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Meeting Notes 1987-12-10

Joint Policy Advisory Committee on Transportation

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METRO

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

Agenda

Meeting: JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION

Date: December 10, 1987

Day: Thursday

Time: 7:30 a.m.

Place: Metro, Conference Room 330

- *A. MEETING REPORT OF NOVEMBER 12, 1987 - APPROVAL REQUESTED.
- *B. ENDORSING THE TRI-MET FIVE-YEAR TRANSIT DEVELOPMENT PLAN - APPROVAL REQUESTED.
- *C. ESTABLISHING A JPACT FINANCE SUBCOMMITTEE - APPROVAL REQUESTED - Andy Cotugno.
- D. PORTLAND/LAKE OSWEGO CORRIDOR TRANSIT STUDY - INFORMATION - Richard Brandman.

*Material enclosed.

NEXT JPACT MEETING: JANUARY 14, 1988 - 7:30 A.M.

NOTE: Overflow parking is available at the City Center parking locations on the attached map, and may be validated at the meeting. Parking on Metro premises in any space other than those marked "Visitors" will result in towing of vehicle.

MEETING REPORT

DATE OF MEETING: November 12, 1987

GROUP/SUBJECT: Joint Policy Advisory Committee on Transportation (JPACT)

PERSONS ATTENDING: Richard Waker, Pauline Anderson, Linore Allison, Earl Blumenauer, Rick Kuehn (alt.), Larry Cooper, Tom Brian, Ed Lindquist, Marjorie Schmunk, and George Van Bergen

Guests: Janis Collins, Denny Moore (Public Transit), and Ted Spence, ODOT; Steve Dotterer and Grace Crunican, City of Portland; John Sachs and Robert Rogers, Portland Chamber of Commerce; Gary Spanovich, Clackamas County; Susie Lahsene, Multnomah County; Frank Angelo, Washington County; Lee Hames, Tri-Met; Richard Ross (Gresham), Cities of Multnomah County; Bebe Rucker, Port of Portland; Peter Fry, Central Eastside Industrial Council; and Fred Patron, FHWA

Staff: Andrew Cotugno, Richard Brandman, Karen Thackston and Lois Kaplan, Secretary

MEDIA: None

SUMMARY:

MEETING REPORTS

The JPACT meeting reports of August 13, September 10, 14 and 28, and October 12 and 26 were approved as written.

AMENDING THE TIP TO INCLUDE A PROJECT FOR THE REGION'S NON-URBANIZED AREA PUBLIC TRANSPORTATION PROGRAM

Andy Cotugno informed the Committee that approval of this Resolution would render Tri-Met eligible to apply for \$368,800 of Section 18 funds for the purpose of capital equipment for use in rural transit areas. Tri-Met intends to purchase equipment and vehicles that could also be used by its subcontractors.

Action Taken: It was moved and seconded to recommend approval of Resolution No. 87-823, amending the Transportation Improvement Program to include a project for the region's non-urbanized area public transportation program. Motion CARRIED unanimously.

POLICY PAPER ON TRANSPORTATION PRIORITIES AND STRATEGIES

Andy Cotugno highlighted the conclusions drawn through the JPACT work-session process and identified on the policy paper entitled "JPACT Transportation Priorities and Strategies." He indicated the paper

JPACT

November 12, 1987

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sets the agenda for transportation improvement throughout the next decade, specifies what the funding program should be, and identifies the strategy to get there. He recommended that action not be taken at this time, but that public hearings be scheduled in January and February and that the information be presented in a more public-oriented brochure. Hearings will be scheduled in the three counties and Portland.

Andy commented that the opening preface discusses the context of the strategies and priorities in recognizing local priorities and identifies the guidelines that will serve as a basis for future decisions.

During review of the follow-up activities, Andy cited the immediate need for staff to develop recommendations for JPACT consideration of funding allocations for Interstate Transfer, FAU and UMTA Section 3 funds; and for regional funding priorities for the next update of the Six-Year Highway Program.

Chairman Waker felt that the public hearings would be an appropriate process and questioned whether Tri-Met's five-year Transit Development Plan would be coming to JPACT for endorsement. Andy explained that the TDP essentially deals with maintaining a firm financial base for the existing transit system and that these JPACT priorities build from these and call for expansion. He also indicated that JPACT should review the TDP at its next meeting and consider testifying at their hearing.

During discussion of the policy paper, Commissioner Anderson pointed out that she and Bob Bothman had raised objections at the last JPACT meeting over clause I-A-1f in listing the I-84/U.S. 26 Connector project for only Phase I, and no change was made to its listing. Andy responded that East County has not yet resolved the issue, so he felt uneasy about recommending what should be built in the next 10 years. Councilor Schmunk reported that the issue is being dealt with. Commissioner Anderson pointed out that the configuration has not been decided and there is a question as to whether the project can be phased. During further discussion, there was indication that there should be some examination by JPACT to establish what the full facility should consist of before a determination is made on what phases should be constructed. Chairman Waker cautioned making any additions to the list that would take away from its usefulness in targeting for the next 10-year period.

Commissioner Anderson moved that the words "through Gresham - Phase I" be deleted from clause I-B-1f (pertaining to the I-84/U.S. 26 Connector project). Motion was seconded. During discussion on the motion, Commissioner Blumenauer expressed concerns over deleting reference to phasing if the list is to be a useful one. He pointed out that it is a draft and will be back for review before it is shared with the community. If the corridor alignment had been identified and it was

JPACT

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Page 3

recognized that it could be divided into phases, then he felt it would be a reasonable request; however, if the alignment goes around Gresham, it would be difficult to phase. It was noted that, where other projects have phasing, there are established alignments. Commissioner Anderson clarified that she did not feel that phasing on all of the other projects should be removed from the list. She emphasized that Bob Bothman concurred that the whole project should be completed within the 10-year timeframe.

Mayor Brian suggested that the words "all or part" be placed behind the project so that a later determination could be made. In concurrence, the motion and second were withdrawn and replaced with the following: ...That the words "all or part" be placed in brackets following the I-84/U.S. 26 Connector project (clause I-B-1f) to replace the phrase "through Gresham - Phase I". Motion PASSED unanimously.

A discussion followed on the responsibilities of the JPACT Subcommittee in financial development of an Urban Arterial Program. Commissioner Lindquist emphasized the need for a report from the Regional Funding Group prior to JPACT making its final recommendation. Chairman Waker suggested that the subcommittee develop an Arterial Program, review the results of the transit capital operating committee, and pool the federal programs for review by JPACT.

Regarding the "vision" map, the question was raised as to whether or not a determination had been made over rail service that would connect Beaverton and Tigard. In response, Andy Cotugno reported that a series of branches and extensions throughout the region were still being evaluated to determine if LRT is financially feasible, including the Beaverton-Tigard-Tualatin corridor.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma
Dick Engstrom
JPACT Members

Tri-Met: The Next Five Years

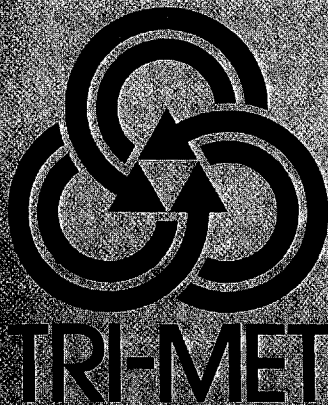
An Overview of Tri-Met's Transit Development Plan

October 1987

Presented for Public Review:

A synopsis of Tri-Met's Five-Year Transit Development Plan for public transportation in the metropolitan region. Citizen committees, the testimony of individuals, and technical experts assisted Tri-Met staff in preparing this Plan, which charts a course on which Tri-Met will base its decisions and actions during the next five years.

Please direct comments to:
Tri-Met Department of Transit
Development
4012 S.E. 17th Avenue
Portland, OR 97202
238-4923



Tri-Met: The Next Five Years

The Tri-Met Board of Directors believes that our long-range future is built on our short-range actions. It shares an expansive vision for transit, while mindful of its solemn responsibility for stewardship of today's operating funds.

Tri-Met's Five-Year Transit Development Plan is built on the Tri-Met Board's Goals, which emphasize ensuring financial stability. The Plan outlines a strategy that relies on continued improvements in productivity. It is a fiscally conservative plan, maintaining today's level of service without additional revenues.

The Plan is founded on the principle that, to achieve the future we want for tomorrow, we must establish a firm foundation today. The Plan charts the course to firmly establish that foundation, providing the fiscal stability that will enable Tri-Met to actively shape and direct transit's future in this region.

