

MINUTES OF DIRECTORS MEETING  
LANE TRANSIT DISTRICT  
SPECIAL MEETING / WORK SESSION

Wednesday, December 18, 1996

Pursuant to notice given to *The Register-Guard* for publication on December 16, 1996, and distributed to persons on the mailing list of the District, a special meeting/work session of the Board of Directors of the Lane Transit District was held on Wednesday, December 18, 1996, at 5:00 p.m. in the LTD Board Room at 3500 East 17<sup>th</sup> Avenue, Eugene.

Present: Kirk Bailey, Vice President  
Rob Bennett  
Patricia Hocken, President, presiding  
Dave Kleger, Treasurer  
Thomas Montgomery, Secretary  
Mary Murphy  
Roger Saydack  
Phyllis Loobey, General Manager  
Jo Sullivan, Recording Secretary  
Susan Hekimoglu, Transcribing Secretary

Absent:

**CALL TO ORDER:** Ms. Hocken called the meeting to order at 5:10 p.m.

**WORK SESSION ON TRANSPLAN UPDATE:** Mr. Viggiano introduced the topic by stating that in November, the Board received the *Policy Makers Decision Package for Draft Plan, Direction For TransPlan* (decision package). Mr. Viggiano clarified that this was not the draft TransPlan (the plan), but a guideline and strategy to be used for the development of the draft plan. The decision package currently was being reviewed by the four jurisdictions that would eventually adopt the draft plan, the City of Eugene, the City of Springfield, the County, and the Lane Transit District Board. At the City and County level, it first was being reviewed by their planning commissions, then it would be presented to the elected bodies. This document also had been presented to the Metropolitan Policy Committee (MPC) and to a meeting of the joint Planning Commissions. There were no items for action at this work session, but eventually, the LTD Board would take action on the decision package. Mr. Viggiano then introduced Tom Schwetz and Mr. Peter Watt of the Lane Council of Governments (LCOG).

Mr. Schwetz reiterated that this document was not the plan, but was the framework for the draft plan. He asked the Board to review it at that level. Mr. Schwetz

stated that he wanted to review the history of the plan and to define what direction the plan needed from the four jurisdictions. He referred to a graphic on page vii that was the framework that staff had used in terms of developing alternatives, evaluating them, and getting input. Direction on the decision package came from public officials who considered input from three basic areas: public perception, the technical analysis, and expert knowledge. Technical analysis would be the geographic information system that was used at LCOG, the modeling that staff used, and the financial analysis. Public perception was gained from various workshops and surveys that were conducted. Expert knowledge came from the expertise that a consultant might bring to the project and the experiential knowledge from the jurisdictions.

Trends, issues, and alternative strategies were identified; and goals, objectives, and alternative plan concepts were developed. Mr. Schwetz planned to overview the executive summary that was located in the beginning of the document. The plan concepts were evaluated and staff conclusions and strategies were developed for the jurisdictions' review. The plan overview was given to the Lane County Roads Advisory Committee and the Eugene Planning Commission where it had been reviewed. Those committees recommended to their respective elected officials that the decision package be approved. The Lane County Planning Commission and Springfield Planning Commission would review the decision package in January. In February, the LTD Board and other elected officials would be asked to give their final input on the document. It was expected that the plan would be drafted by June, with adoption by early 1998.

Mr. Schwetz explained that plan direction meant to provide direction on the framework within which the draft plan would be developed, or to provide guidance on the range and level of those strategies that would be pursued in the draft plan. The guiding framework that had been used was based on financial strategies, reflecting that that framework could only go as far as the finances would allow.

The action requested was for the Board to review the recommended strategies and conclusions and approve the recommended strategies with any additional requirements that they might add as a guiding framework for the draft plan.

He asked if the Board had any questions or comments on the staff conclusions that were listed in the executive summary. Mr. Kleger stated that it was not clear to him that any of those conclusions were heading toward a plan statement that would preclude a totally separate right-of-way for BRT, or a statement that was less absolute than that. As he noted in the write up, the degree to which LTD could gain travel time advantages with BRT was with separate right-of-way. Mr. Schwetz responded that exclusive right-of-way was an issue that both the LCOG and LTD staff were looking at in terms of: 1) what were the performance characteristics of BRT with and without exclusive right-of-way; and 2) where were the most important points to begin with in terms of acquiring exclusive right-of-way. He did not think that a decision or conclusion had been made on that issue. Mr. Kleger noted that he could support incremental

progress, but wanted it to be clear that his goal was 100 percent separate right-of-way. The travel-time advantage should not be sacrificed.

