportation systems to handle the efficient movement of people and goods undermines our regional economies, weakens our international economic competitiveness, and dramatically diminishes the quality of our environment.

In the face of these challenges, we are afforded a rare opportunity to fashion a new generation of national transportation policies, as current federal programs expire and new national leadership embarks on an effort to formulate new policies to guide future transportation investment in America.

In response to these challenges and opportunities, the APTA Transit 2000 Task Force

was formed in 1987 to explore how we can create more productive and liveable communities, and to outline the major contribution that public transportation can make in that effort. The Task Force believes that the fundamental principles and program recommendations that are highlighted here reflect the kind of perspective that must govern transportation policy if we are to move wisely into the twenty-first century.

The conclusions of the Task Force, which are drawn from the 1989 Final Report, center on the need to:

- more closely integrate transportation and other national goals and policies;
- provide viable options to dependence on the auto;
- retool and redirect federal transportation programs to reflect the above; and,
- increase investment in the nation's transportation systems and services.

The recommendations also serve to strongly reinforce the growing importance of public transportation in the years ahead.



# THE FORCES

In communities across the country, we currently are faced with a daunting array of troubling conditions that are growing to crisis proportions. Our shared experience now includes:

- Intolerable and costly congestion on urban and suburban roads with too many vehicles seeking to use limited roadway facilities;
- Increasing isolation of rural residents, the poor, the elderly, those with disabilities, and willing workers from job opportunities;
- Poisoned air that already threatens the health of nearly 150 million Americans;
- Mounting dependence on foreign oil that has become a threat to national security and a major factor in the nation's trade deficit;
- Sluggish rural economic growth due, in part, to inadequate transportation services and facilities;
- Burgeoning urban and suburban development that has overwhelmed our ability to provide public facilities and services; and,
- Failure of our existing infrastructure, resulting from 20 years of chronic under-investment.

These conditions exist, in part, because our existing national transportation policies and programs are increasingly ineffective in meeting current and emerging needs. Current programs promote separation in the planning and funding of different facilities and they are largely

unresponsive to the broader consequences of transportation investment decisions. The inflexible, categorical nature of existing programs limits how we deploy available resources and decreases the cost-effectiveness and efficiency of our investments. We remain bound by a traditional preoccupation with accommodating *vehicles* and an inattention to accommodating *people*. Finally, existing programs have become ineffective due to the lack of adequate funds, generally, and insufficient support for public transportation, specifically.

Our success as a nation in accommodating future demand for travel and mobility will determine whether we can arrest the problems that confront us or whether they will further diminish our national welfare.

In the next 32 years, by conservative estimates, the nation will experience the same increase in total travel that we have experienced in the last 32 years. If we attempt to cope with future growth in travel demand as we have in the past, through overwhelming reliance on single-occupancy, personal vehicles, the crises noted above will accelerate, further undercutting economic growth and our competitiveness as a nation, and degrading the quality of life for millions.

To avoid this prospect we must begin immediately to seek wiser ways to meet tomorrow's mobility needs. If we are successful, our transportation decisions can be decisive in taming the forces that threaten to immobilize us.

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"Greater use of mass transit will in turn increase the capacity of our existing roads." — *Rep. Roger Roy, Chairman, Transportation Committee, State House of Representatives, Dover, Delaware*

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"... if the largest single source of air pollution in this country is vehicle emissions, does it make any sense to design a federal clean air policy with no effort to entice people out of their cars ... ?"

— *David R. Boldt, Editorial Page Editor, The Philadelphia Enquirer*

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"In the United States alone, we could save 33 million gallons of gasoline each day and significantly reduce car air pollution if the average commuter passenger load were increased by one person." — *Andrew Kimbrell, Environmental Law Attorney, Foundation on Economic Trends, Policy Director, Greenhouse Crisis Foundation*

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# NATIONAL POLICY DIRECTIONS

The initial goals of our past surface transportation programs have been met largely with the completion of the Interstate Highway System and the successful transition of our urban transit systems into mature public services. The problems we confront as a nation and the varying mix of circumstances that arise locally require that we adopt a new perspective and new transportation goals at the national level. New national policy must direct us to invest in mobility rather than in modes, and to use our transportation investments to better serve other critical national goals.

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"The availability of the labor force is directly tied to the quality of our transportation systems. Economic development will grind to a halt and our urban areas will decay if we fail to connect workers with work." — *Gilbert Wertzell, Executive Director, Greater Philadelphia Economic Development Coalition*

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"The economic benefits [of transit] will be in less road construction and maintenance, less work time lost to commutes, less destruction from acid rain, and reduced health care costs." — *Carolyn Bovat, American Lung Association of California*

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## Enhanced Mobility

Enhanced mobility in the movement of people and goods is the fundamental goal to be served by a new generation of national transportation policies and programs.

One of the basic tenets of a new national policy aimed at enhancing mobility must be a commitment to reducing growth in vehicle-miles-traveled ("VMT") and meeting passenger travel demands without necessarily accepting continued, unrestrained growth in vehicle traffic.

The distinction between meeting the needs of passengers vs. accommodating ever-increasing numbers of vehicles is fundamental. We have a diminishing supply of roadway capacity and limited ability, resources, and will to expand our highway network aggressively. Added to this scenario is an increasingly harmful set of consequences associated with our dependence on single-occupancy vehicles.

With mobility as our basic goal, national policies and programs should result in a wider array of transportation options tailored to specific markets and designed to dampen growth in vehicle-miles of travel, and increase availability and use of transit and other forms of high-occupancy, shared-ride services.

