

CITIZENS for BETTER TRANSIT

September 28, 1989

Ray J.P o l a n i

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Citizens for Better Transit

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Chairperson

Issue E : Energy, Atmosphere and Climate

(sub issue A : Urban challenges)

Sector 1 : Governance - all levels

(sub sector 2:citizens groups and

7:individual responsibility)

I N T R O D U C T I O N

The Dark Side Of The Automobile

No single technology has had greater impact on urban living in recent years than the internal combustion engine.

Automobiles encourage the growth of suburbs and the decline of inner cities; they give city dwellers an insatiable appetite for fossil fuels. Urban sprawl has forestalled efficiency gains in other areas and caused far more energy consumption for moving both people and goods.

Many other urban problems such as air pollution and noise, neighborhood disruption, social isolation, aggressive behavior, crime etc.etc. can be traced to the predominance of urban automobile transportation.

Meanwhile the nation faces enormous debt, budget and foreign trade deficits and citizens needs are starved for lack of funding, yet our motor vehicle fuel taxes are among the lowest in all the world and by a wide margin.

Continuation of U.S.recent-past and present transportation policies and practices is un-sustainable and incompatible with the desire to maintain world leadership position.

Our goal is to promote an early, dramatic change in U.S. policy in the direction of sustainable development in transportation and in the various areas affected by transportation covered under the broad heading of quality-of-life for urban dwellers.

STATEMENT OF POSITION
OR RECOMMENDATION

Problem:

Continued sizable subsidies to rubber-tired and air transportation and only nominal assistance to urban public transit and inter-city rail passenger service and no assistance to private freight carrying railroads.

Proposed action:

Change national transportation policy (and states' policies) in favor of a system which is in line with congressional intent as expressed in the legislation that established the U.S. Department of Transportation "for the impartial regulation of the modes of transportation" so as "to recognize and preserve the inherent advantage of each mode of transportation".

Methods of achievement:

Nationalization of all private railbeds, signals and stations to be upgraded and/or rebuilt into a state-of-the-art, modernized system open to private operation (like the road, airways and waterways systems), constructed and maintained by public funds and user charges.

Conversion of the Highway Trust Fund into a National Transportation Fund to be apportioned on the basis of competitive analyses, with all transportation modes considered relative to immediate and short- and long-term productivities and to foreseeable effects on the nation's (and the world's) economic, social and environmental interests.

continued Methods of achievement

Should present funding prove insufficient, especially to redress the neglect and imbalance caused to urban transit and inter-city rail passenger service, we recommend an initial 10¢ additional motor vehicle fuel tax to be apportioned as follows:

- 7¢ for right-of-way realignment, track modernization and reconstruction of the national railroad network and supporting infrastructure;
- 1¢ for Amtrak's desperate deferred capital needs;
- 2¢ for addition to the meager 1¢ already devoted to national urban transit needs.

Since our motorvehicle taxes are among the lowest in the world, an increase in such excise taxes would be a very appropriate source in that it would begin to redress the long standing, discriminatory policies which have all but destroyed both our urban transit systems and our inter-city rail passenger service.

Rail freight services should also be vigorously assisted in light of the outstanding greater productivity in all three basic production inputs: capital, labor and energy.

C O N C L U S I O N

We are recommending that the U.S. recognize our serious predicament caused by the continuation of misguided government policies which have practically foreclosed the more economically efficient and environmentally benign transportation alternatives.

It must be noted that our country stands practically alone in the community of nations in its kind of transportation choices. Almost all nations in the first, second and third world have given and continue to give equal, if not preferential, treatment to rail transportation and urban transit, particularly rail, recognizing their contribution to the concept of sustainability.

A change in the U.S. direction is long overdue and will eventually be required anyway because of the problems created by the present course, problems which are continuously growing more serious and more difficult to correct.

It should be crystal clear by now that current U.S. Government policies have created a ~~transp~~ transportation system which is un-sustainable both intrinsically and relatively to the systems used by other nations of the world community.

It is therefore recommended that the new Federal Transportation Policy now being discussed and formulated by the Department of Transportation recognize the causes of the present predicament

continued Conclusion

and immediately proceed with actions leading to a reversal of the discriminatory policies which have caused the present un-sustainable situation.

Federal financial and regulatory assistance to highways and airways and waterways should sharply/^{be}curtailed and liberal, protective assistance should be provided instead to the railways, both passenger and freight, and to the underfunded urban transit systems.

The U.S. should move from its present un-sustainable transportation policies to new policies which will create a sustainable transportation future more in harmony with the rest of the world.

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 89-1176 FOR THE PURPOSE OF AMENDING THE FUNCTIONAL CLASSIFICATION SYSTEM AND THE FEDERAL-AID URBAN SYSTEM

Date: November 20, 1989

Presented by: Andy Cotugno

PROPOSED ACTION

This action will initiate a request to the Federal Highway Administration (FHWA) to classify and designate under the Federal-Aid System:

- 207th Avenue Connector -- in a generalized corridor between I-84 at 207th Avenue to Glisan Street/223rd Avenue

Upon FHWA approval, the status of the proposed facility within the noted termini will be functionally classified as a minor arterial, and assigned a Federal-Aid number, thereby permitting use of federal funds for improvements.

TPAC recommends adoption of the proposed resolution.

FACTUAL BACKGROUND AND ANALYSIS

Multnomah County is undertaking preliminary engineering on the 207th Connector in East Multnomah County. This connector is planned to link the county arterial system with the Interstate system at ODOT's proposed new interchange at 207th. The arterial connection from the interstate potentially could follow many different alignments including using existing roadways, such as Halsey and 223rd. The Environmental Impact Studies, now underway, are considering a series of alternative alignments as well as a no-build alternative. All the alternatives generally connect in a corridor from I-84 at 207th to Glisan at 223rd. The length of this general alignment is 1.5 miles.

Upon completion, it will make possible direct north/south travel from points south of Powell to Sandy Boulevard via 207th/223rd/Eastman Boulevard. Without a new 207th interchange and connector, two east urban county north/south arterials would become overloaded, 181st Avenue and 238th/242nd Avenue. If the Mt. Hood Parkway facility is constructed (limited access) connecting to I-84 at 238th/242nd, through traffic would shift from arterials to the parkway and allow the arterials to serve local traffic. A separate action will be required to add the Mt. Hood Parkway to the Federal-Aid System, classified as a Principal Arterial.

The cost of this new road is approximately \$8 million, a portion of which will use federal funds. To date, \$580,170 of Interstate Transfer funding and \$1,156,227 of FAU funding has been approved. In addition, the project has already been approved in the Regional Transportation Plan. This action will allow implementation of the two previous actions, in that inclusion of the route on the FAU system is necessary for federal funding eligibility.

At the December 1 TPAC meeting, Jim Howell and Ray Polani recommended further consideration of transit as an alternative to the 207th connector and therefore recommended that this action not be approved. They submitted the attached materials describing a feeder bus system for the area connecting to MAX in lieu of the 207th/223rd arterial connecting to I-84. However, the RTP is based upon a significant expansion in feeder bus service to MAX and, therefore, the 207th recommendation is to carry the remaining traffic not using transit.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 89-1176.

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AMENDING THE) RESOLUTION NO. 89-1176
FUNCTIONAL CLASSIFICATION SYSTEM) Introduced by Mike Ragsdale,
AND THE FEDERAL-AID URBAN SYSTEM) Presiding Officer

WHEREAS, Multnomah County has requested that a new facility, the 207th Avenue connector, be functionally classified and designated under the Federal-Aid System; and

WHEREAS, The addition is planned to link the County Arterial System with the Interstate System at a proposed new interchange at I-84 and 207th Avenue; and

WHEREAS, To be eligible for federal funds, streets undergoing roadway improvements must be functionally classified and federally designated; and

WHEREAS, The proposed change is consistent with the functions serving the traffic circulation patterns associated with the new facility; now, therefore,

BE IT RESOLVED,

1. That the Council of the Metropolitan Service District amends the Functional Classification System to add a proposed minor arterial: 207th Avenue Connector -- in a generalized corridor between I-84 at 207th to Glisan Street at 223rd Avenue.

2. That a Federal-Aid route number be assigned to the added segment in accordance with Exhibit A.

3. That a specific alignment will be selected within this generalized corridor based upon the Draft Environmental Impact Statement.

4. That Metro staff coordinate the amendments with the Oregon Department of Transportation.

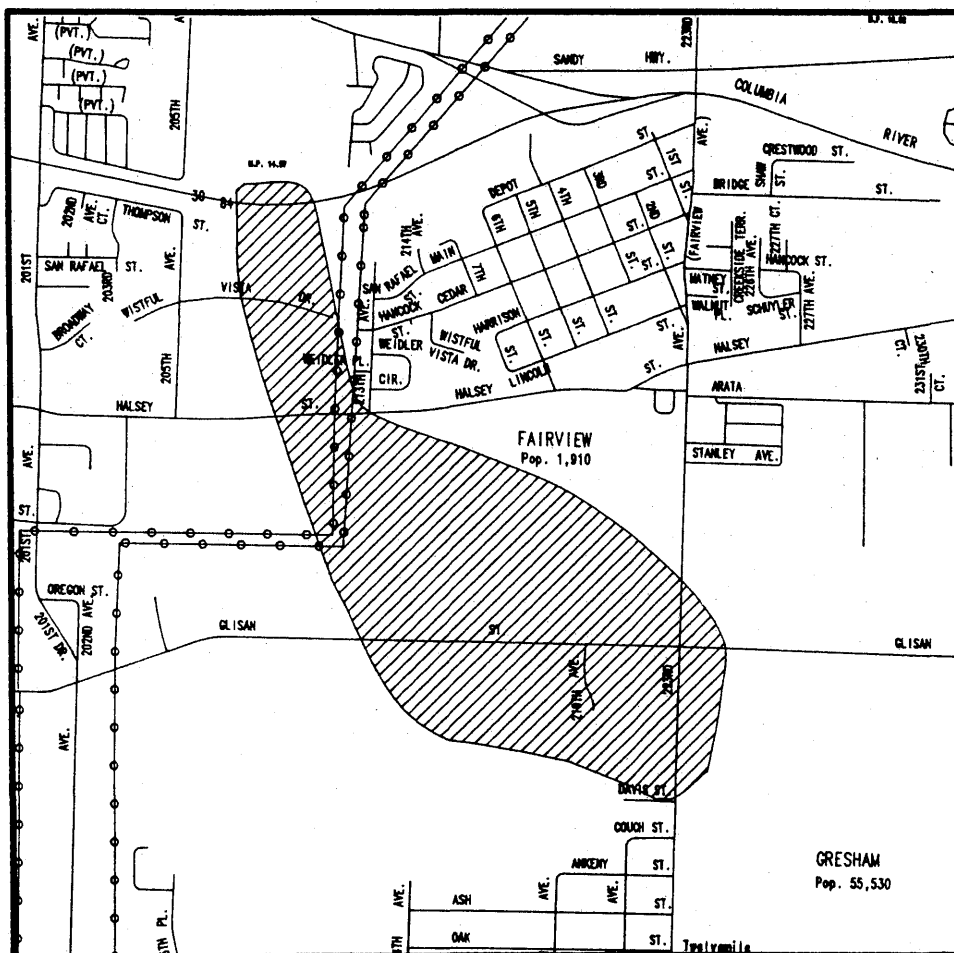
5. That the Council of the Metropolitan Service District hereby finds the project in accordance with the Regional Transportation Plan and hereby gives affirmative Intergovernmental Project Review approval.

ADOPTED by the Council of the Metropolitan Service District this _____ day of _____, 1989.

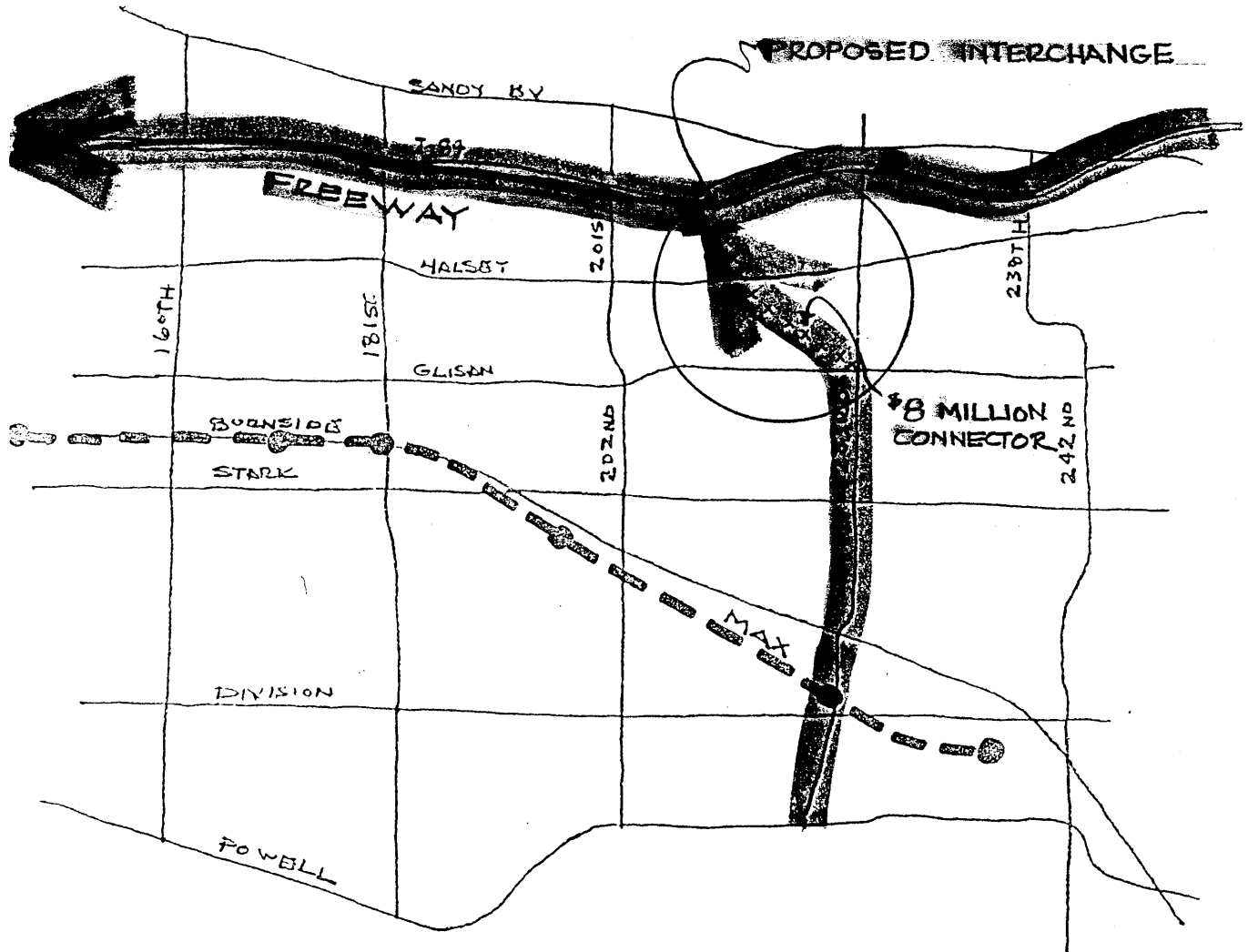
Mike Ragsdale, Presiding Officer

EXHIBIT A

207TH AVENUE CONNECTOR
(Generalized Corridor)



CHANGE: Add as Minor Arterial 207th Avenue Connector -- in a generalized corridor between I-84 at 207th to Glisan Street at 223rd Avenue.



CURRENT PROPOSAL

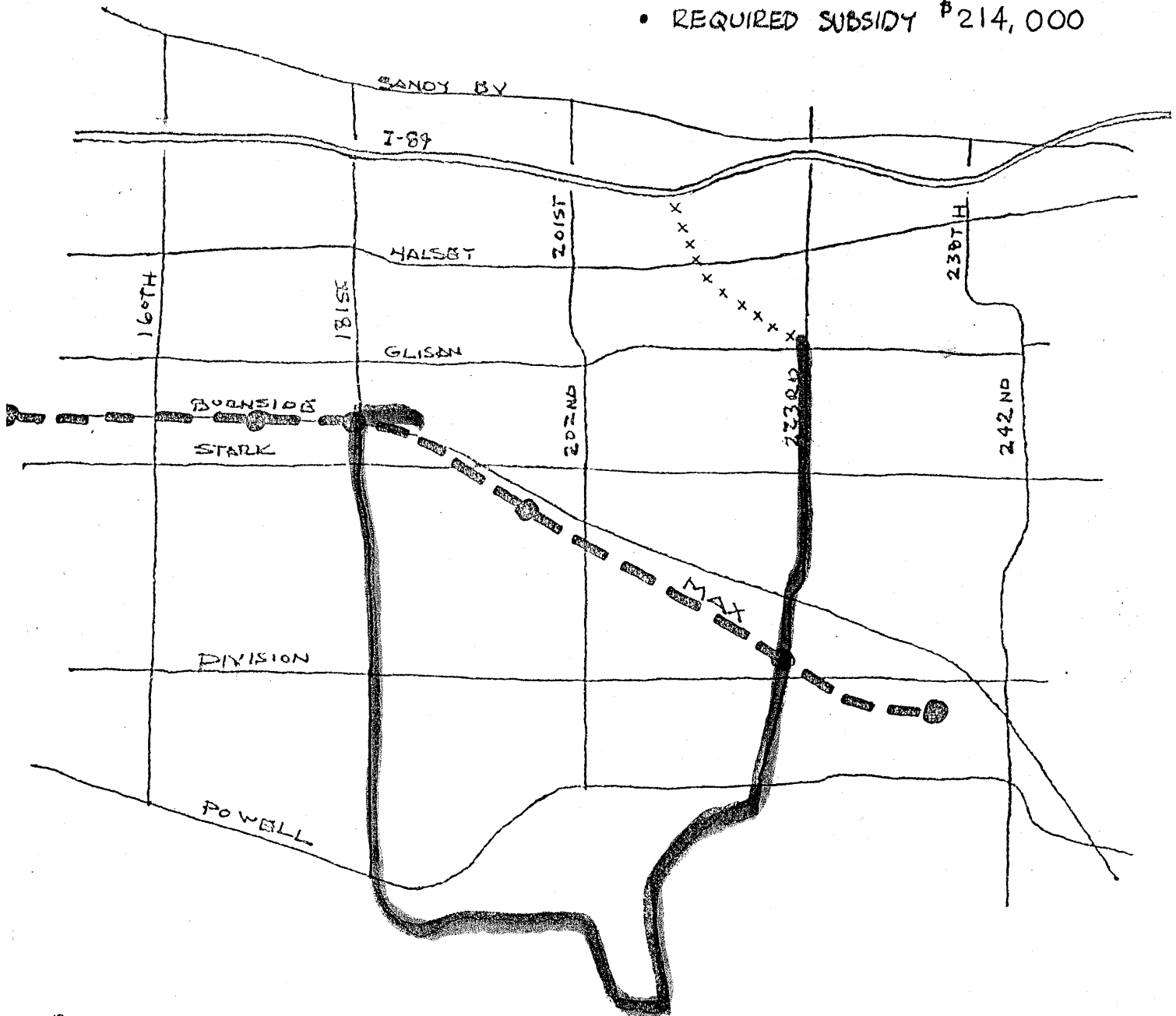
- THE PROPOSED 207TH AVE. CONNECTOR & I 84 INTERCHANGE WILL STIMULATE GREATER AUTO DEPENDENCY IN GRESHAM AREA.

