

MINUTES OF DIRECTORS MEETING

LANE TRANSIT DISTRICT

SPECIAL BOARD MEETING

Monday, May 15, 2000

Pursuant to notice given to *The Register-Guard* for publication on May 11, 2000, and distributed to persons on the mailing list of the District, the Board of Directors of the Lane Transit District held a Special Board meeting/work session on Monday, May 15, 2000, at 5:30 p.m., in the LTD Board Room at 3500 East 17th Avenue, Eugene.

Present: Hillary Wylie, President, presiding
Rob Bennett, Vice President
Gerry Gaydos
Dave Kleger, Treasurer
Dean Kortge, Secretary
Pat Hocken
Virginia Lauritsen
Ken Hamm, General Manager
Susan Hekimoglu, Recording Secretary

Absent: None

CALL TO ORDER: Board President Hillary Wylie called the meeting to order at 5:34 p.m.

ANNOUNCEMENTS AND ADDITIONS TO AGENDA: Ms. Wylie said that she and Mr. Hamm had discussed the necessity of calling roll each time a vote was taken. It was decided that roll call would be taken at the beginning of the meeting, and votes would be taken by acclamation. Roll call would be taken only if the vote was not unanimous.

WORK SESSION ON TRANSPLAN: Planning and Development Manager Stefano Viggiano introduced Lane Council of Governments (LCOG) Transportation Program Manager Tom Schwetz and LCOG Senior Planner Paul Thompson, who were present to continue TransPlan issue area discussions with the Board.

Mr. Viggiano reminded the Board that staff were reviewing with the jurisdictions the ten "Issue Areas" of TransPlan. Each of the jurisdictions was holding a work sessions to review the issue areas in preparation for a joint work session. To date, the LTD Board had reviewed Issue Areas 1, 2, 3, and 5, which were General issues, Land Use/Nodal Development issues, Transportation Demand Management issues, and Transportation System Improvements: Transit issues.

Staff planned to review the remaining issue areas, which included Transportation System Improvements: Road System; Transportation System Improvements: Bicycle System; Transportation System Improvements: Pedestrian System; and Finance. Mr. Viggiano said that Issue Area 9, Plan Performance and Assumptions, would not be reviewed at this time as it still was being prepared for review. In addition, Issue Area 10, Air

Quality, would not be reviewed as part of this series of work sessions because there were no suggested changes.

The joint meeting of the officials of all four TransPlan adopting agencies had been scheduled for the evening of July 12, 2000.

Mr. Viggiano then reviewed the TransPlan Adoption Process Work Session Tracking Summary that staff had prepared to summarize the positions taken by the four adopting agencies on the various issues. He said that the summary for Issue Area 2, Land Use/Nodal Development, was incomplete. Lane County Commissioners and the Springfield City Council had discussed Issue Area 2, but their positions had not yet been entered into the matrix. The other summaries were up to date. The tracking system would allow the adopting officials to easily identify where there were differences of opinion. Eventually, if a difference of opinion needed to be discussed in the joint work session, there would be comments in the far right column. Ideally, differences would be resolved at the joint work session.

Staff were not suggesting that the jurisdictions vote on the various issues at this time. Instead, staff were seeking general consensus among the members. The Board also could defer its position to other jurisdictions on issues that did not impact transit.

Issue Area 4: Transportation System Improvements: System-wide and Road System. Mr. Schwetz reviewed Issue Area 4. He said that he would first review the general comments or testimony received on the policy statements and then review general project topics, some of which were controversial.

System-wide Policy #5 TransPlan Project List. Mr. Schwetz said that the System-wide Policy #5 TransPlan Project List was added to make it clear that the project lists in TransPlan, along with the policies in TransPlan, were adopted by ordinance as part of the Metro Plan. An adopted project list was a requirement of the Transportation Planning Rule (TPR). The comments and testimony received raised a concern that adoption of the project list into the Metro Plan circumvented proper notice to affected property owners and consideration of the relative priority of projects. Staff were recommending three options: No change; modification of the policy definition/intent statement to include a reference to the project development phase and to explain the TPR requirements for project development; or deletion of the policy. Mr. Schwetz said that the Springfield City Council (Springfield) and the Lane County Commissioners (County) preferred not to change the policy while the Eugene City Council (Eugene) had preferred modifying the policy.

Ms. Wylie asked how the plan would be impacted if a project were approved in the Plan but stopped at the public hearing process level. Mr. Schwetz said that the Plan would be reviewed every three years, and at the three-year update, if the project had been dropped, it would be eliminated from the Plan..