National policy must be directed to making substantial progress in these terms, in order to better serve our mobility goals.

## Integrating Transportation and Other National Goals

Problems of congestion, air quality, energy dependence, declining competitiveness of business and industry, declining rural economic well-being, and isolation of increasing numbers of our people traditionally have been addressed by national policy as independent problems. In fact, they are closely related, and nowhere is this relationship stronger than through the linkage provided by our transportation policies and investments.

One of the foremost challenges we face is to provide for our growing transportation needs in closer coordination with efforts to achieve other major national goals. Transportation investment decisions and the products of our transportation planning must be viewed directly as tools to *increase* economic growth, *clean* our air, *conserve* our energy resources, as well as *improve* mobility. Transportation investments that waste energy, foul our air, dissipate the economic strength, and unravel the social fabric of our communities must be challenged and rejected.

Our success in crafting a new generation of national transportation policies and programs will depend on how skillfully and at what pace we embrace mobility as a goal, and link transportation and other national policies and actions.

# WHAT PUBLIC TRANSIT CAN DELIVER

## **Congestion Relief**

Every bus full of passengers at rush hour removes 40 cars from traffic; every full rail car removes 75-125 cars from traffic; every van full of passengers removes 13 from traffic.

## **Reduced Highway Cost**

One high-occupancy vehicle lane carries the same amount of people as three regular highway lanes.

Major highways can cost \$100-120 million per mile; busways can be built for \$4-12 million per mile; light rail for \$10-20 million per mile and heavy rail for costs comparable or lower than major highways.

## **Energy Conservation**

A savings of ten to 15 gallons of gasoline is realized every time 40 single-passenger-car drivers take a 10-mile trip to work on the bus.

30-40 million gallons of gasoline would be saved each day if average commuter-vehicle-occupancies were increased from 1.1 passengers per vehicle to 2.1 passengers per vehicle.

## **Air Quality**

When one commuter leaves the car behind and uses transit to travel to and from work for one year, the health of millions of Americans can be improved through the removal of nine pounds of hydrocarbons, 63 pounds of carbon monoxide, five pounds of nitrogen oxides and one pound of particulates, annually.

## **Safety**

The highway death toll—46,644 in 1988—can be reduced, along with 1.8 million annual auto-related injuries.

## **Economic Growth**

Every \$10 million in transit capital investment supports 770 jobs; every \$10 million in transit operating investment supports 960 jobs.

Every \$10 million in transit capital investment produces \$33 million in business revenues.

Every \$10 million in transit operating investment produces \$30 million in business revenues.

# THE FUTURE MISSION AND ROLE OF PUBLIC TRANSPORTATION

The mission of public transportation in the years ahead must parallel closely new national goals and policy directions. Public transportation must serve to enhance mobility and, in the process contribute in a major way to the solution of problems that threaten our economy and quality of life.

In pursuing this mission, transit agencies and professionals will be faced with new and difficult challenges that will require often significant adaptations. The most important adaptations involve broadening the definition of public transit, diversifying services, and shouldering a clear responsibility to manage mobility.

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"Viewed from a state's perspective, it is unacceptable that the federal government should, on one hand, insist upon stringent clean air standards for urban and suburban areas while, on the other hand, reduce its commitment to mass transit."

—Robert A. Innocenzi, Acting Commissioner, New Jersey Department of Transportation

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"Massive highway construction will not ease traffic congestion — but only spread sprawl and congestion to new areas, and increase time lost in congestion, fuel consumption, and smog."

—Dr. John Holtzclaw, Sierra Club

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## Diversification of Services

To promote enhanced mobility through increased transit use, the conventional definition of transit must be broadened to include a wider range of services tailored to particular markets and drawing on the full range of available resources. High-occupancy, shared-ride services of all types must be incorporated into our concept of public transportation and encouraged, coordinated, and supported through a new federal program.

## Managing Mobility: Transit as a Catalyst

Transit agencies and professionals also must act aggressively as catalysts in the community and play a broader role as managers of mobility. This responsibility requires actions beyond the direct operation and management of on-street services. Coordinating, advising, and promoting better management of the supply of and the demand for transportation services are all part of this larger responsibility, including active participation in economic development and land use decisions.

Expanding and diversifying public transit and formalizing the responsibility for managing mobility must be basic strategies for the industry and national policy in the years ahead.

## Measuring Success: A Two-Tiered Approach

Improved quality of service, increased performance and greater efficiency remain essential in the provision of transit services, and in the operation of our entire transportation system. The success and value of public transit, however, must be measured in broader terms through a new, two-tiered approach. At the national level, the focus should be directly on how well our transportation investments support achievement of major national goals. At the local level, direct attention must be paid to how those investments serve the unique and varied circumstances, goals, and priorities of the local communities and region. New national policies and programs must emphasize a more strategic view of what must be accomplished both nationally and locally, and provide a framework for measuring progress that is consistent with these broader views.



# TEN PRINCIPLES TO GUIDE NATIONAL

As an initial step in reformulating national transportation policy and recrafting federal transportation programs, consensus must be reached on basic principles. To pursue the policy directions high-

lighted on page 3, the following 10 principles should be used to guide reformulation of the nation's surface transportation programs.

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**1. The federal surface transportation program should be restructured substantially in order to address more intelligently the mobility needs of the nation and ensure progress in meeting other national goals.**

*Rationale:* Current highway and transit programs do not have the necessary responsiveness nor the flexibility to address current and emerging needs and problems; substantial restructuring makes sense only if done in combination with the addition of significantly increased federal resources.

