

Interim Report
of the
Transportation Vision 21
Task Force

Submitted to
Governor Jane Dee Hull

December 15, 1999

GOVERNOR'S TRANSPORTATION VISION 21 TASK FORCE

Co-Chair:
Sharon B. Megdal, Ph.D.

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Martin L. Shultz

December 15, 1999

Governor Jane Dee Hull
State Capitol
Phoenix, Arizona 85007

Dear Governor Hull:

We are pleased to submit this Interim Report of your Transportation Vision 21 Task Force. Since our inception last winter, the Task Force has been compiling and reviewing a wide variety of transportation related material. We have held ten *public input* meeting, nine full Task Force meetings and numerous meetings of our three Committees.

It is our goal to develop a *vision* of transportation in Arizona in the 21st Century based on reliable, comprehensive data and a thorough study of the future directions and needs of our State.

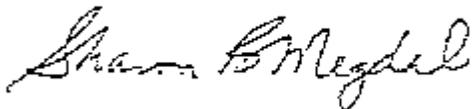
As delineated in our Preliminary Findings, our work to date has revealed that to meet the challenges in your Executive Order establishing the Task Force, more consistent, reliable and comparable information is needed for all areas of the state and all modes of transportation.

In order to develop a *vision* and a plan for a statewide multimodal transportation system, including the funding sources for its implementation, we are embarking on a process to diligently assemble and analyze the necessary information that will ensure that our ultimate findings and conclusions position Arizona to move into the next century with a *responsive and efficient transportation system*.

We would like to take this opportunity to also thank our fellow task force members. Their persistence, diligence and insight have been inspiring to us and fully validate your selection of them as members.

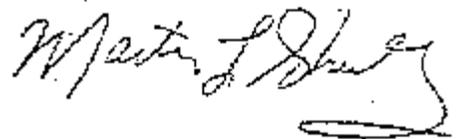
We have seen and heard much thus far and look for-ward to our continuing work next year. We appreciate your support of our efforts and stand ready to answer any questions you may have.

Sincerely,



Sharon B. Medgal, Ph.D.

Co-Chair



Martin L. Shultz

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Governor's Transportation Vision 21 Task Force

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Executive Summary

Governor Jane Dee Hull established the Transportation Vision 21 Task Force in February 1999. Executive Order 99-2 charged the Task Force with reviewing and evaluating current transportation practices, resources and infrastructures and with recommending and prioritizing the transportation goals, funding and specific plans that will establish a vision for transportation in Arizona for the 21st Century.

The Task Force is required to submit an interim report on or before December 15, 1999 and a final report to the Governor by December 31, 2000. Both reports shall contain consensus findings and recommendations of the Task Force.

The Governor's Transportation Vision 21 Task Force conducted ten public input meetings throughout Arizona from May through September 1999 to elicit public comment regarding a long-term vision for statewide transportation. While encouraging public comment, the Task Force specifically requested comment in three primary areas corresponding to the Governor's Executive Order guiding the Task Force. These areas were (1) definition of statewide long-term needs, resources and revenues, (2) governance, and (3) the planning and programming process.

The Task Force established three committees to study various issues in greater detail and to forward critical information to the Full Task Force as appropriate. The three committees are as follows: Definition of Needs, Resources and Revenues; Governance; and Planning and Programming Processes. Each committee adopted and forwarded a *Progress Report* summarizing its activities to date to the Task Force.

The Task Force held full meetings on March 3, April 8, June 10, August 12, September 9, October 7, November 4, December 6, and December 13 1999.

Interim Findings

On the basis of the ten public input meetings held throughout the State, comments received from interested parties and the presentations and information received by the Task Force and its Committees, and notwithstanding the substantial work yet to be completed, the Task Force has developed a series of Interim Findings.

- There is a clear need to develop an integrated, comprehensive, multimodal transportation plan for Arizona. Such a plan must include all modes of transportation including roads, rail, transit, highways, air, bicycles, pedestrians, freight as well as alternatives to the traditional means of transportation including travel reduction programs, pipelines, electronic transmissions, and telecommunications.
- The Task Force recognizes that there are undoubtedly insufficient existing revenues to complete existing transportation programs. It is however, unable at this time to specifically quantify the shortfall due to the differences in methodologies among the various existing transportation needs studies, many of which are fiscally constrained (as required by federal law). Sometimes these constraints result in inconsistent input

assumptions, incomplete data and the inherent difficulties in projecting transportation revenues into the extended future. It is evident that the shortfall is clearly in the tens of billions of dollars. For example these recent studies, among others, cite substantial unfunded transportation system requirements.

1. The 1995 Statewide Transportation Needs Assessment indicated unfunded transportation needs of approximately \$9 billion covering FY 1996-2005. This study was based upon a self-assessment process and discussions at the time recognized that it likely underestimated alternative modal needs such as transit and aviation. Furthermore, it is reasonable to assume that a similarly estimated shortfall for the next ten years would be even greater.
2. The 1999 Maricopa Association of Governments Long Range Transportation Plan identified a need for \$9.4 billion in additional revenues to fund transportation needs covering FY 2000-2019. Further, the MAG Plan is based upon estimated, *reasonably expected* revenues, as required by federal law. As such, the plan includes significant incremental revenues but still represents a revenue-constrained view of future needs.
3. The 1998 Pima Association of Governments Metropolitan (long-range) Transportation Plan (MTP) initially identified an unfunded shortfall of \$5.3 billion without any new revenue sources. However, it was developed assuming an estimated *reasonably expected* additional \$1.7 billion in new revenues (new gas tax + new impact fees + new 1/4 cent transit sales tax) to fund transportation needs (excluding rail and aviation) from FY 1998 through 2020. As such, the plan includes significant incremental revenues, but still represents a revenue-constrained view of future needs.
4. The recently completed Highway Performance Measurements System (HPMS) performed by ADOT indicates State Highway System needs in excess of \$7 billion over the next 20 years. This analysis was based on *minimal tolerable* standards and does not include new highway routes or highways not on the State Highway System.
5. The State Aviation Needs Assessment (SANS 2000), currently underway, will identify some of the future aviation needs, which are expected to be significant.

Until a comprehensive, multimodal transportation vision plan is developed by the Task Force, these calculations should be viewed as estimates, albeit meaningful. However, it is at least clear that reasonable estimates of transportation needs in Arizona for the next 20 years substantially exceed projected, currently dedicated transportation revenue sources.

- The State of Arizona has experienced tremendous population and economic growth over the past half century. The State has grown from 750 thousand people in 1950 to almost 5 million in 2000. Its growth is projected to continue into the next century growing to 7.4

million by 2020 (according to DES). This growth places enormous burdens on our State's transportation system. An effective, reliable, and well-maintained transportation system is essential to serve and shape this growth and to facilitate economic development. Any long-range transportation plan must recognize and carefully consider these population changes.

- While there are ongoing efforts by all of the governmental participants in Arizona's transportation system to streamline the transportation planning and programming process, the Task Force has found limited coordination or standardization among the jurisdictions and a lack of coordination within jurisdictional boundaries. Currently available information varies widely by jurisdiction making any statewide analysis virtually impossible. A careful review the current organizational structures must be undertaken to address these circumstances.
- To develop a responsive, credible and supportable plan, it is essential that the Task Force have accurate, timely, standardized assessments of the current transportation system and projected transportation needs throughout the state.
- Future long-range planing efforts would be greatly facilitated by:
 1. Complete, consistent and reliable information concerning the needs, costs, revenue and performance of the transportation system at all levels, for all regions and for all modes;
 2. Standardization of information and data across all jurisdictions within the state for various purposes including: planning, project prioritization, performance reporting and development of each jurisdiction's short-term and long-range transportation plans;
 3. Improved coordination among governmental agencies and elected officials at all levels including the State (ADOT and the State Transportation Board), tribal governments, regional entities and local governments; and
 4. Greater technical assistance from the State to the Councils of Government and other regional planning entities.
- Public testimony from across the state, indicates that 1) basic maintenance of existing facilities is not being funded at necessary levels, leading to even more costly reconstruction once failure occurs, and 2) there is a clear need for increased revenues for transportation purposes throughout the state.
- There is significant frustration, at all levels, resulting from the length of time required to complete identified, major transportation improvements ranging from design concept to final construction. For example, it can take up to 15 years to plan, program and fund the widening of one stretch of state highway to four lanes.