Mr. Bennett thought that it was understood that there would be a public process for each particular project, and he asked why Eugene believed it needed to be called out in the policy. Mr. Schwetz said that Eugene most likely was erring on the side of providing more information than might be needed. Mr. Bennett asked if there had been any comment from the Springfield and/or the County with respect to Eugene's position. Mr. Schwetz said that

Eugene was the latest agency to discuss the issue, and Springfield and the County had not had an opportunity to comment. He added that this could be a potential issue for the joint work session.

Mr. Kleger asked if there had been a legal review regarding whether or not there would be a transgression of the requirement of notice to property owners. Mr. Schwetz said that there had not been. Staff believed it was not an issue. Mr. Kleger said that it was his impression that it applied when decisions to spend money and a commitment to acquire were being made. He suggested that staff conduct a legal review of the issue prior to the adoption of TransPlan.

Ms. Wylie thought that there would be a legal review of the entire Plan at some point. Mr. Schwetz said that there had been a legal review of the policies before they were submitted for public comment.

Ms. Wylie asked for member positions. Ms. Hocken said that this policy was not one that would generate much controversy, and she was comfortable with either option of not changing the policy or with modifying the policy. Mr. Kleger said that if TransPlan were intended to serve as a guide for various governments and as public information, the modification option would be useful; however, if not for public information, he would favor no change to the policy. Mr. Viggiano said that it was not necessarily intended as a public information document, but people would use it as such. Mr. Schwetz said that there were other mechanisms and avenues to provide the same information that actually could be more effective. Mr. Kleger said that in that case, he would favor no change. Other Board members agreed to the no-change option.

Roadway Policy #1: Mobility and Safety for all Modes. Mr. Schwetz said that the policy was very broad and was intended to give importance to all modes in designing roads. Staff had prepared no options, as it was believed that the proposed policy language addressed the issues that were raised during public testimony. Mr. Viggiano added that all three other jurisdictions agreed to no change. LTD Board members agreed. Mr. Viggiano also introduced Nick Arnis from the Oregon Department of Transportation (ODOT), who also was present to answer questions.

Roadway Policy #2: Motor Vehicle Level of Service. Service levels were ranked from A to F, with F being the worst. Public testimony received recommended reducing the level of service standard from level D to level E, based on the idea that the level of service (LOS) was for peak-hour conditions, which distorted the problem and called for added capacity for a short time of the day. A proposal also was made for a LOS for all modes of travel.

Staff believed that reducing the LOS standard would allow roadways to function closer to their theoretical capacity and with more congestion. This had the potential to reduce the need for major projects that had been proposed in response to congestion. Two options were proposed. One was to make no change to the policy, and the other was to modify the policy to use LOS E in all areas of the community except state highway facilities.

Mr. Schwetz said that both Springfield and the County had preferred the no-change option, although Springfield had expressed some concern about what the level should be,

and Eugene had preferred the modification option. He said that this issue would need to be discussed at the joint work session.

Mr. Kleger said that this issue was capable of controversy no matter what decision was made. If LOS-E were accepted, air pollution would be increased. If a lower LOS were accepted, people would be more likely to seek out alternative modes for travel. If there were a difference of the acceptable LOS between high-density areas and low-density areas, some kind of cost benefit incentive could be provided to developers to encourage nodal development in high-density areas. If one standard LOS-E were accepted, those incentives to go for higher density would be lost, which, theoretically, would enhance the use of alternative modes. There were trade-offs in either scenario, and Mr. Kleger said that it would be hard to determine with a general policy statement.

Mr. Schwetz said that for many of the same reasons Mr. Kleger gave, the general feeling among staff was that LOS-D might be an option for areas outside of the higher-density areas, and within those higher-density areas, such as proposed nodal developments and downtown Eugene, it would be recommended to accept a higher level of congestion for the benefits that would be realized from the mixed-use, higher-density development.

Mr. Bennett asked Mr. Schwetz to explain LOS E. Mr. Schwetz said that, basically, LOS-E meant that automobiles might have to wait through two stop light cycles. Mr. Bennett said that in his discussions of LTD and its initiatives, the question had been raised about how LTD would affect the LOS. It often helped LTD to have some flexibility, in the sense that the projections were that the community would reach LOS E or worse sometime in the near future. The proposed bus rapid transit (BRT) routes were being planned in fairly high-density areas along major arterials. He asked what position LTD could take on the Motor Vehicle Level of Service policy to further its initiatives.