**2. The concept of transit should be broadened to encompass and promote increased availability and use of transit and other high-occupancy, shared-ride services in order to better serve diverse travel needs, and to reduce growth in vehicle-miles of travel while accommodating increased passenger-miles of travel.**

*Rationale:* Federal goals must be stated clearly. Doing so invites closer linkage between mobility goals and broader national goals, it broadens the transit constituency, promotes investment in new mobility strategies and a broader range of services, and promotes relaxation of existing program restrictions. Each step, in turn, increases the attention paid to serving people rather than vehicles.

**3. Existing regional decision-making authority over the use of federal transportation funds should be enhanced and strengthened.**

*Rationale:* The local ability to assess needs, set priorities, and deploy resources in a regional context must be strengthened to better serve transportation and other major national and regional goals.

**4. Greater flexibility should be allowed in the use of federal funds and a stronger multi-modal approach to planning, funding, and decision-making must be established.**

*Rationale:* Better integration of transportation decisions, planning, and funding is necessary to make appropriate trade-offs between multiple goals and objectives on the local and regional level, to make more cost effective use of resources, and to reduce federal micro-management of resource decisions and administrative actions that restrict our ability to respond to emerging needs and problems.

# TRANSPORTATION POLICY AND PROGRAMS

**5. The reliability and predictability of federal funding must be improved through increased reliance on formula allocation, increased reliance on dedicated funding at the federal level, and expanded use of multi-year federal funding commitments.**

*Rationale:* Recipients of federal funds must be able to project and depend on stable sources of support in order to design and carry out multi-year projects and programs; annual uncertainty and delays in establishing the level of federal support for transit and highways must be eliminated.

**6. The costs associated with mandated federal actions and the substantial contribution of public transportation to the achievement of other major national goals provides justification for continuing federal support from all sources.**

*Rationale:* The costs of measures required by federal law or policy are substantial and increasing; all sources of support for transit investment should be brought to bear in the years ahead; the linkage of mobility goals to other federal goals is made stronger by the commitment of both dedicated and general funds to support mandated actions.

**7. Substantial additional federal funding should be provided for public transportation to fully carry out the goal of significantly increasing the provision and use of high-occupancy, shared-ride services.**

*Rationale:* Federal transit funding has been reduced 50% in the last eight years, in real terms; all indications are that historic disinvestment in transportation, the current condition of facilities, and future travel demands require a doubling of the total investment; the increase should be borne by all funding partners.

**8. An immediate gasoline tax/motor fuels tax increase should be enacted concurrent with reauthorization of the Surface Transportation Assistance Act, and federal motor fuel taxes should be made permanent to support needed transit and highway investment; full revenues from the tax should be committed annually.**

*Rationale:* Needs are immediate; the traditional source of transportation funding should continue to be the basic resource for increased investment; aggressive claims will be made by other interests on gasoline tax increases; and, action on federal revenue increases, including the gasoline tax likely will take place sooner rather than later.

**9. The federal tax code should be revised to promote private and non-federal investment in transit, and to eliminate the taxation of employer-transit subsidies and other disincentives to transit use.**

*Rationale:* Other federal policies should strongly support direct investment in and use of public transportation, rather than frustrate achievement of the goals that federal funding is intended to meet.

**10. Federal transportation policies and programs should require closer integration of transportation investments and land use decisions in order to provide an environment that is conducive to and encourages increased provision and use of high-occupancy, shared-ride services; other federal policies affecting transportation demand and investment should incorporate this same objective.**

*Rationale:* Unless development practices and policies at the local level are consistent and supportive with basic federal transportation goals, the effectiveness of federal investment will be diminished greatly along with the opportunity to advance other national goals. Federal attention to how land uses and development are arrayed across the landscape is necessary to reinforce these linkages.

# ELEMENTS OF A NEW NATIONAL SURFACE TRANSPORTATION PROGRAM

A new national surface transportation program to support transit and highway investment in the decades ahead must deliver resources more effectively and directly to both our metropolitan and rural regions. Outlined at right and on the following three pages are specific program proposals that can achieve this objective.

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**"Dollars put into transit infrastructure create growth and wealth. On the other hand, failure to invest will lead to non-competitiveness at home and in world markets."—Roger Tauss, Transport Workers Union, Philadelphia**

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**"Mobility and productivity are synonymous."—John A. Miller, Chairman and CEO, Provident Mutual Life Insurance Company, Philadelphia**

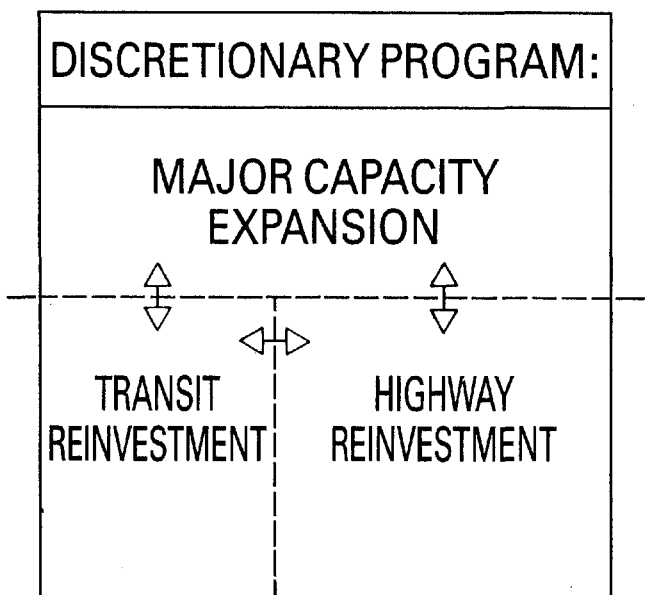
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## The Metropolitan Program

A new Metropolitan Transportation Program at the federal level is proposed to support transit and highway investments in the nation's urbanized areas of greater than 50,000 population. The Metropolitan Program is composed of four elements:

1. A federal source of formula funds for major expansion of either transit or highway capacity, giving local officials the flexibility to decide what mix of projects and investments best suit the local need to expand capacity;
2. A formula program to support continuing reinvestment in existing public transit systems and services;
3. A formula program to support continuing reinvestment in our highway system; and
4. A federal discretionary program targeting federal investment to major capital projects, either transit or highways.