BUS ROUTE "82"

EXISTING TOKEN CROSSTOWN
FEEDER SERVICE TO ROCKWOOD
& CITY HALL MAX STATIONS

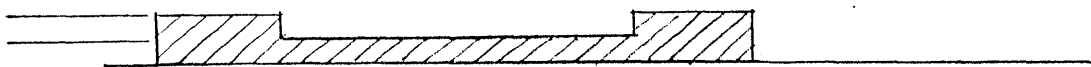
STATISTICS (ANNUAL)

- REVENUE HOURS 3570
- RIDERSHIP 28,000
- SYSTEM COST \$230,000
- FAREBOX REV. \$16,000
- REQUIRED SUBSIDY \$214,000



HEADWAYS

30 MIN.
60 MIN.



WEEKDAYS ONLY

5A 7 9 11 1P 3 5 7 9 11 1A

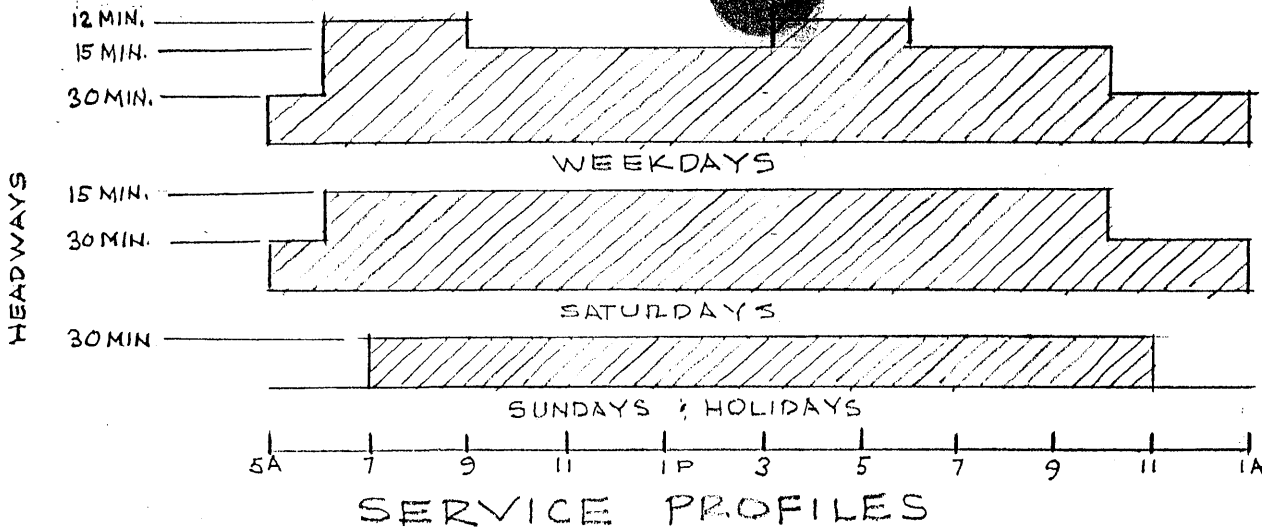
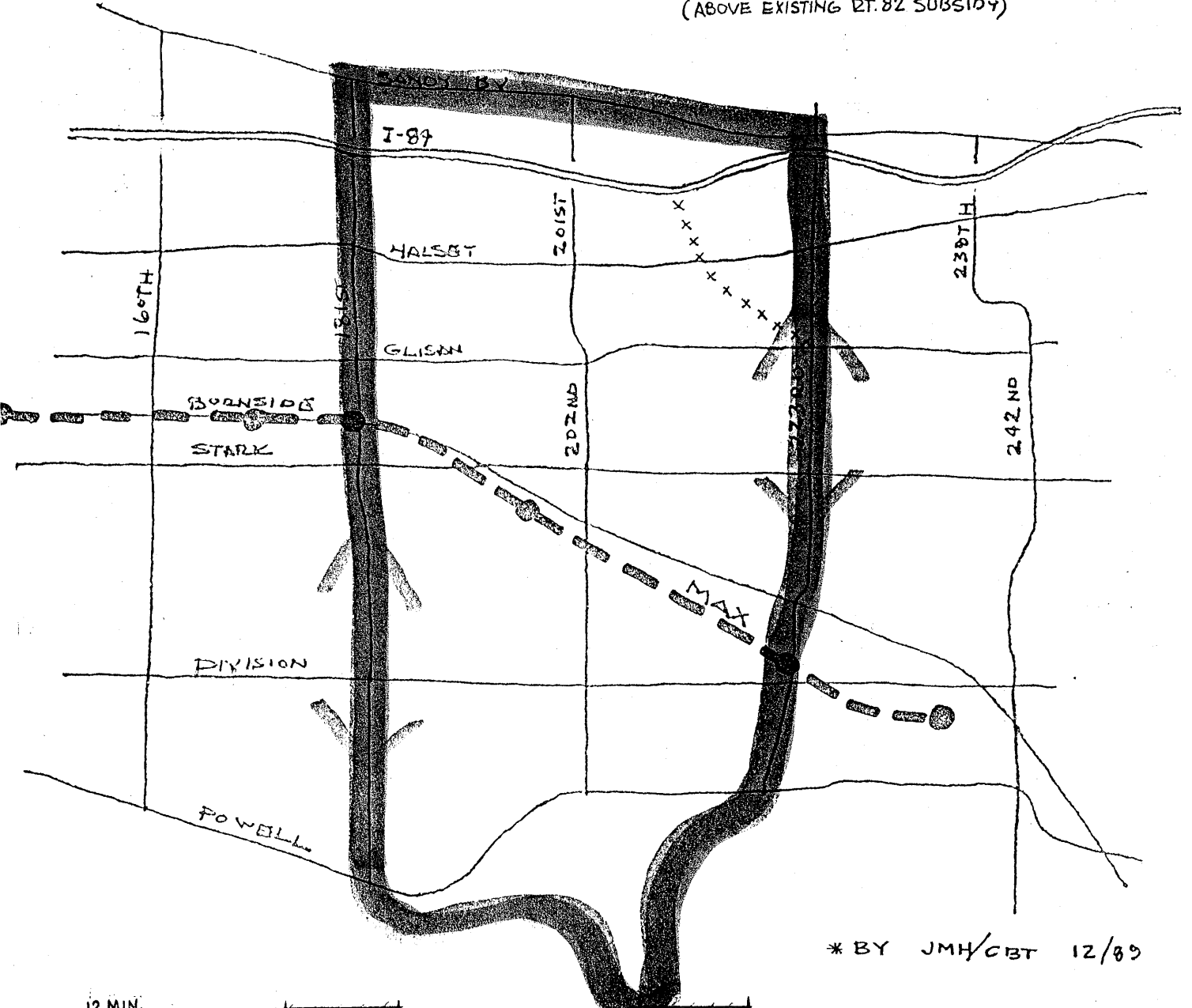
SERVICE PROFILE

BUS ROUTE #82

* PROPOSED FULL SERVICE
CROSSTOWN FEEDER TO
ROCKWOOD & CITY HALL
MAX STATIONS

STATISTICS (ANNUAL)

- REVENUE HOURS 30,000
- EST. RIDERSHIP 800,000
- SYSTEM COST \$1,980,000
- EST. FAREBOX REY. 460,000
- EST. REQUIRED SUBSIDY \$1,306,000 (ABOVE EXISTING RT. 82 SUBSIDY)



STAFF REPORT

Agenda Item No. _____

Meeting Date _____

CONSIDERATION OF RESOLUTION NO. 89-1134A FOR THE
PURPOSE OF ESTABLISHING THE REGION'S PRIORITY HIGHWAY
PROJECT IMPROVEMENTS FOR INCLUSION IN THE 1991-1996
ODOT SIX-YEAR HIGHWAY PROGRAM

DATE: December 5, 1989

Presented by: Andrew C. Cotugno

PROPOSED ACTION

This resolution would establish the region's priorities for needed highway improvements on the State Highway System to be included for funding in the 1991-1996 Oregon Department of Transportation (ODOT) Six-Year Highway Program. Prior to commencing construction, local government and/or Metro must demonstrate that these projects are consistent with local comprehensive plans and the statewide planning goals. The TIP Subcommittee reviewed the project list and provided a number of comments which have been incorporated.

TPAC and JPACT have reviewed this list of priorities and recommended approval of Resolution No. 89-1134. This resolution has since been amended and reviewed by TPAC, which recommends approval of Resolution No. 89-1134A.

FACTUAL BACKGROUND AND ANALYSIS

To begin implementing the regional 10-year transportation program contained in the adopted Regional Transportation Plan (RTP), priorities must be established to guide specific funding decisions, now and during the course of the 10-year period. A major source of funds for the improvements necessary on the State Highway System within the region is the ODOT Six-Year Program, which is currently being updated to provide funding for projects to be implemented during 1991-1996. The attached resolution identifies the region's highway project priorities for inclusion in the current update of the ODOT program.

The highway and transit improvements required to provide an adequate level of service on the region's transportation system have been identified as part of the recently adopted RTP Update. Many of the improvements are projects needed on the State Highway System. Criteria were developed by the Joint Policy Advisory Committee on Transportation (JPACT) to evaluate these necessary improvements so that a set of regional priorities could be determined and forwarded in testimony before the Oregon Transportation Commission (OTC) to be included in the current ODOT Six-Year Program update process.

These criteria consisted of technical measures of current and 1998 congestion levels assuming implementation of adopted comprehensive plans, vehicle hours of delay (current and 1998), accident rates, economic development factors, and overall cost/benefit in terms of expected year 2005 vehicle usage. Point values were assigned for each criterion, and the projects were ranked in each category of Six-Year Program funding: Interstate projects; Access Oregon (see below) projects; and other state-funded projects. Overall recommendations for inclusion in the Six-Year Program update combining previously ranked projects and new proposals were then made using a combination of the technical ratings and subjective factors such as timing and relationship to other projects. Any of those projects recommended for PE/ROW in the "high priority" categories could be accelerated to construction if the process proceeds faster than anticipated at this time.

Access Oregon is a recently added category of project funding in the ODOT Six-Year Plan process. Beginning in 1990, the OTC plans to focus approximately \$150 million in new revenues on projects to modernize routes which significantly contribute to the economic health of the state while providing access to tourist destinations. As currently proposed by ODOT, the Access Oregon and Interstate routes cover all of the major highway corridors in this region (from I-84 to U.S. 26 east; McLoughlin Boulevard and the Sunrise Corridor; the Western Bypass and Highway 99W; I-5, I-84; and U.S. 30) except the Sunset Highway (U.S. 26 West). The Sunset Highway is the only major radial corridor that would not qualify for either Interstate funds or Access Oregon funds. It is strongly recommended that the Sunset Highway, obviously important from an economic standpoint as the access route to the growing employment base in Washington County and recreationally important as the major metropolitan area route to Tillamook (via Highway 6) and Seaside, be included as either an Access Oregon route or a very high priority for funding from "other" state highway funds. To that end, Sunset Highway improvements have been included in both the Access Oregon priorities and the Other State Fund priorities.

In addition to the specific project recommendations, two more generalized priorities were formulated in the process:

1. That the state should pursue the establishment of an "operations fund" for each region to be used for inter-sections and related operations-type improvements, especially in light of the reduction in HES funding levels; and
2. That the funding for management technique projects on the freeway system (ramp metering, incident management, etc.) should be pursued. These techniques are often inexpensive and can be a major factor in the more effective use of existing freeway capacity.

In requesting these priorities, it is understood that further studies of engineering feasibility, environmental impacts and land use consistency will be required before a final commitment is made to construct a recommended project. Based upon these studies, reasonable alternatives will be evaluated, the design of each alternative will be refined, necessary mitigation measures will be identified and a final decision on the preferred alternative and a build/no-build decision will be made. As a result of these studies, further land use decisions will likely be required. Of particular note is the expectation for the requests relating to the Tualatin-Hillsboro Corridor:

1. Tualatin-Hillsboro Corridor (Western Bypass) Alternatives Evaluation -- Consistent with the RTP, ODOT is requested to provide the region assistance in conducting a corridor study in the area between I-5 near Tualatin and U.S. 26 near Hillsboro. This study should evaluate all reasonable transportation strategy alternatives, consider environmental and land use impacts and recommend which alternatives should be carried forward into preliminary engineering for inclusion in a Draft Environmental Impact Statement.

At the conclusion of this study step, Metro will need to make land use decisions relating to Goals 11 (Public Facilities) and 14 (Urbanization).

2. Tualatin-Hillsboro Corridor Preliminary Engineering/EIS -- Based upon the Evaluation of Alternatives, if one or more highway alternatives are recommended to be carried forward into Preliminary Engineering and an EIS, ODOT is requested to initiate preliminary engineering and preparation of an Environmental Impact Statement on those recommended alternatives. Based upon this, ODOT and the region will be able to make a final decision on the preferred corridor alternative and a final build/no-build decision. Based upon these studies and the resulting preferred alternative, further Metro and local government land use decisions will be necessary relating to the remaining goal issues that had not been previously addressed.
3. Tualatin-Hillsboro Corridor Right-of-Way Acquisition -- If a highway project is recommended from the PE/DEIS step, a reasonable Phase I project element will be known for which funding for right-of-way acquisition should be programmed. At the conclusion of the Preliminary Engineering/EIS step, when a firm project decision is made, it will be important to initiate right-of-way acquisition quickly to avoid encroachment by development and address hardship circumstances of affected property owners. Right-of-way funding will not be committed to a specific project until a final project decision is made consistent with state and federal requirements. However, identification of the funding in the Six-Year Highway Program now will allow this to proceed if a final build decision is made.

There was unanimous concurrence of the Transportation Improvement Program Subcommittee to forward the attached resolution to the Transportation Policy Alternatives Committee (TPAC) for approval.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 89-1134A.

BEFORE THE COUNCIL OF
THE METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ESTABLISHING)	RESOLUTION NO. 89-1134A
THE REGION'S PRIORITY HIGHWAY)	Introduced by
PROJECT IMPROVEMENTS FOR INCLUSION)	Mike Ragsdale,
IN THE 1991-1996 OREGON DEPARTMENT)	Presiding Officer
OF TRANSPORTATION SIX-YEAR HIGHWAY)	
PROGRAM)	

WHEREAS, The Joint Policy Advisory Committee on Transportation has established a preliminary 10-year transportation program of priorities and strategies; and

WHEREAS, These priorities are identified in the adopted Regional Transportation Plan (RTP); and

WHEREAS, The program sets the agenda for transportation improvements throughout the next decade; and

WHEREAS, Many of the identified improvements are required on facilities owned by the state of Oregon; and

WHEREAS, The improvements programmed on the State Highway System must be included in the Oregon Department of Transportation Six-Year Highway Improvement Program; and

WHEREAS, The Six-Year Program is currently being updated to encompass projects to be scheduled in the period 1991-1996; and

WHEREAS, The Transportation Improvement Program Subcommittee and the Transportation Policy Alternatives Committee have developed a consensus as to the region's priorities for projects to be included in the current Oregon Department of Transportation Six-Year Program update; now, therefore,

BE IT RESOLVED:

1. That the Council of the Metropolitan Service District reconfirms the priority of those projects currently committed for funding in the 1989-1994 ODOT Six-Year Highway Improvement Program.

2. That the Council of the Metropolitan Service District adopts the highway priorities contained in Exhibit A as the region's priorities for inclusion in the 1991-1996 Oregon Department of Transportation Six-Year Highway Improvement Program.

3. That staff be directed to forward these priorities in testimony during the appropriate hearings on the Six-Year Program update by the Oregon Transportation Commission.

4. That this action is consistent with the Regional Transportation Plan.

ADOPTED by the Council of the Metropolitan Service District this ____ day of _____, 1989.

Mike Ragsdale, Presiding Officer

EXHIBIT A
(continued)

<u>Project Limits</u>		<u>Recommendation</u>	<u>Cost</u>
Sunrise Corridor:			
Hwy. 224	Lawnfield - 135th (Unit I)	PE/ROW	10.0 (1.0 prog.)
Hwy. 212	Chitwood - Royer (Damascus) (Unit II)	PE/ROW	3.5 (1.1 prog.)
Hwy. 212	Rock Creek Jct. - MP.95 Climbing Lane (Unit II)	Construction	1.2
Hwy. 224	McLoughlin - 37th/Edison (Unit III)	PE/ROW	5.0
Hwy. 224	37th/Edison - Webster - TSM (Unit III)	Construction	0.5
Hwy. 224	37th/Edison - Webster - Widening (Unit III)	PE	0.4
Hwy. 224	Webster - Johnson (Unit III)	PE	0.4
<u>C. Other State Fund Projects</u>			
U.S. 26	Zoo - Sylvan Road Phase 1 (including Zoo ramp Ph. 2)	Construction	11.5 (5.4 prog.)
U.S. 26	Canyon - Cornell	Construction	19.2
Barbur Blvd.	S.W. Third - S.W. 49th (TSM)	Construction	1.3
Powell Blvd.	I-205 - 181st Phase 1 (TSM)	Construction	7-10.0
T.V. Hwy.	Murray - Highway 217 (Beaverton)	PE/ROW	10.0
U.S. 26	Sylvan - Canyon Phase 2	Construction	11.3
Farmington Road	Murray - 209th	Construction	11.2 (3.45 local)
Hwy. 43	Willamette Falls Dr. - Laurel	Construction	1.0
OR 213	C.C.C. - Leland	Construction	3.9
Hwy. 217	Sunset - Scholls Ferry Rd. (Ramp Metering)	Construction	0.8
Hwy. 217	Sunset - Hall Phase 1	PE/ROW	1.2
Hwy. 217	Hall Boulevard - Hall O'xing	PE/ROW	1.1
U.S. 26	Ross Island Br./West Bridgehead	PE	2.0
U.S. 26	158th/Cornell Interchange	Construction	12.0 (10.8 prog.)
Hwy. 217	Greenburg Overcrossing	PE/ROW	0.5
B.H. Hwy.	Scholls Ferry - Hwy. 217 (TSM)	Construction	1.7
B.H. Hwy.	Scholls/Oleson Interchange	Construction	1.0 (0.33 prog.)
Barbur Blvd.	Hamilton - Terwilliger	PE/ROW	1.3

EXHIBIT A
(continued)

<u>Project Limits</u>		<u>Recommendation</u>	<u>Cost</u>
T.V. Hwy.	Murray - 21st Phase 1 (TSM)	PE	2.5
T.V. Hwy.	21st - Oak	Construction	3.1 (4.8 other \$)
Scholls Ferry	Highway 217 - Murray	Construction	7.5 (3.8 prog.)
Macadam Avenue	at Taylors Ferry	PE/ROW	0.4
Macadam Avenue	Taylors Ferry - Bancroft (TSM)	PE	1.0
Hwy. 99E	Union/Grand Viaduct	Construction	14.4 (HBR poss.)
U.S. 30	N. Columbia - Lombard via 60th	Construction	3.5
U.S. 26	185th Avenue Interchange	Construction	8.1
Graham Road	Structure Widening	Construction	2.8
Hwy. 47	Forest Grove Bypass	Construction	5.6 (2.8 prog.)

State Operations Fund

That the state establish, on a regional basis, an operations fund to be used for intersections and other small scale operations improvements for new projects and to supplement HES funds.

E. Freeway Management Techniques

That ODOT initiate and implement over time the freeway management techniques, including ramp metering, identified in the November 1987 Freeway Congestion Management Report prepared by ODOT Region I.

STAFF REPORT

Agenda Item No. _____
Meeting Date _____

CONSIDERATION OF RESOLUTION NO. 89-1177 FOR THE PURPOSE
OF AMENDING THE TRANSPORTATION POLICY ALTERNATIVES
COMMITTEE (TPAC) BYLAWS

Date: December 5, 1989

Presented by: Andrew C. Cotugno

FACTUAL BACKGROUND AND ANALYSIS

The Transportation Policy Alternatives Committee (TPAC) Bylaws have not been revised since 1982 and are in need of minor house-keeping updates as follows:

- . As there is no longer a Regional Development Committee, citizen members will now be nominated by the Intergovernmental Relations Committee of the Council.
- . The current bylaws provide for four standing subcommittees. Three are no longer active and need to be deleted. The bylaws have been clarified to allow appointment of subcommittees on an as needed basis.