- Increasing local and commercial traffic has fostered demand for bypass routes in both urban and rural communities. The complex issues associated with these bypass routes, include coordination among various jurisdictions and funding sources, evaluating potential alignments, impacts to existing businesses, zoning considerations and environmental impacts and costs.
- Public testimony throughout the state by local elected officials and local administrators support the allocation of all of the Flight Property Tax to the State Aviation Fund.
- Many transportation concerns are common to both urban and rural communities including and growing congestion, time delays and safety. There are some unique transportation needs in rural and tribal communities. Among important issues to rural communities are increased demand for para-transit services (dial-a-ride or jitneys); and growing congestion on state highways and major arterial streets through rural communities. In addition, increasing commercial traffic has heightened the need or interest in constructing bypass routes.
- Proper growth management has received significant attention at both the state and local levels. Transportation planning and development are integrally related to any effective growth management plan. State and regional transportation plans should reflect growth management strategies.
- In addition, any growth management proposal should:
 1. Incorporate state and regional transportation system plans in comprehensive local plans (as transportation plans should reflect local plans);
 2. Preserve existing or future transportation corridor alignments and rights-of-way; airport clear zones, and recognize land issues with regard to airport noise contours and
 3. Carefully consider the negative impacts on existing or future transportation systems or corridors when considering “in-fill incentives” or “permissive service area boundaries.”
- It is readily apparent that policy-makers must prioritize transportation expenditures, ensure efficient use of all available resources (including existing system assets) and be willing to pool resources to effectively meet basic long-range system needs.
- The work of the Task Force has demonstrated the need to perform comprehensive multimodal transportation needs assessments in the future. These assessments should use a standardized, approved methodology. This standardization would: establish consistency between each assessment study; enhance reliability of data collection; ensure compatibility with other jurisdictional assessments; and provide an invaluable and more reliable tool to state transportation planners and state and local policy-makers.

Future Actions

The Task Force has determined that additional information is essential to complete its responsibilities. Therefore, in the coming year, the Task Force will be gathering additional data and information concerning the current operations of the transportation system within Arizona as well as information concerning alternative approaches that should be considered in developing a comprehensive multimodal statewide transportation system.

Finally, following its deliberations and analysis, the Task Force will develop *draft findings and preliminary recommendations*. These findings and recommendations will be based on 1) the information and public input gathered by the Task Force, 2) its analysis and study of costs and funding alternatives of various components of a multimodal transportation system and 3) its review and analysis of the transportation system structure.

The *draft findings and preliminary recommendations* of the Task Force will be broadly disseminated and thoroughly discussed in a series of public meetings to be scheduled throughout the state.

On the basis of those *draft findings and preliminary recommendations* as well as the additional public input, the Task Force will develop final, consensus findings and recommendations for inclusion in its Final Report to the Governor by December 31, 2000.

Section One –Background and Introduction

Governor Jane Dee Hull established the Transportation Vision 21 Task Force in February 1999. Executive Order 99-2 charged the Task Force with reviewing and evaluating current transportation practices, resources and infrastructures and with recommending and prioritizing the transportation goals, funding and specific plans that will establish a vision for transportation in Arizona for the 21st Century.

Thirty-one Task Force members were appointed by the Governor from throughout the state. Sharon Megdal, Ph.D., of Tucson and Martin Shultz of Phoenix were appointed to serve as Co-chairs for the Task Force. The Task Force will identify critical, long-range transportation needs in Arizona's rural and urban areas and develop preliminary estimates of the cost to implement a comprehensive, multimodal, long-range transportation system plan. It will then compare the estimated cost to estimated revenues from existing federal, state and local transportation funding streams.

The Task Force will identify and recommend planning approaches and funding strategies to be used to establish a comprehensive, fully integrated, multimodal system that serves the future transportation needs of all of Arizona. It will also consider all aspects of transportation, including but not limited to, public roadways, highways, bus service, passenger rail, aviation, bicycle and travel reduction programs. The Task Force's strategies or recommendations are to address rural and urban transportation issues, as well as freight concerns throughout the state.

The Task Force will study and recommend guidelines and procedures for prioritizing Arizona's transportation needs and expenditures in relationship to the responsibilities of state, county, and city governments, as well as state, regional and local planning agencies. The Task Force will review the structure and responsibilities, with regard to transportation planning, of the State Transportation Board, the Arizona Department of Transportation (ADOT), local governments throughout the state, and local planning agencies, and include any recommended changes in its final report.

The Task Force is required to submit an interim report on or before December 15, 1999 and a final report to the Governor by December 31, 2000. Both reports shall contain consensus findings and recommendations of the Task Force. The reports will be made available to Arizona's Congressional Delegation, the members of the Arizona State Legislature, state, county, local and tribal transportation departments, the state's universities and the private sector (including community and citizen groups). The text of Executive Order 99-2 is included as Appendix A.

Information concerning the Task Force may be obtained at the Task Force office within ADOT at 206 S. 17th Avenue, 320 B, Phoenix, Arizona 85007 or by e-mail at vision21@dot.state.az.us.

Section Two – Public Input– Phase One

Public Input Meetings

The Governor's Transportation Vision 21 Task Force conducted ten public input meetings throughout Arizona from May through September 1999 to elicit public comment regarding a long-term vision for statewide transportation. A schedule of these meetings is included in Appendix B. While encouraging public comment, the Task Force specifically requested comment in three primary areas corresponding to the Governor's Executive Order guiding the Task Force. These areas were (1) definition of statewide long-term needs, resources and revenues, (2) governance, and (3) the planning and programming process.

Each public meeting followed the same general format. The co-chair(s) welcomed attendees, outlined the mission of the Task Force and invited public comment. A public comment form was made available and posed the following questions:

What is your vision for transportation 20 years from now and beyond?

What services or infrastructures do you believe need to be improved in order to meet the needs of your region (and the state as a whole) 20+ years from now? HOW?

Do you have suggestions of ways to fund improvements in services or infrastructure?

What are your priorities for transportation services or infrastructure improvements?

Are there additional issues or items you think the Task Force needs to consider?

Those attending the various meetings included local elected officials, staff members from state, regional and local governments, business representatives, the general public and the media. Several communities were represented at each public meeting, not merely representatives from the community in which the meeting was held.

Meetings were held in Yuma, Peoria, Tucson, Sierra Vista, Kingman, Flagstaff, Chandler, Payson, Phoenix, and Glendale. The following is a synthesis of approximately 30 hours of public meetings. A total of 456 people signed in at the ten public meetings. A total of 197 people presented verbal and written comments, supplementary materials and detailed documentation on a variety of topics.

Key issues raised at the public meetings are as follows:

Definition of Needs, Resources, and Revenues

Multiple speakers noted the need for increased revenues for transportation statewide. Urban and rural areas, including tribal areas, share common transportation needs: access to employment, services (e.g., education, and health care), shopping and recreation, as well as the need to move both passengers and freight in an efficient manner. Lengthy commutes are not limited to the urban areas. Comments in urban and rural areas also reflected basic differences on transportation issues. In the rural areas, access to enhanced commercial and cultural services in other communities and the metropolitan areas is critical. In the urban areas, efficient and effective traffic management is important. The urban areas also face increased congestion and air quality concerns. Speakers consistently noted issues of growth and economic development

and the related impacts on transportation needs across the state. Safety is also noted as a critical need whether on high-speed freeways, at city intersections, or on rural roads.

A fully integrated transportation system must include all aspects of multimodal planning including the traditional components of a system such as roads, public transit, air transportation and railroads, as well as other alternatives to these traditional means such as pipelines, electronic transmissions and telecommunications. The various transportation entities throughout the state rely on a wide variety of funding sources. While there was no universal agreement on appropriate new funding mechanism(s), many speakers did support increased funding. Speakers noted the need to look to other states and countries for solutions.

Several communities suggested developing funding and planning partnerships. Such partnerships might include: inter-agency partnerships at the state level among ADOT, the Department of Public Safety (DPS); inter-jurisdictional partnerships, among the state, tribal governments, cities, counties, towns, regional planning agencies, including the Councils of Governments (COGs) and the Metropolitan Planning Organizations (MPOs); and other public/private partnerships.

Aviation issues: The most frequent comment from communities was that all flight property tax revenues should be dedicated to the state aviation fund.

Overall, transportation system maintenance is critical to local communities whether roadway maintenance, maintenance of transit fleet equipment including wheel-chair lifts and bicycle racks, and/or automated message signs.