A specific metropolitan focus has become essential and the federal-local relationship in meeting emerging needs must be strengthened. At the metropolitan level the complex interrelated issues of central city and urban-suburban development and travel can be attacked comprehensively, and the full spectrum of regional economic, social, and environmental relationships can be brought most effectively into balance. Also, at the metropolitan level we have the greatest breadth of data and information with which to shape our strategies and gauge our success.



**Targeting Modal Reinvestment**—The federal program must provide resources specifically targeted for critical maintenance and reinvestment. In doing so, it is appropriate to continue to allocate funds directly by mode.

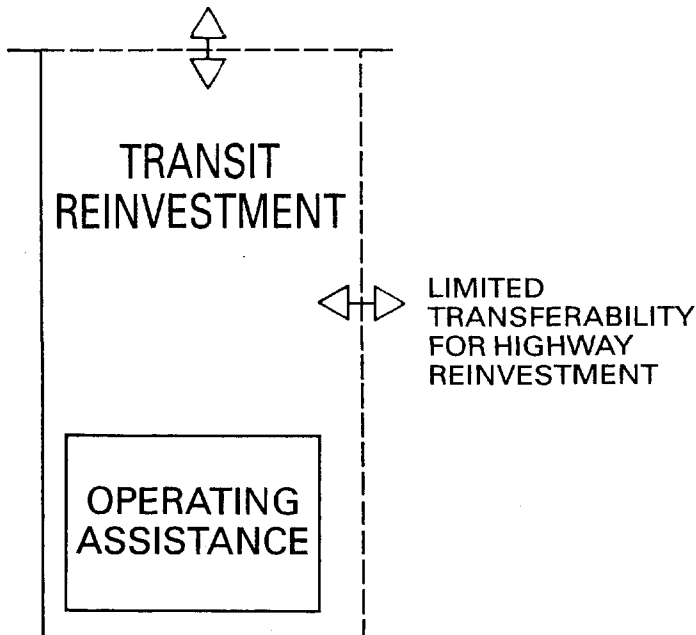
Providing separate transit and highway reinvestment funding recognizes that one of the most profound problems facing our nation's transportation system is the degree of deterioration that has been allowed to take place. Very simply, we are failing to adequately maintain our current systems and facilities. The backlog of investment requirements for maintenance and upkeep is both staggering and mounting.

As importantly, both transit and highway reinvestment needs are easily measured, have high public visibility, and have far-reaching consequences if not aggressively addressed.

The proposed Metropolitan Program, therefore, includes separate program elements to provide federal funds specifically for both transit and highway reinvestment.

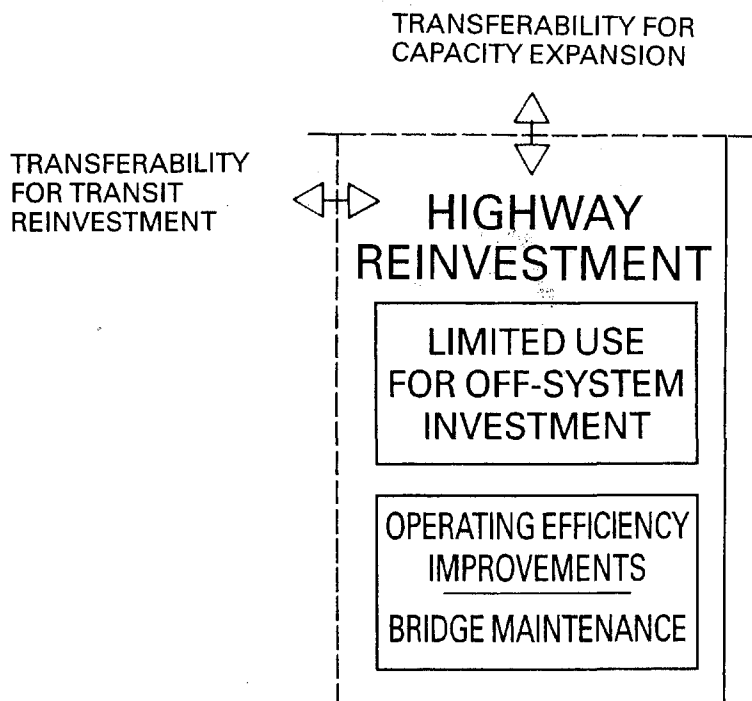
The major features of each of the four major components of the metropolitan program are described in the accompanying figures.