Mr. Bennett agreed with Mr. Kleger to say that he did not think that the plan would achieve any degree of success if BRT and the 100 percent right-of-way were not included. He said that while fiscal reality, timing, and phasing were important, as was the data about the difference in travel time with and without the exclusive right-of-way; those issues were not all that LTD was concerned about. There were many other elements of BRT that were very important as well, such as the prepaid fare, the low-floor buses, and the image and marketing strategy to a much broader cross section of the community. He wondered when the decision was going to be made as to what language would be suggested for the plan. He expressed his concern that the BRT language would not be included early enough for review. Mr. Schwetz thought that the Board should make those statements now as part of this review. He thought the Board was looking for policy commitment from the four jurisdictions as well as from ODOT that this was the direction that BRT needed to take. Mr. Bennett thought it needed to be clearly stated in the plan.

Mr. Bennett reiterated that the financial plans would need to be worked out on a phased basis and would need flexibility on that part of the project. As long as BRT was clearly stated in the plan, then it would not be jeopardized over the phase-in time period. Mr. Schwetz thought that this would be a strong statement coming from the LTD Board that would need to be considered by the other jurisdictions. He recommended that the Board arrive at a conclusion about it. Mr. Bennett thought that it would be helpful to LTD if when Mr. Schwetz was making the plan presentation to other groups, he pointed out the BRT plan and talked about it. Mr. Schwetz agreed that the elected bodies should hear about the strong position that LTD had. For BRT to be successful, there would have to be a policy commitment from everyone.

Mr. Viggiano commented that the strategy #5 addressed BRT. On page 26, paragraph 2, there actually was a statement on LTD's position, which he thought the Board should review. Mr. Bennett was concerned about the statement, "...BRT should eventually feature exclusive bus lanes," saying that it was not a strong enough statement, and the word "eventually" should be removed. Mr. Montgomery expressed his concern about the staff recommendation that read, "...exclusive right-of-way be considered for locations where congestion is most severe." His concern was for the limitation of right-of-way to key congestion points.

Mr. Viggiano thought that there was some reluctance on the part of the staff team who were putting together the TPC to agree with LTD's position of 100 percent right-of-way. That statement was a compromise, but the paragraph that began with, "Lane Transit District believes...", was LTD's position statement. Ms. Hocken clarified that what the interjurisdictional staff were recommending was not in complete agreement with what LTD had recommended. Mr. Bennett wanted to ensure that LTD's position was very strongly stated. Mr. Bennett again stated that the word "eventually" made it sound as though BRT could begin without exclusive right-of-way and that some

day LTD would hope to gain more exclusivity. He did not think that was what LTD intended.

Mr. Saydack wondered what exactly was being adopted by other jurisdictions. Mr. Schwetz replied that staff were asking the jurisdictions to agree to, rather than adopt, the strategy statements in the decision package. Mr. Bennett said that if LTD wanted a statement about exclusive right-of-way, it should be placed in the strategy statement rather than a background statement. Mr. Schwetz agreed. The other option would be to ensure that exclusive right-of-way was understood when discussing strategy #5 with the other jurisdictions.

Ms. Hocken asked about the timing and nature of the Board's input. Her understanding was that Mr. Schwetz was talking to all four of the jurisdictions. She assumed that the next official step that the LTD Board needed to take was its formal response to the strategy statements and conclusions in the decision package. Mr. Schwetz stated that was correct. Ms. Hocken asked that in addition, staff formally discuss LTD's position in their presentations to the other jurisdictions.

Mr. Viggiano suggested that if the Board took action in January, that would occur before the two City Councils and the County Board of Commissioners would have considered the decision package. If the Board took a position prior to those meetings, Mr. Schwetz could discuss that position with the other jurisdictions. He recommended that the Board not wait until February, but take action in January. Mr. Bailey concurred that the Board should make their statement sooner, in exactly the fashion that Ms. Hocken had described to make it clear to the other jurisdictions. Mr. Schwetz agreed and explained that staff would take the input from all four jurisdictions as the basis for drafting the plan. He reiterated that if the Board wanted a strong statement in the plan about exclusive right-of-way, this was the time to provide their input.