Transit is critical to both urban and rural areas. Urban areas are looking for comprehensive systems that meet a wide variety of regional needs. Systems cited included fixed route, Dial-A-Ride, collectors, and light rail transit. Rural areas are searching for ways to develop and implement basic services and to provide connections to urban areas. Task Force participants recognize the necessity to plan for an aging population that desires to retain mobility even when no longer driving.

Alternate modes of transportation are important to both urban and rural areas, including bicycling, pedestrian paths, carpooling, equestrian trails, etc.

Rail service, both passenger and freight, is important to the State, and some communities are concerned about intermodal freight capabilities, which includes the efficient transference of freight from trucks to rail to air.

Some speakers noted the increased availability and need for use of changing technologies e.g., Intelligent Transportation Systems (ITS), alternate fuels, telecommunications, etc. The inter-relationships of land use, air quality and transportation are all important issues. Coordination with other planning processes, such as Growing Smarter, is of key importance.

Many communities noted the importance of giving ADOT the resources needed to meet its mandates, and the need to pay ADOT employees competitive wages. Several speakers complimented ADOT staff on their work, particularly at the local district level.

The North American Free Trade Agreement (NAFTA) and the CANAMEX corridor (connecting Mexico and Canada) are impacting many portions of the State and present transportation challenges in terms of planning, programming, funding, and enforcement. This impact will increase as the CANAMEX corridor becomes fully developed. Many communities are seeking creative ways to effectively meet the demands of increased truck traffic directly related to NAFTA.

Seasonal populations serve an important economic mainstay for many Arizona communities, but also present a transportation challenge for service delivery and funding allocations.

The need for substantial educational efforts concerning state transportation issues was identified. The need to educate voters and residents statewide of overall transportation needs and importance of increased funding to meet those needs were specifically mentioned as well as the need to educate the legislature. Additionally, there is a need to promote the usage of alternate modes of transportation.

Governance Issues

With regard to the State Transportation Board, the comments generally reflected the difference in urban versus rural interests, with rural areas wanting to retain the existing structure and the urban areas seeking increased representation on the board. Some speakers noted that the board functions well as it is, while others identified issues with its current operations. Increased coordination with other state agencies, such as State Lands, DPS, and the Arizona Corporation Commission (ACC) (for rail & pipeline issues) is needed. Several legislative changes may be required.

Many local jurisdictions want increased authority to impose new funding, planning and implementation mechanisms along with increased flexibility in how they use existing funding, such as the use of gas tax for transit. Numerous comments concerning the relationships among and the responsibilities of the MPOs, COGs, local governments, tribal governments and the state, including the Transportation Board and ADOT, were received.

Many local jurisdictions, especially the counties, are seeking more authority over land use issues.

Planning and Programming Issues

Speakers expressed strong support and need for: local and tribal involvement in planning; decentralization of decision-making within ADOT; more authority for district engineers; stronger ADOT multimodal planning; and strong regional cooperation. Many speakers noted that ADOT has made major improvements in communication, but also noted that a further increase in communication and coordination is needed.

Communities want to retain their unique qualities. They need flexibility from ADOT in planning and implementing transportation improvements in order to retain those qualities.

Other Public Comments

In addition to the ten public input meetings held by the Task Force throughout the state, public input and comment have been solicited through a variety of other means. The Task Force has established a website within the ADOT website (dot.state.az.us), and can be contacted by e-mail at vision21@dot.state.az.us. In addition, public input comment forms have been available at all public meetings for submission of written materials to the Transportation Vision 21 Task Force, 206 S. 17th Ave., 320 B, Phoenix, AZ 85007.

Through these means, as well as ongoing meetings with interested groups and individuals, the Task Force has received approximately two hundred items of additional input concerning the transportation system in Arizona. A schedule of the Interest Group meetings held to date is included in Appendix B.

More complete information concerning comments received during the public input meetings and summaries from those with interested groups and individuals may be reviewed at the Task Force's office.

Section Three –Task Force Committee Activity

The Task Force established three committees to study various issues in greater detail and to forward critical information to the Full Task Force as appropriate. The three committees are as follows: Definition of Needs, Resources and Revenues; Governance; and Planning and Programming Processes. The committee membership list is included in Appendix C. Each committee adopted and forwarded a *Progress Report* summarizing its activities to date to the Task Force.

Definition of Needs, Resources and Revenues Committee

Barbara Ralston serves as Chair and John Mawhinney as Vice Chair of the Definition of Needs, Resources and Revenues Committee. The Committee charge is as follows:

The Definition of Needs, Resources and Revenues Committee is responsible for identifying regionally significant long-range needs and projects in both rural and urban areas for the multimodal transportation system for Arizona in the 21st Century. The committee is also examining the projected transportation revenues for the entire state of Arizona and evaluating the adequacy of projected revenues to meet the multimodal transportation needs in Arizona for the 21st Century.

Multimodal project definitions and costs, revenue forecasts, analysis of existing revenue sources and a proposal of future sources to create a reliable funding stream are areas that will receive specific attention and focus by this committee.

Meetings

The Definition of Needs, Resources and Revenues Committee met on April 22, May 20, July 8, September 9 and October 27 1999.

Presentations and Discussions

On April 22, 1999, Suzanne Sale, ADOT Chief Financial Officer, reviewed the department's current highway revenue data approach and provided an overview of previous Arizona highway revenue studies. Jim Shipman, Executive Director of the Arizona Transit Association, then presented a broad overview of the comprehensive transit study conducted by the Arizona Transit Association. Bryan Jungwirth, Director of Grants and Contract Services from the Regional Public Transportation Authority, reported that the urbanization of Arizona creates a need for transit. Mr. Jungwirth reviewed the current network and outlined the goals of transit. Gary Adams, ADOT Aeronautics Division Director, provided the Committee with an overview of the key differences in funding between aviation and other modes of transportation.

On May 20, 1999, Dale Buskirk, ADOT Acting Director of the Transportation Planning Division, provided the Committee with an overview of the 1995 Arizona ***Transportation Needs Assessment*** as well as existing, current needs information. John McGee, ADOT Chief Financial Officer, led a review of a ***Preliminary Revenue Matrix*** and discussion of "Missing Revenue

Information”. Then, Alan Maguire of The Maguire Company, Lead Consultant to the Task Force, provided a brief overview of the preliminary committee work process outline.

On July 8, 1999 there were two presentations and discussions. The first presentation on *The Maricopa Association of Governments (MAG) Long Range Transportation Plan*, was conducted by James M. Bourey, MAG Executive Director and Eric Anderson, MAG Freeway Program Manager. Second was a discussion of *The Pima Association of Governments (PAG) Metropolitan (Long-Range) Transportation Plan*, conducted by Thomas L. Swanson, PAG Executive Director and Joseph McCullough, PAG’s TIP/MTP Program Manager. Mr. Maguire provided some introductory remarks to both presentations, listing important similarities between the plans, such as both plans are fiscally balanced and incorporate certain tax rate increases, and important differences, such as the use of different approaches in calculating needs. The plans developed by the two Transportation Management Areas (TMAs) are, as required by federal law, 20-year revenue constrained plans. As a consequence, they provide important information but do not represent an unconstrained, “visionary” transportation plan.

On September 9, 1999, Committee Chair, Barbara Ralston led a roundtable discussion on issues for the Committee. Although no final actions were taken, Committee members discussed a variety of issues concerning the future of Arizona’s Transportation System, various charges for the Task Force in the Governor’s Executive Order and future issues and activities. Dick Wright, ADOT Deputy Director discussed *Costs Associated with Maintenance and Operation of the State Highway System*. Jim Delton, ADOT Pavement Management Engineer, gave a presentation on *Pavement Preservation*.

On October 27, 1999, Mary Lynn Tischer, ADOT Assistant Director for Planning, Policy & Programming, and Dale Buskirk, ADOT Deputy Assistant Director for Planning, Policy & Programming, presented the analysis of the needs on the state highway system developed using the *Highway Performance Measurement System (HPMS)*. Joe Albo, Director of the Department of Public Safety, presented the *Police Allocation Model (PAM)* used by the agency and provided the Committee a Department of Public Safety’s crash scene management policies and procedures.