**LIMITED TRANSFERABILITY FOR CAPACITY EXPANSION**



- DEFINE TRANSIT MAINTENANCE AND REINVESTMENT TO INCLUDE:
  - Capital investment needed to replace and rehabilitate current equipment and facilities
  - Capital investment necessary to retain current market share
  - Transit operating support

- DELIVER FEDERAL FUNDS FOR TRANSIT MAINTENANCE AND REINVESTMENT TO CURRENT "DESIGNATED RECIPIENTS"
- USE OF EXISTING ALLOCATION FORMULA (population and service factors)
- ALLOWANCE FOR LIMITED TRANSFERABILITY OF FUNDS FOR SELECTED HIGHWAY REINVESTMENT PROJECTS AND CAPACITY EXPANSION
- ELIMINATE CAPITAL/OPERATING DISTINCTION FOR SMALL- AND MEDIUM-SIZE URBANIZED AREAS



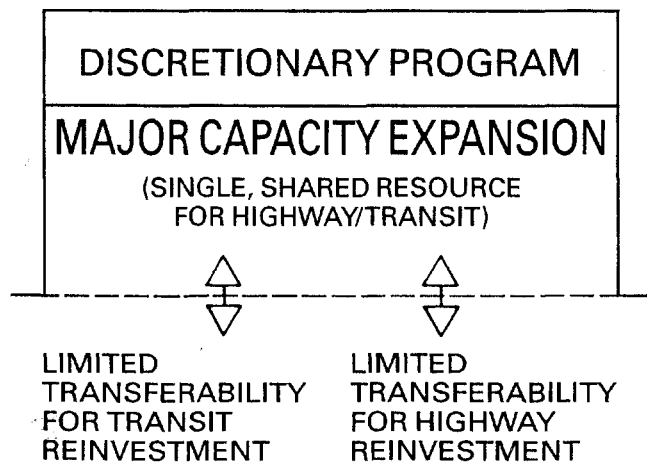
- DEFINE HIGHWAY MAINTENANCE AND REINVESTMENT TO INCLUDE:
  - All investments on a designated metropolitan system, including Interstate highways, short of added lanes
  - Investment to improve operating efficiency, and bridge maintenance on a metropolitan system
- DELIVER FEDERAL FUNDS FOR HIGHWAY MAINTENANCE AND REINVESTMENT TO STATES WITH DIRECT PASS-THROUGH TO METROPOLITAN AREAS
- USE EXISTING FEDERAL AID URBAN SYSTEM FORMULA
- METROPOLITAN RECIPIENT TO BE AGENCY RESPONSIBLE FOR CAPITAL PROGRAMMING
- ALLOW TRANSFERABILITY FOR:
  - Limited transit-related improvements
  - Limited priority highway improvements off the designated system

**Expanding Capacity**—In addition to funds provided specifically for reinvestment, the proposed Metropolitan Program includes a separate source of funds to directly support major capacity expansion on metropolitan systems. Unlike metropolitan funds provided for reinvestment, federal funds for capacity expansion would be available to the metropolitan area as a shared or pooled resource, for use without regard to mode.

The single, multi-modal source of funds for major capacity expansion is intended to encourage stronger integration of transit and highway planning, to promote more rational trade-offs between various types of investments, and to encourage more highly integrated multi-modal project design.

Long-deferred reinvestment needs cannot be pursued to the exclusion of efforts to expand both transit and highway capacity. Travel demands already are overwhelming our systems and will continue to increase in the years ahead. Additional passenger-carrying capacity will be essential to maintain a mobile America into the next century and beyond.

#### THE MAJOR CAPACITY EXPANSION AND DISCRETIONARY PROGRAMS



- COMBINED FEDERAL RESOURCE; NO DISTINCTION REGARDING MODES; ALLOW TRANSIT/HIGHWAY MIX OF CAPACITY EXPANSION INVESTMENTS/PROJECTS TO BE DETERMINED LOCALLY

- DEFINE MAJOR CAPACITY EXPANSION TO INCLUDE:
  - Transit new starts and extensions (rail, transitway, HOV, etc.)
  - Highway extension and expansion (i.e. added lanes, new facilities on new rights-of-way)

- FORMULA DISTRIBUTION BASED ON:
  - Need: Travel demand growth, using annual data in an easily auditable form, e.g. motor vehicle fuel sales federal gasoline tax revenues attributable motor vehicle registrations, etc.
  - Transit Use: Proportion, amount or increase in travel accommodated on transit and other forms of high-occupancy, shared-ride services, using annual data in an easily auditable form, e.g. ridership farebox revenue/base fare increase in average vehicle occupancy, etc.
  - Weight the transit use factor more heavily as the preferred outcome to be rewarded/encouraged
- FEDERAL DISCRETIONARY RESOURCE
  - Devoted to projects that serve directly to improve or address issues of national significance, e.g. congestion, safety, air quality, economic development, infrastructure, energy, etc.

**Federal Discretionary Investment**—The proposed Metropolitan Program is designed to function predominantly through a formula allocation of federal funds drawn from motor fuel and related federal user fees. For a variety of reasons, however, it will remain important to maintain a discretionary program at the federal level.

Federal discretionary funds should be available to support either reinvestment or capacity expansion projects. Federal discretionary funds should be directed to projects that cannot be accomplished with formula funding alone and which provide demonstrable, positive impacts in the solution of problems declared to be of national significance. Obvious examples include projects that reduce vehicle-miles of travel, provide congestion relief, reduce mobile source emissions, relieve safety hazards, directly spur economic development, expand service to the elderly, those with disabilities, or disadvantaged persons, or attract added sources of non-federal funds.

**Increased Flexibility**—One of the principle features of the Metropolitan Program is the greatly increased flexibility that is provided in the use of federal transportation funds. The added flexibility occurs at several levels within the program.