Mr. Viggiano said that strictly from LTD's needs, it would be better to have a lower standard LOS in the policy because the BRT engineering work calculated the projected LOS at an intersection over a 20-year period, the standard to correct problems would be lower. To date, in those projections, the Level of Service had not been degraded below LOS-D. If a lower standard were in the policy statement, that standard would not be violated, which possibly would result in some sort of mitigation that would have to occur.

Ms. Hocken said that the policy statement would not change anything on State highways, which included the Franklin Corridor. Mr. Schwetz said that was correct. The State set the standards for its facilities, which included Beltline Highway and the Franklin corridor. Mr. Viggiano said that there was a new provision in the Oregon Highway Plan that provided for a lower standard LOS on State facilities that were designated as special transportation areas.

Mr. Schwetz, in response to Mr. Bennett's desire for flexibility in the LOS, said that the Transportation Planning Rule (TPR) also had a provision that allowed for a redefining of LOS in areas of special concern, so in that respect, there already was some flexibility.

Ms. Hocken said that in addition to BRT, LTD also had regular bus service to consider, and a lower standard could impact the regular bus service. Mr. Viggiano thought

that LTD could seek to get priorities at those lower level intersections that were not part of BRT.

Mr. Kleger said that any time the LOS dropped, it was likely to have more of an impact on LTD operations, which in turn caused more of an impact on other users of the roadway. Mr. Kleger was concerned about the increasing congestion on the LTD routes on major corridors that would be in existence until the transition to BRT was complete, which would take some time.

Mr. Bennett said that to the extent that traffic congestion increased over time, LTD's competitive position would be decreased. He asked if the decrease in LOS would impact LTD more than it would the automobile. Mr. Schwetz said that research suggested that with the increase in congestion, automobile users would do several things before changing modes, such as seeking out other routes. Because of this, transit suffered more than the automobile.

Ms. Hocken asked if a standard of LOS-D could be met with the amount of money that was available for road projects. Mr. Schwetz said that most of the roadway projects in the constrained project list were addressing issues or congestion problems that were estimated to be above LOS-E already, so there were not many projects planned to bring the LOS up from level E to D, but were planned to maintain the balance between LOS-D and LOS-E. The Springfield Council had expressed similar concern. Due to financial constraints for projects in the region, a higher level of congestion might need to be acceptable.

Ms. Hocken asked if it were possible that Eugene and Springfield could take different approaches to approving development. Mr. Schwetz said that they would not be able to accept different Levels of Service. Both Cities would need to refer to the regional plan.

Mr. Kleger asked what the interrelationship was between the Level of Service and safety. Mr. Schwetz said that the higher the congestion, the more safety problems. Accepting higher levels of congestion would provide more exposure to conflicts in the relationship between LOS and safety.

Mr. Bennett said that his experience was that the general public did not speak out until they were directly affected by proposed projects. They typically did not attend the public planning meetings to learn or provide input. It also was his experience that people would not give up their cars unless there was a highly competitive alternative. When he was a member of the Ferry Street Bridge Committee, the Committee had taken a survey and found that people generally favored alternatives and a different balance of transportation. However, respondents were not willing to change their particular transportation mode habits. From LTD's perspective, the dilemma was how to change the balance carefully so that there was an opportunity to educate and successfully promote new ideas and alternatives. There were many other communities that were experiencing gridlock because they continued to build roads until they ran out of room. Mr. Schwetz said that those communities that experienced gridlock got there not only by building roads, but also by not restricting land uses around those roads. He added that TransPlan was a 20-year plan, and more than any specific project or policy, what staff saw was a need for trying new and different things, for which there was no specific historical baseline, such as

BRT and nodal development. All of those different ideas would need to be pursued together, and LOS was just one way to look at the transportation system.

Mr. Kleger asked what the general result of different levels of service was on particular routes that intersected with each other, such as the Barger intersection with the State-owned Beltline Highway. Mr. Schwetz said that a lower LOS standard on Beltline would make Beltline an easier route to travel than using Coburg Road or River Road, etc. Mr. Arnis added that anytime a higher-speed corridor intersected with a lower-speed corridor, the accident rate would be higher.

Ms. Hocken asked how the LOS decision related to maintaining the urban growth boundary, and if maintaining a higher LOS would put pressure on the Urban Growth Boundary. Mr. Schwetz said that an investment could be made at the edge of the Urban Growth Boundary to maintain a Level of Service, which might put pressure on the boundary if development were allowed to occur just beyond the boundary. Mr. Viggiano added that LOS E could be allowed in nodal development areas.