This Plan will, no doubt, seem modest to those who wish for transit expansion to match, if not exceed, regional growth. The Plan takes a different approach: A reorientation to achieve ridership growth, not by geographical expansion, but by attention to service quality—to those features of a transit system that affect consumer choice. In short, this Plan aims at market competitiveness, directing Tri-Met's resources and its transit advocacy toward a high-quality, market-driven system.

The Plan is intended to be a working, dynamic document that shapes—and is shaped by—the environment within which it operates. It is not a book to sit on the shelf and gather dust. It will be revised each year to reflect changing economic conditions, new partnerships and strategic opportunities.

Assuming the policy direction expressed in Tri-Met's Fiscal Year 1987-88 budget, the Plan provides a framework to guide budget development for Fiscal 1988-89 and beyond.

A Brief History

The last decade has seen major changes, ups as well as downs, in transit in the Portland metropolitan area. During the period 1974-79, Tri-Met ridership increased 60%. In 1980, with gasoline at \$1.20 per gallon, it hit an all-time high. Like any enterprise faced with so much demand, Tri-Met increased the supply; service expanded 26% in the same period.

The Transit Development Plan drafted at the end of the 1970s foresaw a future of continued vigorous growth. It envisioned a new revenue source to support a transit system with 58% more daily riders, a vast network of bus routes in suburban areas and a new light rail line.

Of these visions, only the new light rail line came to pass. The recession of the early 1980s meant that, instead of a growing number of commuters, the metro region actually lost 34,000 jobs between 1980 and 1983.

Geared to serve a growth market, Tri-Met found its market mature, if not declining. The lean times of the recession meant fewer fare-paying commuters and declining tax revenues for the first time in Tri-Met's history.

Like businesses and governments throughout the state, Tri-Met faced tough decisions about how to allocate its dwindling resources. Like any business struggling to redefine its market niche in those tough times, Tri-Met cut back—with lay-offs, salary freezes and wage rollbacks—and sought ways to improve productivity.

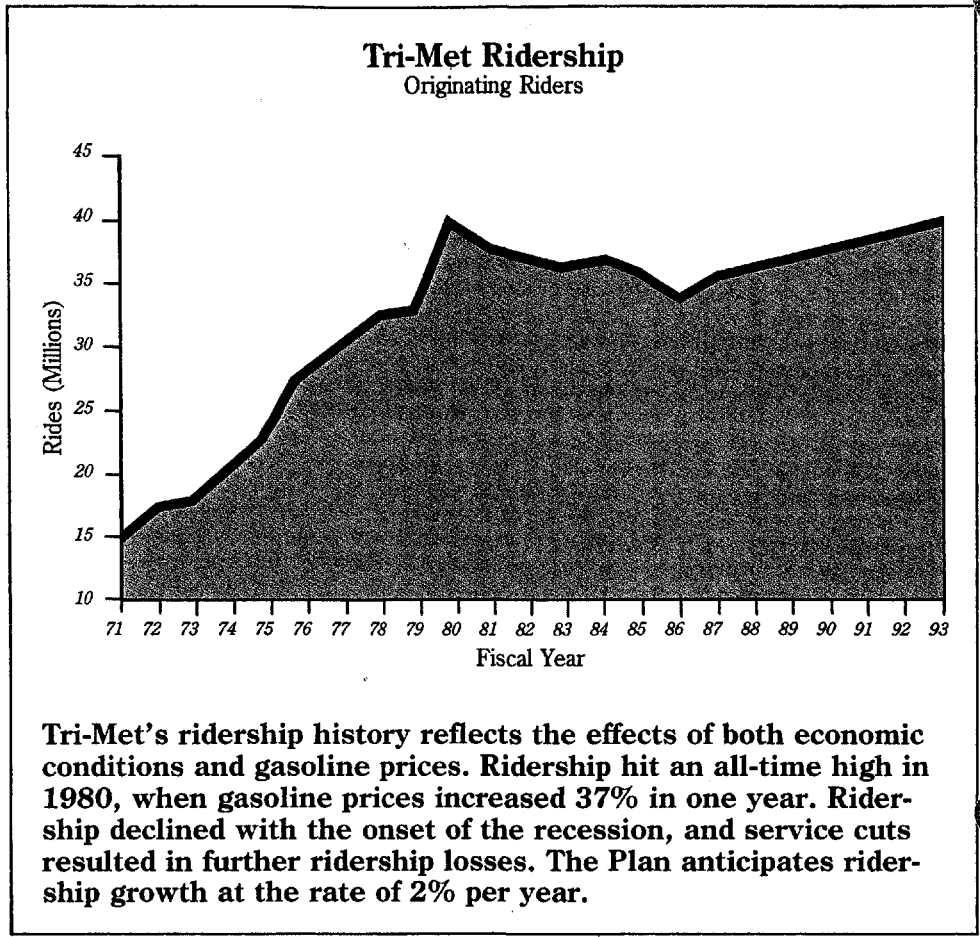
For the community, service cuts were the worst news. The frequency of service was reduced on many bus lines. Some low-ridership lines were eliminated altogether. By 1987, service had been cut 14% in four years.

The good news was improved productivity. Fewer employees, more efficiently deployed. Less service, but service better tailored to where and when people wanted to travel—yielding more riders per unit of service. A tighter, more efficient operation.

“A PLAN TO BUILD ON

The Transit Development Plan seeks to build on the lessons of the last several years. It outlines a strategy that relies on continued improvements in productivity and service *quality*—rather than expanding service and increasing *quantity*. Tri-Met's notable success with MAX service has demonstrated that consumers respond to a high-quality service.

The Plan seeks to increase ridership in Tri-Met's present markets. New markets, particularly those in the difficult-to-serve suburban areas, will be seriously studied. But the Plan does not envision significant service expansion or redeployment of tradition transit resources in new geographical areas. The Plan calls for working smarter, using careful market analysis, and taking a leaf from the books of private industry that have shown the kind of success a commitment to excellence can achieve.



Tri-Met's ridership history reflects the effects of both economic conditions and gasoline prices. Ridership hit an all-time high in 1980, when gasoline prices increased 37% in one year. Ridership declined with the onset of the recession, and service cuts resulted in further ridership losses. The Plan anticipates ridership growth at the rate of 2% per year.

The Plan offers, for the near term:

- A commitment to financial stability, relying on Tri-Met's existing revenue sources.
- Greater reliability and certainty—stable, dependable service, without the service cuts that have plagued so painful to the community in recent years.
- A commitment to excellence. If the *quantity* of service cannot be expanded without more funds, the *quality* of service will. That means better public information to help riders, more bus drivers, and employee training to improve customer service and reduce the system's operating expenses.

For the longer term, it offers:

- A financial foundation for future growth.
- A stable transit agency poised at the end of the decade to meet the challenges ahead.
- A more modern fleet of buses to improve reliability and reduce maintenance costs.
- Additional light-rail vehicles to better meet current and future demand.
- Construction of transit facilities, such as the new Westside light-rail station, to serve the needs of the fastest growing areas in the state.

Ready for the future

The Five-Year Plan includes a capital program that takes advantage of federal funds to build and maintain an infrastructure, both to serve today's needs and to be ready for tomorrow. The Plan calls for:

- Restoring Tri-Met's aging fleet with **280 replacement buses** over the five-year period.
- Conducting **preliminary-engineering** to maintain momentum of the decision process on the **Westside light-rail corridor**.
- Completing design and construction of **Transit Centers** at major suburban crossroads, to serve the transit needs of the fastest growing areas in the state.
- Providing **Park & Ride** lots to improve transit access in lower-density areas.

LESSONS OF THE PAST

Financial Assumptions

Assumptions of the Five-Year Plan include:

no new taxes,
no service cuts,
and **continued State of Oregon funding** for transit capital improvements, at the rate of \$2.5 million per year.

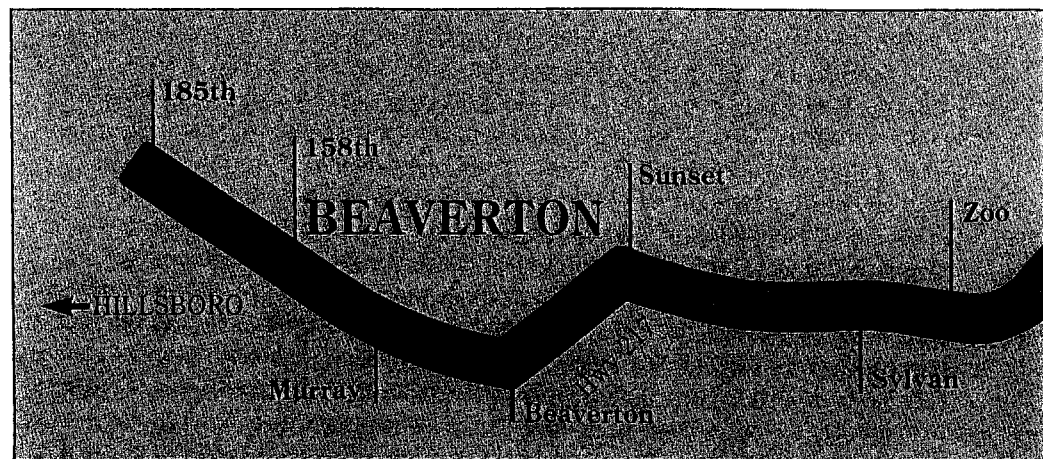
Service improvements will be funded by savings that result from increased productivity. The Plan outlines a program of productivity improvements worth \$1.2-\$1.8 million each year.