All other provisions of the bylaws remain unchanged.

TPAC recommends adoption of this resolution. In addition, they recommend further consideration be given to representation and voting rights for citizen members. Other members (from agencies) are allowed an alternate to ensure attendance during the absence of the regular member. Citizen members should be allowed some provision in the case when an absence is unavoidable. Possible options include:

- . appointing several people as alternates to fill in whenever any of the regular citizen members are absent.
- . allowing each citizen member to appoint his/her own alternate.
- . allowing each citizen member to send a written proxy allowing another member to vote on his/her behalf.

In addition, TPAC recommends that appointment of the citizen members take into consideration a balance of geographic areas and interest groups, but that the six citizen member positions not be prescribed in the bylaws according to geography and interest groups.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 89-1177.

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AMENDING THE) RESOLUTION NO. 89-1177
TRANSPORTATION POLICY ALTERNATIVES) Introduced by
COMMITTEE (TPAC) BYLAWS) Mike Ragsdale,
) Presiding Officer

WHEREAS, The Bylaws of the Transportation Policy Alternatives Committee (TPAC), dated December 21, 1982, are outdated and need minor housekeeping changes; and

WHEREAS, There is no longer a Regional Development Committee, citizen representatives will be nominated by the Intergovernmental Relations Committee; and

WHEREAS, There is need to delete references to three now defunct standing committees; now, therefore,

BE IT RESOLVED:

That the Council of the Metropolitan Service District amends the TPAC Bylaws as shown in Exhibit A.

ADOPTED by the Council of the Metropolitan Service District this ____ day of _____, 1989.

Mike Ragsdale, Presiding Officer

EXHIBIT A

TRANSPORTATION POLICY ALTERNATIVES COMMITTEE

BYLAWS

ARTICLE I

This Committee shall be known as the TRANSPORTATION POLICY ALTERNATIVES COMMITTEE (TPAC).

ARTICLE II

The Transportation Policy Alternatives Committee coordinates and guides the regional transportation planning program in accordance with the policy of the Metro Council.

The responsibilities of TPAC with respect to transportation planning are:

- a. Review the Unified Work Program (UWP) and Prospectus for transportation planning.
- b. Monitor and provide advice concerning the transportation planning process to ensure adequate consideration of regional values such as land use, economic development, and other social, economic and environmental factors in plan development.
- c. Advise on the development of the Regional Transportation Plan and Transportation Improvement Program.
- d. Review projects and plans affecting regional transportation.
- e. Advise on the compliance of the regional transportation planning process with all applicable federal requirements for maintaining certification.
- f. Develop alternative transportation policies for consideration by JPACT and the Metro Council.
- g. Review local comprehensive plans for their transportation impacts and consistency with the Regional Transportation Plan.

h. Recommend needs and opportunities for involving citizens in transportation matters.

The responsibilities of TPAC with respect to air quality planning are:

a. Review and recommend project funding for controlling mobile sources of particulates, CO, HC and NOx.

b. Review the analysis of travel, social, economic and environmental impacts of proposed transportation control measures.

c. Review and provide advice (critique) on the proposed plan for meeting particulate standards as they relate to mobile sources.

ARTICLE III

MEMBERSHIP, VOTING, MEETINGS

Section 1. Membership

a. The Committee will be made up of representatives from local jurisdictions, implementing agencies and citizens as follows:

City of Portland	1
Clackamas County	1
Multnomah County	1
Washington County	1
Clackamas County Cities	1
Multnomah County Cities	1
Washington County Cities	1
Oregon Department of Transportation	1
Washington State Department of Transportation	1
IRC of Clark County	1
Port of Portland	1
Tri-Met	1
Oregon Department of Environmental Quality	1
Metropolitan Service District (non-voting)	
Citizens	<u>6</u>
	19

In addition, the City of Vancouver, Clark County, C-TRAN, Federal Highway Administration, Federal Aviation Administration (FAA), Urban Mass Transportation Administration (UMTA), and Washington Department of Ecology may appoint an associate

member without a vote. Additional associate members without vote may serve on the Committee at the pleasure of the Committee.

b. Each member shall serve until removed by the appointing agency. Citizen members shall serve for two years and can be reappointed.

c. Alternates may be appointed to serve in the absence of the regular member. Citizen members shall not have alternates.

d. 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.

Section 2. Appointment of Members and Alternates

a. Representatives (and alternates if desired) of the Counties, the City of Portland and implementing agency shall be appointed by the presiding executive of their jurisdiction/agency.

b. Representatives (and alternates if desired) of Cities within a County shall be appointed by means of a consensus of the Mayors of those Cities. It shall be the responsibility of the representative to coordinate with the Cities within his/her County.

c. Citizen representatives [will be] nominated by the ~~Regional Development~~ [Intergovernmental Relations] Committee of the Metro Council, confirmed by the Metro Council, and appointed by the Presiding Officer of the Metro Council.

Section 3. Voting Privileges

a. Each member or alternate of the Committee, except associate members, shall be entitled to one (1) vote on all issues presented at regular and special meetings at which the member or alternate is present.

b. The Chairperson shall have no vote.

Section 4. Meetings

a. Regular meetings of the Committee shall be held each month at a time and place established by the Chairperson.

b. Special meetings may be called by the Chairperson or a majority of the Committee members.

Section 5. Conduct of Meetings

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

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

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

d. An opportunity will be provided at each meeting for citizen comment on agenda and non-agenda items.

ARTICLE IV

OFFICERS AND DUTIES

Section 1. Officers

The permanent Chairperson of the Committee shall be the Metro Transportation Director.

Section 2. Duties

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

Section 3. Administrative Support

a. Metro shall supply staff, as necessary, to record actions of the Committee and to handle Committee correspondence and public information concerning meeting times and places.

ARTICLE V

SUBCOMMITTEES

~~Four (4)~~ [One (1)] permanent subcommittee of the Committee are [is] established to oversee the major functional areas in the transportation planning process where specific products are required.[:] ~~These are:~~

~~1. Interagency Coordinating Committee (ICC) -- to guide systems analysis and subarea studies with regard to how these planning activities affect the major corridors and the Regional Transportation Plan; and~~

~~2. [1. Transportation Improvement Program Subcommittee (TIP) -- to develop and update the five-year TIP, including the Annual Element.]~~

~~3. Rideshare.~~

Subcommittees may be established by the Chairperson. Membership composition shall be determined according to mission and need. The Chair shall consult with the full committee on membership and charge before organization of subcommittees. Subcommittee members can include TPAC members, alternates and/or outside experts. All such committees shall report to the Transportation Policy Alternatives Committee.

ARTICLE VI

REPORTING PROCEDURES

The Committee shall make its reports and findings and recommendations to the Joint Policy Advisory Committee on Transportation (JPACT). The Committee shall develop and adopt procedures which adequately notify affected jurisdictions on matters before the Committee.

ARTICLE VII

AMENDMENTS

The Bylaws may be amended or repealed only by the Metropolitan Service District Council.

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, Forest Grove
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 except the Regional Transportation Plan are forwarded to the Metro Council for adoption; the Council will

adopt or refer the item back to JPACT with specific recommendations.

- 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 repre-
sented 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 Novem-
ber 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 transporta-
tion; 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 and 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.

- PROPOSED AMENDMENT -

JPACT BYLAWS

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.

RECEIVED JAN 17 1989

**INTERGOVERNMENTAL
RESOURCE CENTER**

1351 Officers' Row
Vancouver, Washington 98661
(206) 699-2361
Fax (206) 696-1847

Executive Director
Gilbert O. Mallery

January 10, 1989

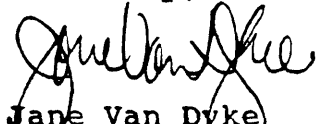
Mr. Mike Ragsdale, JPACT Chairman
METRO
2000 S.W. 1st Avenue
Portland, Oregon 97201

Dear Mr. Ragsdale:

The Intergovernmental Resource Center Board of Directors and the three current Clark County JPACT members support C-TRAN's request to have representation on JPACT. C-TRAN is the public transit operator in Clark County and their participation on JPACT would help to strengthen transit service planning and coordination in the region. In addition, as we look to the future and the possibility of light rail transit service connecting the Portland and Vancouver metropolitan areas, it is very important to have C-TRAN directly involved in the region-wide policy and decision making process. Our request is to have a representative from C-TRAN added to JPACT as a full voting member.

If you have any questions or need further information, please contact Gil Mallery, IRC Executive Director, at 699-2361. I will look forward to hearing from you.

Sincerely,


Jane Van Dyke
Chairperson

\sm

c: Gil Mallery, IRC
Transportation Policy Committee Members

*City of Gresham***CITY OF GRESHAM**

1333 N.W. Eastman Parkway
Gresham, Oregon 97030-3825
(503) 661-3000

March 10, 1989

MIKE RAGSDALE
Chair, JPACT
METRO
200 SW 1ST AVE
Portland, OR 97201

RE: JPACT REPRESENTATION

Dear Mike,

The proposal to add JPACT membership for C-TRAN has raised an issue of equitable JPACT representation on the Oregon side of the Columbia. JPACT representation is of great concern to the City of Gresham, METRO's second largest city. The City of Gresham and its residents are vitally involved in many regional transportation issues. As we have expressed to you and other East Multnomah County cities, we would like to investigate various options for direct Gresham representation on JPACT, before JPACT considers expanding its membership for C-TRAN.

Throughout the 1980's, as Gresham has experienced substantial growth, we have devoted increasing efforts and resources to transportation planning, in cooperation with the region. While Gresham is directly involved in regional projects which have major impacts on Gresham residents and the region (e.g. Mt. Hood Parkway, I-84 improvements, light rail implementation and Winmar Mall/ Project Breakeven), we are not directly represented on JPACT now. City staff has been actively serving our area on TPAC, but we are concerned that significant funding and regional planning decisions affecting Gresham are made at JPACT, without direct input from Gresham elected officials.

We would like the opportunity to discuss the options for direct Gresham JPACT representation with you, the Multnomah County cities, and other JPACT members within the next month before TPAC reviews this. We look forward to a cooperative dialogue on this issue with you and other METRO-area jurisdictions.

Sincerely,



Gussie McRobert
Mayor

GM/RR:sbe

CC: Mayor Sam Cox, Troutdale
Mayor Derald Ulmer, Wood Village
Mayor Fred Carlson, Fairview
Councilor Marge Schmunk, Troutdale
Commissioner Earl Blumenauer, Portland
Commissioner Pauline Anderson, Multnomah County
Councilor Sharron Kelley, METRO



Gussie McRobert

unclear
dger Clawson
rnie Giusto
H Malone
rbara Sullivan-Hoem
ry Walker
rbara Wiggin



TRI-MET

4012 S.E. 17TH AVENUE
PORTLAND, OREGON 97202

October 24, 1989

Mr. Mike Ragsdale,
Chairman JPACT
METRO
2000 S.W. First Avenue
Building #128
Portland, Oregon 97201-5398

Dear Mike,

Members of JPACT have been requested to comment on the draft Bylaws forwarded to us on September 14. After review of the proposed revisions I find I am unable to support the changes as currently proposed. Specifically, the proposal to create a two-tiered committee and the suggested members/alternates appointment process are recommendations which cause concern.

Expansion of JPACT to include some of the larger communities and C-TRAN would be appropriate. However, it is not apparent the creation of a two-tiered JPACT would improve the deliberations or functioning of the Committee. The proposal would most likely lengthen the time required to deal with many issues, routine and otherwise. Certainly, items which are controversial are going to have to be dealt with and resolved twice. Creating an Executive Committee of eleven will not produce a noticeable streamlining of deliberations compared to a committee of seventeen if that is the objective. The suggested structure may have benefits of which I am unaware, however the material forwarded made no attempt to articulate them if they exist.

Section I.C. of Article IV of the Bylaws identifies the qualifications for JPACT members and alternates. The qualifier stated is simply that the individuals appointed be able "to represent the policy interests of their jurisdiction." Section 2 of Article IV outlines the procedures for appointment of members/alternates and includes changes which impact Tri-Met's representation on the Committee. The recommendations result in a confusing collage of representations. Cities and counties (Oregon) are to be represented by elected officials, statewide agencies by principal staff, Tri-Met and the Port of Portland by board members, Metro by elected officials and Washington cities, Clark County WDOT and C-TRAN can be represented by either elected officials or principal staff. Therefore under the proposed bylaws

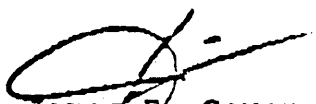
Page 2

October 24, 1989

it is okay for Vancouver to be represented by a key staff member but not so for any city on the Oregon side. C-TRAN can be represented by staff, Tri-Met cannot. A more appropriate definition would be those jurisdictions with elected officials to be represented by elected officials (including Washington jurisdictions). All other members should be represented by individuals which can meet the requirements of Section I.C. with the appointment made by the chief member of the governing board. The current proposal is arbitrary in its application and directs Tri-Met to utilize the limited availability of our board members in a way which may or may not be in the best interests of the District. We are not opposed to Board members serving in such a capacity and in fact have been represented by Board members in the past. We do object to not being given the opportunity to determine the most appropriate method of representation.

The above comments have been discussed with the Tri-Met Board Chairman who is in agreement.

Sincerely,



James E. Cowen
General Manager

BCC: W. Wyss
E. Blumenauer
R. Feeney



WASHINGTON
COUNTY,
OREGON

MEMORANDUM

November 8, 1989

TO: JPACT

FROM: Bonnie Hays, Washington County Representative *BH*
Clifford Clark, Cities of Washington County Representative *CC*

SUBJECT: JPACT MEMBERSHIP COMMITTEE RECOMMENDATIONS

RECOMMENDED ACTION

It is our recommendation, as well as that of the Washington County Transportation Coordinating Committee, that no changes be made to the JPACT membership and that an executive committee not be established. We believe that JPACT is functioning as intended, as the regional consensus body.

BACKGROUND

JPACT represents the broad spectrum of local governments in the Metro area and has made good decisions with a regional consensus on a regular basis. The addition of other members to JPACT or the creation of executive committee is not necessary.

In order to more fully understand our recommendation, we will walk through the issues. These are as follows:

° Attendance (lack of quorum)

One of the reasons that an executive committee has been proposed is to deal with lack of attendance at the regular JPACT meetings on some crucial issues. It was felt that an executive committee could meet and react more quickly to specific issues of concern. It is our feeling that, even though attendance has been a problem in the past, attendance is now good and continues to be good and this executive committee is not the way to deal with the attendance problem.

° Additional members to JPACT

One of the main reasons the region is looking at allowing additional members to JPACT was a result of concerns by C-TRAN in Washington and the City of Gresham that they were not be represented on JPACT. Our position on these two areas are outlined on the following paragraphs.

The State of Washington through Clark County, City of Vancouver and Washington State Department of Transportation already has three representatives on JPACT. It is not necessary to add an additional member to assure that they are well represented. If those three entities wish to allow C-TRAN to sit on JPACT in their place, such a recommendation would be well received. In other words, Clark County, City of Vancouver, C-TRAN and Washington Department of Transportation can have three seats on JPACT, but it is up to them to determine which three members should attend.

If JPACT wishes to go ahead with two cities being represented by each particular county, the City of Portland should be the representative for the major city of Multnomah County and another city representative by election of all cities in that county. In Washington County's case our primary representative is from Forest Grove and our alternate is from the City of Beaverton, the largest city in Washington County.

Washington County created and staffs the Washington County Transportation Coordinating Committee which is represented at both the Technical and Policy level. We feel that our city representative to JPACT clearly represents the overall interests of Washington County and its cities. This level of cooperation allows us to conclude that an additional city representative to JPACT is not necessary or warranted.

° Proposed Executive Committee

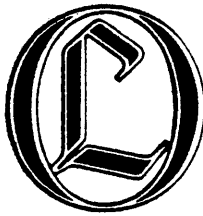
We have reviewed the proposed membership of the executive committee and think that it is counter-productive to have an executive committee made up of 9 to 11 members. We do not see where 9 to 11 members is a more workable group than the full JPACT committee. Since this committee would just be an advisory committee to JPACT on items requiring approval by the full JPACT, this committee's review and analysis seems redundant.

We believe that if JPACT needs input and advice on specific matters it should appoint committees as necessary to report to the full JPACT with recommendations. This was done on the Membership Committee and the previous Finance Committee.

CONCLUSIONS

It is the unanimous recommendation of the Washington County Coordinating Committee, as well as the members of JPACT representing Washington County and the cities of Washington County, that no changes to JPACT membership be made. Further, we recommend that an Executive Committee not be formed. Finally, we recommend that C-TRAN and Washington State interests determine for themselves which three agencies should be represented on JPACT.

JPACTBW/br



CITY OF LAKE OSWEGO

November 9, 1989

JPACT
METRO
2000 SW First Avenue
Portland, OR 9721-5398

Dear JPACT Members:

At their regular meeting of November 7, 1989, the City Council of the City of Lake Oswego reviewed the September 14, 1989 memo from the membership committee regarding the structure of JPACT.

Following discussion, the Council members present voted unanimously (Mayor Schlenker was absent) to endorse option 3 (in the September 14 memo), with the exception that the 30,000 population be modified to include cities that have an active comprehensive plan and have a population of 30,000 within their urban service boundary. Lake Oswego has almost 38,000 within its urban service boundary, and is approaching 30,000 within the city limits.

Thank you for the opportunity to provide input.

Very truly yours,

Richard L. Durham
Council President

RLD/sms
cc: City Council

STAFF REPORT

Agenda Item No. _____
Meeting Date _____

CONSIDERATION OF RESOLUTION NO. 89-1179 FOR THE PURPOSE
OF ESTABLISHING AN ORGANIZATIONAL STRUCTURE FOR OVER-
SEEING HIGH CAPACITY TRANSIT STUDIES

Date: December 5, 1989

Presented by: Andrew C. Cotugno

PROPOSED ACTION

This resolution would establish an organizational framework for LRT studies throughout the region, establish the oversight committees required for the bi-state elements, and call for further specific actions to establish the oversight committees for the remaining regionwide elements.

FACTUAL BACKGROUND AND ANALYSIS

The recently adopted Regional Transportation Plan (RTP) identifies long range construction of a regional LRT system consisting of the following major routes:

- . Banfield LRT to Gresham
- . Westside LRT to Beaverton
- . LRT in the corridor from Portland to Milwaukie
- . LRT in the I-205 corridor between Portland International Airport and the Clackamas Town Center
- . LRT in the I-5 North corridor from Portland to downtown Vancouver
- . LRT in the Barbur corridor from Portland to Tigard
- . LRT in downtown Portland on Morrison/Yamhill and Fifth/Sixth with connections to the regional corridors

Furthermore, the RTP identifies the possibility of future extensions to this LRT system in the following areas:

- . Extension of the Westside from Beaverton to Hillsboro and Forest Grove
- . Construction of a Westside circumferential route from the Beaverton Transit Center through Tigard to Tualatin
- . Extension of the Milwaukie or I-205 corridor to Oregon City with a connection between Milwaukie and Clackamas Town Center
- . Extension of the Banfield LRT to Mt. Hood Community College

- . Construction in the route to Lake Oswego and perhaps beyond to Tualatin

Finally, jurisdictions in Clark County are interested in considering additional LRT routes beyond that included in Metro's RTP, including:

- . Extension of the I-5 North LRT beyond downtown Vancouver to Hazel Dell or Vancouver Mall
- . Extension of the I-205 LRT beyond Portland International Airport to Vancouver Mall

In general, the study steps involved in pursuing LRT are as follows:

Step 1 - Systems Planning -- This step involves a generalized evaluation of the cost-effectiveness of LRT to determine whether to include the corridor in the RTP, whether there is sufficient justification to initiate Step 2 - Alternatives Analysis/DEIS and identification of the alternatives that should be considered further. The scope of this analysis focuses on generalized alignments and capital cost, ridership, operating cost and a generalized evaluation of impacts and benefits as compared to serving projected transit needs with lower cost bus alternatives. In order to proceed from Systems Planning into Alternatives Analysis/DEIS under the federal process two minimum thresholds must be met:

1. You must be able to demonstrate there are at least 15,000 transit riders in the proposed corridor today.
2. Your proposed corridor must meet a minimum cost-effectiveness rating of costing no more than \$10 per new transit rider as compared to serving the corridor through an improved bus system. This is based upon projected capital costs, operating costs, ridership and travel time benefits assuming 15 years of growth.