Governance Committee

Kurt Davis serves as Chair and Lisa Atkins as Vice Chair of the Governance Committee. The committee charge is as follows:

The Governance Committee is responsible for examining the structure, role, responsibilities and interrelationship of each of the transportation planning and delivery entities established by state and federal law. These entities include local government, tribal governments as well as regional and state transportation authorities. The committee is also charged with evaluating the structure, role, responsibilities and interrelationships of each entity as it relates to the multimodal transportation infrastructure.

Meetings

The Governance Committee Meetings were held on April 22, May 27, September 23, and October 28 1999.

Presentations and Discussions

On April 22, 1999, Committee Chair Kurt Davis outlined the charge of the committee and explained how the committee would approach their task and what information would be provided to them. Jennifer Macdonald, ADOT Legislative Liaison, provided a detailed review and outline of major transportation players at all levels of government from the U.S. Department of Transportation to cities and counties. The current structures and relationships discussion included a description of the major transportation entities and an overview of how the various levels of government are included in the transportation infrastructure. John Carlson, Executive Assistant for Transportation, Office of the Governor, provided the group with a **Legislative Update**, which included a detailed summary of selected transportation related bills.

On May 27, 1999, Mr. McGee presented a summary of the preliminary Revenue Matrix. This information had been previously presented to the Vision 21 Task Force. Mr. Buskirk discussed the **Transportation Planning and Programming Processes**. Mr. Buskirk stated that planning and programming are done at the local, tribal, regional, state and federal levels and include transportation systems, state highways, county roads and city streets. In addition, representatives from regional, state and federal transportation agencies held a panel discussion on **The Execution of Planning**.

On September 23, 1999, there was a joint meeting of the Governance and Planning and Programming Process Committees. The Committees jointly discussed a variety of issues concerning the future of Arizona's transportation system. These included the various charges of the Task Force in the Governor's Executive Order and future issues and activities for this Committee. Bonnie Glass, an intern for the Task Force, gave two presentations. The first was a **Survey of the State Transportation Policy Boards**, and the second an update on a **Survey of State Planning and Prioritization Processes**. Jim Dickey, President of the Arizona Transit Association led a presentation and discussion on the **Arizona Transit Association's Policy and Planning Recommendations for Arizona**.

On October 28, 1999, there was a joint meeting of the Governance and Planning and Programming Process Committees. Harry Reed, Consultant to ADOT, presented a discussion on the **Resource Allocation Advisory Committee (RAAC) Agreement**. Ms Tischer discussed **Federal Laws Governing State and Regional Transportation Planning**. Ms Glass gave the group an update on surveys from other states.

Planning And Programming Process Committee

Kevin Olson serves as Chair and Diane McCarthy as Vice Chair of the Planning and Programming Committee. The Committee charge is as follows:

The Planning and Programming Process Committee is responsible for evaluating the current transportation planning processes at the

local, regional and statewide levels for all transportation types and then develop a foundation for preparing a long-range (minimum of 20 years) multimodal transportation plan for the state of Arizona.

This committee is relying, at least in part, on presentations from the local, regional, and state transportation planning and delivery agencies regarding their areas of responsibility. The committee is responsible for evaluating the processes used in preparation and application of transportation planning.

The committee is also charged with evaluating project selection, project prioritization, project development, effectiveness of the public input process, and current multimodal transportation planning documents. They are also examining whether there are deficiencies within the current process and recommending improvements and modifications to the existing process.

Meetings

The Planning and Programming Process Committee met on April 22, May 27, September 23 and October 28 1999.

Presentations and Discussions

On April 22, 1999, Committee Vice-Chair Diane McCarthy, outlined the charge of the Committee, stating that the Committee's most important function is to understand how planning takes place and to develop a foundation of a multimodal transportation plan for the next 20 years. Mr. Buskirk gave a presentation on the **Planning Process**, which covered the generic transportation planning process. He began with an overview of the transportation performance and societal objectives, the definition of planning and the objective of transportation planning. There was additional discussion regarding the process for the metropolitan planning organizations (MPOs), councils of governments (COGs) and cities.

On May 27, 1999, Mr. Buskirk presented **Programming Process, Local and Regional Planning** emphasizing that tribal governments and privately-owned modes of transportation also need to be recognized. Mr. Buskirk began with an overview of the basic steps of the priority programming process noting that there are insufficient resources to address the priorities identified. Local and regional transportation planning professionals participated in a panel discussion regarding **Local and Regional Programming**. Panelists discussed the programming process from a jurisdictional perspective. Mr. Reed presented the group with **Proposed Changes to the Planning and Programming Process**. His presentation included an overview of the results from the April 29 and April 30 "**Casa Grande Resolves**" meeting and highlights of the current ADOT process along with the guiding principles addressed in regards to the transportation planning and programming process and resolves.

The *Casa Grande Resolves* were developed as a result of a meeting among ADOT, the MPOs and COGs to discuss and develop a new, more equitable and rational statewide transportation planning and programming process. Seven guiding principals were adopted as the

foundation of a cooperative transportation planning and programming process. The guiding principles linked the statewide transportation plan to the transportation program and an equitable allocation of resources. In addition, the Resource Allocation Advisory Committee was established to develop an estimate of state and federal revenues for the MAG and PAG areas, as required by federal law.

On September 23, 1999, there was a joint meeting of the Governance and Planning and Programming Process Committees. The Committees jointly discussed a variety of issues concerning the future of Arizona's transportation system. These issues included the various charges of the Task Force in the Governor's Executive Order and future issues and activities for this Committee. Ms Glass gave two presentations. First, was a *Survey of the State Transportation Policy Boards* and second, was a *Survey of State Planning and Prioritization Processes*. Mr. Dickey led a presentation and discussion on the *Arizona Transit Association's Policy and Planning Recommendations for Arizona*.

On October 28, 1999 there was a joint meeting of the Governance and Planning and Programming Process Committees. Mr. Reed presented a discussion on the *Resource Allocation Advisory Committee (RAAC) Agreement*. Ms Tischer discussed *Federal Laws Governing State and Regional Transportation Planning*. Ms Glass gave the group an update on surveys from other states.

Section Four – Task Force Activity

Task Force Meetings

Meetings

The Task Force Meetings were held on March 3, April 8, June 10, August 12, September 9, October 7, November 4, December 6, and December 13 1999.

Presentations & Discussions

On March 3, 1999, Governor Jane Dee Hull addressed the Task Force at its initial, organizational meeting. The Governor thanked the Task Force members for their willingness to volunteer their time to the important charge of the Task Force and encouraged the members to help establish a long-term “vision” for the State’s transportation system.

On April 8, 1999, Chris Fetzer, Transportation/Environmental Planning Director of Northern AZ Council of Governments (NACOG), presented an overview *Councils of Governments* (COGs) including their history, how and why they were created, the difference between Metropolitan Planning Organizations (MPOs) and COGs and the structure of each COG in Arizona. Mr. Fetzer explained that NACOG addresses transit in their transit development plan as well as in a transit plan for the Grand Canyon. Kenneth Sweet, NACOG Executive Director, stated that counties and communities have expressed a desire for the COGs to assume additional responsibilities, recognizing that regionalism brings synergy, efficiency and economy of scale.

There was then a *Small Metropolitan Planning Organizations* presentation by Ron Spinar, Executive Director of the Flagstaff Metropolitan Planning Organization (FMPO). Mr. Spinar outlined the role and responsibilities of small MPOs and boundaries of the Flagstaff MPO. He also provided background information about how the MPOs work with the cities and the county with regards to issues involving land uses and how urban growth boundaries would help transportation planning.

Mr. Bourey and Mr. Swanson gave a presentation on *Transportation Management Areas*. Mr. Bourey, presented the MAG organizational chart, discussed the MAG’s membership and summarized the five statements in their articles of incorporation. Mr. Bourey discussed the urban transportation planning from a federal perspective and explained the term “transportation management area.” Mr. Swanson explained that there are two major kinds of MPOs, both of which are dictated by federal legislation.

Ms Macdonald presented information on *State Transportation Board and State Department of Transportation*. She outlined the roles of the State and Governor, the State Transportation Board and ADOT. Ms Macdonald touched on the governance issue raised in the 1999 legislative session.

Robert Hollis, Division Administrator of the Federal Highways Administration (FHWA) reviewed the *Federal Aid Highway Program*, outlining transportation planning responsibilities/requirements for local governments receiving state aid, as well as key issues and general tenets relative to the planning process.

There was a report on *Transportation Finance* presented by Ms Sale, giving an overview of the transportation finance in Arizona, and listing the State's transportation funding sources and highway funding estimates in Arizona over the next 10 years.