The Plan's basic assumption is the need for Tri-Met to live within its means. The only resource increases assumed are those resulting from savings through productivity improvements to reduce costs, from attracting new riders to increase farebox revenues, and from economic growth, which increases payroll tax revenues.



The Plan emphasizes service quality to attract new passengers in Tri-Met's traditionally strong markets, rather than expensive service expansions. Despite the rapid growth projected for westside suburbs over the next five years, downtown and the inner-eastside will still have almost twice as many jobs as the west side in 1992.

The Five-Year Plan includes preliminary engineering to determine the costs and develop a financing plan for a Westside light rail line.

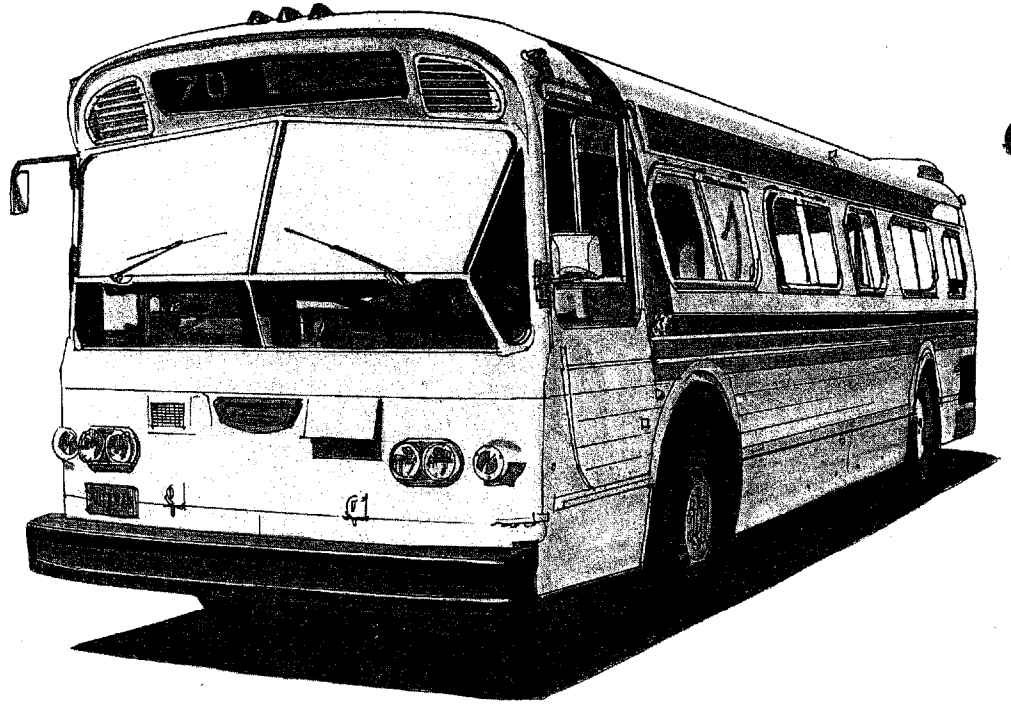


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Building Confidence

The Five-Year Plan seeks to strengthen public confidence in Tri-Met by ensuring certainty about transit service, and by improving the quality of that service.

The Plan outlines a strategy to ensure that those who presently benefit from transit service will keep that service over the next five years. Studies will be undertaken to explore more flexible ways to meet the transportation needs of fast-growing suburban areas. Innovative marketing and an emphasis on service quality, rather than wholesale service expansions, will be the keys to increasing ridership.



Tri-Met Goals

adopted July 29, 1987

Tri-Met is responsible for planning, financing and operating a transit system to meet the needs of its geographic area. Its success depends upon increasing ridership and controlling costs. For the next two years, these are its primary goals:

- I. Achieve fiscal stability
- II. Increase productivity and flexibility of operations
- III. Attract and retain more public transportation customers
- IV. Retain the existing diversity of service
- V. Develop new partnerships and identify advocacy groups

Building Partnerships

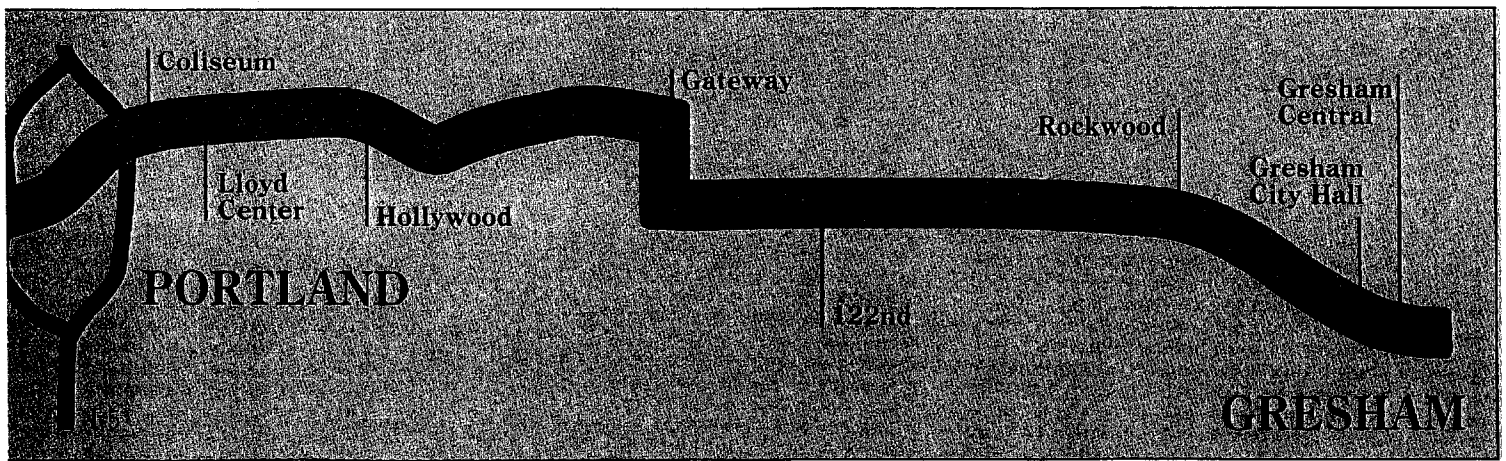
Tri-Met's Five-Year Plan is presented at a time when policy-makers throughout the region are undertaking a reassessment of the region's transportation priorities.

Local land-use, highway, and economic development plans all rely heavily on transit expansion. That expansion must be consistent with fiscal realities. The expansion envisioned by regional plans requires both capital investment and operating resources that Tri-Met cannot currently provide.

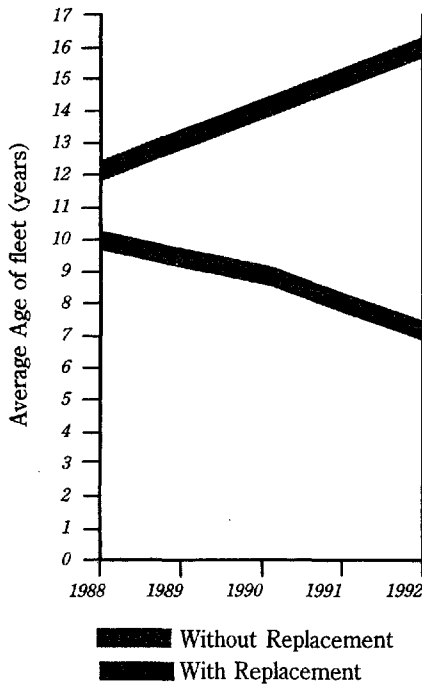
There is a growing realization that the responsibility for funding the transit expansion required by local plans must be shared by the local governments—

and perhaps the private interests—whose economies benefit directly from the expansion. The alternative is a higher overall bill for community transportation, increased traffic congestion—or both.