Mr. Viggiano stated that this issue would be discussed as part of the joint work session, and the Board could choose to take a position now or wait for more discussion. Mr. Kleger and Ms. Hocken said that they favored the option to modify the policy to use LOS E in all areas of the community except state highway facilities. Ms. Lauritsen and Mr. Bennett said they favored the no-change option.

Mr. Bennett said that he believed that transit did not fare better when a lower standard was achieved, and it had been indicated that more flexibility might be available with the higher standard. Mr. Viggiano said that if priority were given to transit through intersections, the competitive advantage would be greater if there was more congestion. Mr. Schwetz added that the flexibility in the TPR primarily was aimed at making development decisions in certain areas.

Ms. Wylie suggested that the LTD Board wait for more discussion before taking a position on Roadway Policy #2: Motor Vehicle Level of Service. Other members agreed.

Roadway Policy #3: Coordinated Roadway Network: Mr. Schwetz said that it had been suggested that the term "roadway system" be changed to "transportation system." The policy was specific to roadways because it was a roadway policy. The policy referred to connecting with other roadways that carried traffic beyond the boundaries of the urban area.

Staff had prepared three options to be considered. The first option was for no change to the policy; the second option was to make the change as requested; and the third option was to add a phrase referencing other modes. Springfield had preferred the first option, while Eugene and the County had preferred the third option.

There was no discussion, and the LTD Board members agreed to the third option.

Suggestion to add an Access Management Policy: Mr. Schwetz said that public testimony had been received to create a policy that stated that access management was a land use and transportation provision that reduced congestion and increased capacity with

additional road or intersection costs. Access management enhanced the safety of pedestrians, autos, and bicyclists by reducing conflicts among modes.

Staff had responded that access management was discussed in several locations within TransPlan. It was discussed in the implementation sections of Transit Demand Management (TDM) Policy #3: Congestion Management, and in Transportation Systems Improvements (TSI) Policy #1: Transportation Infrastructure Protection and Management. Staff believed that the existing policies provided a basis for access management to be addressed; however, an additional policy would make it more explicit.

Two options were presented. The first option was for no change, and the second option added a new policy: TSI Roadway Policy #4: Access Management. Mr. Schwetz said that Springfield and the County had preferred the first option, while Eugene had preferred the second option with safety listed first.

The LTD Board members agreed to the first option for no change.

General Project Topics: Mr. Schwetz said that no options had been developed for changes to the draft TransPlan in response to several projects, including projects near the urban growth boundary; one-way streets in downtown Eugene; project ranking and priorities; funding of traffic calming; and seismic upgrade of bridges instead of modernization. He did mention, however, that Springfield had preferred that Project Ranking and Priorities not require an amendment to TransPlan.

Specific Projects Proposed in the Draft TransPlan: Valley River Bridge: Mr. Schwetz said that most of the testimony received opposed a new bridge across the Willamette River in the vicinity of Valley River Center. Four options were presented. Springfield had deferred a decision until there was more discussion. Eugene preferred option b, which deleted the Valley River Bridge from the TransPlan project list, and stated that no further study would be conducted on a new river crossing. However, Eugene suggested modifying the language in the memorandum to specify that no further study would be conducted on a new river crossing in the area between the Beltline Bridge and the Ferry Street Bridge. The County preferred option d, which removed the Valley River Bridge from the TransPlan project list, and replaced it with a study to evaluate a regional system of Willamette River crossing alternatives. There was no formal staff recommendation.

Mr. Viggiano said that a new binder had been prepared with testimony and staff responses to testimony that had been received since the extension of the public input process. The binder was available to the Board at any time.

Ms. Hocken said that this was an issue for LTD because at some point for BRT, an option for another river crossing would be needed. Ms. Wylie asked if there was any wording in the options that included a study of an alternative modes bridge. Ms. Hocken said that she did not think it was specifically addressed. Ms. Wylie thought that a reference to an alternative modes bridge could be added to option c.

Mr. Bennett said that there had been consensus among the Ferry Street Bridge Committee that there needed to be a bridge somewhere near Valley River Center that would shorten a significant number of trips. It had wide support and had been an important

deliberation. From the transit point of view, it would be helpful, and Mr. Bennett would not support a policy that would not allow further consideration of the issue.

Mr. Viggiano said that option d included the further study of all Willamette River crossings.