By eliminating most current federal categorical programs, existing constraints on the use of federal funds are relaxed considerably, creating a more responsive and effective federal program. In addition, the provision of a single, multi-modal source of funds for major capacity expansion greatly increases the variations in how federal funds can be deployed within the metropolitan region.

Increased flexibility also is provided by allowing a degree of transferability between funds specifically dedicated for reinvestment and funds provided for capacity expansion. In addition, a significant degree of flexibility is provided in the use of funds within each of the major program elements.

Finally, a continued federal discretionary program provides the flexibility needed to carry out major capital projects beyond the scope of formula programs.

## **A Rural Public Transportation Program**

The transportation needs of residents of small urban and rural areas across the country are as immediate and as compelling as those that confront the residents of our largest metropolitan areas.

While significant restructuring of the current federal transit program serving small urban and rural areas below 50,000 population may be necessary, there are some changes in federal policy that are evident today that will be essential in making the rural transit program more effective, and would allow for more efficient use of federal funds.

The most important change is an increase in the level of federal support. The federal small urban and rural transit assistance program could easily benefit from at least a doubling of federal investment.

In addition to increased direct federal investment, one of the most important actions that can be taken to increase the effectiveness of available funds is to streamline and coordinate the use of federal transportation funds with the massive amounts being spent through federal (and state and local) human services programs for transportation of specific client groups.

Updating national policy and programs directed at the mobility needs of small urban and rural residents must go hand-in-hand with enactment of a new metropolitan transportation program.

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**"We're coming up against the physical limits." . . . "The goal has got to be shifted away from moving vehicles to moving people." —Ross Sandler, NYC Transportation Commissioner—*New York Times*, July 17, 1988**

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**"If we allow urban and suburban congestion to squeeze the life out of America's cities, we cannot expect to have a healthy and internationally competitive economy." —Bruce T. McDowell, *Transportation Institutions in the Year 2020***

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**"The preservation of our existing network of commuter rail services is essential to our economic future. We must have a stable funding base for capital needs and operations." —Charles Seymour, Chairman, Jackson-Cross Company, Real Estate Development, Philadelphia**

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**"It is vital that the federal government continue its partnership with local, state, and private entities to ensure the mobility of our nation." —Jim Sims, Los Angeles County Transportation Commission**

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# TRANSPORTATION INVESTMENT REQUIREMENTS

The most important tool in addressing the goals and objectives of a new federal transportation program is the level of direct investment made in our systems and services—both transit and highways.

National policy must be focused on restoring the priority of transportation investment, nationwide. To do so, the federal government must re-establish its leadership role in providing increased investment in future years.

Today there is strong concensus and justification for the proposition that overall transportation investment should be increased substantially and that the share of the investment from federal sources should not be reduced from levels reflected in current federal policy.

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**"Our federal tax system promotes the use of the single-occupant vehicle as the best way to get to work. We are sending a mixed signal to commuters. The single-occupant vehicle is no longer the mode of choice." —Rep. Roger Roy, Chairman, Transportation Committee, State House of Representatives, Dover, Delaware**

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**"More, not less public money needs to be spent at the federal, state, and local levels for the improvement, maintenance, and expansion of mass transit . . . Mass transit is something positive government can do to protect air quality, conserve energy, promote desirable land use patterns, and provide access to jobs and convenient, safe travel. It's hard to think of a government spending program where so much bang can be gotten for the buck." —Joanne R. Denworth, Executive Director, Pennsylvania Environmental Council, Inc., Philadelphia**

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## FEDERAL INVESTMENT: THE METROPOLITAN PROGRAM

Transit 2000 estimates confirm the need to increase combined federal investment in transit and highways by 100% or more. Today U.S. Department of Transportation spending includes \$16.7 billion annually, \$3.2 billion for transit and \$13.5 billion for highways. The recommended Metropolitan Program calls for a total federal transportation investment of not less than \$25 billion per year and as much as \$34 billion, based on combined estimates of transit and highway needs.

### Transit Investment Requirements

As part of the Metropolitan Program, federal investment for public transportation should be increased to at least \$11 billion annually, including roughly \$5.7 billion for essential reinvestment and \$5.2 billion for capacity expansion.

This estimate has been derived from well-defined reinvestment requirements that reflect the mounting backlog of repair, replacement, and rehabilitation needs of our public transit systems.

Added to the essential reinvestment needs are the costs of expanding transit capacity to meet the goal of substantially increasing the use of transit and other forms of high-occupancy, shared-ride services. Capacity expansion needs have been estimated from analyses that generally target a level of transit use that is double or triple the current level. Increases of this order of magnitude or greater represent a reasonable goal for the nation and would, for instance, reflect a commitment to achieve per capita transit use at levels equal to those currently experienced in Canada.

The basic assumptions used in arriving at the transit investment requirements are conservative. They reflect:

- a commitment to reduce the current backlog of transit reinvestment requirements;
- a parallel commitment to reinvest adequately in our transit systems and facilities in the future to support a regular cycle of rehabilitation and replacement;
- pursuit of future per capita transit ridership goals that, at a minimum, double current levels;
- substantial increases in the proportion of transit trips on non-traditional, shared-ride types of services; and
- cost factors that reflect the current median costs of various service options.

A more ambitious set of ridership goals and cost estimates adjusted for future inflation would require a level of federal investment in transit significantly above the \$11 billion annual figure.