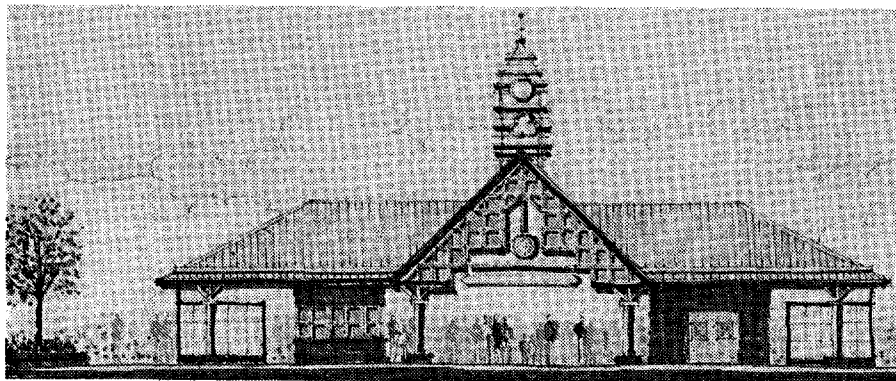
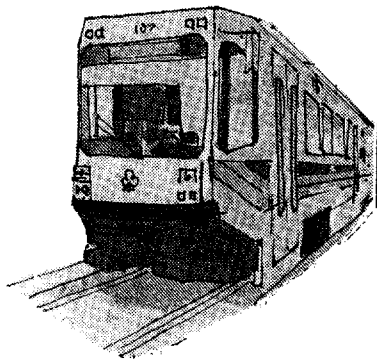
Light Rail in the major corridors is the cornerstone of regional plans for transit expansion. It is an aggressive vision, a sound investment in lower, long-term operating costs. Federal funds can be expected to pay 50-75% of the costs of the capital investment. Local partnerships must be forged to develop funding programs for light rail's operating costs, as well as the local share of its capital costs.



Restoring the bus fleet to modern standards



Today, the average age of buses in Tri-Met's fleet is 11 years. The useful life of a transit bus is pegged at 12 years; most transit agency fleets average 7-8 years. The Plan will replace 280 of Tri-Met's oldest buses with new equipment by 1992, reducing expensive maintenance and increasing fleet reliability.

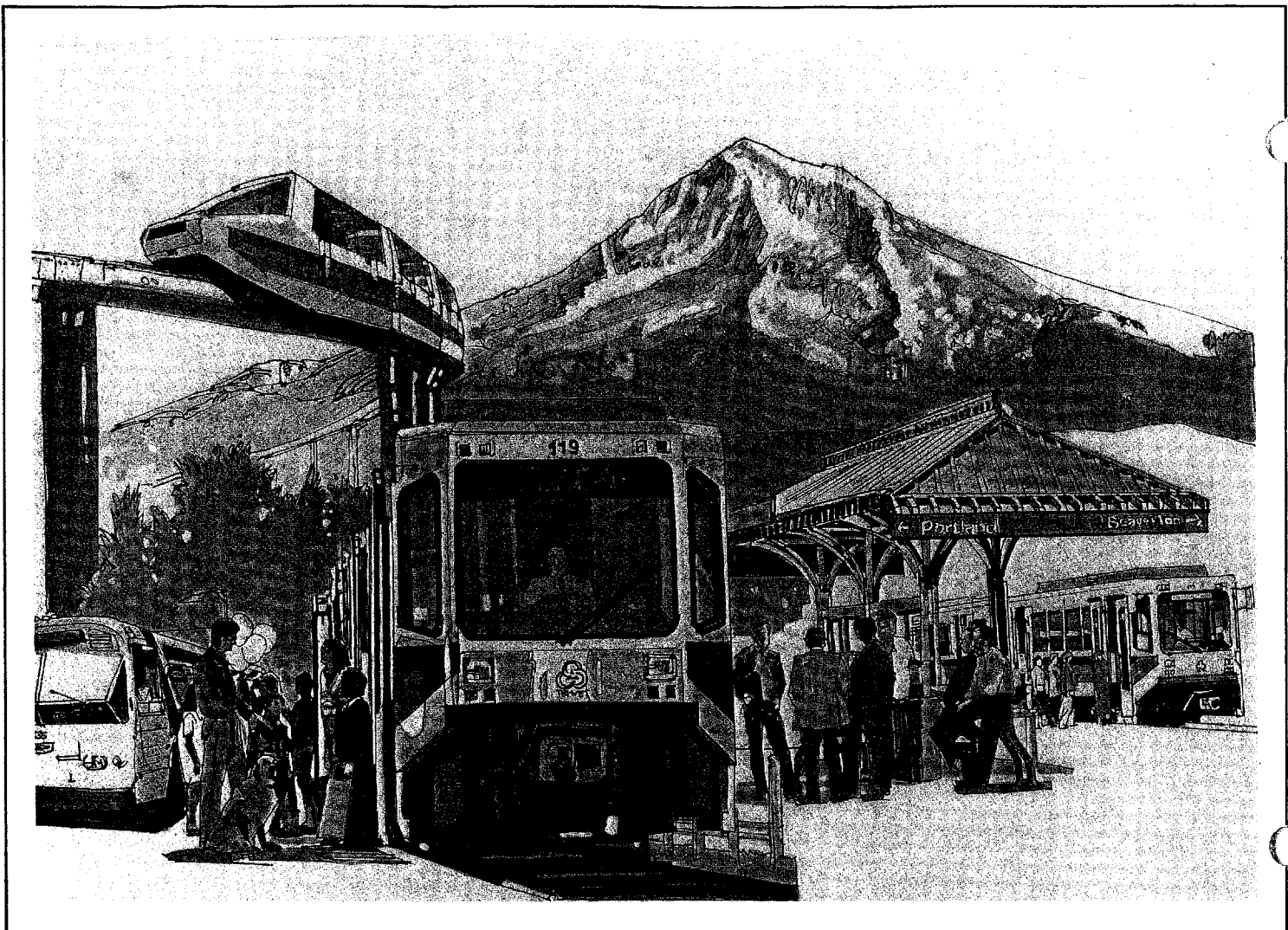


As the hub of Tri-Met's Westside bus operations, the Beaverton Transit Center currently serves 5000 passengers a day. The new site under construction as part of the Five-Year Plan is located on the proposed light rail alignment, and designed to serve as a major bus-rail transfer point.

The Transit Development Plan

Specific Plan recommendations, to be achieved by reordering existing resources:

- Maintain today's level of service by continuing to reallocate the least productive service in the system to areas with greater demand. That means cutting under utilized bus trips and allocating the resources where they're needed most. But the level of transit service available, district-wide, remains relatively constant.
- Increase contracted service to reduce costs and provide flexibility in service to suburban and far-flung rural areas. This productivity improvement depends on a change in Tri-Met's current labor agreement.
- Increase employee training 100% to improve customer relations and enhance service excellence. Expand telephone information service as a tool to capture more passengers.
- Increase marketing and advertising 100% to attract more customers.
- Improve schedule reliability of existing service.
- Initiate preliminary engineering on the Westside light rail project.
- Begin replacement of the aging bus fleet on an annual replacement cycle. The plan calls for 280 new buses over the next five years.
- Purchase additional light rail vehicles to meet expected growth in ridership.
- Locate new transit facilities to provide a more efficient, identifiable system.
- Increase the number of wheelchair lifts on regularly scheduled service, and maintain existing levels of service for the elderly and handicapped on door-to-door vans.
- Deploy small buses on appropriate lines.



The Vision

It is June, 2007. A sparkling, sunny morning as the traditional thousands of spectators flood into downtown Portland for the 100th Rose Festival Parade. It's one of the busiest days of the year for Tri-Met's 84 MAX rail stations. The Zoo Station is, as always, a popular stop for tourists, though many continue on to the end of the line to shop at the Tualatin Farmers Market, which is giving the long-established Gresham Farmers Market a run for its money as a popular Saturday outing.

The Centennial Rose Festival has attracted more visitors than ever from Pacific Rim neighbors. Japanese, Korean and Chinese visitors have taken MAX from the airport to their various hotels downtown, in the Sunrise Corridor, or west to Hillsboro. After the parade, they'll take the vintage trolley that circles around the Willamette River, stopping at OMSI, the Aquarium, and the historic Union Station Railroad Museum.

The regional rail system has helped establish Portland as a major convention city and a gateway to the rest of Oregon's tourist attractions. The number of jobs in the region has increased 35% since 1985, but its famous quality of life is still intact. Clean air and open roadways have not been sacrificed to growth and industrial expansion.