Mr. Kleger said that Valley River Center was a trip generator, and LTD would not be able to better compete without improvements to river crossings. He would not be able to accept an option that would eliminate further consideration of a bridge, at the very least for alternative modes. He could support option d.

Mr. Schwetz said the issue of the Ferry Street Bridge Committee deliberations had been acknowledged by Eugene. Councilor Kelly had said that Eugene, in reviewing the Committee's recommendations, had moved the bridge crossing lower on the priority list and moved other TDM proposals up.

All river crossings in town were State facilities, except the Ferry Street Bridge, and primarily were limited-access facilities. The issue of local trips crossing the river using those limited-access facilities was of some concern. From that perspective, opportunities needed to be found, particularly with the increasing congestion on those facilities, to siphon off more local-oriented trips. Mr. Arnis added that ODOT liked the idea of further study and particularly to adding information about an alternative mode crossing. State roads would not be improved to accommodate local trips. He encouraged the community to continue to study the options before deciding what could or could not be done.

Ms. Lauritsen supported option d. Mr. Bennett said that he was not in favor of establishing a policy that would remove the Valley River Bridge as an option. The Ferry Street Bridge Committee had spent a great deal of time studying that option. However, given the options available, he thought that option d was the best.

Mr. Bennett asked if once a policy was established that deleted the Valley River Bridge from further discussion, even if a provision were made that further study of river crossings would be conducted, it would mean that any bridge that might be suggested in the future anywhere around the Valley River area would not be eligible for consideration. Mr. Schwetz said that there was much discussion at the Eugene City Council of that issue, where it was determined that its decision to delete the Valley River Bridge option did not mean that a future Council could not reconsider the issue. Mr. Schwetz said that the LTD Board might want to ensure that the policy included a study of an alternative modes bridge in the area that the Valley River Bridge had been proposed.

Ms. Hocken said that she wanted the LTD Board position to specifically include a reference to an alternative modes bridge. She supported option d. Other Board members agreed.

Division Avenue Bridge: This was a proposed new crossing connecting Division Avenue with Green Acres. It was meant as a type of crossing that would reroute local trips off Beltline Highway. Mr. Schwetz said that the County had the Division Avenue Bridge programmed in its Capital Improvements Project List. All the testimony received was in opposition to this project.

Three options were presented. Option 1 called for no change to the project. Option 2 called for deleting the project from Table 1a, Financially Constrained Project List, by either moving it to the Future List or deletion entirely from the Plan. Option 3 called for the addition of language to the project description.

Mr. Schwetz said that the County had preferred option 2, which would move the project to the Future List and suggested adding language that changed the project description in TransPlan to reconstruct and preserve Division Avenue ramps. Eugene agreed to move the project to the Future List, but was not supportive of specific language changes, and Springfield deferred its position.

Mr. Viggiano said that if the connection existed, LTD would use it, but it was not part of a future BRT route. The LTD Board agreed to defer its position.

Beaver Street: This project was in conjunction with the Division Avenue Bridge project. Mr. Schwetz said that the County and Eugene had made the same preferences as with the Division Avenue Bridge project. Springfield had deferred its position. The LTD Board agreed to defer its position as well.

Ms. Hocken asked what the difference was between deleting a project entirely, such as the Valley River Bridge, and moving a project to the Future List. Mr. Schwetz said that in the case of the Valley River Bridge, all references to that specifically-named bridge would be deleted from the Plan; however, language referring to a Willamette River crossing would remain in the Plan.

Beltline Highway: This project would widen to the Beltline Highway six lanes from the River Road interchange to the Delta interchange, and it would be discussed at the joint work session. Mr. Schwetz reported that the County had preferred to retain the project on the Future List and to modify the description, and Eugene preferred to move the project from the Future List to the 20-year Constrained List and favored modifying the project description according to the County's recommendation. Ms. Hocken said that she supported the County's position because it left options open for transit crossings.

Mr. Arnis said that ODOT was not in favor of widening a limited-access facility for local trips. ODOT was in favor of the County's position.

The LTD Board agreed to defer its position pending discussion at the joint work session.

Additional Projects: Mr. Schwetz provided a brief overview of the remaining projects that had received public comment, including the proposed West Eugene Parkway, the Jasper Road extension, and improvements to several I-5 interchanges, the Delta/Beltline Interchange, the Washington/Jefferson Bridge/Couplet, Pioneer Parkway, South Willamette Street, Crest/Lorane/Friendly/Storey/McLean, and Bethel Drive.