Step 2 - Alternatives Analysis/DEIS -- This step involves a detailed examination of alternatives in a particular corridor sufficient to make a local and federally approved decision on whether or not to proceed to construction. Sufficient engineering and operations analysis are done to develop comparable costs for each alternative and define environmental impacts for inclusion in a Draft EIS. The final decision on whether or not to proceed to construction is again based upon the cost-effectiveness of the proposal as compared to serving projected transit needs with lower cost bus alternatives and under the federal process must meet a minimum threshold of no more than \$6 per new transit rider. Federal approval of this step represents concurrence that rail should be funded at some time.

Step 3 - Preliminary Engineering/FEIS -- This step involves development of sufficient design details for the preferred alternative to specify right-of-way acquisition requirements and to define a construction cost upon which a federal funding commitment is made. Federal approval of this step represents an actual federal funding commitment of a specific amount on a specific schedule and is finalized through execution of a Full-Funding Agreement.

During the past 18 months, the Portland region has taken actions to advance various corridors into this process. The current status is as follows:

1. The Westside project from Portland to Beaverton is in Step 3 - Preliminary Engineering/FEIS and is scheduled for completion during 1990. PE/FEIS funding has already been budgeted through Tri-Met Section 9 funds.
2. A request has been submitted to UMTA to allow Step 2 - AA/DEIS to begin on the extension of the Westside from Beaverton to Hillsboro. Successful completion of the AA/DEIS is required for the extension to proceed into PE/FEIS and "catch up" with the overall Westside project. AA/DEIS funding has already been budgeted through Tri-Met Section 9 funds.
3. A request has been submitted to UMTA to allow Step 2 - AA/DEIS to begin on the I-205 corridor between Portland International Airport and the Clackamas Town Center. AA/DEIS funding has already been budgeted through the use of Buslane Interstate Transfer funds.
4. Authorization has been given by JPACT and the Metro Council to submit a request to UMTA to allow Step 2 - AA/DEIS to proceed in the Milwaukie Corridor from Portland to Milwaukie. McLoughlin Corridor Interstate Transfer funding has been budgeted for the AA/DEIS work from Portland to Milwaukie and further Systems Planning work from Milwaukie to Clackamas Town Center and Milwaukie to Oregon City.
5. JPACT and IRC have adopted a Bi-State work program to conduct further Systems Planning on LRT in the I-5 and I-205 corridors across the Columbia River and for LRT extensions into Clark County. Funding has been provided in the existing Metro and IRC budgets with supplemental funding from Tri-Met and C-TRAN.
6. Portland has budgeted for Systems Planning activities to allow examination of additional LRT alignments in the I-5 North corridor and to further evaluate the need and timing of downtown alignments including consideration of a subway.

Funding has been provided in the existing Metro budget for needed transit ridership forecasts.

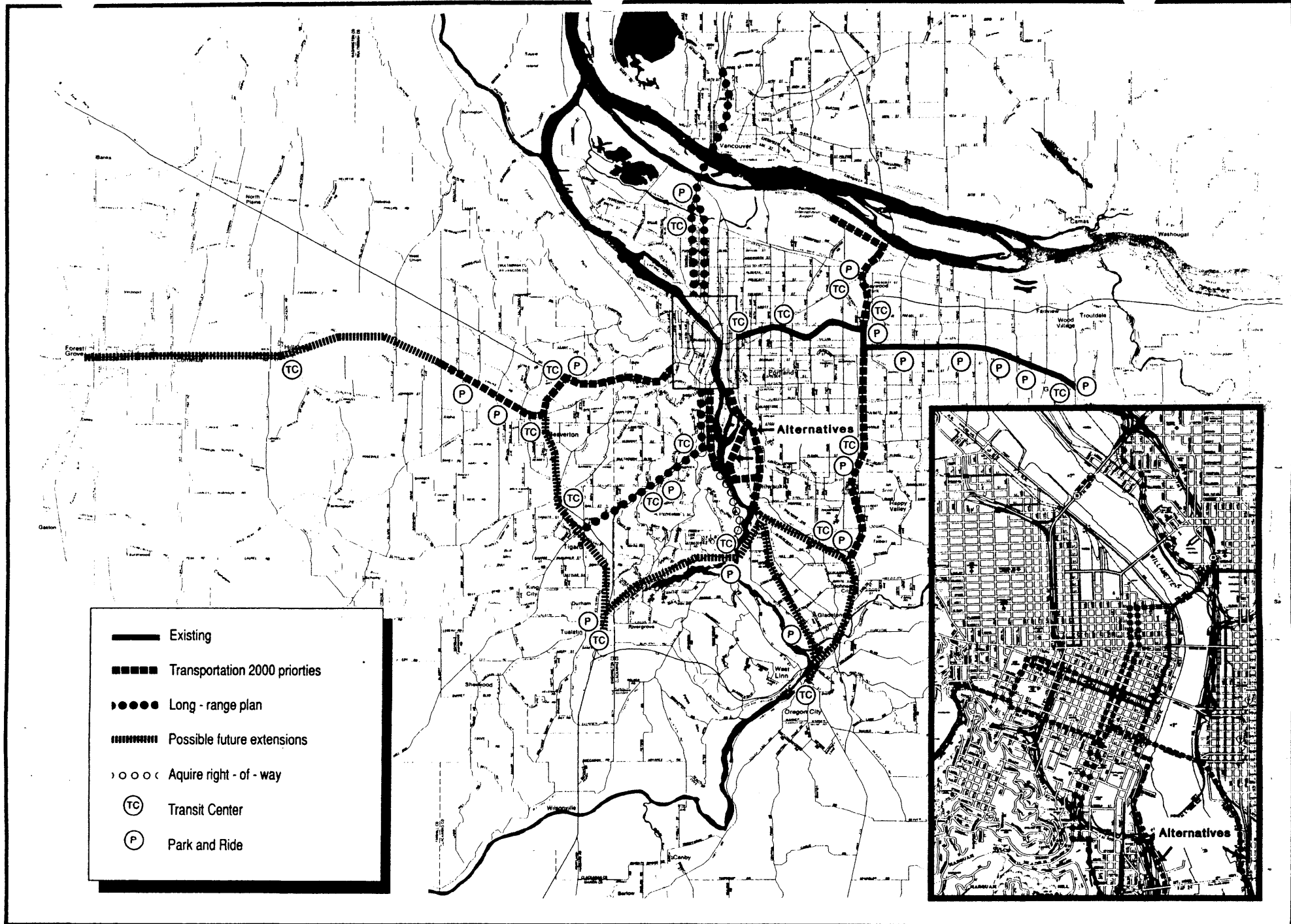
Because of the large amount of LRT planning underway or proposed, it is important to organize activities to allow for the most efficient conduct of the work, to ensure participation by the jurisdictions affected by the decisions that must be made and to ensure proper consideration of functional and financial trade-offs between corridors. In particular, functional trade-offs and coordination is required to take into account the effect of one project on other parts of the LRT system and financial limitations dictate that careful consideration be given to defining regional priorities before committing to construction. As such, the organizational structure presented in this resolution follows the following overall principles:

1. Committees are combined where significant overlap of issues or alternatives exist; separation is recommended to maintain the focus of the correct set of committee members on their area of interest.
2. Overall policy oversight is provided through the existing JPACT and IRC Transportation Policy Committee structure rather than a new committee.
3. Membership on individual committees is targeted only to those affected.
4. The scope of work for an Alternatives Analysis/DEIS is significantly greater than Systems Planning and requires a higher level of management oversight. As such, a "Planning Management Group" is recommended for AA/DEIS work in addition to Technical Advisory Committees.
5. A regional LRT Finance Committee is proposed to make recommendations affecting the priority and timing of each corridor relative to one another. This committee will have a balanced regionwide membership to make recommendations on regionwide priorities and trade-offs.
6. Decision-making is focused on Oregon and Washington jurisdictions for decisions pertinent to their area with a significant need for bi-state coordination on issues affecting I-5 North from Portland to Vancouver and I-205 North from Gateway to Portland International Airport and beyond.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 89-1179.

Attachment



Long-Range Regional Transitway System

Figure 4-5

JOINT RESOLUTION OF THE
METROPOLITAN SERVICE DISTRICT
AND THE
INTERGOVERNMENTAL RESOURCE CENTER

FOR THE PURPOSE OF ESTABLISHING) METRO RESOLUTION NO. 89-1179
AN ORGANIZATIONAL STRUCTURE FOR) IRC RESOLUTION NO. _____
OVERSEEING HIGH CAPACITY)
TRANSIT STUDIES)

WHEREAS, Metro was designated by the Governor of the State of Oregon as the Metropolitan Planning Organization (MPO) for the urbanized areas of Clackamas, Multnomah, and Washington Counties effective November 6, 1979; and

WHEREAS, IRC was designated by the Governor of the State of Washington as the Metropolitan Planning Organization (MPO) for Clark County effective January 1, 1979; and

WHEREAS, The Metro Council through the Joint Policy Advisory Committee on Transportation provides locally elected officials direct involvement in the transportation planning and decision-making process; and

WHEREAS, The IRC Board of Directors has established a Transportation Policy Committee to develop regional transportation policies subject to the review and approval of the full Board of Directors; and

WHEREAS, Metro has initiated preparation of an Alternatives Analysis and Draft Environmental Impact Statement in the I-205 corridor from Portland International Airport to Clackamas Town Center and for the Westside project from 185th Avenue to Hillsboro; and

WHEREAS, Metro proposes to initiate preparation of an Alternatives Analysis and Draft Environmental Impact Statement in the Portland to Milwaukie corridor and systems studies for possible extension to Clackamas Town Center and/or Oregon City; and

WHEREAS, Metro and IRC have jointly approved a Bi-state Study work program to evaluate the adequacy of the existing transportation system and the currently adopted Regional Transportation Plan to meet existing and projected bi-state travel demands; and

WHEREAS, IRC and C-TRAN have initiated a systems study to identify high capacity transit alternatives on the I-5 North and I-205 North corridors into Clark County; and

WHEREAS, The City of Portland will be evaluating alternative alignments for LRT in the I-5 North corridor; and

WHEREAS, The City of Portland will be evaluating alternatives for additional LRT alignments in downtown Portland, including LRT on the transit mall and LRT in a subway; and

WHEREAS, It is important to ensure coordination of different components of high capacity transit planning throughout the region; now, therefore,

BE IT RESOLVED:

1. That policy oversight for the Eastside Systems Planning Study shall be provided through periodic joint meetings of JPACT and the IRC Transportation Policy Committee.

2. That technical and project coordination oversight for the Bi-State Study, examination of LRT extensions into Clark County, examination of alternative alignments in the I-5 North

corridor and examination of alternatives in downtown Portland shall be provided through establishment of an Eastside LRT Systems Planning Technical Advisory Committee to include membership from each affected agency and jurisdiction.

3. That project management for each individual study component and associated contractual obligations shall remain the sole responsibility of each lead agency.

4. That the Bi-State high capacity transit studies will be coordinated with other Regional LRT studies in concept as defined in Exhibit A.

5. That technical and policy oversight for the Hillsboro Alternatives Analysis shall be provided through the existing Westside Corridor Project committee structure.

6. That further action will be required to initiate and define the charge for the I-205/Milwaukie Planning Management Group and the Regional LRT Finance Committee.

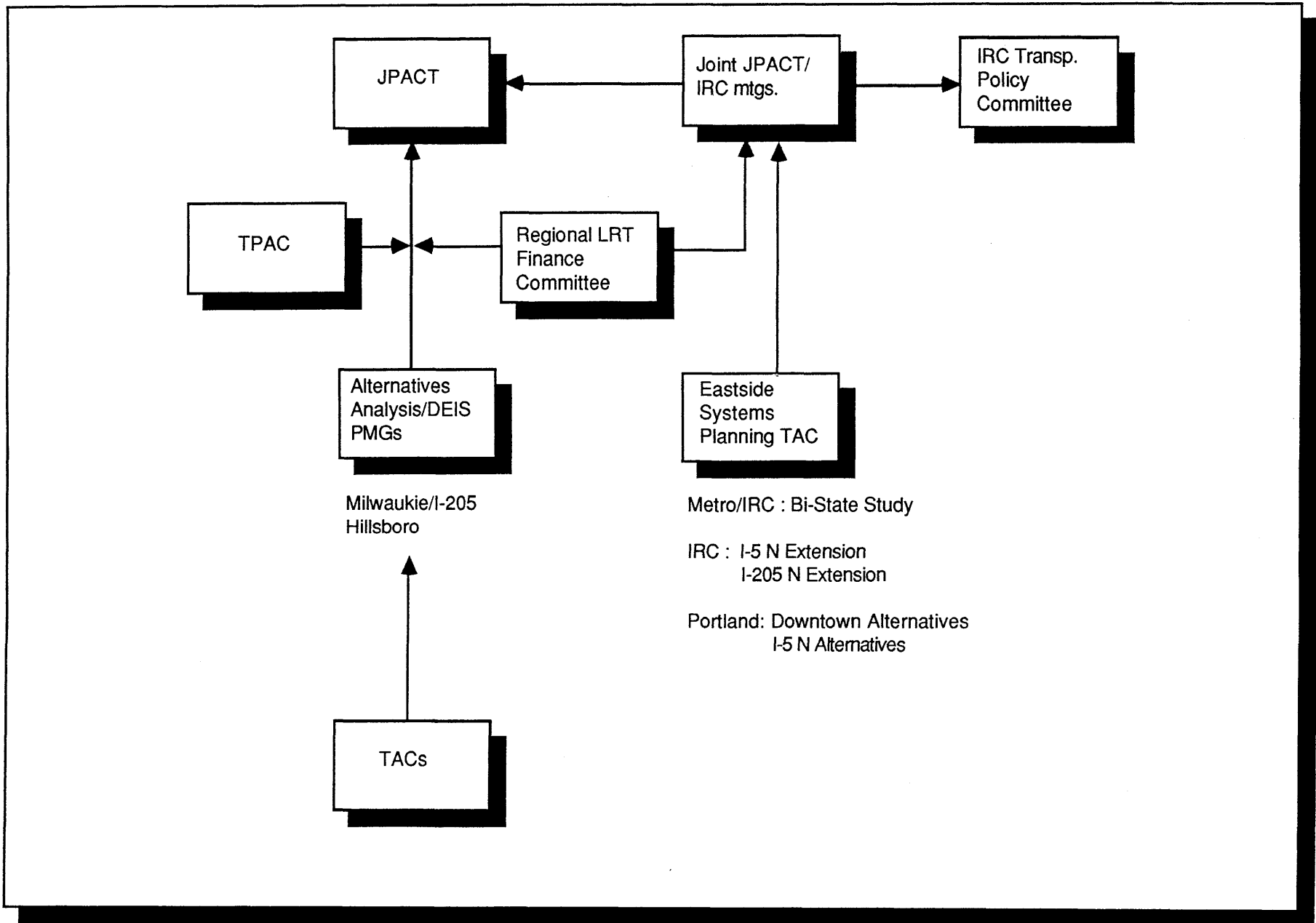
ADOPTED by the Council of the Metropolitan Service District this ____ day of _____, 1989.

Mike Ragsdale, Presiding Officer

ADOPTED by the Board of Directors of the Intergovernmental Resource Center this ____ day of _____, 1989.

Jane Van Dyke, Chair

Regional LRT System : Decision-Making Process



Regional LRT System

Organization and Responsibilities

I. I-205/MILWAUKIE ALTERNATIVES ANALYSIS/DEIS

A. I-205 Technical Advisory Committee (TAC)

1. Oversee engineering and operations studies of alternative I-205 alignments and station locations (including provision for future LRT extension to Clark County, Milwaukie and Oregon City).
2. Oversee evaluation of alternative development scenarios in proposed station areas.
3. Evaluate potential for public-private coventure revenues or other appropriate corridor-specific funding sources.
4. Oversee preparation of cost-effectiveness evaluation.
5. Recommend alternatives for inclusion in DEIS.
6. Oversee preparation of DEIS.
7. Recommend preferred alternative.

Membership: Technical staff from Metro, Tri-Met, ODOT, Portland, Milwaukie, Oregon City, Clackamas County, Multnomah County, Port of Portland, Clark County IRC and C-TRAN.

B. Milwaukie Technical Advisory Committee (TAC)

1. Oversee engineering and operations studies of alternative Milwaukie corridor alignments and station locations (including provision for future extension to Oregon City and Clackamas Town Center).
2. Oversee evaluation of alternative development scenarios in proposed station areas.
3. Evaluate potential for public-private coventure revenues or other appropriate corridor-specific funding sources.
4. Oversee preparation of cost-effectiveness evaluation.

5. Recommend alternatives for inclusion in DEIS.
6. Oversee preparation of DEIS.
7. Recommend preferred alternative.

Membership: Technical staff from Metro, Tri-Met, ODOT, Portland, Milwaukie, Oregon City, Clackamas County, and Multnomah County.

C. I-205/Milwaukie Planning Management Group (PMG)

1. Ensure coordination between I-205 and Milwaukie studies.
2. Ensure consistency of assumptions between I-205 and Milwaukie.
3. Evaluate trade-offs between I-205 alternatives and Milwaukie alternatives.
4. Recommend alternatives for inclusion in I-205 and Milwaukie DEIS; ensure compatibility between alternatives.
5. Approve DEIS.
6. Recommend preferred Milwaukie and I-205 alternatives.

Membership: Senior management staff from Metro, Tri-Met, ODOT, Portland, Milwaukie, Oregon City, Clackamas County, Multnomah County, Port of Portland, Clark County IRC and C-TRAN.

II. WESTSIDE LRT EXTENSION TO HILLSBORO ALTERNATIVES ANALYSIS/-DEIS

- A. The existing Westside Corridor TAC, PMG and Steering Committee will oversee evaluation of the extension to Hillsboro and preparation of the DEIS.
- B. The Westside Steering Committee will develop conclusions on whether or not LRT is feasible to Hillsboro, where its terminus should be and the effect this would have on the overall Westside LRT project.
- C. The Westside Steering Committee will make a recommendation to JPACT on whether or not the Hillsboro extension should be funded.

III. EASTSIDE LRT SYSTEMS STUDY

A. Technical Advisory Committee

1. Evaluate the adequacy of existing bi-state travel on I-5 and I-205; coordinate and improve available data and models defining land use, growth and travel.
2. Evaluate the adequacy of the adopted Regional Transportation Plan (including LRT from Portland to Vancouver in the I-5 corridor and from Portland International Airport to Clackamas Town Center in the I-205 corridor) for meeting future travel demands; define the nature and extent of travel needs not met.
3. Update transit ridership information for bus and LRT alternatives to Clark County in the I-5 corridor.
4. Provide input to Portland's study of alternative LRT alignments in the I-5 corridor between downtown Portland and downtown Vancouver and evaluate their implication on bi-state travel.
5. Provide input to the Clark County IRC study of possible I-5 and/or I-205 LRT extensions into Clark County and evaluate their implications on bi-state travel.
6. Provide input to the Portland study of alternative LRT alignments in downtown Portland and their implication to LRT expansion into Clark County.
7. Recommend to JPACT and the IRC Transportation Policy Committee whether to amend the RTP to add LRT extensions to Clark County.
8. Recommend to JPACT and the IRC Transportation Policy Committee whether and when to initiate Alternatives Analysis/DEIS for LRT to Clark County in the I-5 and/or I-205 corridors; define the alternatives to be considered.