Mr. Bailey said that his sense of the TransPlan Symposium was that the majority of the people who attended agreed that BRT was something that LTD should go forward with. His interpretation on the question of 100 percent exclusive right-of-way was not necessarily that people were opposed, but that there lacked a full understanding of exactly what that meant. Mr. Schwetz agreed with Mr. Bailey's interpretation.

Mr. Bennett asked what the BRT issues were that concerned staff. Mr. Schwetz replied that the City engineers had expressed concern about how the exclusive right-of-way would occur, such as would travel lanes or parking lanes be taken, etc. He thought that it may just be a matter of working through those types of details. Mr. Bennett wondered if there was any skepticism about the potential for BRT. Mr. Viggiano thought there was. Mr. Schwetz said that LCOG had done some modeling, but both LTD staff and LCOG were working to refine how this system was to be modeled. There was not an existing BRT system in place, so the demand for BRT was difficult to model, as were how exclusive right-of-way would work and how travel time would benefit. He thought that there might be skepticism among the engineers

due to the fact that they had not received any refined information. Mr. Kleger reiterated that the exclusive right-of-way was critical to the success of BRT.

Mr. Bailey raised a question about Conclusion #6, TDM Strategies contributing to the use of alternative modes, and Conclusion #7, pricing TDM. He asked if those two conclusions were consistent with each other since they both were about TDM issues. Mr. Schwetz thought that the language would be changed, as he thought they were a bit confusing for many people. He clarified that Conclusion #6 was a broad statement, and the reason it was included was to emphasize the side of the triangle (graphic on page vii) that may not have been given a lot of attention in previous plans. Conclusion #7 was a reflection of what came from the ECO Northwest study of pricing mechanisms. This was meant to focus on those pricing mechanisms. Conclusion #7 said that the application of demand management pricing strategies, other than parking pricing, would not be cost-effective demand management strategies during the 20-year planning period. It needed to be revised, because what the study said was that the strategies were not cost-effective at this point in time. The other part of that was that everything that would call for those strategies to be more effective was moving in the right direction, such as increases in congestion, decreases in the cost of technologies that were required to implement these strategies, and increases in public acceptance of these strategies. While the decision package stated that some of these strategies were not warranted for implementation at this time, they should not be ruled out for a later date.

Ms. Hocken thought that the Board should talk about the other strategies even though they were not LTD specific, such as the parking plan strategy.

Mr. Bailey stated that there were long discussions about the topic of pricing throughout the course of *TransPlan*, and it was his sense as a TDM Committee member that there were some interesting pricing proposals that were studied by ECO Northwest. Some were discussed at the Symposium that were cost effective, and were supported by a large number of people as appropriate strategies, such as the gas tax. Some of those may not have been politically feasible, but they currently were cost-effective TDM methods.

Mr. Schwetz said that to have an immediate effect on demand, the gas tax would need to be raised considerably, and that was where the political feasibility came in. The gas tax could be raised to acquire more revenue, but it would not significantly affect demand. For instance, if it were raised by 25 cents, there only would be a slight effect on demand. Raising the tax by \$1.00 was what was tested. That did have an affect on demand, but there was not much support for that high of a tax at the Symposium.

Mr. Bennett asked what the current thinking was on bridge tolls. Mr. Schwetz replied that he would separate having a bridge toll as a financing mechanism from having a bridge toll to help control the use of the bridge for congestion reasons. Either way, the technology would be the same. He had mainly been focused on bridge tolls

as a demand management tool. The financing end would have to be considered further. However, the bridge toll would have to be set fairly high to cover the costs of administering it.

From the ECO study, bridge tolls as a demand management strategy would not be cost effective, but it was possible they could be in three to five years. Mr. Bennett asked if it would be easier in the political sense to implement a bridge toll on the basis of a capital cost recovery system. Mr. Schwetz replied that people need to see something tangible for their money. He thought it might be worthwhile doing something like that for a financing reason, unless it cost more to administer the toll than what was being collected.