Springfield had supported the inclusion or retention of all of the above-mentioned projects. Mr. Schwetz said that both Eugene and Springfield wanted to add specific local projects to the Roads Projects List that were related to restructuring of their respective development plans. The LTD Board did not take a position.

Transportation System Improvements: Issue Area 5, Transit: Mr. Viggiano said that the LTD Board already had reviewed Issue Area 5. Lane County and Springfield had agreed with the LTD Board's position on the transit issues, and Eugene had not yet reviewed Issue Area 5.

Transportation System Improvements: Issue Area 6, Bicycle System and Issue Area 7, Pedestrian System: Mr. Viggiano said that Springfield was the only other jurisdiction to have reviewed this issue area. Staff were not recommending any changes to the Bicycle and Pedestrian System Policies.

Ms. Wylie asked if the bicycle policies would affect LTD's option of including or not including bikeways along the BRT corridors. Mr. Viggiano said that Bicycle Policy #1 would not, but that Bicycle Policy #2, which required bikeways along new and reconstructed arterial and major collector streets, could impact LTD's option. This policy came from the TPR, which mandated that the policy be in the Plan. Mr. Viggiano said there were some questions about how this policy would be applied, and within the rule, there was an option to not put in bikeways along some arterials if there were safety or operational reasons and if alternate routes were available. It was an important policy for LTD because if BRT would cause the reconstruction of any streets, the issue of bike lanes would be raised. It was an issue on Franklin Boulevard and on 11th and 13th Avenues, for example.

Ms. Hocken said that she realized the policy needed to be included in TransPlan, but as stated, bikeways were required. It did not appear to anticipate mitigating circumstances. Mr. Viggiano said that the definition and intent of the policy in TransPlan stated that "in special cases, circumstances of safety issues or physical limitations may prevent the provision of on-street bike lanes. In these cases, alternate parallel routes shall be provided as part of the same project to ensure access to residents and services found on along the collector or arterial streets." Ms. Hocken then asked if the jurisdictions were adopting the policies only or if the policy's definition and intent also would be adopted. Mr. Viggiano said that the definition and intent was used to further explain the policy, and could be used for legal interpretation.

Ms. Hocken said that she would like to adopt the existing policies without any changes. Other Board members agreed. Ms. Wylie said that unless so noted, the Board would go forward with the recommendation for no change to the existing policies in Issue Areas #6 and #7.

Mr. Viggiano then reviewed the remaining bicycle and pedestrian policies.

Mr. Kleger noted that when the language was being developed for the pedestrian policies, it had been mentioned in the Transportation System Improvements Task Force that the provisions in other parts of the Plan, with regard to access for all citizens, also addressed the issue of access for people with disabilities within the pedestrian and bicycle policies.

Ms. Hocken asked that the LTD Board be recorded as supporting Pedestrian Policy #3 regarding the provision of sidewalks. Other Board members agreed.

Mr. Viggiano said that with regard to the specific bicycle projects in TransPlan, the questions of the proposed bicycle lanes on 11th and 13th Avenues between Chambers and Lincoln Streets had been raised, and three options were prepared to address the issue. Option 1 kept the proposed bicycle lane projects on 11th and 13th Avenues in TransPlan as listed. Option 2 assigned 11th and 13th bikeways to the Future List and suggested working with the neighborhood on a refinement of public process. Option 3 removed the proposed 11th and 13th Avenue bikeways from TransPlan.

Mr. Viggiano said that Eugene staff were recommending Option 1. With BRT planning under way along the corridor, the near future may be the best time to find methods to accommodate the competing transportation needs in the neighborhood. Currently, 12th Avenue was a designated bike route, and for some it was a preferable route for bicycling because there was not too much traffic; however, there were numerous stop signs and other features that slowed the commute time. Bicycle planners recommended both options as well. The serious bicycle commuter could travel faster on the 11th and 13th Avenue arterials, while the less serious or leisurely rider could use the 12th Avenue bike route.

Mr. Bennett said that he would defer on this issue, as it was a City of Eugene issue. Mr. Viggiano said that the staff recommended position was consistent with the BRT message to the community. The BRT design on 13th Avenue included a bike lane because it tentatively was part of TransPlan. However, if the decision was made not to put a bike lane along the BRT route, LTD most likely would add more landscaping. LTD had said that the BRT project would work either way, which was consistent with what Mr. Bennett had said.

Mr. Kleger noted that anything that improved the climate for people who used alternate modes was beneficial to LTD. He agreed that the Board should defer this issue and be prepared to work with whatever decision the City made.