Membership: Technical staff from Metro, Tri-Met, ODOT, Portland, Multnomah County, Port of Portland, Clark County IRC, WDOT, C-TRAN and Vancouver, Clark County and Port of Vancouver.

- B. Joint Meetings of IRC Transportation Policy Committee and JPACT
1. Review evaluation of the adequacy of the existing transportation system and the currently adopted RTP.
 2. Review I-5 and I-205 LRT corridor studies to ensure bi-state coordination; evaluate the implication of project decisions in Oregon on Washington and the implication of project decisions in Washington on Oregon.
 3. Conclude the appropriate timing for implementation of LRT to Clark County based upon need for improvement considering availability of highway and bus capacity and growth in travel demand.

Membership: Meetings open to all JPACT and IRC Transportation Policy Committee members.

IV. LRT FINANCE COMMITTEE

Trade-offs in priority and/or timing between individual corridor recommendations will be considered by this committee in order to recommend to JPACT and the IRC Transportation Policy Committee the scope and timing of the full regional LRT system. Responsibilities include:

- A. Development of a financing strategy for the full LRT system.
- B. Refinement of regional policies for public-private coventure funding; approval of corridor-specific public-private funding recommendations.
- C. Determination of cost-effectiveness criteria to consider for each corridor in establishing an overall system staging plan.
- D. Recommendation on staging the implementation of the full LRT system, including:
 1. Further funding decisions for the Westside project and its extension to Hillsboro in the event these decisions affect the region's ability to construct a subsequent Eastside LRT corridor.
 2. Further short-term staging and funding decisions affecting the Milwaukie LRT corridor and the I-205 LRT corridor; and

3. Long-term decisions on staging of the remainder of the LRT system, including financing strategy, proposed construction schedules and when to proceed to the Alternatives Analysis/DEIS step of the process.

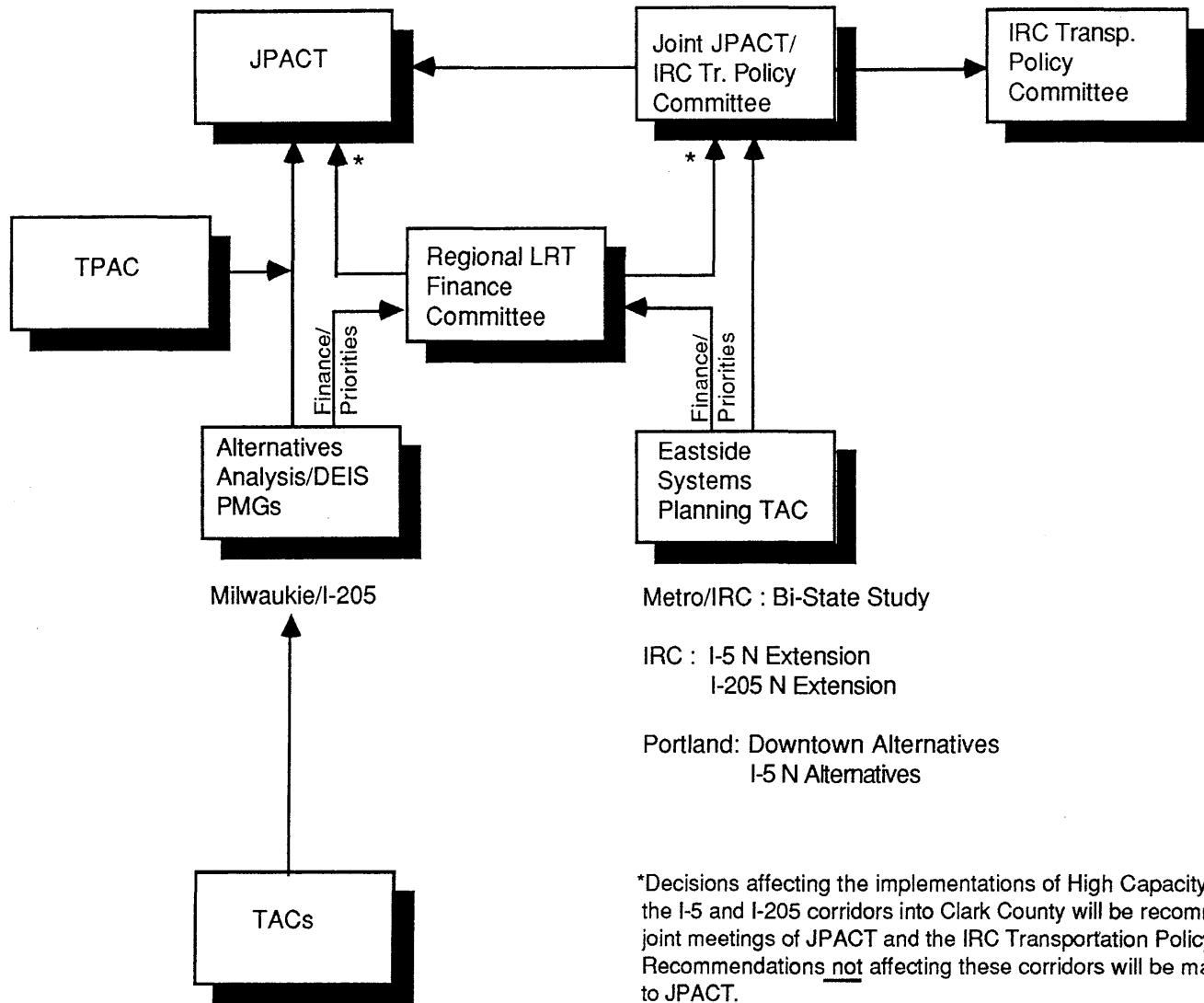
Membership: Senior management staff from Metro, Tri-Met, ODOT, Portland, Multnomah County, Washington County, Clackamas County, C-TRAN and Clark County IRC.

V. JPACT AND IRC TRANSPORTATION POLICY COMMITTEE

In each of their respective jurisdictions, JPACT and the IRC Transportation Policy Committee will have the following LRT planning responsibilities:

- A. Adopt amendment to the RTP adding or deleting potential long range LRT corridors and alignments.
- B. Approval of final decisions relating to trade-offs between corridors.
- C. Adoption of priorities for funding from regional and federal resources.
- D. Authorization for a corridor to proceed into Alternatives Analysis/DEIS or Preliminary Engineering/FEIS and joint approval of the required Unified Work Program amendment.

Regional LRT System : Decision-Making Process



Regional LRT System

Organization and Responsibilities

I. I-205/MILWAUKIE ALTERNATIVES ANALYSIS/DEIS

A. I-205 Technical Advisory Committee (TAC)

1. Oversee engineering and operations studies of alternative I-205 alignments and station locations (including provision for future LRT extension to Clark County, Milwaukie and Oregon City).
2. Oversee evaluation of alternative development scenarios in proposed station areas.
3. Evaluate potential for public-private coventure revenues or other appropriate corridor-specific funding sources.
4. Oversee preparation of cost-effectiveness evaluation.
5. Recommend alternatives for inclusion in DEIS.
6. Oversee preparation of DEIS.
7. Recommend preferred alternative.

Membership: Technical staff from Metro, Tri-Met, ODOT, Portland, Milwaukie, Oregon City, Clackamas County, Multnomah County, Port of Portland, Clark County IRC and C-TRAN.

B. Milwaukie Technical Advisory Committee (TAC)

1. Oversee engineering and operations studies of alternative Milwaukie corridor alignments and station locations (including provision for future extension to Oregon City and Clackamas Town Center).
2. Oversee evaluation of alternative development scenarios in proposed station areas.
3. Evaluate potential for public-private coventure revenues or other appropriate corridor-specific funding sources.
4. Oversee preparation of cost-effectiveness evaluation.

5. Recommend alternatives for inclusion in DEIS.
6. Oversee preparation of DEIS.
7. Recommend preferred alternative.

Membership: Technical staff from Metro, Tri-Met, ODOT, Portland, Milwaukie, Oregon City, Clackamas County, and Multnomah County.

C. I-205/Milwaukie Planning Management Group (PMG)

1. Ensure coordination between I-205 and Milwaukie studies.
2. Ensure consistency of assumptions between I-205 and Milwaukie.
3. Evaluate trade-offs between I-205 alternatives and Milwaukie alternatives.
4. Recommend alternatives for inclusion in I-205 and Milwaukie DEIS; ensure compatibility between alternatives.
5. Approve DEIS.
6. Recommend preferred Milwaukie and I-205 alternatives.

Membership: Senior management staff from Metro, Tri-Met, ODOT, Portland, Milwaukie, Oregon City, Clackamas County, Multnomah County, Port of Portland, Clark County IRC and C-TRAN.

II. WESTSIDE LRT EXTENSION TO HILLSBORO ALTERNATIVES ANALYSIS/-DEIS

- A. The existing Westside Corridor TAC, PMG and Steering Committee will oversee evaluation of the extension to Hillsboro and preparation of the DEIS.
- B. The Westside Steering Committee will develop conclusions on whether or not LRT is feasible to Hillsboro, where its terminus should be and the effect this would have on the overall Westside LRT project.
- C. The Westside Steering Committee will make a recommendation to JPACT on whether or not the Hillsboro extension should be funded.

III. EASTSIDE LRT SYSTEMS STUDY

A. Technical Advisory Committee

1. Evaluate the adequacy of existing bi-state travel on I-5 and I-205; coordinate and improve available data and models defining land use, growth and travel.
2. Evaluate the adequacy of the adopted Regional Transportation Plan (including LRT from Portland to Vancouver in the I-5 corridor and from Portland International Airport to Clackamas Town Center in the I-205 corridor) for meeting future travel demands; define the nature and extent of travel needs not met.
3. Update transit ridership information for bus and LRT alternatives to Clark County in the I-5 corridor.
4. Provide input to Portland's study of alternative LRT alignments in the I-5 corridor between downtown Portland and downtown Vancouver and evaluate their implication on bi-state travel.
5. Provide input to the Clark County IRC study of possible I-5 and/or I-205 LRT extensions into Clark County and evaluate their implications on bi-state travel.
6. Provide input to the Portland study of alternative LRT alignments in downtown Portland and their implication to LRT expansion into Clark County.
7. Recommend to JPACT and the IRC Transportation Policy Committee whether to amend the RTP to add LRT extensions to Clark County.
8. Recommend to JPACT and the IRC Transportation Policy Committee whether and when to initiate Alternatives Analysis/DEIS for LRT to Clark County in the I-5 and/or I-205 corridors; define the alternatives to be considered.

Membership: Technical staff from Metro, Tri-Met, ODOT, Portland, Multnomah County, Port of Portland, Clark County IRC, WDOT, C-TRAN and Vancouver, Clark County and Port of Vancouver.

IV. HIGH CAPACITY TRANSIT FINANCE COMMITTEE

Trade-offs in priority and/or timing between individual corridor recommendations will be considered by this committee in order to recommend to JPACT and the IRC Transportation Policy Committee the scope and timing of the full regional LRT system. Responsibilities include:

- A. Development of a financing strategy for the full LRT system.
- B. Refinement of regional policies for public-private coventure funding; approval of corridor-specific public-private funding recommendations.
- C. Determination of cost-effectiveness criteria to consider for each corridor in establishing an overall system staging plan.
- D. Recommendation on staging the implementation of the full LRT system, including:
 - 1. Further funding decisions for the Westside project and its extension to Hillsboro in the event these decisions affect the region's ability to construct a subsequent Eastside LRT corridor.
 - 2. Further short-term staging and funding decisions affecting the Milwaukie LRT corridor and the I-205 LRT corridor;
 - 3. Short-term decisions on when to proceed to Alternatives Analysis/DEIS on the I-5 North corridor and/or I-205 extension into Clark County as well as the effect that the above short-term finance decisions have on these corridors; and
 - 4. Long-term decisions on staging of the remainder of the LRT system, including financing strategy, proposed construction schedules and when to proceed to the Alternatives Analysis/DEIS step of the process.

Decisions affecting the implementation of high capacity transit in the I-5 and I-205 corridors into Clark County will be recommended to the joint meetings of JPACT and the IRC Transportation Policy Committee. Recommendations not affecting these corridors will be made directly to JPACT.

Membership: Senior management staff from Metro, Tri-Met, ODOT, Portland, Multnomah County, Washington County, Clackamas County, Port of Portland, C-TRAN, Clark County IRC and WSDOT.

V. JOINT JPACT AND IRC TRANSPORTATION POLICY COMMITTEE

Decisions affecting the implementation of high capacity transit in the I-5 and I-205 corridors into Clark County will be recommended to joint meetings of JPACT and the IRC Transportation Policy Committee, including:

- A. Review evaluation of the adequacy of the existing transportation system and the currently adopted RTP.
- B. Review I-5 and I-205 LRT corridor studies to ensure bi-state coordination; evaluate the implication of project decisions in Oregon on Washington and the implication of project decisions in Washington on Oregon.
- C. Endorse amendment to the RTPs adding or deleting potential bi-state long-range LRT corridors and alignments.
- D. Endorse final decisions relating to trade-offs between corridors that affect bi-state corridors.
- E. Endorse priorities for funding from regional and federal resources that affect bi-state corridors.
- F. Endorsement of a corridor to proceed into Alternatives Analysis/DEIS or Preliminary Engineering/FEIS and joint approval of the required Unified Work Program amendment.

Decisions not affecting the I-5 and/or I-205 corridors into Clark County will be recommended directly to JPACT.

VI. JPACT AND IRC TRANSPORTATION POLICY COMMITTEE

In each of their respective jurisdictions, JPACT and the IRC Transportation Policy Committee will have the following planning responsibilities:

- A. Adopt amendment to the RTP adding or deleting potential long-range LRT corridors and alignments.
- B. Approval of final decisions relating to trade-offs between corridors.
- C. Adoption of priorities for funding from regional and federal resources.

- D. Authorization for a corridor to proceed into Alternatives Analysis/DEIS or Preliminary Engineering/FEIS and joint approval of the required Unified Work Program amendment.

ACC:mk
89-1179A.RES
12-13-89



METRO

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

Memorandum

Date: December 6, 1989

To: JPACT

From: Andrew C. Cotugno, Transportation Director

Re: Transportation 2000 Update

Attached for your information are several items related to Transportation 2000 activities:

1. The ballot material for the constitutional amendment to allow local voters to decide to use vehicle registration fees for transit.
2. A summary of polls regarding the constitutional amendment and options for imposition of the vehicle registration fee.
3. A summary of generalized transit financial conclusions and trade-offs.
4. Letters regarding the Clackamas County proposal to advance I-205 LRT.

At the November 22 meeting of the Transportation 2000 Committee, the following recommendations were made to JPACT:

- . The constitutional amendment vote and the imposition vote should not occur on the same date to ensure the message to the voters is clear on the May 15 ballot for the constitutional amendment.
- . The imposition of the vehicle registration fee should be scheduled for the November 1990 ballot to allow the large voter turnout to vote on the issue.
- . The package that is proposed to be funded with the vehicle registration fee should be a combination LRT/arterial program. Further detailed financial analysis is needed to finalize the specific LRT and arterial projects to be funded with vehicle registration fees.

I. ATTORNEY GENERAL'S CERTIFIED BALLOT TITLE

"VOTE ON LOCAL VEHICLE TAX
REVENUES FOR PUBLIC TRANSIT USES"

"QUESTION: Shall constitution allow voters of counties, transportation districts to authorize use of local motor vehicle tax revenues for mass transit?"

"EXPLANATION: Amends state constitution. Allows voters to authorize counties, public transportation districts to use local vehicle tax revenues for mass transit facilities and vehicles, including light rail and buses, in addition to highways, roads and streets. Use of local vehicle tax revenues for mass transit requires majority vote in county or district. Amendment affects only use of revenues from vehicle taxes levied by counties and districts. Taxes subject to limitation by state law. Legislature may require procedures for expenditure of such revenues on regional basis."

II. PETITIONER'S PROPOSED BALLOT TITLE

"ESTABLISHES VOTE ON LOCAL VEHICLE
REVENUES FOR PUBLIC TRANSPORTATION USES"

"QUESTION: Shall constitution allow local voters to decide whether local motor vehicle tax revenues can be used for public transportation needs?"

"EXPLANATION: Amends state constitution. Allows local voters to decide whether counties, public transportation districts can use local vehicle tax revenues for transit facilities, vehicles and services. Current law permits use of local vehicle revenues to meet highway and road needs. Under this measure, voters will also be able to approve use of such revenues to meet local needs for buses, light rail, and transit services for the elderly and disabled. Any local vehicle tax approved by voters would be subject to limit set by state law."

Memorandum

=====
Date: November 21, 1989
To: Transportation 2000
From: Steven Siegel
Subject: Analysis of Public Attitudes
=====

The conclusions drawn below are a composite of these from an 800 person statewide questionnaire on the Constitutional Amendment and a 600 person regionwide survey of the Amendment and the imposition of the local fee. Both surveys were fielded in the last two months.

I. Statewide Attitudes on the Constitutional Amendment

- A. Statewide opinion favours the constitutional amendment so long as the effects of the amendment are accurately understood. The abstractness of the Amendment creates the possible mis-impression that it either (a) approves the transit use or (b) imposes the fee. It, in fact, only establishes the possibility of a local vote on the former.
- B. The statewide survey found the Amendment passing by a 55-41% majority. This level of support was exhibited in every sector of the state. In contrast, if the Amendment was thought to approve the use of registration fee revenues for transit, it would be opposed by a 51-47% margin. However, a 52-45% majority believe in permitting local voter control over fee revenues more than in limiting the use of the fee.
- C. The regionwide survey generally confirmed the results of the statewide poll. The accurately understood Amendment enjoyed 49-41% support in the region. An Amendment misunderstood to impose the fee or approve the use would be opposed in the region by roughly a 50-40% margin.

II. Regionwide Attitudes on Expanding MAX and Regional Arterials

- A. 74% of the region perceives an arterial program to be a good idea, 12% viewed it as a bad idea.
- B. The expansion of MAX enjoys even more support (84-8%).

- C. In choosing between Westside MAX and an \$8 million/year arterial program, MAX was favored by a 46-36% plurality.

III. Regionwide Attitudes Regarding A Measure To Impose The Fee

- A. A 55-41% majority of respondents indicated various degrees of support for a \$15/year fee for MAX and roads. Of those "certain" of their opinion, the measured enjoyed 34-27% support.
- B. A MAX only program was opposed by 54-43% margin. Those "certain" of their opinion opposed the measure 40-27%.
- C. It is possible that a MAX only measure could pass. In testing support for various combinations of MAX lines, some packages received plurality support (none received a majority).
- D. Nonetheless, the combined approach is more favored --- it seems to capture about one-fifth of that 40% of the region that does not support using the revenues for transit purposes.
- E. In choosing between a MAX only package, Road only package and a combined package; 39% supported the combined measure, 25% MAX and only 18% Roads.

IV. Analysis of Timing of Election on Imposing the Fee

- A. The problem of having both measures on the same ballot, is the confusion it creates in understanding the Constitutional Amendment. The attention the fee imposition measure would get from the media would likely confuse non-metropolitan voters into believing they were voting to impose a fee for MAX.
- B. November is viewed as a better election date for the fee imposition ballot, because turnout is higher.