On June 10, 1999 Carol Colombo, Attorney at Law at Colombo & Bonacci and Mr. Carlson gave a presentation on *NAFTA and the CANAMEX Corridor*. Ms Colombo indicated there is global economic change and NAFTA needs to adapt, be flexible and be creative. She indicated that the goal of CANAMEX is to make a path of least resistance for trade. Mr. Carlson's CANAMEX focus was on the highway linkage. A study is now underway on a location site for a CANAMEX port at the Mexico border.

A *Growing Smarter Commission* presentation and discussion was conducted by Maria Baier, Executive Assistant of Environment, Office of the Governor and Steve A. Betts, Attorney at Law, Gallagher & Kennedy. Ms Baier explained that Governor Hull recognizes the importance of growth-related issues, but the character of the communities, natural resources and the economy should be preserved. Mr. Betts explained that the Growing Smarter legislation requires communities to prepare both general and comprehensive plans.

On August 12, 1999, Mr. Maguire presented a working draft of the research outline for the Task Force describing the research effort the Task Force needs to proceed with in order to obtain data and information for the process. Task Force Co-Chair Sharon Megdal facilitated a discussion of *Task Force Issues*. The following summarizes the first of a series of continuing discussions of these issues.

In considering Arizona's long-range transportation system, the Task Force needs to look through the year 2020 *towards* the year 2050 in order to appropriately consider how future circumstances will effect the overall transportation system.

One of the major factors impacting the future transportation system will be *technology*. Technological changes will effect both the demand for and the delivery of transportation services. For example, technological changes will alter the need and pattern of commuting to and from work. Similarly, technologically based *intelligent transportation systems* will provide a variety of potential solutions to the increasing demands placed on the transportation system.

The future transportation needs of Arizonans will change with respect to commuting patterns, the increased reliance on *e-commerce*, changing *freight* transportation needs and continually increasing expectations for a transportation system that is responsive in terms of both *time and convenience*.

As a consequence, the Task Force needs to focus on establishing the *overall expectations* of Arizona's transportation system.

A number of factors impact the transportation planning process including environmental concerns, natural resource availability, changing system expectations, and future land use plans.

The transportation planning processes in Arizona must be *more responsive* to a variety of concerns. Specifically, these processes would benefit from greater *partnerships* among state government, local government, planning agencies, private providers of transportation, external stakeholders, and system users. Greater *coordination* among state, regional and local transportation plans as well as greater coordination among land use plans, transportation plans, and other long-range planning efforts would improve the overall process. The transportation planning processes must also insure ongoing *accountability* for the use of scarce transportation revenues.

There needs to be a *credible*, yet *visionary* transportation plan developed for Arizona. The plan must be based upon reliable information and identify appropriate revenue sources. The plan cannot be a project specific, detailed transportation plan, but rather should serve as a *blueprint* for the development of Arizona's future transportation system. In developing the plan, the Task Force must consider *user charges* including tolls, congestion pricing, and other "market based" pricing mechanisms. Such techniques can create incentives for expanded utilization of existing facilities as well as more efficient utilization of new facilities and alternative modes. The credible, visionary plan developed by the Task Force must serve as the *basis for educating* the public regarding the reasons for and need for an improved transportation system in the future. The Task Force must *articulate* the benefits of a fully functional, multimodal transportation system and identify the *value* citizens will receive for the taxes they pay.

The Task Force also reviewed and approved a letter to the Growing Smarter Commission concerning the interrelationship of growth management and transportation planning. A copy of the letter is included as Appendix D.

On September 9, 1999, there were several presentations and discussions on Alternative Modes of Transportation. Ken Driggs, Executive Director from the Regional Public Transportation Authority gave a general presentation on *Alternate Modes*. He provided facts regarding transit and answered commonly asked transit questions. Mr. Driggs stated that Phoenix is the only major metropolitan area without a dedicated funding source.

Tom Buick, Chief Public Works Officer, Transportation Director and County Engineer of Maricopa County Department of Transportation discussed the *Curitiba Transit System*, which is utilized in Brazil. He provided a brief comparison of population, area, gasoline prices, bus fleet, average daily ridership and miles of annual service in Curitiba and Phoenix. Mr. Buick also highlighted statistics concerning the performance of the Curitiba system.

Reed Kempton, Citizen Representative of Coalition of AZ Bicyclists spoke concerning *Statewide Bicycle Needs*. Mr. Kempton presented a recommended action plan for state and local

governments which includes organizing a bicyclist/pedestrian program, planning and constructing needed facilities, promotion of bicycling and walking paths, education on laws and regulations, and the enforcement of laws and regulations.

Gerald Spellman, a Citizen Advocate of SkyTran, gave a formal presentation on *SkyTran*. Two citizens, Joe Ryan and James Elmore also spoke about *Public Transit*. Mr. Ryan provided copies of a report entitled "Conservatives and Mass Transit: Is it Time for a New Look?" Mr. Elmore stated that due to the congestion on the ground, the system would need to be elevated and then he provided copies of documents containing further detail on aerial transit systems.

On October 7, 1999, members of the Task Force participated in a Task Force Discussion facilitated by the Task Force Co-chairs. The following summarizes the second of a series of continuing discussions of these issues.

The Task Force should focus on the *key* transportation *policy* issues facing the State of Arizona and establish *bold* goals for the future system.

The *lack of consistency* in information and data makes evaluation of alternatives difficult and complicates the process of identifying current needs as well as attempting to benchmark the future implementation of Task Force recommendations.

The lack of coordination and communication: *across* transportation modes; *among* the various participants in the transportation governance system (including state and local governments, urban, rural and tribal entities, both public and private participants); and *between* those "inside" the system and average citizens and system users, hinders the current transportation planning process.

Greater standardization of the procedures, processes and data would improve the planning for, operation of, and accountability of the overall transportation system. Such improvements would foster better citizen understanding and support for the transportation system and might facilitate better inter-modal coordination.

Any long-range multimodal transportation plan must: permit each local community to consider its own needs and goals; acknowledge the changing character of the transportation system; and incorporate potential growth management policies. The long-range plan must include proper consideration of the efficient utilization of current resources prior to advocating additional resources.

While there may be an abundance of information concerning transportation in Arizona (and elsewhere), there is a lack of clarity and prioritization in the analysis of the available information. The Task Force needs to apply careful judgement to the evaluation of the information so that the public,

both now and in the future, may better understand the overall system requirements. Better *connections* can improve the transportation planning process. A clear link between the transportation systems and their funding sources will enhance the overall process as will the inclusion of citizens' perspectives in the planning processes.

Data *consistency* and *reliability*, as the foundation for the Task Force's recommendations, are essential to any successful reception, support, enactment and implementation of the Task Force's recommendations.

There was also a discussion regarding the Summary of Discussions of the Task Force meeting on August 12, 1999.

On November 4, 1999, the *State Aviation Needs Assessment (SANS 2000)* was discussed by Rick Bowen, Vice President of Bucher, Willis and Ratliff. Pamela Keidel, Senior Aviation Planner, Wilbur Smith Associates, Inc. gave a presentation on *Small Community Airports Economic Development (SCAED) Program*. In addition, Stacy Howard, the Western Regional Representative of Aircraft Owners and Pilots Association, discussed the *Benefits of Arizona's Airport System*.

Anne C. Warner, Consultant with ACW & Associates, reported on *Phase I of the Public Participation Process*. Her presentation is summarized in Section Two of this Interim Report.

On December 6, the Task Force had an extensive discussion of its Draft Interim Report and provided suggestions for its further revision. In addition, Mr. Wright made a presentation on ADOT's use of *Design Build Contracting* and *"A+B" Contracting* and Gregg Kiley, of ADOT presented a summary of *state financial assistance for local transit services* that is now available because of recent legislative action and State Transportation Board Actions.

On December 13, a panel of transportation experts presented their views on current and future issues in transportation. The three panelist were Clifford Winston of the Brookings Institution, Alan Pisarski, author of *"Commuting in America"*, and Dr. Sandra Rosenbloom of the Drachman Institute at the University of Arizona. The Task Force also reviewed and adopted this Interim Report to the Governor.

Section Five - Interim Findings

On the basis of the ten public input meetings held throughout the State, comments received from interested parties and the presentations and information received by the Task Force and its Committees, and notwithstanding the substantial work yet to be completed, the Task Force has developed a series of Interim Findings.