Ms. Hocken asked if there were operational issues if the proposed bikeways were implemented, such as the Washington and Jefferson bikeways. If the proposal were to remove parking, she did not think it would impact LTD operations. Mr. Viggiano thought that in these cases, the parking would be exchanged for the bike lanes. Buses always had coexisted with bicycles, which was not the best situation, since the bike lanes usually were on the right-hand side, and the bus picked up and dropped off passengers on the right-hand side as well.

Ms. Hocken said she would support deferring the bikeway issues to the City of Eugene. Other Board members agreed.

Ms. Hocken asked about the proposed Glenwood Boulevard bike lane, and if the Board should be concerned about the proposal in conjunction with BRT. Mr. Viggiano said that there already were bike facilities along Glenwood Boulevard, but that staff would research the issue to provide more information.

Review and Recommendations: TransPlan Provisions for Financial Policies:

Mr. Thompson said that there were five finance policies within TransPlan for review as well as three new suggested policies. Staff were recommending no change to all five policies, but there were options prepared for Policies 1 through 3.

With regard to Finance Policy #1: Adequate Funding, two options were presented. Option 1 called for no change to the Policy, and option 2 added a clause to the Policy that referenced the need for funding related to nodal development and Transportation Demand Management (TDM) programs. Mr. Kleger asked if there was a substantive difference between the two options. Mr. Thompson said that the added language under option 2 was covered in the Policy Definition and Intent. The LTD Board preferred the no-change option.

Finance Policy #2: Operations, Maintenance, and Preservation (OM&P): Mr. Thompson said that staff were recommending no change, but had prepared two options. One option was for no change, and the other option was to add a clarification to the Policy Definition and Intent statement that supported the development and application of a process for prioritizing regional system improvements funded by state and federal revenues.

Mr. Kleger said that he recalled that requirements were attached to funds coming from outside the jurisdiction required that some funds be directed to new construction or capacity advances and not be applied to OM&P. In the event that the Board accepted the second option, the jurisdictions would be prevented from receiving and using funds with that requirement attached. Mr. Kleger said that he favored the no-change option. Other Board members agreed.

Mr. Bennett asked if staff had any new knowledge or had changed their position about what worked and what did not work in terms of TDM in this particular environment, or if any new TDM strategies were being used, particularly with mandatory versus voluntary TDM strategies. Mr. Schwetz said that there were many voluntary strategies that had not been attempted, such as those in TransPlan that were being proposed to address problem areas.

Mr. Bennett said he would be interested to know if there were any effective mandatory TDM strategies in other cities of similar size. Mr. Schwetz said that larger cities were more able to implement TDM strategies that were successful, and that for cities of similar size to Eugene/Springfield, there were some mandatory TDM strategies that were stronger than voluntary measures that could have a focused effect, such as on a downtown. Typically, mandatory TDM measures were implemented along with enhanced transit services.

Mr. Bennett said that he thought there was a big difference between what could happen in terms of handling the cost of a major capital improvement, such as a river crossing, versus arbitrarily raising parking rates in publicly-owned property. He had seen efforts in Eugene to arbitrarily assign costs, which had been unsuccessful. He was continually interested in where the thinking was in the conceptual and technical aspects of TDM strategies. Mr. Schwetz said that, in general, the ability to affect regional travel behavior with TDM was nearly impossible. Rather, TDM strategies should be used that were focused on such things as problem areas or specific types of trips.

Finance Policy #3: Prioritization of State and Federal Revenue. Mr. Thompson reviewed the policy and public testimony that had been received. He said that one option was for no change and the other was to add a clarification in the Policy Definition and Intent statement. Mr. Thompson said that staff were recommending no change to the policy.

Mr. Kleger said he was reluctant to support Option 2 because the word 'major' in the context of capacity issues was controversial. If Option 2 were selected, he wanted to see some linking between major capacity and safety. Usually, when a project required a National Environmental Protection Agency (NEPA) process at the state level, it was done because there was a safety problem of real significance. Other Board members agreed to support the no-change option.

With regard to Finance Policies #4 and #5, Mr. Thompson said that there had been little testimony received, and staff were recommending no change. Mr. Kleger said that he fully supported Policy #4, and another reason he had not supported amending Policy #2 was that the amendment restricted the use of system development money. Other Board members agreed to no change to Finance Policies #4 and #5.