DATE: November 21, 1989
TO: Transportation 2000
FROM: Staff
SUBJECT: BASE TRANSIT FINANCIAL SCENARIO

THE REGIONAL TRANSIT FINANCIAL AGENDA DIRECTED AT:

- a. maintaining existing headway and peak hour standards by permitting bus service to expand at 1% annually.
- b. building and operating two additional light rail lines in 10-15 years.

CAN BE REALIZED IF THE FOLLOWING POLICIES ARE ENACTED:*

- c. Vehicle Registration Fee for MAX is at least \$15.
- d. Westside light rail project is \leq \$500 million (75% federal; 12.5% state).
- e. Light rail Line X is \leq \$200 million (50% federal; 25% state).
- f. Tri-Met receives \$3 million FAU funds for capital needs.
- g. Tri-Met receives \$3 million per year (1989 \$) in additional resources from schools, federal payroll, tire and battery fees or some other source.
- h. Public/private resources are secured - \$16 million for Westside and \$10 million for Line X.

* Assuming (a) the reasonableness of the various revenue projections, construction cost assumptions, and economic variables included in fiscal cash flow scenarios, and (b) imposition of the phased-in municipal payroll tax.

METRO

2000 SW First Avenue
Portland, OR 97201-5398
(503) 221-1646
Fax 241-7417

November 21, 1989

Mr. Mike Hollern, Chairman
Oregon Transportation Commission
Brooks Resources
P.O. Box 6119
Bend, Oregon 97708

Dear Mike:

Thank you for the opportunity to present JPACT's concerns regarding ODOT's policies for development of the Six-Year Highway Improvement Plan to the Oregon Transportation Commission. Until that time, it looked as though the Portland region would not receive adequate support in the next update.

As you know, after considerable effort by the public and business sector from the Portland region, an excellent vision has been established to provide the transportation system improvements needed to encourage economic growth and protect the livability of the area. The strategies we are relying upon constitute a multi-modal approach targeted at 1) major state highway corridors; 2) LRT; 3) urban arterials; and 4) transit service expansion. ODOT has been supportive and helpful to date in defining and implementing this program.

We have, however, been concerned that policies were in place or under consideration that would make it nearly impossible to meet the objectives established in the Transportation 2000 Program. In particular, we were concerned that three of the four major strategy areas would be in jeopardy due to the following: that needed Interstate modernization projects would be impossible to fund if the Commission policy were to shift the FAI-4R share available to Modernization to only 10 percent; that Access Oregon funding would potentially not be available to the region for nearly a decade; that lack of funding for the Sunset Highway improvements would jeopardize a 75 percent federal funding commitment to the Westside LRT; and that ODOT arterial improvements would simply not be considered for funding.

I was, however, encouraged by the reaction and response of the Commission, Mr. Bothman and Mr. Adams. As a result, I

Executive Officer
Rena Cusma

Metro Council

Mike Ragsdale
Presiding Officer
District 1

Gary Hansen
Deputy Presiding
Officer
District 12

Lawrence Bauer
District 2

Jim Gardner
District 3

Richard Devlin
District 4

Tom DeJardin
District 5

George Van Bergen
District 6

Ruth McFarland
District 7

Judy Wyers
District 8

Lanya Collier
District 9

Roger Buchanan
District 10

David Knowles
District 11

Mr. Mike Hollern
November 21, 1989
Page 2

am reassured that the Portland region will be able to make significant progress on the Transportation 2000 priorities that ODOT, the Portland area governments and the business sector worked so hard to develop.

Thank you for your consideration.

Sincerely,



Andrew C. Cotugno
Transportation Director

CC: Oregon Transportation Commission
JPACT
Bob Bothman
Don Forbes
Don Adams

METRO

Memorandum

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

Date: December 13, 1989

To: JPACT

From: Andrew C. Cotugno, Transportation Director

Re: TPAC Citizen Member Vacancies

The term for current citizen members of TPAC has expired. Six citizens sit on TPAC.

We are beginning recruitment to fill these positions. If you know people who would be willing to serve a two-year term on TPAC, please have them submit their application by the January 5 deadline.

Should you wish, we will provide TPAC background information; i.e., bylaws, minutes from past meetings, etc. The committee meets the last Friday of each month at 8:30 a.m. at Metro.

After interviewing potential candidates, a recommendation for appointment will be submitted to the Council for confirmation.

ACC:KT:lmk

Attachments



METRO

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

Regional transportation: The decision-making process

The Metropolitan Service District, your regional government, handles regionwide concerns in the urban areas of Clackamas, Multnomah and Washington counties. Metro is responsible for solid waste management, operation of the Washington Park Zoo, transportation planning, technical services to local governments, and the Oregon Convention Center.

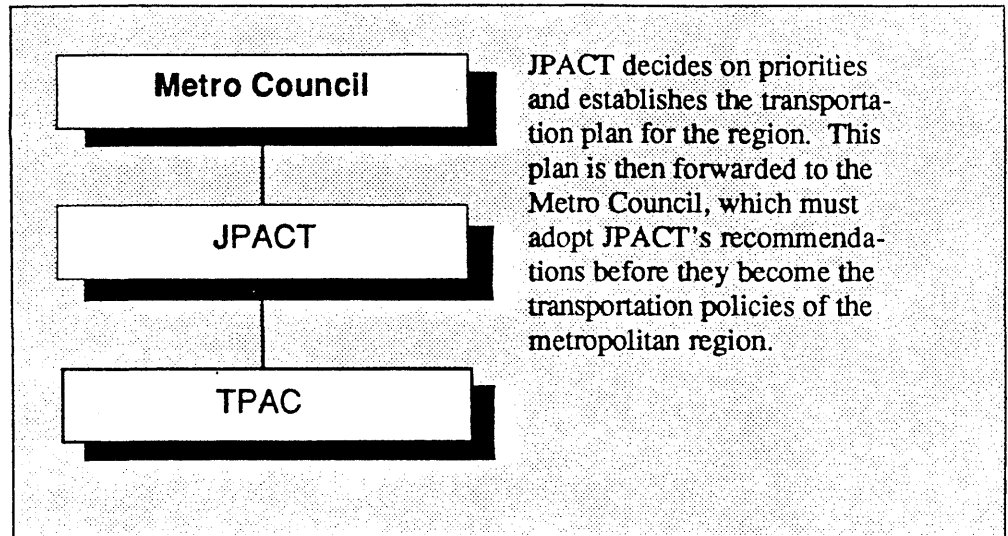
Every metropolitan area must have a metropolitan planning organization designated by the governor to receive and disburse federal funds for transportation. The Metro Council is assigned the responsibility of approving the expenditure of all federal transportation funds in this region. To assure a well-balanced regional transportation system, a decision-making process has been established to assist the Metro Council in making these important funding allocations.

The Metro Council

The Metro Council is composed of 12 members elected from districts throughout the metropolitan region (urban areas of Multnomah, Washington and Clackamas counties). The council approves transportation projects and programs recommended by the Joint Policy Advisory Committee on Transportation.

Joint Policy Advisory Committee on Transportation (JPACT)

JPACT provides a forum for elected officials and representatives of agencies involved in transportation projects to evaluate all of the transportation needs in this region and to make recommendations for funding to the Metro Council.



JPACT decides on priorities and establishes the transportation plan for the region. This plan is then forwarded to the Metro Council, which must adopt JPACT's recommendations before they become the transportation policies of the metropolitan region.

The 17-member committee is composed of:

- Members of the Metro Council
- A commissioner from the city of Portland
- A county commissioner from Multnomah, Clackamas and Washington counties
- An elected official from each county representing cities
- A representative of the Oregon Department of Transportation
- A Tri-Met representative
- A representative of the Port of Portland
- A representative of the Oregon Department of Environmental Quality
- An elected representative from Vancouver and one from Clark County, Wash.
- A representative of the Washington Department of Transportation

Transportation Policy Alternatives Committee (TPAC)

While JPACT provides a forum for recommendations on transportation issues at the policy level, TPAC provides input from the technical level.

TPAC's membership includes technical staff from the same governments and agencies as JPACT, plus representatives of the Federal Highway Administration, Federal Aviation Administration, the Urban Mass Transportation Administration and the Intergovernmental Resource Center of Clark County. There are also six citizen representatives appointed by the Metro Council.

For more information on upcoming forums, special events and regular meetings of JPACT, contact the Transportation Department at Metro, 221-1646.



METRO

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

Policy Alternatives Committees Application

Policy Alternatives Committees (PACs) are made up of public officials, technicians, special interest group representatives and members of the public. The purpose of Metro's PAC is to evaluate and advise the Metro Council on policy and program alternatives related to its specific assignment.

Please print or type:

Name _____

Residence address _____ Res. phone _____

City _____ County _____ Zip _____

Business address _____ Bus. phone _____

Occupation _____

Committees/areas of interest

Check one of more indicating priority choice by number.

Budget Air Quality Solid Waste Transportation

Related activities

List education, employment and volunteer activities relevant to your area of interest. You may substitute a recently prepared resume.

<u>Dates</u>	<u>Activity</u>	<u>Relevant skills or knowledge</u>
--------------	-----------------	-------------------------------------

Interest in applying

48562



U.S. Department
of Transportation

Urban Mass
Transportation
Administration

RECEIVED

SEP 22 1989
The Deputy Administrator

400 Seventh St., S.W.
Washington, D.C. 20590

GOVERNOR'S OFFICE

SEP 22 1989

The Honorable Neil Goldschmidt
Governor of Oregon
Portland, Oregon 97310-0370

Dear Governor Goldschmidt:

This refers to your letter to Secretary of Transportation Samuel K. Skinner requesting the withdrawal of the bus lanes on I-205 under the provisions of Section 142 of the Surface Transportation and Uniform Relocation Assistance Act (STURAA) of 1987 and the consideration of light rail, a busway, or bus improvements as eligible substitute projects. By separate letter, Federal Highway Administrator Larson and I have approved the withdrawal request.

With respect to the issue of project eligibility under Section 142, Urban Mass Transportation Administration (UMTA) and Federal Highway Administration (FHWA) attorneys have carefully reviewed the Section and its legislative history. On the basis of this review and discussions with FHWA we have concluded that the only substitute transit project eligible for Federal assistance under the existing wording of Section 142 is a light rail transit system along I-205. In these circumstances, UMTA will not require the Portland area to undertake a comprehensive analysis of mode and alignment alternatives. Reasonable alternatives will need to be considered, but only to the degree necessary to meet environmental impact statement requirements.

This matter is more fully explained in the enclosed letter to Ms. Rena Cusma, Executive Officer of the Metropolitan Service District.

Sincerely,

Roland J. Mress

Enclosure

11/1
11/1



U.S. Department
of Transportation

The Deputy Administrator

400 Seventh St., S.W.
Washington, D.C. 20590

Urban Mass
Transportation
Administration

Ms. Rena Cusma
Executive Officer
Metropolitan Service District
2000 S.W. First Avenue
Portland, Oregon 97201-5398

SEP 22 1989

Dear Ms. Cusma:

The Urban Mass Transportation Administration (UMTA) has reviewed your application to undertake alternatives analysis in the I-205 corridor, as well as Governor Goldschmidt's request for the withdrawal of the I-205 bus lanes from the Interstate System. As you are aware, Section 142 of the Surface Transportation and Uniform Relocation Assistance Act of 1987 affords the Portland region an opportunity to withdraw the bus lanes and propose a substitute transit project. By separate letter to Governor Goldschmidt, Federal Highway Administrator Larson and I have approved the withdrawal request.

In view of the rather unique wording of Section 142, attorneys at both UMTA and the Federal Highway Administration (FHWA) have carefully analyzed the statute and its legislative history to determine congressional intent. Their legal opinion has led to further discussions as to the appropriate Federal policies and procedures to apply to a substitute transit project advanced under Section 142. The purpose of this letter is to share with you the results of these deliberations and suggest the future courses of action you might take.

First, UMTA and FHWA attorneys interpret Section 142 to say that only a light rail system would be eligible for funding under Section 142, absent new congressional guidance to the contrary. I realize that this interpretation is different from our previous opinion conveyed in UMTA's May 9, 1989 letter from Terry Ebersole, UMTA's Regional Manager in Seattle. Realizing that a new Federal interpretation of the statute might cause local officials to rethink their decision to withdraw the bus lanes, Mr. Ebersole alerted Metro to this new interpretation as soon as it became known, and was advised that local officials still wished to proceed with the withdrawal. Further, as Mr. Ebersole indicated, should Portland wish to use the substitution funds for some project other than light rail, or to obtain the flexibility to do so in the future, you should seek legislative remedies.

Second, since the funds available under Section 142 may only be used for light rail, UMTA will not require Portland to perform an alternatives analysis. This represents a change from UMTA's earlier position, conveyed in a September 30, 1988 letter from Brigid Hynes-Cherin, our Western Area Director. An environmental impact statement (EIS) will need to be prepared and, to the degree necessary to satisfy environmental requirements, reasonable alternatives will need to be considered. However, the EIS process need not include the economic efficiency analyses of modal alternatives (i.e., alternatives analysis) that would normally be done to support local and Federal decisions on fixed guideway transit investments.

RT only

legislative fix needed if 101-121

10 AA needed

AA optional

I realize that you and other Portland officials may decide, for your own policy making purposes, that an alternatives analysis would be desirable. If so, UMTA is willing to participate in such a study with you. We think there may well be good reasons why you might want to undertake this kind of analysis, but again, you should keep in mind that legislative remedies would be needed before Section 142 funds could be used for any alternative other than light rail. When the Portland area decides on how to proceed — either with an EIS or with an EIS and alternatives analysis — please notify Terry Ebersole and he will work with you to complete a work plan for the process.

No Section 3

In the event that you elect to undertake alternatives analysis, UMTA's willingness to participate in such a study would be predicated on the understanding that Portland will not seek any Section 3 funding for the I-205 project segment that is proposed for construction as a result of this study. UMTA has a longstanding policy of advancing no more than one corridor at a time through the major capital investment process. As you know, the Portland region has chosen the Westside Corridor as its top priority, and is advancing the Westside as a candidate for possible Section 3 funding. In addition, the I-205 corridor does not currently appear to meet the minimum threshold criteria contained in UMTA's Major Capital Investment Policy.

Third, UMTA will insist that any I-205 light rail segment to be constructed with Interstate Substitution funds reflects a minimum operable segment that has independent utility. In essence, this means that you must be able to build a segment that connects logical termini and that complements the existing MAX rail line. Since the funds available under Section 142 are quite limited, it would appear that substantial local, State, and private resources may be needed to supplement the Interstate Substitution funding. The utility of the first segment should not depend upon the future availability of Federal discretionary funds to extend the line.

Finally, Section 142(c) requires that the substitute project be under contract for construction, or construction must have commenced, by September 30, 1989. The term "construction" is broadly construed in Title 23 to include the initiation of the EIS process. Portland has already taken steps toward preparing a work program for future environmental and other studies, and therefore this part of the statute has been satisfied.

I regret any confusion this change in UMTA's position may have caused, and trust that this letter addresses the relevant issues. We look forward to working with you along whatever course of study the Portland community chooses to pursue.

Sincerely,



Roland J. Mross

cc: Governor Goldschmidt
James Cowen, General Manager
Tri-County Metropolitan
Transportation District



OFFICE OF
THE ADMINISTRATOR

78201
DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION
WASHINGTON, D.C. 20590

URBAN MASS TRANSPORTATION ADMINISTRATION

SEP 22 1989

IN REPLY REFER TO:

HNG-13

RECEIVED

SEP 28 1989

GOVERNOR'S OFFICE

The Honorable Neil Goldschmidt
Governor of Oregon
Portland, Oregon 97310-1347

Dear Governor Goldschmidt:

This is in further reply to your May 30 letter to Secretary of Transportation Samuel Skinner, requesting the withdrawal of the bus lanes on Interstate Route 205 under the provisions of Section 142 of the Surface Transportation and Uniform Relocation Assistance Act (STURAA) of 1987. Secretary Skinner's acknowledgement letter of June 21 indicated that several items would require additional information and clarification. Federal Highway Administration field offices, in cooperation with State highway officials, have provided the necessary clarification.

We have now completed our review of your withdrawal proposal and found your proposal to be in substantial conformance with the governing statutory requirements. We are pleased to advise you that your request is today being approved.

The amount of Federal funds authorized by the withdrawal for a transit project in the I-205 corridor is \$16.366 million. This amount is based on the Federal prorata share of the costs included in the 1987 Interstate Cost Estimate for the added lanes on I-205 between Foster Road (milepost 17.79) and Marine Drive (milepost 24.88). The amount made available by this action will be included in the 1989 and subsequent substitution cost estimates used to apportion funds appropriated from the general revenue funds for the Interstate substitution transit projects authorized under Section 103(e)(4) of Title 23 United States Code.

The substitute project will be a transit project and applications for substitute transit projects are to be submitted for approval by the Urban Mass Transportation Administrator. The Federal share shall be 85 percent in accordance with 23 U.S.C. 103(e)(4). You asked consideration of either light rail, a busway or bus improvements using funds made available by this withdrawal. The Urban Mass Transportation Administrator will advise you of his conclusions on the eligibility of the projects.

The provisions of Section 142 require the substitute transit project approved under this section (and for which the Secretary finds sufficient funds are available) to be under contract for construction or under construction by September 30, 1989. If not the Secretary shall immediately withdraw approval of such project and no funds will be appropriated for such project under authority of 23 U.S.C. 103(e)(4).

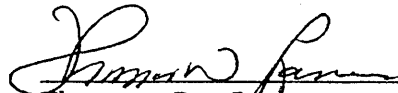
As a result of this withdrawal, Oregon's unobligated balance of Interstate funds will be reduced effective this date in accordance with the requirements of Section 142 of the 1987 STURAA. These and other technical details relating to this withdrawal will be furnished through regular FHWA field channels.

We are pleased to grant approval of your withdrawal request. You may be assured that we will continue to work with you toward timely implementation of your substitution project.

Sincerely yours,



Roland J. Mross
Deputy Urban Mass Transportation
Administrator



Thomas D. Larson
Federal Highway Administrator



CLACKAMAS COUNTY

Board of Commissioners

DARLENE HOOLEY
CHAIR

DALE HARLAN
COMMISSIONER

ED LINDQUIST
COMMISSIONER

MICHAEL F. SWANSON
CHIEF EXECUTIVE OFFICER

TO: JPACT

FROM: Ed Lindquist, Clackamas County JPACT Representative

DATE: December 13, 1989

SUBJ: Modification of Clackamas County's Position on the Region's Transportation Program

On September 28th Clackamas County Board of Commissioners delivered a letter to JPACT requesting JPACT concurrence on a number of issues. This letter was written before the T-H research poll, prior to the decision to split the election (Constitutional amendment in March '90 and \$15 fee imposition in November '90), and prior to recent financial data from Tri-Met. Based upon the above, Clackamas County wishes to offer the following observations and modifications to its original position:

OBSERVATIONS AND MODIFICATIONS

A More Expensive (\$200 million) Second Corridor Now Seems Possible.

It appears that two LRT corridors, the Westside and another for \$200 million, are possible within the \$15 fee. McLoughlin at \$170 million and I-205 at \$150 million are both within the expected \$200 million available for the second corridor. (Earlier it looked like a less expensive project was all that was possible.)

Don't Need to be "Project Specific."

The perception that we need to be "project specific" to secure a positive vote may not be necessary ... "a corridor through South Portland to Clackamas County" may be a suitable substitute.

Have Time to Wait for Better Technical Information.

The technical information upon which to make a choice between McLoughlin and I-205 will be greatly improved via the AA process. Since a "specific project" decision is not now perceived as a prerequisite to a successful election, the decision on which corridor should wait until new technical data can be developed.

Improve Ability to Implement AA Results, Whether it be McLoughlin or I-205

No one knows for certain which project will emerge from the AA as the best transit project. The region ought to position itself now to implement the most sensible project that emerges from the AA process. Any problem either corridor may have with federal assistance ought to be brought to the attention of our Congressional delegation now.