Ms. Hocken asked Mr. Schwetz to discuss the strategies in the decision package. Mr. Schwetz stated that the strategies were organized along the lines of the triangle graphic on page vii in the packet. The triangle was divided into three main topics: Land-use Measures (LUM); Transportation Demand Management (TDM); and Transportation System Improvements (TSI). The first strategy was related to LUM, which basically said that the nodal development land use strategy would be applied in selected areas that had the greatest potential for this type of development pattern. Mr. Kleger was comfortable with the strategy as stated, but he wanted to ensure that nodal development strategies were followed by developers in other location than the selected ones. No matter where it was done, there was an advantage to compact growth. Mr. Watt encouraged the Board to take that position very strongly because there were barriers in the way now for that to happen.

Ms. Loobey asked if the transit-oriented development (TOD) had been included as a subset to those land-use measures. Mr. Watt replied that it was. The nodal development, or transportation efficient development, was a combination of TODs and a more mixed-use walkable environment where trips were internalized. He mentioned that the City of Eugene was developing a TOD ordinance that might be applied universally rather than in nodes. Ms. Loobey added that when LTD reviewed development proposals and made suggestions or recommendations about TOD, there was no authority to require those recommendations to be incorporated into the development. The LCDDC statutes said, in fact, that transit should have that type of authority. Mr. Watt encouraged LTD to make a statement to that effect, not just focusing on nodal development, but to encourage TOD in all major transit corridors or however the Board wanted to word it. Ms. Loobey stated that the TOD issue had to be part of the discussions with other units of government.

Mr. Bennett asked Mr. Watt about a general zoning review and whether that was progressing at a reasonable rate, and whether there had been a survey of available land. He asked if Mr. Watt believed, after having worked on the nodal development issue for some time, that it still had a good chance of being successful in its implementation. Mr. Watt referred to the residential land study, which was a metro-wide study by an advisory committee of demand analysis for residential land and housing demands. The plan staff had worked with the committee on the concept of nodal

development, and the committee was supportive of the concept. He met with the commercial land citizen's advisory committee in Springfield that was conducting a commercial land study, and they were very supportive of nodal development as well. The City of Eugene was updating its code, and the reference to TOD was part of that effort. There was wide support for nodal development, but Mr. Watt thought that the discussions would center around whether nodal development would be required or allowed. If it were going to be allowed, then the entire 46 sites would be included on the metro map. But if it were to be mandated, there might be 5 or 6 sites included.

Mr. Kleger wondered if it would be necessary to choose between allowing or mandating nodal development, or whether it could be encouraged everywhere, but required in a few places. Mr. Watt replied that would be his recommendation.

Mr. Watt wondered about BRT and how supportive nodal development would be to its success. He thought that was a place where nodal development could be required or mandated due to the large investment already being made in the infrastructure. Mr. Kleger added the fact that concentrated trip generators always made shared-ride transportation more effective.

Ms. Hocken stated her assumption that when the Board prepared its response in January, it would address and respond to all the strategies, not just BRT. Ms. Loobey said that was correct.

Mr. Schwetz continued to discuss the strategies. The second and third strategies were related to TDM. Strategy #2 encouraged broader use through education and incentives, and strategy #3 increased the use of parking management strategies throughout the Eugene/Springfield metropolitan area. Mr. Bennett asked Mr. Schwetz to give an example of the parking management strategies. Mr. Schwetz pointed out that it increased the use of existing strategies currently in place. There were several strategies, such as pricing on-street parking or limiting the time allowed to park. Eugene had parking meters; Springfield did not, but regulated the amount of time allowed for parking. Other strategies included instituting parking maximums that limited the number of parking spaces per business. Ms. Hocken said that she thought there would be a lot of controversy about parking management. Mr. Bailey asked if the parking management strategies included the use of parking strategies in areas that currently did not utilize them. Mr. Schwetz replied that was the intent. It would not work to impose parking strategies in the downtown core area and not in the outlying metropolitan areas. It was unclear at what level people started making decisions about locating elsewhere, as the downtown area continued to grow even after implementing a series of parking increases. Mr. Watt added that the parking management strategy was amended somewhat as a result of the MPC meeting to say "in selected areas throughout Eugene and Springfield," which recognized that it was appropriate in some areas, and maybe not appropriate in others.