The central city has maintained its vitality and human scale. Electric trolley buses serve the busiest inner-city lines, moving quickly and quietly through traditional neighborhoods.

MAX's West Line carries workers to their jobs in the Silicon Forest and suburban professionals to their downtown offices.

Small buses, some of them privately operated, circle through suburban neighborhoods, bringing passengers to Transit Stations that offer quick connections, by rail or bus, to their destinations.

Elderly residents still ride Tri-Met for half fare. In rural areas, residents call the LIFT door-to-door service that picks them up within half an hour.

Such is the vision portrayed by just a few of the many development plans now being put forth by business groups and local governments in the metropolitan region. It's a vision of a future in which we continue to grow and prosper, without sacrificing the qualities we value most. Much of its success relies on our transit system.

Our ability to realize this vision depends on our will and on our ability to forge the kinds of partnerships that will accomplish our common objectives for community development.

It is said that we, as a society, can afford what we want to afford. Examples abound of creative partnerships to achieve goals. If history is any indication, the future may be as bright as that portrayed by the various visions being put forth today.

STAFF REPORT

Agenda Item No. _____

Meeting Date _____

CONSIDERATION OF RESOLUTION NO. _____ FOR THE
PURPOSE OF ENDORSING THE TRI-MET FIVE-YEAR
TRANSIT DEVELOPMENT PLAN

Date: December 2, 1987

Presented by: Andrew Cotugno

FACTUAL BACKGROUND AND ANALYSIS

Proposed Action

Adopt the Resolution which:

1. Supports the Tri-Met Five-Year Transit Development Plan (TDP) for its commitment to financial stability and improvements in efficiency expected for the transit system.
2. Recognizes that full implementation of the TDP is contingent on successful federal and state funding decisions and that the region is committed to assist in securing those funds.
3. Recognizes that LRT and bus service expansion beyond that defined in the TDP is essential for the economic growth of the region and looks forward to Tri-Met's partnership with the region to pursue the required funds.
4. Encourages annual TDP updates to document progress and incorporate new programs.

TPAC has reviewed the five-year TDP and recommends adoption of this resolution.

Background

Tri-Met has recently completed its TDP and will hold public hearings on December 16 and 23 and consider adoption at its January board meeting. The TDP is a requirement of the federal government for receipt of UMTA grants and provides a basis for Metro approval of Tri-Met's grant applications. In addition, the TDP must be consistent with Metro's Regional Transportation Plan.

Concern during the past several years over dropping ridership, reduced funding from the payroll tax, and service cuts have made

completion of the TDP a high priority for JPACT because of the uncertainty over the future of transit. This TDP provides a firm foundation to reduce the region's concern about service cuts and will allow attention to be focused on service expansion called for in the RTP. The TDP also provides a strategy for avoiding further service cuts, bringing financial stability to the transit system, beginning improvements in the quality and reliability of service to the transit rider and implementing key bus transfer stations and park-and-ride lots necessary for expansion.

Summary of Proposed Resolution

1. The proposed resolution supports the TDP for its commitment to financial stability and its improvement in service efficiency. This TDP also signals a halt to the past five years of periodic service cuts. Implementation of the TDP will provide higher quality and more reliable service to the passenger, 280 new buses and improvements in efficiency that will provide a better foundation for improvements called for in the RTP.
2. Service commitments in the TDP are based upon a forecast of costs and revenues over the next five years, some of which are dependent upon successful state and federal funding decisions. In particular, the capital program is largely financed through UMTA Section 9 funds (at approximately \$12m./year). However, over the duration of the five years, the capital program is \$14.5 million underfunded. Allocations from other federal resources, such as Interstate Transfer, Federal-Aid Urban, Section 3 Letter-of-Intent and/or Section 3 Discretionary, will be necessary to fully implement this capital program. In addition, the program is dependent upon continuation of state support for capital local match in the amount of \$2.5 - \$3.0 million/year. Metro and the region are committed to assisting in securing these funds.
3. The TDP provides a good foundation for service expansion, but due to inadequate resources does not include service expansion. The region recognizes, however, that land use and highway plans are dependent upon transit expansion and is, therefore, committed to pursuing the required funds to support further LRT construction and LRT and bus service expansion. The region looks forward to Tri-Met's partnership in this endeavor.
4. Future updates to the TDP will also be important, both to document progress toward implementation and to incorporate new programs. Of particular interest will be inclusion of the results of the region's efforts to pursue funding for service expansion, inclusion of the results of the Westside LRT preliminary engineering and inclusion of changes in service delivery methods in low density growth areas.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends adoption of Resolution
No. _____.

AC/sm
8603C/252
12/02/87

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ENDORSING)	RESOLUTION NO.
THE TRI-MET FIVE-YEAR TRANSIT)	
DEVELOPMENT PLAN)	Introduced by the
)	Joint Policy Advisory
)	Committee on Transportation

WHEREAS, Tri-Met has completed its Five-Year Transit Development Plan; and

WHEREAS, Such a plan, together with the Regional Transportation Plan, provides the basis for the Metropolitan Service District's approval of federal transportation funds; and

WHEREAS, Completion of such a plan has been a high priority of the Metropolitan Service District and the Joint Policy Advisory Committee on Transportation; now, therefore,

BE IT RESOLVED,

1. That the Council of the Metropolitan Service District supports the Five-Year Transit Development Plan for its commitment to financial stability and improvements in efficiency expected for the transit system.
2. That the Council of the Metropolitan Service District recognizes that full implementation of the Five-Year Transit Development Plan is contingent on successful federal and state funding decisions and is committed to assist in securing these funds.
3. That the Council of the Metropolitan Service District further recognizes that LRT and bus service expansion beyond that defined in the Five-Year Transit Development Plan is essential for the economic growth of the region and looks forward to Tri-Met's partnership with the region to pursue the required funding.

4. That the Council of the Metropolitan Service District looks forward to annual updates to document progress and incorporate future programs.

ADOPTED by the Council of the Metropolitan Service District this _____ day of _____, 1987.

Richard Waker, Presiding Officer

AC/sm
8603C/525
12/02/87

BEFORE THE JOINT POLICY ADVISORY COMMITTEE
ON TRANSPORTATION

WHEREAS, JPACT has established a preliminary 10-year transportation program of priorities and strategies; and

WHEREAS, a significant component is dependent upon decisions by the Oregon Transportation Commission on the Six-Year Highway Improvement Program; and

WHEREAS, a significant component requires changes in transit finance which will be addressed by the Public-Private Task Force on Transit Finance; and

WHEREAS, a significant component requires improved funding for urban arterials; now, therefore,

BE IT RESOLVED,

1. That JPACT hereby establishes a JPACT Finance Committee with membership as defined in Attachment A.
2. That the Committee charge is as follows:
 - a. To monitor the progress of the Public-Private Task Force on Transit Finance and provide an interface as needed between the Task Force and JPACT.
 - b. To monitor ODOT's development of its Six-Year Highway Improvement Program.
 - c. To develop a recommendation for JPACT's consideration on a funding program for urban arterials.

Attachment A

JPACT Finance Committee Membership

Ed Lindquist - Clackamas County (Committee Chair)

Pauline Anderson - Multnomah County

Bonnie Hays - Washington County

Earl Blumenauer - City of Portland

Robert Bothman - ODOT

Loren Wyss - Tri-Met

Rena Cusma - Metro

BEFORE THE JOINT POLICY ADVISORY COMMITTEE
ON TRANSPORTATION

WHEREAS, JPACT has established a preliminary 10-year transportation program of priorities and strategies; and

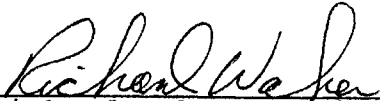
WHEREAS, a significant component is dependent upon decisions by the Oregon Transportation Commission on the Six-Year Highway Improvement Program; and

WHEREAS, a significant component requires changes in transit finance which will be addressed by the Public-Private Task Force on Transit Finance; and

WHEREAS, a significant component requires improved funding for urban arterials and transit finance; now, therefore,

BE IT RESOLVED,

1. That JPACT hereby establishes a JPACT Finance Committee with membership as defined in Attachment A.
2. That the Committee charge is to develop a recommendation for JPACT's consideration on a funding program for urban arterials and transit finance.