Even without a national commitment to increased transit ridership, however, the federal transit program must be increased from \$3.2 billion to a range of \$6 billion to \$8 billion per year. This *minimum* level of federal transit investment is necessary to meet the reinvestment requirements of existing systems and services, to continue major new projects that already are in the advanced stages of planning and development, and to fulfill new federal requirements and mandates in a host of areas. The \$6 billion to \$8 billion annual level of investment is necessary to restore recent declines in the purchasing power of federal assistance as a result of inflation and program reductions since 1981. In 1981, federal transit assistance totaled \$4.6 billion. Simply adjusting that level of support to 1989 dollars would require a minimum federal program of \$6.5 billion annually to meet a minimum combination of reinvestment and capacity expansion needs.

## Highway Investment Requirements

Depending on the assumptions used, figures compiled by the American Association of State Highway and Transportation Officials (AASHTO) indicate a need for federal highway reinvestment that ranges from over \$8 billion annually to nearly \$13 billion. Federal support for highway capacity expansion could require an additional \$10 billion per year if scenarios for 'fully improved service' on the nation's highways are to be pursued.

## FEDERAL INVESTMENT: THE RURAL TRANSIT PROGRAM

As indicated earlier, the need for public transportation services in our nation's small urban and rural areas far exceeds current resources. Federal assistance directly to rural public transit should be at least double the \$70 million to \$80 million now provided annually. In addition, the substantial amounts of transportation spending from federal human services programs should be combined more effectively with direct investment by the federal Department of Transportation.

The scope of our transportation needs is enormous. The consequences for the nation of not acting aggressively to meet them is increasingly serious. As a result, the federal government must be called on once again to take the lead role, not only in setting goals and establishing new policy direction, but in providing the necessary financial resources to spur overall transportation investment.

## NON-FEDERAL FINANCE

While increased direct federal transportation investment must be the centerpiece of a new national policy, overall transportation investment has been, and must remain, a partnership among federal, state, and local governments, the private sector, users, and others that benefit from enhanced mobility and high quality systems and services.

Direct federal investment in transit and highways must serve two purposes. First, it must directly underwrite major projects and improvements. As importantly, however, federal investment must serve as a catalyst to attract stable and reliable financial commitments from each of the other partners. The goal of bringing added non-federal resources to transportation should be a prominent part of new national policies and programs.

The most effective way to serve this goal is to incorporate into federal policy and programs a comprehensive series of fair and equitable incentives to attract greater state and local funding, increased financing from private sources, and increased financial participation by users and beneficiaries. As part of this effort, consideration should be given to new pricing mechanisms that recover more of the costs of services and facilities, particularly for automobile and highway use, and federal allocation mechanisms that reward increased investment without placing at a disadvantage communities that may be struggling economically.

In addition to the provision of more effective financing incentives, an effort must be made to remove the current disincentives to increased transportation investment that exist in federal policy. Transit agencies, for instance, must be allowed, encouraged, and rewarded for seeking increased revenues from non-traditional sources, including new types of services, real estate and development activities, etc.

Our future transportation needs—both transit and highways—require a comprehensive financial strategy guided and underwritten by the federal government.



# ACTIONS AND POLICIES TO SUPPORT NATIONAL GOALS AND INCREASED TRANSPORTATION INVESTMENT

It is increasingly important to ensure that our transportation investments are supported strongly by other public policies. Today unfortunately, a number of public policies, including federal tax provisions, national energy policy, and local land use and development controls severely undermine the effectiveness of our transportation investments. Those policies should be eliminated and incentives to increase the effectiveness of our transportation investments should be adopted.

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"Industry concurs with the finding that calls for an increase in direct investment in transportation from all sources."

—*Richard B. Griffin Jr., director of government relations, General Signal Corporation*

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"Rather than highway funding sanctions, (Clean Air Act) non-attainment areas should be eligible for and granted funding to be utilized for systems that would reduce vehicle miles traveled, namely mass transit." —*Sara R. Nichols, Clean Air Council of the Delaware Valley, Philadelphia*

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## Federal Tax Provisions

Current federal tax provisions limit overall investment in and the effectiveness of transportation facilities, particularly public transportation services. A host of federal tax provisions discourage private investment in transportation facilities, greatly restrict the financing powers and options available to state and local governments, and raise the cost of state and local borrowing for infrastructure investment.

Current tax provisions governing state and local bonding ceilings, private participation limitations, arbitrage restrictions, sale/leaseback transactions, etc. should be reviewed carefully and made consistent with new national transportation goals and policies.

In addition, fringe benefit provisions of the federal tax code provide a significant economic incentive to automobile users and a disincentive to increased transit use. Current tax law allows employer-subsidized free parking to go totally untaxed while those who receive employer-subsidized transit passes are taxed fully, once the value of monthly employer support exceeds \$15 dollars. This imbalance must be remedied.

As part of the effort to rewrite federal transportation programs and policies, federal tax law must be rewritten to support rather than undermine greater investment and use of public transportation.

## Land Use and Development Coordination

Land development patterns dictate the nature of our travel demands. To enhance mobility and freedom of movement, greater attention, therefore, must be paid to how land uses and development are arrayed across the landscape. It is imperative that we aggressively promote and provide incentives for development that can be served more easily and effectively by public transportation. Concentrating development, more mixed-use development, supportive parking requirements, policies, and pricing, and attention to a host of critical site and building design features are all required.

Better coordination of transportation and private development through local planning and development controls presents enormous opportunities to manage travel demand, reduce public investment requirements, share costs, and achieve greater use and efficiency from all our transportation facilities and services.

Across the country there are a growing number of examples of how this is being done. New federal transportation programs should promote these efforts and ensure that both transit and highway investments are premised on broad-based strategic plans for the region and on the existence and implementation of effective land use plans and development controls.