Mr. Kleger asked for clarification on the TDM strategy #2 and if it included such things as the group pass program. Mr. Watt replied that it did include everything that

currently was in place. Mr. Bennett asked about the parking strategies for commercial development in the suburban areas and if those commercial developments would be required to build multi-level parking garages in order to achieve a higher parking density. Mr. Watt replied that it had been mentioned several years ago in MPC as a means of equity between the urban and suburban area. It was being included in the broad parking management strategy. The LCDC put a requirement in its statutes in the Transportation Planning Rule under the utilization of land to reduce parking by 10 percent per capita over a 20-year period.

Mr. Schwetz then referred to the next set of strategies, #4 through #7, which addressed transportation system improvements (TSIs). They were constructed to clearly and explicitly identify strategies for each mode: Strategy #4 for roads, #5 for BRT, #6 for bicycle use, and #7 for pedestrian improvements. Ms. Loobey stated that in recent discussions about the Oregon Transportation Initiative, there had been plans to create two funds. One would be for preservation and maintenance only on the 40,000 miles of roads identified as state responsibility, and would come from traditional sources, such as the gas tax and the weight mile tax. The other was the Livability and Economic Opportunity (LEO) fund in which other financing measures would need to be identified and implemented. Under LEO would come transit money, possibly from a statewide utility tax that would not require a constitutional amendment, which was in opposition to what Strategy #4 said, at least in part, in preservation on the maintenance side. Strategy #4 looked like expansion and modernization rather than preservation and maintenance. Mr. Schwetz replied that financial strategy #8 identified preservation, maintenance, and operation as a first priority for use of funds.

Mr. Kleger was the co-chair of the TSI Task Force, and that task force made a very clear recommendation that the plan shift emphasis on system improvements so that those improvements did not drive the system, but rather the community's needs drove the improvements. He was not sure if it should be mentioned in the strategies, but that shift of philosophy should be mentioned somewhere in the document. Mr. Schwetz replied that the intent of Strategy #4 was actually to show that system improvements would be limited to only those additional projects needed to improve the roads to urban standards and address safety and major capacity problems.

Mr. Schwetz continued by pointing out the next cluster of strategies, #8 through #14, which addressed financing issues. The first three (#8 through #10) were focused around priorities for the use of resources. In the decision document, they were categorized as funding the maintenance, preservation, and improvements to urban standards of the existing road system. Strategy #8 began as a first priority to develop adequate resources to fund operations and maintenance activities of roads and off-street bike paths at the level that minimized the need for more expensive future repair.

Strategy #11 was written to pursue additional funding for those projects, such as nodal development and the use of alternative modes, that were needed to address safety and major capacity problems.



Strategy #12 was written to identify to what extent nodal development would be pursued and public investment made, and identify resources to do that.

Strategy #13 recognized the difficulty of getting funding sources for TDM and non-transit alternative mode improvement not fundable currently through the state gas tax. The current STIP included some funding for TDM. Ms. Loobey asked if a constitutional amendment was being sought. Mr. Schwetz replied that the intent was not to change the use of the gas tax in this strategy as much as to recognize it as a constraint and the need to identify other funding. TDM projects currently were not funded through the gas tax.

Strategy #14, seeking funding for transit improvements, was where transit was introduced. Mr. Kleger asked if the transit strategies could be moved up to get readers thinking about them as they read through the rest of the document. Mr. Schwetz thought that could be done. Ms. Loobey suggested adding that transit would assist the region in reducing VMTs, controlling congestion and air pollution, and improving the quality of life.

Ms. Hocken wanted it to be made clear that the first priority of all the financing strategies dealt with cars. She thought that the financing strategies should be categorized.

Mr. Schwetz asked if there were any other comments on those financing strategies. Mr. Bailey stated that a lot of discussion at the Symposium focused on the gas tax, and that there was a lot of support for the gas tax, but he did not see it in the decision package. Mr. Schwetz replied that the gas tax was a mechanism to raise funds. When they referred to pursuing resources, the gas tax would be a primary mechanism to be pursued.

Mr. Bennett commented that the successful implementation would have a lot to do with the public's willingness to try these strategies. He asked the staff to think carefully about the issue of growth management because that was the issue that usually got in the way of a community's acceptance of a new strategy or concept. Mr. Schwetz did not think that anti-growth sentiments were influencing the plan process. Mr. Bennett added that the plan needed to have a realistic chance of working in terms of what the public was willing to accept.