1213/jpact

Myths and **FACTS** about Transportation and Growth

In many of the most desirable areas of the United States, economic growth has become a two-edged sword: the same new jobs that offer employment opportunities and tax revenues also bring traffic. The inability of many communities to provide adequate facilities has made traffic congestion a leading concern. The problem has been aggravated by a general pullback in federal and state funding, which traditionally has accounted for about three out of every four highway dollars, mostly from fuel taxes and other user charges. Clearly, a reduction in such a major revenue source places an almost impossible burden on local governments to fill the gap.

The question is asked by concerned communities: What is the value of economic development if (*continued*)

it results in more crowded roads and overworked facilities? Even communities that support growth increasingly ask whether it pays for itself. According to the National Council on Public Works Improvement, the nation's infrastructure has been allowed to deteriorate in many areas. This neglect has been caused by increasing demands on government for all types of public services, growing taxpayer resistance to new revenue sources, and the diversion of public works funds from capital improvements to maintenance of existing facilities. The need to serve new residents and workers further exacerbates these problems in some communities.

Even before the automobile, congestion was part of urban living. Over time, the degree of congestion has increased so that today the word itself can strike fear in the heart of a commuter. The challenge is twofold: structuring more efficient development patterns and travel choices, and educating people to the reality that they can no longer live in low-density communities far from their jobs and expect their transportation needs to be met—without congestion.

Improving transportation is further complicated by the public's growing belief that one can do nothing to improve mobility except to question the value of growth. Because travel plays such an important role in daily living, virtually everyone has a perception of and a solution for the problem. Many of these perceptions—though based little on reality—have become entrenched, emerging as popular myths that even professionals find difficult to discredit.

This booklet examines some of the most popular of these myths and offers facts in their stead in the hope that public debate can then be more sharply focused on the true problems and the most effective solutions available to communities. No recommendations are made for particular solutions. Rather, it is hoped the factual information presented will help lead to better decisions. In the end, each community must determine the amount of travel growth it will accommodate and whether it will do so by better managing roads and transit, by expanding facilities, or simply by accepting some increase in congestion.

The main point to remember is that choices *are* available to each community, and by making those choices, each community can take responsibility for shaping its own future.

Myth 1.

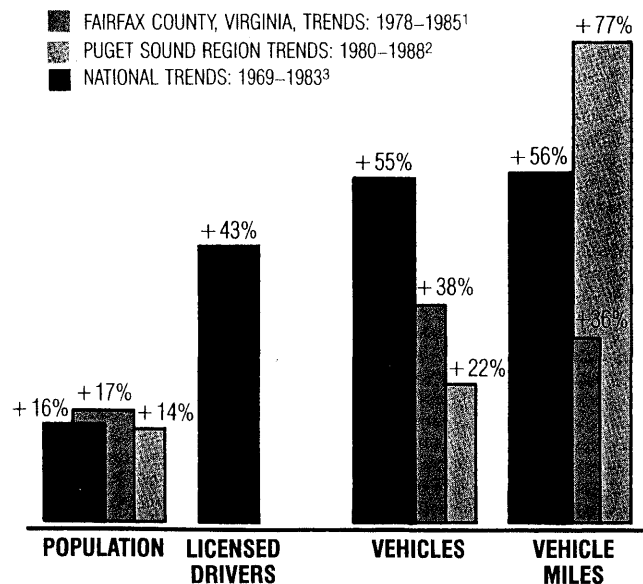
Stopping development will stop traffic growth.

The common tendency is to associate all increased traffic with new development. Even during periods of rapid growth, however, traffic has grown faster than development. The nation's increasing mobility is due to both social and economic changes—growth in the number of jobs, women in the workforce, disposable income, and cars; and a suburbanizing lifestyle that requires more travel than that of its city counterpart. These trends came together during the 1970s as the baby boom generation entered the prime working years. Had this generation been no more auto-oriented than its parents, the amount of driving would have increased only 25 percent.¹ Between 1969 and 1983, total highway travel increased 56 percent—more than three times the growth in overall population, and twice the increase in the number of persons of driving age.² More people were driving and were also more likely to own their own cars. In other words, the average person was driving more: per capita driving increased 17 percent between 1969 and 1983. It is estimated that during the 1970s and early 1980s, growth in population, housing, and employment accounted for about one-third of the increase in highway travel, while two-thirds was attributed to increased per-capita travel.¹ Census data show that even in areas of the United States where the population has declined, employment levels and travel have increased. While new development obviously brings new traffic to an area, the growing mobility of the population has a more far-reaching effect on travel growth.

FACT 1.

Even with no new development, traffic would increase due to the population's growing mobility.

Mobility Trends



1. Source: Fairfax County Office of Research and Statistics.

2. Source: Seattle Times/Seattle Post Intelligencer, "Suburban Crawl," April 16, 1989.

3. Source: U.S. Department of Transportation, *Personal Travel in the U.S.*, Vol. 1 (Washington: D.C.: author, 1986.)

Myth 2.

Growth is unpredictable and therefore adequate planning is not possible.

There is a widespread feeling that growth is occurring in areas where it could not have been anticipated, and therefore could not have been planned for. In fact, the spread of development into more remote suburban and rural areas has rarely come as a surprise. New York City was decentralizing by the 1850s. During the 1950s, virtually all of the population increase in the largest 27 metropolitan areas occurred in the suburbs. Between 1960 and 1980, two-thirds of the job growth was in the suburbs. In most cases, this growth has been a logical extension of existing market trends. There were early harbingers that such a phase was beginning—a small shopping center, a research laboratory, or the assembly of land. Land speculation has been an early indicator that something was about to happen. But all too often officials were unable, or unwilling, to accept the realities of growth and communicate them to the community. The result—growth occurs without the transportation facilities needed to support it.

FACT 2.

Growth generally is predictable; plans made in advance are essential to cope with it.

Myth 3.

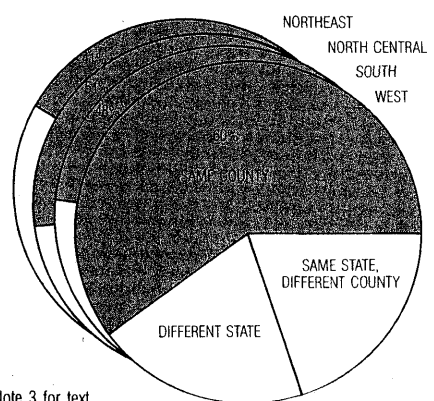
Growth in a community primarily serves newcomers.

Many attitudes toward growth are shaped by the notion that the houses and office buildings built to serve it are occupied primarily by new residents. Charging newcomers for the facilities needed for growth appeals to elected officials as a means to gain revenue without alienating voters. It can also placate community attitudes by assuring existing residents that newcomers are paying their fair share. But how can a "new" resident or worker in an area be identified? Contrary to the usual assumption that anyone who moves to a new home or works in a new office building is a newcomer, a large share of new housing and office space is purchased or leased by existing members of the community. A 1988 national survey of new homebuyers found that half of them—ranging from 41 percent in the Northeast to 60 percent in the West—already lived in the county where they purchased their new homes.³ U.S. Census Bureau statistics show similar trends for all household moves. In many communities, most of the growth is due to natural increases in the existing population.

FACT 3.

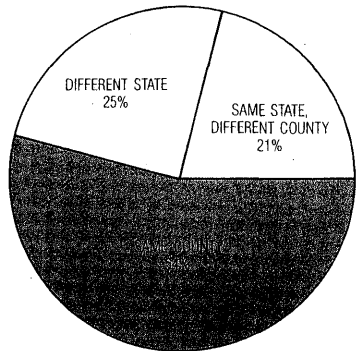
Much of the development in growing areas is needed to serve existing residents, not people moving in.

Prior Residence of New Homebuyers



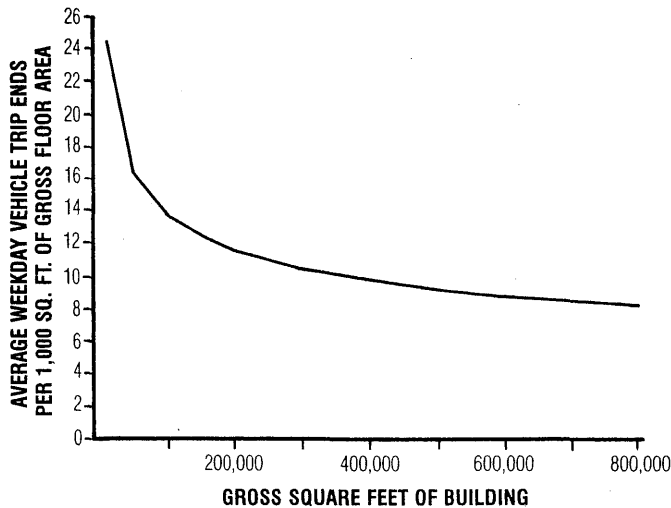
Source: See Note 3 for text.

Prior Residence of All Movers: 1975-1980



Source: 1980 U.S. Census, *City and County Data Book* (Washington, D.C.: U.S. Department of Commerce, 1983).

Trip Generation Rates for Office Buildings



Source: Institute of Transportation Engineers, *Trip Generation*, 4th edition (Washington, D.C.: author, 1987).

Myth 4.

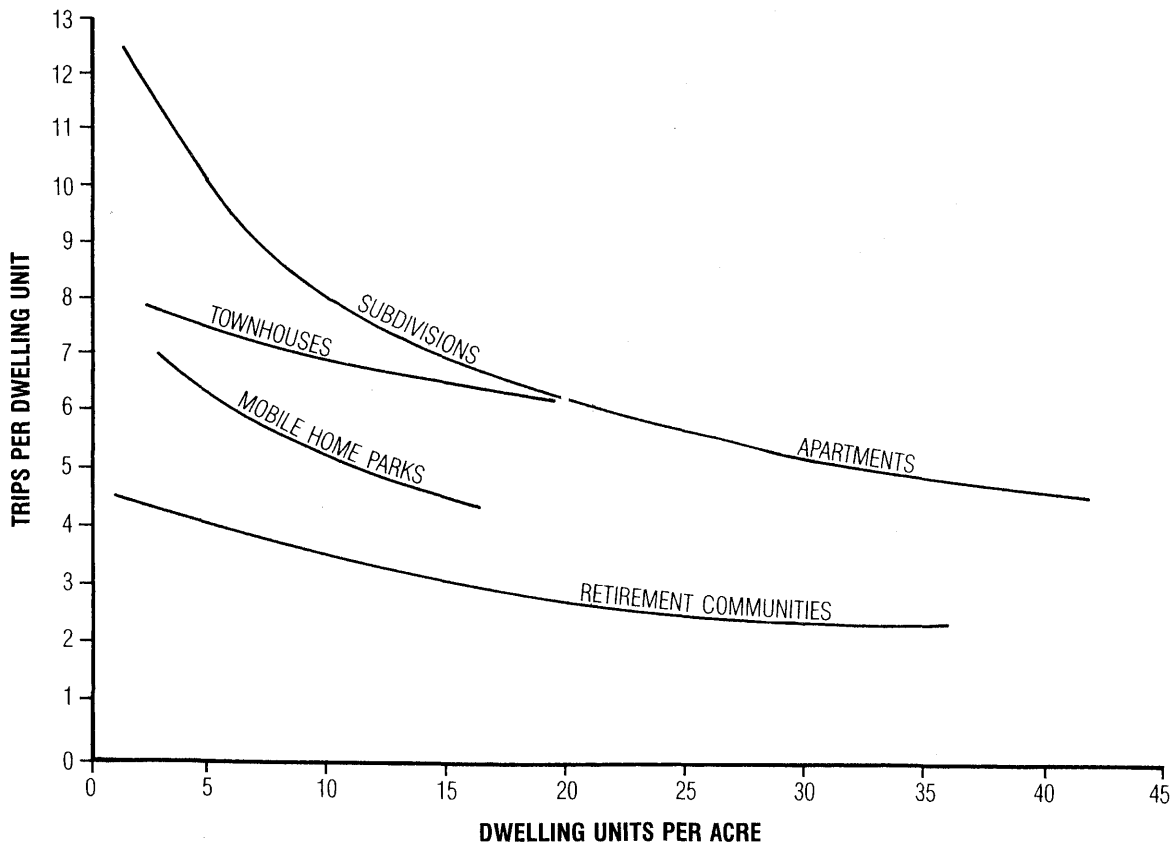
Reducing densities will reduce traffic.

Reducing the density of development through zoning may seem like one way to reduce traffic. Obviously, a three-story building on a site will generate fewer trips than eight stories of the same floor plan. But traffic does not respect boundaries, and such a policy, while limiting traffic at individual sites, causes sprawl—a low-density, auto-dependent development pattern. Thus, a reduction in traffic in one area is likely to be matched by traffic increases elsewhere—unless density is reduced over an area so extensive that it decreases the total level of market development. In addition, research shows that higher-density residential and office projects generate fewer driving trips and more transit use per unit than do low-density projects.⁴ (Density is necessary to provide the critical mass needed to support transit.) Moreover, clustering uses in mixed-use centers makes possible a pedestrian orientation, with shopping, services, restaurants, and recreation within walking distance.

FACT 4.

Limiting density of development does not reduce traffic except in the immediate area. Lower-density residential, retail, or office projects generate more, not less, overall traffic.

Residential Trip Generation Rates



Source: 1964-1970 Research Studies, California Division of Highways, District 4.

Myth 5.

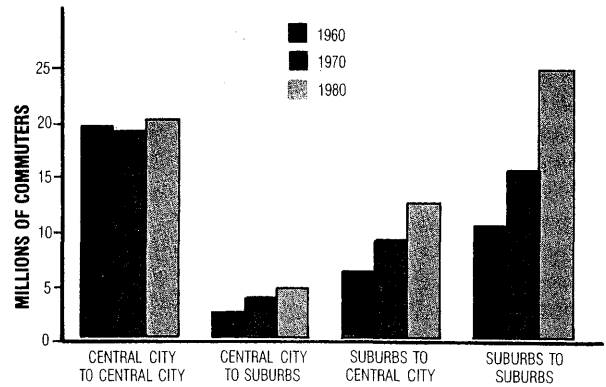
Urban transportation's major challenge is improving commuting to downtown jobs.

According to the 1980 U.S. Census, there were twice as many suburbanites commuting to suburban jobs in metropolitan areas as there were to jobs in the central cities. Between 1960 and 1980, intrasuburban commuting accounted for 57 percent of the increase in metropolitan commuting.⁵ Although the downtowns of our major cities are generally the most important single destination, they no longer are the dominant location for jobs; less than 8 percent of regional workers—ranging from 3 percent in Los Angeles to 10.9 percent in San Francisco—are employed in the 10 largest urbanized areas.⁶ The new transportation challenge is how to meet the diverse needs of suburban destinations. In addition, nonwork trips are becoming a larger share of travel. In 1983, the number of miles traveled to earn a living, including work-related business, was only 27 percent of daily travel in metropolitan areas.⁷ Moreover, during rush hours in large regions, much of the growth in auto traffic has been for nonwork trips. By 1983, it was estimated that in urban areas of at least 3 million people, travel on the roads during the evening rush hour was almost evenly divided between commuting and nonwork trips. For a typical area, the central business district commuter probably represents less than 10 percent of all highway travelers during the heaviest rush hour.

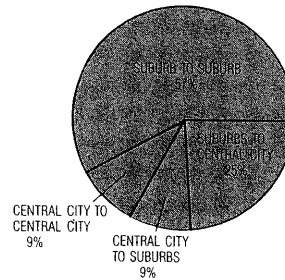
FACT 5.

In most growing areas, a diversity of transportation needs—dispersed suburban employment, reverse commutation, and nonwork travel—are as important, if not more important, than the problem of downtown commutation.

Relative Sizes of Main Flow Markets for Commuting: 1960-1980

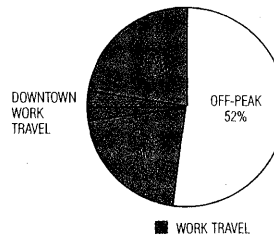


Shares of the Total Increase in Commuters by Market: 1960-1980



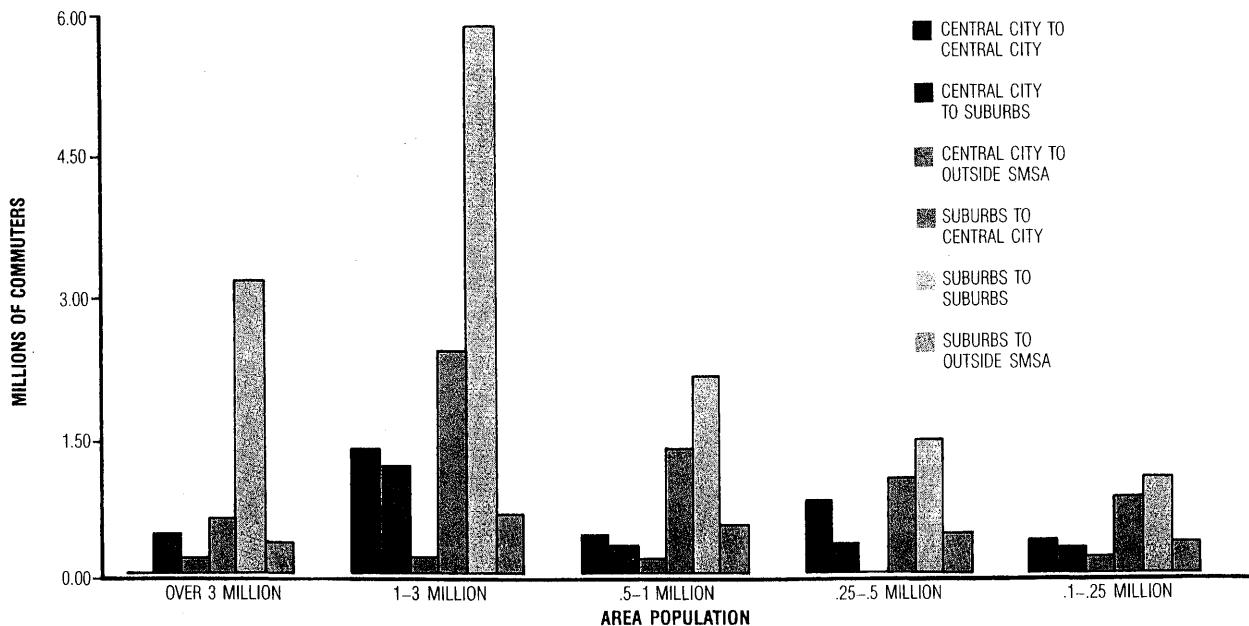
Source: Alan E. Pisarski, *Commuting in America* (Westport, Connecticut: Eno Foundation for Transportation, Inc., 1987).

Weekday Auto Travel in Regions with More Than 3 Million Population: 1983-1984



Source: Compiled from 1983 Nationwide Personal Transportation Study data, U.S. Department of Transportation; Peter Gordon, Ajay Kumar, and Harry Richardson, "Peak Spreading: How Much," unpublished paper, University of Southern California, 1988; ULI estimates, assuming 10 percent of employment in central business district.

Where Commuter Growth Occurred: 1960-1980



Source: Alan E. Pisarski, *Commuting in America* (Westport, Connecticut: Eno Foundation for Transportation, Inc., 1987).

Myth 6.

Suburbanites will not ride buses.