## National Energy Policy

Among the most significant factors affecting our choice of transportation options is the cost of various modes of travel, both to the rider and to the community as a whole. Today, as an expression of unstated national policy, we price gasoline at levels far below those that exist in other countries around the world. We in essence subsidize and, therefore, directly encourage low-occupancy automobile use.

At the same time that we are providing an economic incentive for increased low-occupancy automobile use, we fail to recover the full cost of automobile use or account fully for the consequences of reliance on personal vehicle use. We have held the price of energy artificially low and have grossly underestimated the costs that must be borne.

National transportation and energy policy must be closely coordinated and brought into synch with respect to these two crucial points before the marketplace will promote the type of activity and behavior that is required to achieve our mobility goals as well as other major national goals linked to transportation.

## Human Resources, Technology and Research and Development

Human resource issues, technological change, and our approach to basic research and development all will have substantial impacts on transportation demands, travel behavior, and the success of strategies we select to meet future transportation needs.

**Human Resources.**—Public transit will continue to be dominated by its human resource and human service character. Two dimensions are of critical concern with respect to national policy: the way in which demographics will influence travel demand, and how transit's work force can be shaped to best meet those demands.

Socio-economic and demographic trends indicate a serious, across-the-board labor force shortage in future years. The problem is compounded by the increasing separation of willing workers from the job opportunities. Labor force mobility will become an increasingly important issue throughout the entire country under these conditions. As a consequence, greater attention must be paid to: land use and transportation strategies that bring jobs and housing locations into better balance; and make expanded transportation options available to the work force.

Because of the labor-intensive nature of public transportation, the quality of transit services is dependent directly on the skills that are brought to bear by both labor and management, the price paid for those skills in a highly competitive environment, and the degree to which those skills are used to their greatest potential.

A variety of new recruitment, education, and retraining strategies as well as benefit and compensation programs may need to be tailored to an increasingly heterogeneous work force that will be more multi-lingual and will be seeking a new balance between household, family, and job-related responsibilities.

National transportation policy and the transit industry must value and serve this increasing diversity to ensure the successful pursuit of the transit mission.

**Technology.**—New technologies also will affect public transportation in two ways: by influencing changes in travel and communications patterns; and, by effecting the nature of transit equipment and the skills necessary to put it to its most effective and efficient use.

A central feature of national concern is the strength of the domestic transit supply industry. The responsibility of transit managers is to get greatest value and reliability for their investment. This basic requirement must be balanced against both the need to maintain strong, competitive domestic suppliers, and the need to reduce the nation's mounting trade deficit.

Transportation policy must be integrated with national and international economic policy, and the federal government should take a more active role in joint efforts to support and promote the domestic transit supply industry here and abroad.

**Research and Development.**—Common to both the human resources and technology issues is the chronic underinvestment in research and development in the transportation field, generally, and in public transportation specifically. One of the most effective means to reinforce a strong market for goods and services is to ensure the existence of a strategically-targeted research and development program.

Today, there is limited incentive, however, for domestic suppliers or for potential workers to commit themselves to participate in the growth and evolution of the nation's transit industry. National policy must, through a greatly expanded emphasis on research and development, help provide the incentives and bolster the market for innovative services, management, and technologies.

# SUMMARY

*We have reached a point as a nation where the host of policies that guide and impact future transportation investment must be reformulated. The proposals made by the Transit 2000 Task Force represent a fundamentally new and broad-based approach to ensure that future transportation invest-*

*ment more effectively serves national and local goals. Substantial progress in crafting a new set of policies and programs consistent with the directions proposed by the Task Force will help ensure the vitality of our economy and the quality of life in our communities in the decades ahead.*

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COMMITTEE MEETING TITLE

SPACT

DATE

2-8-90

7:15 a.m.

NAME	AFFILIATION
M- <u>Earl Blumenthal</u>	<u>PORTLAND</u>
M- <u>Nite Pagsdale</u>	<u>METRO</u>
S- <u>Andy Cochran</u>	<u>Metro</u>
MA- <u>Keith Ahola</u>	<u>WSDOT</u>
M- <u>Pauline Anderson</u>	<u>Mult. Co.</u>
M- <u>Devin Krouber</u>	<u>Metro</u>
M- <u>Donnie L. Hays</u>	<u>Washington County</u>
MA- <u>Nick Nikkila</u>	<u>DEQ</u>
M- <u>Scott Collier</u>	<u>city of Vancouver</u>
M- <u>Clifford Clark</u>	<u>Washington County Cities</u>
M- <u>Wade Byers</u>	<u>Cities of Clackamas County</u>
M- <u>Bob Bothman</u>	<u>ODOT</u>
MA- <u>Bob Post</u>	<u>TRI-MET</u>
M- <u>Ed Lindquist</u>	<u>Clackamas Co.</u>
M- <u>George Van Zeyen</u>	<u>Metro</u>
M- <u>DAVE STURDEVANT</u>	<u>CLARK County</u>
S- <u>Keith Lawton</u>	<u>Metro</u>
G- <u>Ted Jence</u>	<u>ODOT</u>
G- <u>Molly O'Reilly</u>	
G- <u>Richard Ross</u>	<u>CITIES OF E. MULT. CO.</u>
G- <u>Mary A. Weber</u>	<u>Tualatin Valley Elder Care Corp</u>
G- <u>MICHAEL HEREFORD</u>	<u>NORTHWEST STRATEGIES INC.</u>
G- <u>STEVE DOTTERER</u>	<u>CITY OF PORTLAND</u>