Richard Waker, Chair
Joint Policy Advisory Committee
on Transportation

ATTACHMENT A

JPACT Finance Committee Membership

Ed Lindquist - Clackamas County (Committee Chair)

Pauline Anderson - Multnomah County

Bonnie Hays - Washington County

Earl Blumenauer - City of Portland

Robert Bothman - ODOT

Loren Wyss - Tri-Met

Rena Cusma - Metro

JPACT TRANSPORTATION PRIORITIES AND STRATEGIES

The purpose of this paper is to define the transportation program that is of greatest priority to the Portland metropolitan area. This program is vital to the long-term well-being of the entire metropolitan area and it is through the commitment of the jurisdictions throughout the region that it will be possible to implement this program. The priorities defined here are intended to be those actions that are of common interest to all of the jurisdictions and are the priority for use of any federal, state or regional funding that is allocated or recommended by the region as a whole.

This program is not intended to be sufficiently comprehensive to address all transportation actions that are strictly of local interest. Nor is it intended to prescribe which local improvements will be implemented or how local or private funding will be spent.

- I. The transportation objectives of the region include a long-range vision and a 10-year step toward the vision, as follows:
 - A. The long-range vision for the region is to develop the transportation system to facilitate and promote economic development while preserving and improving the region's livability (see Attachment A).
 - B. The 10-year goal for regional transportation investment is the next step toward the long-range vision and is as follows:
 1. 10-year regional highway corridor priorities (not in priority order)
 - a. Sunset Highway (in conjunction with LRT)
 - b. I-5/I-84 to Fremont Bridge - Phases I and II
 - c. Tualatin-Hillsboro Corridor - Phase I
 - d. Sunrise Corridor - Phase I
 - e. I-84/181st to U.S. 26 Connector
 - f. I-84/U.S. 26 Connector (all or part)
 - g. Highway 217 - Phase I
 - h. I-5/Highway 217
 - i. I-5/I-405 loop reconnaissance
 - j. Various regional corridor interchange improvements
 2. Regional transit corridors
 - a. Sunset LRT -- initiate PE on No. 1 regional priority; pursue UMTA Section 3 Discretionary funding.
 - b. I-205 LRT -- initiate PE concurrent with Sunset LRT without Section 3 Discretionary funds.

- c. Milwaukie LRT -- initiate PE as soon as allowable; next priority after Sunset LRT for UMTA Section 3 Discretionary.
 - d. Acquire or protect rights-of-way necessary for long-range transitway development.
3. Urban Arterials -- fund city/county/state arterial improvements needed to correct transportation deficiencies expected in the next 10 years.
 4. Transit Service -- fully fund the capital requirements of the TDP in order to ensure existing service can be maintained -- and -- begin implementation of transit service expansion called for in the RTP to include increased operating funds for extension of service into growth areas and LRT operations; implement required capital improvements to support service expansion, including bus replacement and expansion, needed transit stations, park-and-ride lots, traffic operations improvements, the north mall extension and passenger transfer improvements.

II. To implement the 10-year program, priorities must be established to guide specific funding decisions, now and during the course of the 10-year period. Criteria for setting these priorities will be as follows:

A. Criteria for ranking projects:

1. Improvements that correct severe existing traffic problems will have first priority.
2. Improvements that correct traffic congestion problems anticipated in the next 10 years and improvements that correct access capacity deficiencies that constrain 10-year development areas will have next priority.

- B. In order to minimize costs, regional corridor improvements to be implemented will give priority consideration to actions to reduce costs through increased people-moving capacity obtained by transit, regional and corridor ride-share programs and low-cost management techniques such as ramp metering, signal improvements, access control and high-occupancy vehicle lanes.
- C. Large projects should be broken into manageable parts so that the most critical part is prioritized for construction.
- D. Consideration should be given to the region "reserving" a portion of available funds in order to be able to quickly respond to economic development opportunities.

III. The strategies for implementing the 10-year program will include the following:

- A. Establish federal strategies for implementing the 10-year goal, to include the following:
 - 1. ODOT should seek annual funding reallocations to advance Metro area projects.
 - 2. UMTA Discretionary funding will be sought for the Sunset LRT; for Milwaukie LRT thereafter.
 - 3. Identify key highway improvements for Congressional Discretionary funding.
 - 4. Pursue reauthorization of the Surface Transportation Act to increase funding for urban highways and transit.
 - 5. Seek FAA funding for I-205 LRT.
 - 6. Withdraw the I-205 bus lanes for LRT.
- B. Establish state strategies for implementing the 10-year goal, to include the following:
 - 1. ODOT Six-Year Highway Improvement Program:
 - a. Prioritize Interstate Improvements.
 - b. Prioritize State Modernization Improvements.
 - 2. Continue to pursue state legislation to increase the state Highway Trust Fund to meet state and local needs and inflation.
 - 3. Define the state interest and role in urban arterial financing and pursue state legislation, as needed, to establish an Urban Arterial Program, including consideration of a statewide Urban Arterial Program, regional vehicle registration fee authority and/or regional gas tax authority.
 - 4. Define the state interest and role in transit finance.
 - a. Continue partial state match on routine transit capital.
 - b. Continue funding for Special Needs Transportation; consider an increase in cigarette tax.
 - c. Continue state in lieu of payroll tax.
 - d. Consider state funding for regional corridor (i.e., Sunset LRT, Milwaukie LRT, I-205 LRT) capital and operating costs.

5. Consider changes in Tri-Met taxing authority to increase transit funding, such as the proposed payroll/wage tax and/or payroll tax on local government.

C. Establish regional strategies for implementing the 10-year goal, to include the following:

1. Establish an Urban Arterial Fund for:
 - a. city/county arterials;
 - b. ODOT improvements;
 - c. determine whether to include ODOT regional corridors or ODOT arterials as part of the Urban Arterial Fund; adjust priorities for ODOT Six-Year Highway Improvement Program funding in accordance with results; and
 - d. Consider bonding to accelerate needed improvements.
2. Pursue regional transit capital funding for LRT.
3. Pursue regional transit funding for LRT operations and service expansion before beginning implementation of LRT facilities and/or service expansion.
4. Allocate Interstate Transfer funds.
5. Allocate FAU funds; establish a strategy for future FAU allocation.
6. Allocate Section 3 Trade funds.
7. Allocate excess Banfield LRT funding.

D. Establish private funding strategies for implementing the 10-year goal, to include the following:

1. Continue pursuing private mechanisms for road improvements.
2. Pursue private mechanisms for transit capital and operations.

IV. Follow-up activities to implement these recommendations are as follows:

- A. Develop a staff recommendation for JPACT consideration for the allocation of Interstate Transfer, Federal-Aid Urban and UMTA Section 3 funds.
 1. Responsibility: Metro -- TIP Subcommittee.

2. Schedule: Draft recommendation for consideration by December 10 JPACT meeting.
 3. Product: Resolution itemizing allocation of funds.
- B. Develop a staff recommendation for JPACT consideration on the region's priorities for funding from the next ODOT Six-Year Highway Improvement Program update.
1. Responsibility: Metro -- TIP Subcommittee.
 2. Schedule: Draft recommendation for consideration by January 14 JPACT meeting to enable presentation of conclusion to ODOT public hearing in February.
 3. Product: Resolution itemizing priorities for ODOT's consideration.
- C. Develop a recommended funding level, purpose and mechanism for an Urban Arterial Program; establish legislative actions necessary to implement the program.
1. Responsibility: JPACT Subcommittee
 2. Schedule: Develop a recommended program for consideration by JPACT in June 1988.
 3. Product: Resolution defining program and required legislative actions.
- D. Develop a public-private program to implement the capital and operating costs of recommended transit improvements.
1. Responsibility: JPACT Public-Private Task Force on Transit Finance.
 2. Schedule: Develop a recommended program for consideration by JPACT in June 1988.
 3. Product: Resolution defining federal, state, regional, local and private actions necessary to fund transit capital and operating costs.
- E. Define a regional recommendation for Congressionally earmarked transportation funds.
1. Responsibility: TIP Subcommittee in cooperation with Congressional Delegation staff.
 2. Schedule: After adoption of ODOT Six-Year Highway Improvement Program in July 1988.
 3. Product: Resolution itemizing project priorities.