- There is a clear need to develop an integrated, comprehensive, multimodal transportation plan for Arizona. That such a plan must include all modes of transportation including roads, rail, transit, highways, air, bicycles, pedestrians, freight as well as alternatives to the traditional means of transportation including travel reduction programs, pipelines, electronic transmissions, and telecommunications.
- The Task Force recognizes that there are undoubtedly insufficient existing revenues to complete existing transportation programs. It is however, unable at this time to specifically quantify the shortfall due to the differences in methodologies among the various existing transportation needs studies, many of which are fiscally constrained (as required by law). Sometimes these constraints result in inconsistent input assumptions, incomplete data and the inherent difficulties in projecting transportation revenues into the extended future. It is evident that the shortfall is clearly in the tens of billions of dollars. Consider these recent, illustrative studies (which not additive and in some cases overlap) that cite substantial unfunded transportation system requirements.

1. The 1995 Statewide Transportation Needs Assessment indicated unfunded transportation needs of approximately \$9 billion covering FY 1996-2005. This study was based upon a self-assessment process and discussions at the time recognized that it likely underestimated alternative modal needs such as transit and aviation. Furthermore, it is reasonable to assume that a similarly estimated shortfall for the next ten years would be even greater.

2. The 1999 Maricopa Association of Governments Long Range Transportation Plan identified a need for \$9.4 billion in additional revenues to fund transportation needs covering FY 2000-2019. Further, the MAG Plan is based upon estimated, *reasonably expected* revenues, as required by federal law. As such, the plan includes significant incremental revenues but still represents a revenue-constrained view of future needs.

3. The 1998 Pima Association of Governments Metropolitan (long range) Transportation Plan (MTP) initially identified an unfunded shortfall of \$5.3 billion without any new revenue sources. However, it was developed assuming an estimated *reasonably expected* additional \$1.7 billion in new revenues (new gas tax + new impact fees + new 1/4 cent transit sales tax) to fund transportation needs (excluding rail and aviation) from FY 1998 through 2020. As such, the plan includes significant incremental revenues, but still represents a revenue-constrained view of future needs.

4. The recently completed Highway Performance Measurements System (HPMS) performed by ADOT indicates State Highway System needs in excess of \$7 billion over the next 20 years. This analysis was based on *minimal tolerable* standards and does not include new highway routes or highways not on the State Highway System.

5. The State Aviation Needs Assessment (SANS 2000), currently underway, will identify some of the future aviation needs, which are expected to be significant.

Until a comprehensive, multimodal transportation vision plan is developed by the Task Force, these calculations should be viewed as estimates, albeit meaningful. However, it is at least clear that reasonable estimates of transportation needs in Arizona for the next 20 years substantially exceed projected, currently dedicated transportation revenue sources.

- The State of Arizona has experienced tremendous population and economic growth over the past half century. The State has grown from 750 thousand people in 1950 to almost 5 million in 2000. Its growth is projected to continue into the next century, growing to 7.4 million by 2020 (according to DES). This growth places enormous burdens on our State's transportation system. An effective, reliable, and well-maintained transportation system is essential to serve and shape this growth and to facilitate economic development. Any long-range transportation plan must recognize and carefully consider these population changes.
- While there are ongoing efforts by all of the governmental participants in Arizona's transportation system to streamline the transportation planning and programming process, the Task Force has found limited coordination or standardization among the jurisdictions and a lack of coordination within jurisdictional boundaries. Currently available information varies widely by jurisdiction making any statewide analysis virtually impossible. A careful review the current organizational structures must be undertaken to address these circumstances.
- To develop a responsive, credible and supportable plan, it is essential that the Task Force have accurate, timely, standardized assessments of the current transportation system and projected transportation needs throughout the state. Future long-range planning efforts would be greatly facilitated by:
 1. Complete, consistent and reliable information concerning the needs, costs, revenue and performance of the transportation system at all levels, for all regions and for all modes;
 2. Standardization of information and data across all jurisdictions within the state for various purposes including: planning, project prioritization, performance reporting and development of each jurisdiction's short-term and long-range transportation plans;

3. Improved coordination among governmental agencies and elected officials at all levels including the State (ADOT and the State Transportation Board), tribal governments, regional entities and local governments; and
 4. Greater technical assistance from the State to the Councils of Government and other regional planning entities.
- Public testimony from across the state, indicates that 1) basic maintenance of existing facilities is not being funded at necessary levels, leading to even more costly reconstruction once failure occurs, and 2) there is a clear need for increased revenues for transportation purposes throughout the state.
 - There is significant frustration, at all levels, resulting from the length of time required to complete identified, major transportation improvements ranging from design concept to final construction. For example, it can take up to 15 years to plan, program and fund the widening of one stretch of state highway to four lanes.
 - Increasing local and commercial traffic has fostered demand for bypass routes in both urban and rural communities. The complex issues associated with these bypass routes, include coordination among various jurisdictions and funding sources, evaluating potential alignments, impacts to existing businesses, zoning considerations and environmental impacts and costs.
 - Public testimony throughout the state by local elected officials and local administrators support the allocation of all of the Flight Property Tax to the State Aviation Fund.
 - Many transportation concerns are common to both urban and rural communities including growing congestion, time delays and safety. There are some unique transportation needs in rural and tribal communities. Among important issues to rural communities are increased demand for para-transit services (dial-a-ride or jitneys); and growing congestion on state highways and major arterial streets through rural communities. In addition, increasing commercial traffic has heightened the need or interest in constructing bypass routes.
 - Proper growth management has received significant attention at both the state and local levels. Transportation planning and development are integrally related to any effective growth management plan. State and regional transportation plans should reflect growth management strategies.
 - In addition, any growth management proposal should:
 1. Incorporate state and regional transportation system plans in comprehensive local plans (as transportation plans should reflect local plans);
 2. Preserve existing or future transportation corridor alignments and rights-of-way; airport clear zones, and recognize land issues with regard to airport noise contours and

3. Carefully consider the negative impacts on existing or future transportation systems or corridors when considering “in-fill incentives” or “permissive service area boundaries.”

- It is readily apparent that policy-makers must prioritize transportation expenditures, ensure efficient use of all available resources (including existing system assets) and be willing to pool resources to effectively meet basic long-range system needs.
- The work of the Task Force has demonstrated the need to perform comprehensive multimodal transportation needs assessments in the future. These assessments should use a standardized, approved methodology. This standardization would: establish consistency between each assessment study; enhance reliability of data collection; ensure compatibility with other jurisdictional assessments; and provide an invaluable and more reliable tool to state transportation planners and state and local policy-makers.

Section Six - Future Actions

The Task Force has determined that additional information is essential to complete its responsibilities. Therefore, in the coming year, the Task Force will be gathering additional data and information concerning the current operations of the transportation system within Arizona as well as information concerning alternative approaches that should be considered in developing a comprehensive multimodal statewide transportation system.

The charge of the Task Force is essentially different from most prior transportation planning efforts in Arizona. Consequently, a substantial portion of the information required by the Task Force to complete its responsibilities is not readily available in current materials.

Specifically, to assist in the development of its comprehensive plan, the Task Force is engaging three additional consultants. These consultants will 1) collect and analyze information concerning the transportation needs for the state of Arizona; 2) collect and analyze information on existing and alternative revenues to finance those needs; and 3) facilitate the development of the Task Force's long-term plan for transportation in Arizona.

A needs consultant will work with the staff of the Task Force to develop *internally consistent* estimates of the costs of a variety of transportation system improvements that might reasonably be considered as components of a "multimodal transportation system for Arizona." The cost estimates will also include anticipated required expenditures for maintenance and preservation of both existing and planned systems.

A revenues consultant will work with the staff of the Task Force to develop 20 year revenue estimates for existing transportation revenue sources within Arizona and a variety of alternative revenue sources that might reasonably be considered as components of the funding structure of a "multimodal transportation system for Arizona."

Finally, an analytical consultant will work with the Task Force and the staff of the Task Force to facilitate the development of a long-term vision of Arizona's multimodal transportation system. This consultant will utilize the information developed by the *needs* consultant and the *revenues* consultant.

Utilizing the information analysis prepared by these consultants, the Task Force will 1) develop a long-range, visionary transportation plan for Arizona and 2) develop an appropriate revenue structure to fund that plan over at least the next twenty years.