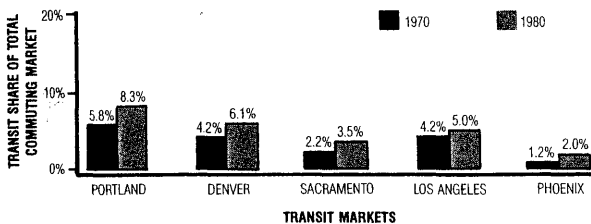
Many local officials believe that suburbanites will not ride buses because they consider them slow, unreliable, and designed primarily for poor central city residents. This myth is used frequently to justify new rail systems, which are thought to cater to a higher-income, more mobile suburban market. In fact, an analysis of national data for 1983 found that there were as many bus riders with annual household incomes over \$30,000 a year as there were riders with incomes below the poverty level of \$10,000. Moreover, between 1970 and 1980, while the number of suburban residents working in cities increased by 55 percent, transit maintained its share (the only market in which it did so) at slightly over 11 percent.⁸ Since most of the growth in suburban-to-city commuting was in western and southern cities served exclusively by bus transit, suburbanites clearly will ride the bus where good service is provided.

What about high-growth cities? The most striking examples are five cities in the West—Portland, Denver, Sacramento, Los Angeles, and Phoenix—in which, during the 1970s, the number of transit commuters more than doubled as a result of substantial transit investment combined with fast-growing commuter markets. (See graph.) An excellent way to provide high-speed suburban transit service with buses is through exclusive busways on freeways. Some of the more successful of these projects bring suburbanites into downtown New York, San Francisco, and Washington, D.C.⁸ Each of these facilities carries over 50,000 daily riders—more than the new light rail systems opened during the 1980s.

FACT 6.

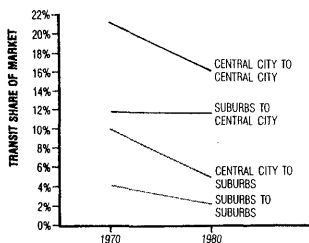
Suburbanites will ride buses when the service is reasonably fast and convenient.

Change in Transit Share for Cities with Greater Than 100 Percent Growth in Transit Commuting: 1970–1980



Source: U.S. Department of Transportation, *Journey to Work Trends: Based on 1960, 1970, and 1980 Decennial Censuses* (Washington, D.C.: author, pp. 6–11).

Trends in Relative Transit Use Home-to-Work Travel: 1970–1980



Source: U.S. Department of Transportation, *The Status of the Nation's Local Mass Transportation: Performance and Conditions*, report to Congress, data redrawn from Figure 3-1 (Washington, D.C.: author, 1988).

Myth 7.

Overall, new rail transit systems are needed to reduce traffic congestion.

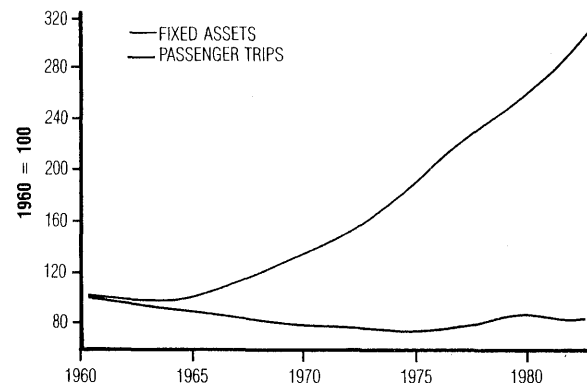
It is believed that in high-growth areas with low levels of transit ridership, major capital investments in new rail systems will reduce driving substantially. Newly emerging cities in the South and West believe they can build rail systems that will serve their downtowns and focus development in the same way that those of New York, Boston, Chicago, and Philadelphia have done. But the facts indicate otherwise. Even in San Francisco and Washington, which seemed to be logical candidates for subways, the systems that opened in the 1970s have had mixed success. Both systems have played important roles in serving their downtowns, although less significant than hoped by their planners. In both regions, however, most of the job growth has been in the suburbs, where a rail system cannot compete with the car. Therefore, neither system has been able to increase the overall percentage of commuters using public transportation, and the traffic problems in the suburbs of each city have become legendary.

Where does rail transit work? An intensive study of criteria for new transit systems found that the travel volumes needed to justify fixed guideway systems are: dense residential corridors, high levels of downtown employment, and low levels of car ownership.⁹ Many of the newer Sunbelt cities considering rail systems fill none of these criteria. Although that study found that 10 cities had a potential for new light rail systems, a 1988 Urban Mass Transportation Administration (UMTA) report identified nine other cities with systems in the planning stages that did not meet the initial criteria.⁸ Moreover, the light rail solution has been proposed in many other cities that have not begun formal systems planning studies. While these cities clearly are concerned about congestion, this particular option is diverting attention from more effective solutions.

FACT 7.

Rail transit works best in high-density cities that already have it. It is an expensive and ineffectual way to reduce congestion in a city that does not develop around rail transit.

Trends in Urban Transit Fixed Assets and Passenger Trips



Source: National Council on Public Works Improvement, *Fragile Foundations: A Report on America's Public Works* (Washington, D.C.: author, 1988).

Myth 8.

New roads should not be built, because they will only fill up with traffic.

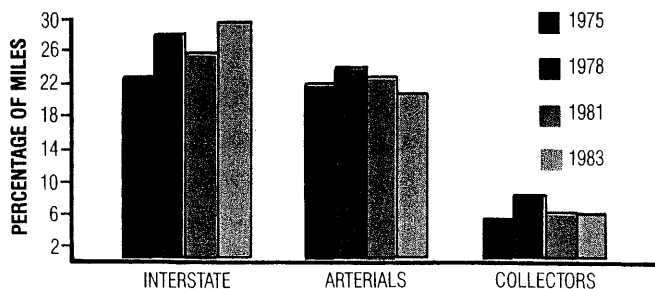
A prevailing belief is that a new road that attracts a large volume of traffic has not been a good investment because it generates increased travel without relieving existing facilities. The weakness of this argument becomes clear if it is applied, say, to new schools (they just fill up with students) or libraries (they only fill up with books). The fact that a new highway is well used demonstrates its success in offering a shorter or cheaper route for users; or access to new markets for industry; or better job, housing, or shopping opportunities for travelers. Not surprisingly, a new road in a congested area will attract traffic, especially when there has been little new construction. Attracting traffic and relieving other facilities are exactly what it was supposed to do. The Federal Highway Administration has calculated that each \$1 invested in improving the interstate highway system saves \$5 in costs to users—a substantial economic benefit.¹⁰ Clearly, great economic value is attached to highway improvements.

Many also believe that new roads encourage growth, opening up areas to unintended development. Certainly, that is a possibility and must be dealt with according to the specific situation. An extensive number of highway impact studies was compiled in 1976 and summarized to show not only some of the traffic benefits, but also the economic and social advantages of highway improvements.¹¹ Perhaps the most comprehensive lesson can be gained from a look at the U.S. interstate highway system—funded through the Highway Trust Fund established in 1956—which now carries one-fifth of all highway travel in the United States. It was not until 1982 that one-half of the urban interstate travel had begun to occur on roads rated as congested during peak hours. As the standard period for design is 20 years, the planners of the interstate highway system were generally “in the ball park.” Moreover, the latest federal highway statistics show that out of 11,200 miles of interstate roads in urban areas, only 5,200 experienced traffic volumes greater than 70 percent of capacity during peak hours.¹² With many areas struggling with the problem of congested traffic arteries, the argument that building new roads is not part of the solution makes no sense.

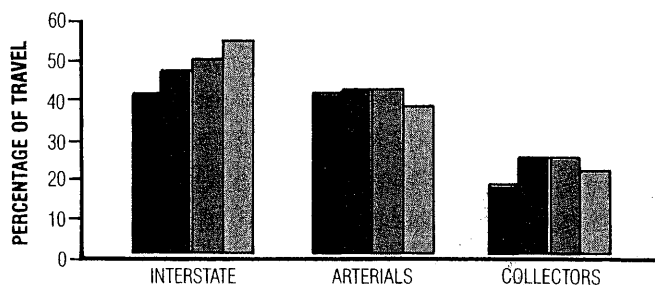
FACT 8.

Highway improvements are essential to a balanced regional transportation system. Their use is an indication of the need for them, not a sign of their failure.

Congestion* Based on Percentage of Total Miles



Congestion* Based on Percentage of Total Travel



* Congestion = Vehicle-to-capacity ratio greater than 0.80 during peak periods.

Source: U.S. Department of Transportation, *The Status of the Nation's Highways: Conditions and Performance*, report to Congress (Washington, D.C.: author, 1987).

Myth 9.

Highways can no longer be built in urban areas.

This myth is sometimes related to Myth 8, and is subscribed to by many highway critics as well as some transportation professionals. People believe that the problems involved in building metropolitan highways are insurmountable. In addition to the normal difficulties encountered in building highways in established areas, today's engineers must cope with resentment over past projects that were insensitive to the surrounding community. This myth has spread to the suburbs as well, even affecting areas where roads have been planned and rights-of-way have long been set aside. A general decline in funding nationwide, the cost of land and construction, and growing sensitivity to environmental and community impacts will continue to rule out highway improvements in many areas.

But the facts demonstrate that highways are still being built, even though they may require substantially more effort than in the past. Recent experience shows cases in which highway improvements have overcome considerable opposition, as well as those for which there was significant support.

The most difficult facility to build is a downtown freeway, as illustrated by the defeat of the controversial Westway project in Manhattan. Nonetheless, there are cities that have overcome considerable political and financial problems to build highway projects even in built up areas—typically as part of the interstate system. These include Boston with the \$3.5 billion reconstruction of the Central Artery, and Los Angeles with the \$1.8 billion construction of the Century Freeway. Such projects are expensive and controversial, but while there are differences of opinion about whether they make sense, they demonstrate that given sufficient political support and money, they still can be built.

In Phoenix, citizen attitudes toward freeways have changed as the difficulty of accommodating growth almost entirely on an arterial highway network has become apparent. As a result, voters have approved a sales tax increase in order to build a 233-mile freeway system with the \$5.8 billion the increase will produce.

In Orange County, California, private initiative has combined with changes in state legislation to create three new toll road corridors that are planning to spend \$2 billion—almost half of it from development fees. Plans for a similar project in Denver are to build E-470 as a toll road, with substantial contributions of land and fees from the private sector.

In suburban or fringe locations, where land is cheaper, impacts less damaging, existing highways primarily two-lane roads, and political sentiment considerably more favorable, highways can still be built. Perhaps the most troubling aspect of this particular myth is that it can easily become a self-fulfilling prophecy.

FACT 9.

New roads can, and are, being built in urban areas all over the United States.

Myth 10.

People must change their attitudes so that they depend less on the automobile.

Frequently expressed is the opinion that much of the problem in resolving traffic congestion is due to America's fixation with the car. If it were possible to change this attitude, it is argued, it would be possible to change travel behavior, making people more willing to carpool, ride buses, or walk to work.

In fact, transportation analysts have recognized that consumer choices are made based on rational comparisons of time and cost, rather than on abstract values or attitudes. (See graph on next page.) Thus, calling on citizens to reduce their driving and conserve oil imports as their patriotic duty has little effect. But raising the price of gas will quickly encourage them to consider measures of conservation. A survey of commuters who drive alone in highly congested Silicon Valley found that, contrary to beliefs, fewer than one in 10 were—that is, described themselves as—die-hard car lovers. The remainder drove because they needed their cars—for picking up children, for work-related or personal business, or because of problems with the alternatives (the bus takes too long, carpools are difficult because of different schedules or other problems). When asked how they coped with growing congestion, most commuters said that they tried to avoid travel during rush hours and that they changed routes to avoid congestion.¹³ A similar approach was reported in New Jersey, where four out of 10 commuters said they had changed their time of travel—many by 30 minutes or more.¹⁴ In both cases, however, a sizable share of commuters was willing to consider alternatives.

FACT 10.

Commuters' choices are based on comparisons of cost and convenience, not on abstract values. It is not attitudes that must be changed, but the relative service and cost of options offered to commuters.

Selected Surveys of Solo Drivers Willing to Consider Alternatives

	PERCENTAGE OF DRIVERS WILLING TO CONSIDER:		
	RIDESHARING	VANPOOLING	TRANSIT
New Jersey (urban) ¹	54%	63%	N/A
San Jose, CA ²	54%		68%
Connecticut ³			32%
Through neighbor or coworker	63% ⁴		
Through employer	43% ⁴		

¹Eagleton Institute for Politics, *The Crowded Road: A Survey of New Jerseyans' Opinions about Transportation, Growth, and Development* (New Brunswick: New Jersey: State University of New Jersey, 1988).

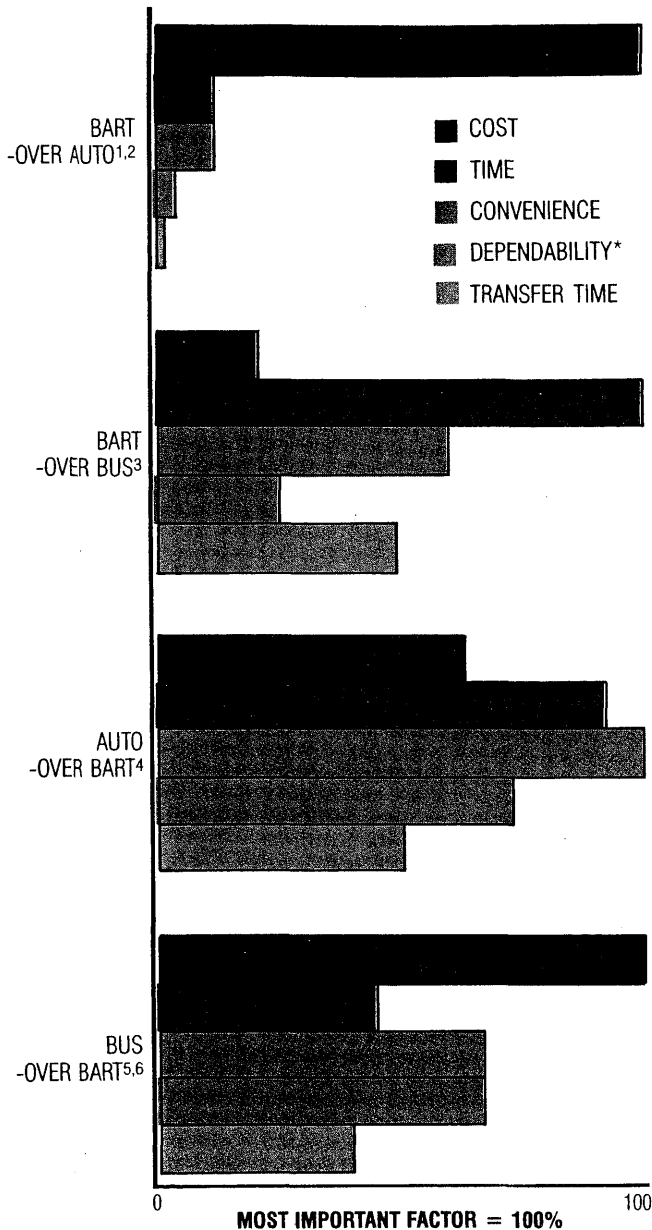
²Crain and Associates, *Santa Clara County Solo Driver Commuters: A Market Research Study* (Los Altos, California: author, 1984).

³Mount Vernon Research Associates, *State of Connecticut Statewide Transportation Study: Public Opinion Research Executive Summary*, for Connecticut Department of Transportation and Creamer Dickson Basford, Inc. (Wethersfield, Connecticut: author, 1988).

⁴Combined ridesharing and vanpooling.

Relative Importance of Different Factors in Choice of San Francisco Bay Area Commuting— Auto, Bus, or BART: 1977

FACTORS DETERMINING COMMUTERS' CHOICE



PRIMARY REASONS FOR CHOICES

- ¹LOWER COST OF A BART TRIP
- ²CAN AVOID DRIVING IN TRAFFIC AND ELIMINATE PARKING PROBLEMS
- ³TRAVEL TIME SAVINGS
- ⁴CONVENIENCE AND TIME SAVINGS
- ⁵CHEAPER
- ⁶GREATER DEPENDABILITY OF BUS

* Note that during this survey period, BART was not operating at its full service level. Since then, the frequency of trains, the operating speeds, and the reliability and capacity have been improved substantially.

Source: Metropolitan Transportation Commission, *BART in the San Francisco Bay Area: The Final Report of the BART Impact Program*, for the U.S. Department of Transportation, Washington, D.C., 1979.

Myth 11.

We should not make capital investments because they will be outmoded by new technology.

The hope is that a technological "fix" will some day offer a more convenient, less environmentally damaging alternative to urban travel than today's mix of cars, buses, and trains. But for now, no such fix appears to be on the horizon. A recent National Research Council study concluded that the primary means of transportation, at least until the year 2020, will continue to be private vehicles and buses.¹⁵ Research is underway to develop advanced technology to make the vehicle, highway, and operator more efficient. Like most new technologies, however, this one will likely be introduced incrementally—for example, by converting an existing facility or by gradually expanding the system. Although telecommunications and home offices will allow more people to work at home and avoid commuting, this option is not likely to affect more than a small percentage of travelers. In fact, between 1960 and 1980, changing patterns of work have resulted in a decline of 2.4 million people who regularly work at home. These changes have been caused by a migration of jobs to the suburbs, where walking is much less likely; and a decline in farming, an ideal walk-to-work occupation.⁵

FACT 11.

Transportation options for the near future will be much like those available today. We should continue to work with these options while seeking better technologies for the more distant future.

Notes

¹Trends in driver licensing and components of travel from ULI analysis of data from U.S. Department of Transportation, Federal Highway Administration, *Personal Travel in the United States: A Report on Findings from the 1983-1984 Nationwide Personal Transportation Study* (Washington, D.C.: U.S. Department of Transportation, 1986).

²U.S. Department of Transportation, Federal Highway Administration, *Highway Statistics: 1969 and Highway Statistics: 1981*, Table VM-1 (Washington, D.C.: author, 1969, 1981).

³National Association of Home Builders, *What Home Buyers Want*, special survey tabulations (Washington, D.C.: author, 1989).

⁴Institute of Transportation Engineers, *Trip Generation*, 4th edition (Washington, D.C.: author, 1987), pp. 887, 1,151.

⁵Alan E. Pisarski, *Commuting in America: A National Report on Commuting Patterns and Trends* (Westport, Connecticut: Eno Foundation for Transportation, Inc., 1987).

⁶Peter Gordon, Ajay Kumar, and Harry Richardson, "Congestion, Changing Metropolitan Structure, and City Size," *International Regional Science Review* (Morgantown, W. Virginia: University of W. Virginia, forthcoming).

⁷U.S. Department of Transportation, *Personal Travel in the U.S.: Vol. 1* (Washington, D.C.: author, 1986).

⁸U.S. Department of Transportation, Urban Mass Transportation Administration, *The Status of the Nation's Local Mass Transportation: Performance and Conditions*, report to Congress (Washington, D.C.: author, 1988).

⁹Boris Pushkarev and Jeffrey Zupan, *Urban Rail in America: An Exploration of Criteria for Fixed Guideway Transit*, for U.S. Department of Transportation, Urban Mass Transportation Administration (Washington, D.C.: U.S. Department of Transportation, 1980).

¹⁰American Association of State Highway and Transportation Officials, *Keeping America Moving: The Bottom Line* (Washington, D.C.: author, 1989).

¹¹U.S. Department of Transportation, *Social and Economic Effects of Highways* (Washington, D.C.: author, 1976).

¹²U.S. Department of Transportation, Federal Highway Administration, *Highway Statistics: 1977*, Table HM-61 (Washington, D.C.: author, 1977).

¹³Crain and Associates, *Santa Clara County Solo Driver Commuters: A Market Research Study* (Los Altos, California: author, 1984).

¹⁴Eagleton Institute for Politics, *The Crowded Road: A Survey of New Jerseyans' Opinions about Transportation, Growth, and Development* (New Brunswick, New Jersey: State University of New Jersey, 1988).

¹⁵Transportation Research Board, *A Look Ahead: Year 2020* (Washington, D.C.: author, 1988).

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