- F. Initiate preliminary engineering (PE) on Sunset LRT.
1. Responsibility: Tri-Met
 2. Schedule: Initiate as soon as possible; conclude in 18 months.
 3. Product: Preliminary plan, costs, environmental impacts and financing plan for capital and operating costs.
- G. Withdraw I-205 bus lanes; initiate PE on I-205 LRT.
1. Responsibility: Metro staff -- draft resolutions to initiate bus lane withdrawal; JPACT, Portland, and Multnomah County -- adopt resolutions requesting bus lane withdrawal; Tri-Met implement PE; seek local match from Emergency Board.
 2. Schedule: Initiate as soon as possible; conclude in 18 months.
 3. Product: Preliminary plans, costs, environmental impacts and financing plan for capital and operating costs.
- H. Define the transit ridership market in the suburbs; determine the most cost-effective service plan for serving the market.
1. Responsibility: Metro staff -- market analysis; Tri-Met staff -- service design.
 2. Schedule: Initiate in February 1988; preliminary conclusions in April 1988; final conclusions in December 1988.
 3. Product: Preliminary product -- define the range of cost for providing suburban transit service for consideration by the Public-Private Task Force on Transit Finance; final product -- suburban service design for inclusion in the 20-Year RTP and five-year TDP (initial plan will focus on Washington County, then be expanded regionwide).
- I. Adopt the update to the Regional Transportation Plan.
1. Responsibility: Metro staff.
 2. Schedule: Draft RTP for review by January 1988.
 3. Product: Ordinance and update document incorporating these JPACT priorities.

ATTACHMENT A

REGIONAL TRANSPORTATION PLAN -- VISION

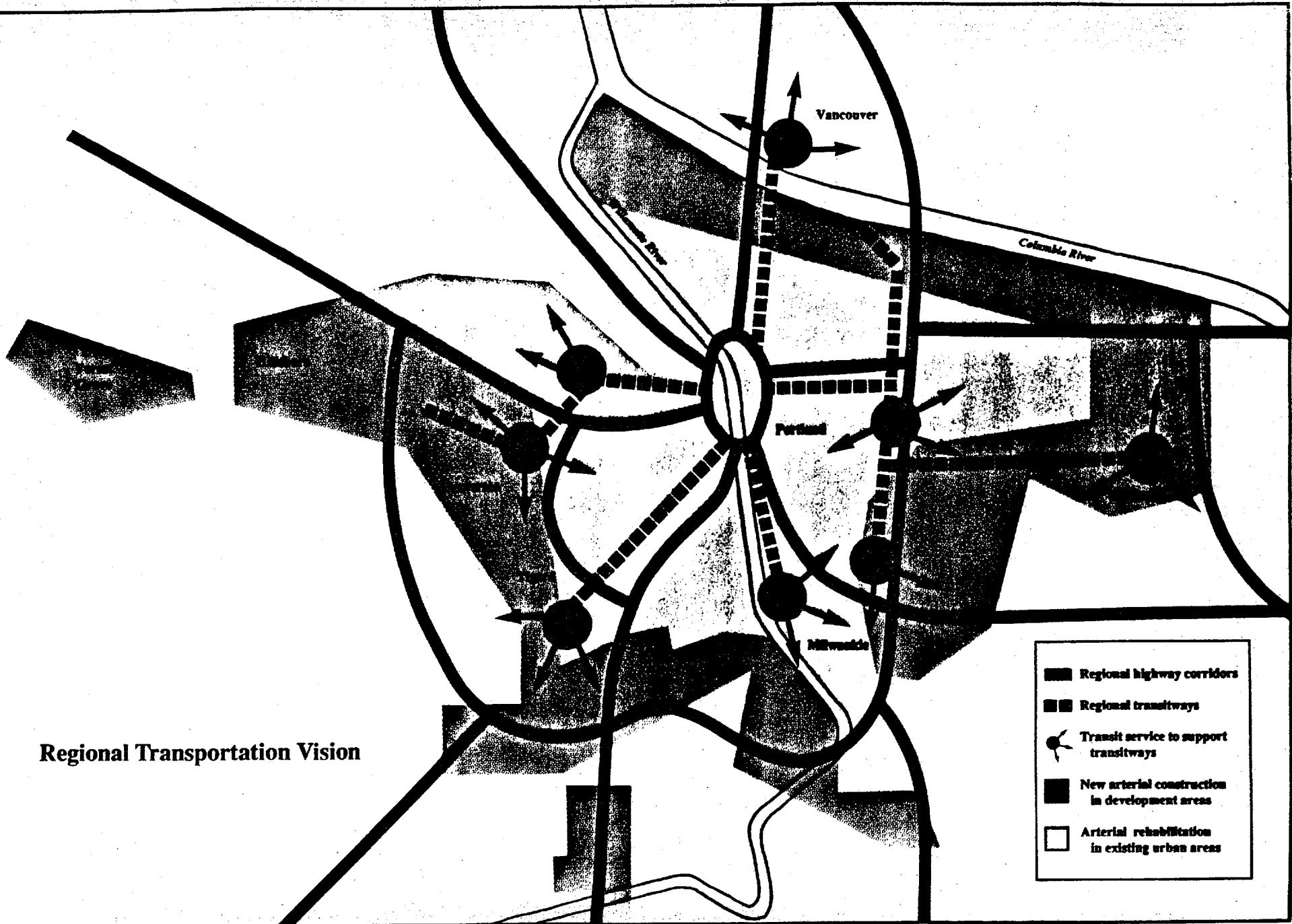
- I. Encourage and facilitate economic growth of the Portland region
Economic growth of the region is necessary for the viability of the region and state. Investment in transportation improvements is needed to both promote and facilitate development. Local comprehensive plans are in place providing development capacity for a 90 percent increase in employment and a 72 percent increase in population. Provision of other essential public services and infrastructure is progressing.
- II. Protect the quality of life for residents of the region
The region should pursue economic growth but avoid the excessive traffic problems and degradation of livability common to major growth areas. Excessive traffic degradation from today's condition, leading to the loss of accessibility to job centers, intrusion of traffic into neighborhoods and increased air pollution, should be avoided. Serious traffic congestion areas that presently exist should be corrected.
- III. Improve the network of regional transportation corridors
Radial and circumferential transportation corridors should be improved to maintain accessibility into, across and through the region. Necessary highway improvements should be constructed to maintain adequate mobility in the regional corridors. In combination with selective highway improvements in the radial corridors, transit service should be expanded; development of a MAX system should be pursued throughout the region to minimize highway construction requirements and to foster development opportunities.
- IV. Extend and improve the Urban Arterial System
Circulation within the region should be accommodated through road improvements to provide access into development areas and support the regional corridors.

V. Extend transit service
into urbanizing parts of
the region

Transit service should be provided
to growth areas as urban densities
are developed to provide access to
the regional transit corridors and
to provide mobility for those that
are unable to use the private auto.

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Regional Transportation Vision



- Regional highway corridors
- Regional transitways
- Transit service to support transitways
- New arterial construction in development areas
- Arterial rehabilitation in existing urban areas

**Announcing
a Public Forum
in Oregon
on the**

**Future of Transportation
into the 21st Century**

Date: Thursday, January 21, 1988
Location: Hearing Room A
State Capitol
Salem

Hours: 9:00 a.m. - 11:30 a.m.
1:15 p.m. - 4:15 p.m.

Sponsored by the
Oregon Department of Transportation
and the
Oregon Highway Users Conference
in cooperation with the
Advisory Committee on Highway Policy
of the
2020 Consensus Transportation Program

TRANSPORTATION

America's Future Depends on it **2020**



What is "Transportation 2020?"

The Transportation 2020 project is a multi-year multi-faceted effort to develop a transportation plan that will meet the nation's mobility needs well into the 21st Century.

Under the project, people representing the public and private sector interest groups will work together to:

1. Assess America's surface transportation requirements through the Year 2020
2. Develop alternative proposals for meeting those requirements at the federal, state and local levels; and
3. Achieve a consensus on the best means of getting the job done.

The forum announced by this folder, and your participation in the forum, is vital to the assessment process.

Who is involved?

A broad range of organizations and agencies has been invited to participate in the Transportation 2020 project. They represent every segment of society that uses and relies on our national transportation system for economic prosperity and social mobility. They represent the managers of highway systems. Included are state and local government officials, highway users organizations, trade and industry associations, civic groups and interested private citizens.

An Advisory Committee on Highway Policy of more than 100 organizations has been created by the American Association of State Highway and Transportation Officials specifically to obtain the perspectives of these organizations, agencies and individuals on the nation's transportation needs. The committee is chaired by Lester P. Lamm, President of the Highway Users Federation, and former Deputy Administrator of the Federal Highway Administration.

What is the goal?

The Transportation 2020 goal is to reach agreement on the needs picture and the public and private sector roles in a national surface transportation plan for the 1990s and beyond . . . a consensus transportation program that will keep America moving well into the 21st Century.

What is the process?

Transportation 2020 will entail four distinct phases over the next two years:

1. Information gathering to identify surface transportation needs.
2. Defining alternatives for meeting the needs.
3. Reaching agreement on the best plan.
4. Securing enactment on the plan through state and federal legislation.

What are the state forums all about?

A key component of the Transportation 2020 project is to obtain from the users and managers of the highway system their perspectives on transportation needs in every state.