Mr. Thompson said that there were three new policy suggestions. The first suggested policy would commit the jurisdictions to rescinding gas tax restrictions. Mr. Kleger said that he was not in favor of this suggested policy. Although something needed to be done about the gas tax restrictions, he was not sure that establishing a local government policy in contradiction of a state constitutional provision that was passed by 75 percent of the voters was the way to do it. However, Mr. Kleger would support making a statement that the applicability of those funds should be broadened.

Ms. Wylie said that there was a clause in the staff response that the money could be made available for transit. She asked Government Relations Manager Linda Lynch if she had an opinion on the subject.

Ms. Lynch said that there was one issue on the May ballot that opened the gas tax trust fund for increased funding for state police. Independently, appointed Board members could work on an initiative to make the gas tax funds more flexible; however, she recommended that it not be included in the context of TransPlan.

Policy suggestion #2 established criteria for prioritization. Ms. Lauritson said that it restricted the ability of staff to be able to assess and make recommendations on each project.

Mr. Thompson said that Policy suggestion #3 committed funding to bicycle infrastructure based on bike ridership as a percentage of total trips. If bike ridership were equal to 12 percent of total trips, the Plan should commit 12 percent of expenditures to the bicycle system. Auto trips generated 80 to 85 percent of the total revenues in TransPlan, but auto-related needs received about 60 percent of the funding. Staff did not recommend that modal shares be used as the determinant of equitable funding in TransPlan. Staff were recommending that this suggested policy not be added to TransPlan.

Mr. Kleger said that the discrepancy was related to the federal flexible funds that were generated from the gas tax, and almost all of that category was devoted to alternatives to the automobile. He had no philosophical problem with the suggested policy, and he said he wished there were a local revenue that came from bicycle users that could be spent on bicycle related projects.

Mr. Viggiano said that people tended to treat the TransPlan funding as a budget that could be divided out at will. The type of expenditures included in TransPlan varied by mode, such as the fact that all LTD operating costs were included in the transit budget, when, in fact, those same operating costs for automobiles and other modes were not included.

Staff Clarification on Transportation Utility Fee (TUF) Recommendation: Mr. Thompson said that the current draft TransPlan referred to the use of a TUF to address several of the financial shortfalls, specifically in street and bicycle OM&P needs. The intent of the use of this new revenue source in the development of the financially constrained TransPlan was as a specific example of a new local revenue source that should be developed to address OM&P shortfalls. Staff had recommended two options for modifying the language in TransPlan related to the TUF. One option was for no change. The second option was to modify the language to delete the reference to the development of a TUF, and replace it with language to develop a locally-controlled source of revenue equitably tied to the users of the transportation system that could be used to address OM&P needs. Springfield had recommended adding 'all users of the transportation system.'

Mr. Schwetz said that LTD was being considered one of the main users of the transportation system for OM&P-dedicated resources, as were school buses. Mr. Viggiano added that in terms of costs, this could be a very significant issue for LTD.

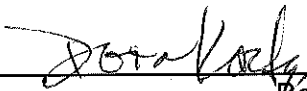
Ms. Hocken asked if LTD needed to take a position. Mr. Schwetz said that the changes that were recommended in the text would not be adopted as policy. Mr. Thompson said that this specific language in TransPlan was addressing the OM&P shortfall of approximately \$238 million over the 20-year period. The shortfall was addressed in TransPlan by reducing the OM&P standards to reduce expenditures by 50 percent, and the other 50 percent by raising the revenue. This was the specific language that would allow the jurisdictions to financially constrain the Plan. Increased revenues were assumed at about \$119 million by implementing a new revenue source.

Ms. Hocken said that the way the Plan currently was written, there was no shortfall in transit operations and maintenance, which made it awkward to compare LTD's operations and maintenance with the City's OM&P. One could look at a street and see a pothole that needed filling, while there were numerous requests for service that LTD could not fund because money was not available. It was a much broader debate. Ms. Wylie said that people were being encouraged to use mass transit, and it would be detrimental to turn around and tax that use. It was contrary to purpose.

Mr. Bennett said that roads were made for cars, not buses. If the system provided an even position for LTD in terms of an actual viable transportation partner, then it would make more sense. Currently, LTD was a small part of the decision process in terms of the use of the streets. LTD was given a purpose that it had no chance to meet, but LTD was not close to being in a position to pay its way.

Ms. Hocken suggested that LTD be allowed to put in exclusive lanes and to provide the maintenance for those lanes.

ADJOURNMENT: There being no further discussion, Ms. Wylie adjourned the meeting at 8:08 p.m.



Board Secretary