In addition, the Task Force will continue to explore alternative planning and programming approaches used in other states and regions that facilitate the appropriate planning and prioritization of multimodal transportation expenditures. Information concerning both effective and ineffective approaches for other areas will be examined. On the basis of that work, the Task Force will be able to recommend appropriate changes to the transportation planning and programming processes in Arizona.

Similarly, additional information concerning the governance systems used in other regions and states will be collected and analyzed. Based upon this information, the Task Force will be able to develop one or more model governance structures for comparison and analysis relative to the existing Arizona system. It will then recommend appropriate modifications to the authority and responsibility of the various participants currently involved in the transportation system governance system as any newly recommended entities.

In addition, the following are some of the major topics that will be reviewed by either the Full Task Force or at the committee level over the next 8 to 10 months:

- An in depth review of intelligent surface transportation systems, including but not limited to, centralized traffic control systems, smart vehicle technology, congestion pricing, freeway management systems and future technologies.
- Further analysis and discussion regarding federal requirements or standards that impact aviation planning and decision-making processes.
- A comprehensive investigation of aviation issues. The investigation will include a definition of aviation needs in the state of Arizona; a review of applicable rules, regulations and requirements governing aviation of all types; identification of best practices nationwide regarding aviation planning, governance and airport operations; and an examination of the necessary linkage between air and surface transportation to satisfy both passenger and cargo requirements.
- A briefing on the feasibility of establishing passenger and freight rail service in various transportation corridors, such as the I-10 corridor between Phoenix and Tucson. ADOT is working with Union Pacific and Amtrak officials to conduct demonstrations of state-of-art passenger rail service early next year.
- An in depth discussion on the impact of e-commerce or the “new economy” on Arizona’s transportation system.
- A critical review and analysis of the state highway needs data that were provided for the 1995 Statewide Transportation Needs Assessment.
- Additional analysis and discussion on the criteria or variables incorporated into ADOT’s Highway Performance Measurement System (HPMS) model that is now being used to determine long-range State Highway System needs.
- Further review of state surveys designed to identify “best practices” in terms of transportation planning, programming and decision-making processes.
- A detailed review and discussion of potential strategies, policies or laws to improve highway safety throughout Arizona, including effective strategies for reducing the number of repeat violators of Arizona’s traffic code.

- A thorough review and analysis of federal and state environmental requirements that impact transportation planning, design and construction. One of the main objectives is to quantify the amount of time these requirements can add onto the entire process from design-concept to project completion. Another objective is to fully understand the relationship between transportation investments and air quality, such as the ramifications or sanctions that can occur when a metropolitan area fails to comply with federal Clean Air Act health standards or federal conformity requirements.
- Further review of the criteria or performance measurements used by ADOT, the TMAs, the MPOs and the COGs to prioritize transportation projects.
- Additional review and discussion of the “public involvement” process utilized by various levels of government. This review will include the functions and effectiveness of citizen transportation advisory groups, such as the Citizens Transportation Oversight Committee (CTOC) which, by state law, provides some oversight of the Valley’s regional freeway system.
- Review of the numerous reforms that have been recommended by the State Auditor General and that have been implemented since 1992 to improve the accountability of ADOT’s and MAG’s management of the Valley freeway program.
- Further meetings to discuss in detail the relationship between land use planning and state, regional and local transportation plans. The primary focus of these meetings is to determine how to preserve transportation corridors and to insure that “in fill” strategies and efforts to establish “permissive service area boundaries” will not adversely impact our transportation systems.
- Review and discuss existing state and federal statutes and court decisions that impact transportation projects within tribal lands.
- Further identify and discuss the unique transportation challenges facing Arizona’s rural communities.

The Task Force will also continue to conduct meetings with interested groups and will seek additional public input on an ongoing basis throughout its tenure. The insights gained through these processes will add invaluable information and perspective to the Task Force’s deliberations.

Finally, following its deliberations and analysis, the Task Force will *draft findings and preliminary recommendations*. These findings and recommendations will be based on 1) the information and public input gathered by the Task Force, 2) its analysis and study of costs and funding alternatives of various components of a multimodal transportation system and 3) its review and analysis of the transportation system structure.

The *draft findings and preliminary recommendations* of the Task Force will be broadly disseminated and thoroughly discussed in a series of public meetings to be scheduled throughout the state.

On the basis of those *draft findings and preliminary recommendations* as well as the additional public input, the Task Force will develop final, consensus findings and recommendations for inclusion in its Final Report to the Governor by December 31, 2000.

Appendices

Executive Order 99-2

**Establishing a Governor's
Transportation Vision 21 Task Force**

WHEREAS, a well-developed, reliable transportation system is acknowledged to be crucial to the growth and economic vitality of the State of Arizona; and

WHEREAS, a high-quality transportation system is essential to the continued development and enhancement of intrastate, as well as interstate commerce; and

WHEREAS, an efficient transportation system is more than public highways and roadways. It is a comprehensive network of multimodal components that work together to provide the orderly transportation of goods, services and people; and

WHEREAS, the development, funding, and maintenance of an efficient and effective transportation system is a shared responsibility of the state, local governments, and agencies, and the federal government; and

WHEREAS, due to the expanding economy and rapid population growth in the State of Arizona, there exists an urgent need to evaluate existing processes, resources and infrastructures; and

WHEREAS, the Seventieth Arizona Town Hall, recognizing the crucial need for transportation evaluation and planning, called for the establishment of a Governor's Task Force to build consensus and recommend planning and funding strategies for Arizona's multimodal transportation future.

NOW, THEREFORE, I, Jane Dee Hull, Governor of the State of Arizona, by virtue of the authority vested in me, as Governor by the Arizona Constitution and laws of the State, do hereby establish the **Governor's Transportation Vision 21 Task Force** (Governor's Vision-21 Task Force) to serve the purpose of evaluating current practices, resources, and infrastructures, and recommending and prioritizing the goals, funding, and specific plans that will establish a vision for transportation in Arizona for the 21st century.

1. The members of the Task Force shall be appointed by the Governor and will serve at the pleasure of the Governor for up to two years.
 - a. The Task Force membership will include two Co-chairs to be named by the Governor.
 - b. The Task Force will include the Director of the Arizona Department of Transportation and at-large members representing the business community, the general public and other diverse parties interested in the improvement of Arizona's transportation system.
 - c. The Department of Transportation will serve as staff to the Task Force.

2. The Task force shall identify critical, long-range transportation needs in both rural and urban areas of this state. The Task Force shall develop preliminary estimates of the long-term (minimum of twenty years) cost of implementing a comprehensive multimodal, long-range transportation system plan and compare the estimated cost to estimated revenues from existing federal, state, and local transportation funding streams.
3. The Task Force shall identify and recommend planning approaches and funding strategies to be used to establish a comprehensive, fully integrated, multimodal system that serves the future transportation needs of all of Arizona. The Task Force should consider all aspects of transportation, including but not limited to, public roadways, highways, bus service, passenger rail service, aviation, bicycle and travel reduction programs. The Task Force's strategies or recommendations should address both rural and urban transportation issues, as well as freight concerns throughout the state.
4. The Task force shall study and recommend guidelines and procedures for prioritizing Arizona's transportation needs and expenditures in relationship to the responsibilities of the Arizona Transportation Board, the Arizona Department of Transportation, local governments throughout the State and local planning agencies.
5. The Task Force shall review the structure and responsibilities, with regard to transportation planning, of the State Transportation Board, the Arizona Department of Transportation, local governments throughout the state, and local planning agencies, and include any recommended changes in its final report.
6. The Task Force shall submit an interim report on or before December 15, 1999 and a final report to the Governor by December 31, 2000. Both reports shall contain "consensus" findings and recommendations of the Task Force. The reports will be made available to Arizona's congressional delegation, the members of the Arizona State Legislature, state, county and local transportation departments, the state's universities and the private sector, including community and citizens groups.

IN WITNESS WHEREOF, I have hereunto set my hand and caused to be affixed the Great Seal of the State of Arizona.

Governor Jane Dee Hull

DONE at the Capitol in Phoenix this Ninth day of February in the Year of Our Lord One Thousand Nine Hundred Ninety-nine and of the Independence of the United States of America the Two Hundred and Twenty-third.