This particular forum is your opportunity to present your opinion. You are urged to participate through an oral statement, or by submitted written testimony.

The state forums are meant to be open-ended on the subject of ground transportation. For example, topics might include the following:

- Does traffic congestion impact delivery of materials to places of business?
- Are workers burdened by long commuting times?
- Is there adequate access to state or regional recreation areas?

A questionnaire addressing some of these issues is included with the registration form to gather opinion in advance of the forum. Please complete and return it by the deadline indicated.

The Transportation 2020 forums are not intended to produce the answers to the transportation problems each state or the nation as a whole may face. Solutions and the subject of financing will come later in the project. But it is important that the concerns of responsible people in the states be known if there is to be a realistic, fully-supported plan to meet truly America's future transportation needs.

The Nation's Highway Transportation System

The U.S. has nearly 4 million miles of roads, streets, and highways. In 1985, total travel on that system reached a record 1.77 trillion vehicle miles, an increase of 7.6 percent since 1983. Urban travel increased by 10.1 percent during the period and now represents nearly 60 percent of total highway travel. Travel is increasing in every region of the country, and congestion has worsened since 1983.

The Federal-aid System consists of 843,309 highway miles, including the Interstate System. When completed in the early 1990s, the Interstate will comprise more than 43,000 miles and will carry more than 20 percent of all highway travel. Yet more than one of every 10 Interstate miles is rated in "poor" condition, and the percentage of Interstate bridges classified as deficient rose from 10.6 in 1982 to 13.1 in 1986.

Although reconstruction and resurfacing improvements have been made, less than one-fourth of non-

Interstate urban and rural arterials are considered in "very good" condition.

Looking to the future, the cost to maintain 1983 overall highway conditions on non-local roads through the year 2000 is estimated at \$315 billion, or \$19.7 billion a year. Estimated cost to bring all deficient bridges up to current standards is \$51.4 billion.

But these estimates do not allow for expansion of the highway system to accommodate present and future travel increases. Even though travel will double in many states and metropolitan areas after the turn of the century, there is no national plan for shaping a highway program to meet these demands in the 1990s and beyond. Because today's decisions will influence highway transportation well into the next century, the time to begin shaping such a program is now.

Oregon's Transportation System

The Oregon Department of Transportation is a diverse agency that administers programs that are designed to contribute to the growth and economy of the state by providing for the safe, efficient and economic movement of people, goods, and services.

There are more than 100,000 miles of roadways in Oregon. The Highway Division is responsible for the construction, improvement, maintenance, and operation of the state highway system. This system totals 7,600 miles; 750 of these are Interstate. The state highway network carries about 60 percent of total vehicle miles of travel and nearly 70 percent of ton-miles of travel in the state.

Additionally, the Highway Division provides technical and financial assistance to local governments. Oregon counties have 28,000 miles of roads, and Oregon cities have 7,000 miles of roads under their jurisdictions.

There are 6,800 bridges in the state; 2,500 maintained by the state and 4,300 maintained by local jurisdictions. Of these bridges, 250 are currently deficient and 490 are predicted to become deficient within the next 20 years. Total bridge improvements over the next 20 years are predicted to cost \$785 million.

In December 1986, the Oregon Department of Transportation, the Association of Oregon Counties, and the League of Oregon Cities published a landmark study called "Making the Right Turn," which

detailed the road funding gap between needs and available revenues. This report identified \$21 billion (\$6 billion state, \$11 billion county, and \$4 billion city) of unfunded needs. An increase in the state highway user fees enacted by the 1987 legislature will help fund some of these improvements.

In the major urban areas, public transit significantly supplements the capacity of the road network. The Public Transit Division plays an important role in the development of local public transit systems, particularly in small communities and rural areas. Funding transit needs is a continuing high priority in Oregon.

The Aeronautics Division operates a system of 36 state owned airports and provides guidance and assistance to municipal, county, and port district airport sponsors. The Division maintains and refines a continuous aviation system plan included as a part of the national plan of integrated airports.

Railroads and ports also play a vital role in the state's transportation network. Oregon is served by three major railroad companies and twenty-three port districts.

A good transportation infrastructure is essential for fostering economic development throughout the state. The Oregon Department of Transportation will continue to support these efforts working with local jurisdictions to maintain a balanced transportation network.

Transportation 2020

Advisory Committee on Highway Policy

Participating Organizations

Airport Operators Council International
Aluminum Association
American Association of Motor Vehicle Administrators
American Association of Port Authorities
American Association of Retired Persons
American Automobile Association
American Bus Association
American Coal Ash Association
American Concrete Pavement Association
American Concrete Pipe Association
American Consulting Engineers Council
American Driver and Traffic Safety Education Association
American Farm Bureau Federation
American Hotel and Motel Association
American Institute of Steel Construction
American Petroleum Institute
American Planning Association
American Public Transit Association
American Public Works Association
American Recreation Coalition
American Retreaders Association
American Road & Transportation Builders Association
American Society of Civil Engineers
American Traffic Safety Services Association
American Trucking Associations, Inc.
Asphalt Emulsion Manufacturers Association
Asphalt Recycling & Reclaiming Association
Associated Builders and Contractors
Associated Equipment Distributors
Associated General Contractors of America
Association of American Railroads
Association for Commuter Transportation
Automotive Safety Foundation
Automotive Service Industry Association
Better Roads & Transportation Council
Bicycle Federation
Coalition of Northeastern Governors
Coalition for Scenic Beauty
Concrete Reinforcing Steel Institute
Construction Industry Manufacturers Association
Council of University Transportation Centers
Dealers Safety and Mobility Council
Eno Foundation for Transportation
Hazardous Materials Advisory Council
Highway Users Federation for Safety and Mobility
Institute of the Ironworking Industry
Institute of Transportation Engineers
International Bridge, Tunnel and Turnpike Association
Motor Vehicle Manufacturers Association
National Aggregates Association
National Asphalt Pavement Association
National Association of Counties
National Association of County Engineers
National Association of Governors Highway Safety Representatives
National Association of Manufacturers
National Association of Railroad Passengers
National Association of Regional Councils
National Association of State Aviation Officials
National Association of Towns and Townships
National Association of Truck Stop Operators
National Automobile Dealers Association
National Coal Association
National Conference of State Legislatures
National Corrugated Steel Pipe Association
National Council on Public Works Improvement
National Electrical Manufacturers Association
National Governors' Association
National Grange
National Joint Highway and Highway Construction Committee
National League of Cities
National Lime Association
National Milk Producers Federation
National Parking Association
National Ready Mix Concrete Association
National Rural Letter Carriers' Association
National Safety Council
National School Transportation Association
National Society of Professional Engineers
National Stone Association
National Tire Dealers and Retreaders Association
National Tour Association
Outdoor Advertising Association of America
Portland Cement Association
Private Truck Council of America
Recreation Vehicle Industry Association
Rubber Manufacturers Association
Salt Institute
Service Station and Automotive Repair Association
The Asphalt Institute
The National Industrial Transportation League
The Road Information Program
The Urban Institute
The Urban Land Institute
Transportation Research Board—National Research Council
Travel Industry Association of America
Truck Trailer Manufacturers Association
U.S. Chamber of Commerce
U.S. Conference of Mayors
United Bus Owners of America
United Fresh Fruit & Vegetable Association
Western Governors' Association
Wire Reinforcement Institute

COMMITTEE MEETING TITLE

JPACT

DATE

12-10-87

NAME

AFFILIATION

NAME	AFFILIATION
G- Robert R. Rogers	Portland Chamber of Commerce
O- Debra Moore	ODOT - Transit
O- Ted Spera	ODOT
S- Richard B.	Metro
G- Susie Jansen	MULTCO
G- Bebe Tucker	Port
G- Ray Polani	Citizens for Better Transit
M- Carl Blumenauer	Portland
M- Pauline Anderson	Multnomah County
S- Andy Cottrill	Metro
M- RICHARD WAKER	METRO
M- Marjorie J. Schunk	Cities of Mult County
M- Donnie L. Hays	Washington County
M- George J. [unclear]	Metro
M- Ed [unclear]	Clackamas Co.
G- JIM HOWELL	SELF
G- RICHARD ROSS	CITIES OF MULT CO (TMC)
G- Gary Spanovich	Clackamas County
G- Doug Capps	FRI - MET BUS COMPANY
G- Lee Hamer	" " " RAIL "
G- Grace Crumlin	PDX
G- Bruce Warner	WASH CO.
G- Len Simon	Portland Bureau of Trans. Washington Co.
M- Lloyd Anderson	PORT
M- Dick Pokornowski	EXAMPLE OF OBVIOUS PERSONAL