Ms. Murphy commented on Strategy #14, item #3 under the bottom bullet regarding the extent of exclusive right-of-way by purchase. She thought that it should include other ways of gaining exclusive right-of-way, such as donated parking lanes, etc. She thought other units of government should support the BRT concept and not just the purchase and sale of property. Mr. Schwetz thought that the word "acquired" could be incorporated.

Mr. Saydack observed that as he looked at the strategies, he was struck by what a relatively small role transit played in the entire document. It was only mentioned a

couple of times. There was a lot of references given to infrastructure improvements, road systems, etc., and in a lot more detail. When he looked at some of the back-up material to some of the strategies, he saw more influence and importance given to transit. He wondered if transit could be emphasized more. As an example, he compared Strategy #4 to Strategy #5. They both addressed focusing resources. Strategy #4 was much more straightforward and complete, where Strategy #5 was very general in nature. It appeared that LTD was relying entirely on BRT, but he thought there were many other things that needed to be done with transit that were not mentioned, other than that they needed to be compatible and supportive. He thought the language was somewhat condescending. Mr. Schwetz clarified that "compatible and supportive" referred to compatible and supportive service of BRT. Mr. Saydack added that when he looked at the decision package, he saw as much emphasis given to bicycles as there was to transit.

Mr. Schwetz responded that this document presented an opportunity to the LTD Board to clearly articulate the direction that they wanted to see the draft plan take in respect to transit. If there were some clearer ways to do that, this was the time to make that direction known. Ms. Loobey added that the direction was to be given by January.

Mr. Saydack thought that the Board should further develop and expand Strategy #5 and Strategy #14. Ms. Loobey stated that there was not strong linkage between transit in general and nodal development or BRT and nodal development. The strategies did not address what was happening now and what was needed to strengthen the role of transit. Mr. Schwetz responded that staff had been struggling to come up with a comprehensive set of strategies explicitly showing how the plan strategies tied together. It was the intent of the plan, but it was not there yet.

Mr. Kleger suggested that a paragraph be included that discussed the interrelatedness of the different strategies and how they supported each other. It was not something that most people would be aware of. It needed to be more clearly stated that the plan was trying to achieve a more balanced system.

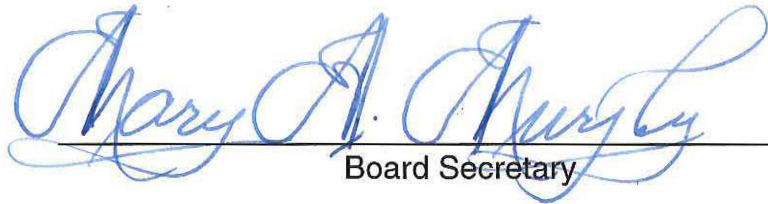
Ms. Hocken noticed in Strategy #5 that the operation of an electric shuttle circulator in the downtown Eugene area with a fareless square service area was listed. It had been talked about and LTD was looking into it, but Ms. Hocken was not sure that fareless square was the way LTD would go.

Mr. Schwetz noted that in the planning commission review of the decision package, the lowering of transit fares was brought up. It was debated at the Symposium, and it was suggested that it be looked into with the contingency that the strategy was revenue neutral. Staff found that lowering transit fares had the effect of increasing ridership. He asked that the Board provide direction in this matter as well. Ms. Hocken replied that the fares covered only 20 percent of the service cost, which was quite low. She did not know how a reduction in fares could be justified.

Mr. Bennett thought that the idea of a downtown shuttle and fareless square was a great idea, but he also was concerned about the wording and LTD getting locked into an implementation.

There being no further questions, Mr. Schwetz closed his presentation by saying that he looked forward to hearing the response from the Board in January. Ms. Hocken thanked Mr. Schwetz and Mr. Watt for coming. She added that the Board would provide a formal response in January.

**ADJOURNMENT:** Ms. Hocken closed the meeting at 6:40 p.m. Ms. Loobey invited the Board members to take a look at the Commuter Solutions interactive computer program that was set up in the employee lunch room prior to the start of the regular Board meeting at 7:00 p.m.

  
Board Secretary