ATTEST: Betsey Bayless, Secretary of State

Transportation Vision 21 Task Force

Public Input Meetings - Phase One

<u>May 6, 1999</u>	Yuma City Hall Council Chambers	5:00pm-8:00pm
<u>May 13, 1999</u>	Peoria City Hall Council Chambers	5:00pm-8:00pm
<u>May 25, 1999</u>	City of Tucson Public Library	5:00pm-8:00pm
<u>June 3, 1999</u>	Sierra Vista, Buena High School	5:00pm-8:00pm
<u>June 16, 1999</u>	Kingman: Mohave Community College	5:00pm-8:00pm
<u>July 1, 1999</u>	Flagstaff: City Council Chambers	5:00pm-8:00pm
<u>July 13, 1999</u>	Chandler City Hall Council Chambers	5:00pm-8:00pm
<u>July 28, 1999</u>	Payson Town Hall Council Chambers	5:00pm-8:00pm
<u>August 12, 1999</u>	Phoenix Burton Barr Central Library	1:30pm
<u>September 27, 1999</u>	Glendale, Deer Valley High School	5:00pm-8:00pm

Interest Group Meetings to Date

<u>July 14, 1999</u>	Tucson	Arizona Consulting Engineers
<u>July 22, 1999</u>	Phoenix	Association (ACEA)
<u>September 14, 1999</u>	Phoenix	Arizona Transit Association
<u>October 15, 1999</u>	Phoenix	Inter-Tribal Council of Arizona
<u>November 10, 1999</u>	Phoenix	Disability Community Representatives

Governor's Transportation Vision 21 Task Force Committees

PLANNING & PROGRAMMING COMMITTEE

Kevin Olson (Chair)
Diane McCarthy (Vice-Chair)
Malcolm Barrett
John Bivens
Paulson Chaco
Sheldon Miller
Mary Peters
Raul Piña
Rene Redondo

GOVERNANCE COMMITTEE

Kurt Davis (Chair)
Lisa Atkins (Vice-Chair)
Cecil Antone
Tom Browning
Pat Carlin
Priscilla Cornelio
Dave Olney
Ingo Radicke
Jim Shipman

DEFINITION OF NEEDS, RESOURCES & REVENUES COMMITTEE

Barbara Ralston (Chair)
John Mawhinney (Vice-Chair)
Steve Basila
Robert Bulla
Joe Herrick
Gary Knight
Valerie Manning
Jim Simmons
Lela Steffey
Frank Thorwald
Steve Wheeler

Sharon B. Megdal, Ph.D., and Martin L. Shultz
are non-voting, ex-officio members of all above Committees

GOVERNOR'S TRANSPORTATION VISION 21 TASK FORCE

Co-Chair:
Sharon B. Megdal, Ph.D.

Co-Chair:
Martin L. Shultz

August 12, 1999

Jack Pfister, Chairman
Growing Smarter Commission
c/o Office of the Governor
Arizona State Capitol
Phoenix, Arizona 85007

Dear Chairman Pfister:

We have read the Preliminary Report of the Growing Smarter Commission with interest and enthusiasm. The challenges before you were both numerous and daunting and the Preliminary Report obviously represents a blending of the many interests and perspectives surrounding these important issues.

We are writing to you on behalf of the Governor's Transportation Vision 21 Task Force. The Vision 21 Task Force was created by Governor Hull's Executive Order 99-2 and charged with a variety of transportation related responsibilities including developing a balanced, multi-modal, long-term transportation plan for Arizona and examining the planning, programming and governance processes for the overall transportation system within the State. (A copy of the Governor's Executive Order is attached for your convenience and reference.) Our schedule calls for an Interim Report at the end of this year and a Final Report by the end of 2000.

We wish to express our appreciation of the excellent presentation by Maria Baier and Steve Betts to our Task Force on June 10 concerning the charge and work of your Commission. As their presentation highlighted, the interrelation of transportation and growth can not be overstated. Transportation systems both influence and are influenced by growth patterns. The proper planning and management of the transportation system must incorporate (and be incorporated into) any comprehensive growth and development plans.

After reviewing your Preliminary Report, we identified several issues of interest to both your Commission and our Vision 21 Task Force. Due to the importance of these issues and in recognition of your schedule, we have taken the unusual step of preparing this letter delineating some of our suggestions and concerns, in advance of either our Interim or Final Reports. The substance of this letter has been circulated among the Task Force members over the past several weeks and has been formally reviewed, discussed and accepted by the Task Force at its meeting today.

Comprehensive Plans and Coordination of Planning

The Preliminary Report discusses the need for increased coordination of state, regional and local comprehensive plans. We agree on the importance of such coordination. State, regional and local transportation agencies have been engaged in such constructive cooperation and coordination for many years.

We believe your Report should clearly identify the importance of 1) incorporating state and regional transportation system plans in local comprehensive plans, 2) recognizing local and regional transportation system plans in state plans and 3) coordinating the plans of neighboring communities (including adjacent regions). The coordination and consideration of the transportation system plans of all planning entities in the comprehensive plans of all other affected jurisdictions will improve the overall value of the plans and help avoid unintended conflicts in future years. Furthermore, potential conflicts among regions could be more effectively avoided if the State provided a uniform definition of “developments of significant regional impact”, since major projects may impact more than one region.

One important illustration of the importance of such coordination is the identification and preservation of transportation corridors of local, regional and statewide significance.

Governance Structures

The Preliminary Report delineates a substantial increase in the duties and responsibilities of all regional planning entities in Arizona, most noticeably the Councils of Governments (COG's). These organizations have been directly involved in local, regional and statewide transportation planning for many years, in Arizona. Their insights, understanding and coordinating efforts have proven invaluable in that process. It is, however, important that you recognize, and your Report reflects, the limited resources available to many of these regional planning entities, most especially those entities located outside the major urban centers. Typically, limited resources and staff have constrained their capacity to participate. Any proposal to significantly expand their duties and responsibilities must recognize and address the costs associated with additional activities.

Transportation planning is one of the cornerstones of effective community, regional and state planning. One of the charges of the Vision 21 Task Force is to review the current transportation planning and governance structures within Arizona. In fact, two of the three Committees of the Task Force are specifically dedicated to the review of these structures. As our work proceeds through the next eighteen months, it is very likely that we will develop a number of specific recommendations dealing with these structures. We hope the Commission will recognize our ongoing efforts and the potential for important and relevant recommendations concerning these issues from the Task Force in the months ahead.

Implementation Issues

The Preliminary Report outlines a number of implementation tools intended to help accomplish the overall policy goals of the Commission. Several of these have important transportation considerations.

The suggested linkage between the distribution of state monies and the conformance of local plans to statewide goals should be approached with great care. While the importance of coordinated planning cannot be overstated, only specifically identified, limited funding sources, such as the Economic Strength Fund, the Highway Expansion and Extension Loan Program Fund (HELP) and federal transportation enhancement project monies, should be used to encourage such cooperation and conformance.

The preservation of planned and potential transportation corridors is essential to ensuring the proper development of an integrated, multi-modal transportation system. Several aspects of the recommended implementation tools should be clarified to avoid creating obstacles to the acquisition of these essential corridors, or significantly increasing their cost. Planned acquisitions of open space or the purchase of development rights must not be permitted to create obstacles to critical transportation developments. Similarly, planning and development decisions that substantially increase the cost of essential right-of-way should be discouraged, if not prohibited. Finally, the two specific recommendations that would

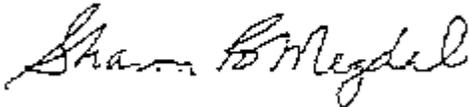
require 1) a private property "takings analysis" and 2) compensation to property owners for actions decreasing property values should either be eliminated or clarified to exclude transportation facilities.

The Preliminary Report also identifies a number of "infill incentives". Once again, we would reiterate the need for recognition and careful consideration of the transportation planning requirements and implications of these infill incentives, especially in areas already confronting traffic congestion, limited mass transit and air quality concerns.

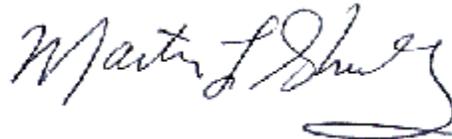
The Preliminary Report discusses "permissive service area boundaries" as a means to manage growth. Care should be taken to consider the possible adverse effects that such boundaries established by a single jurisdiction may have on the regional transportation system. Elsewhere, similar restrictions have resulted in residential development beyond the boundaries (and therefore, beyond the establishing jurisdiction's control) and increased commuter traffic to and from employment within the jurisdiction that established the boundaries.

In closing, we appreciate the challenges faced by the Commission in addressing the myriad of issues and controversies surrounding your charge. Our Task Force has reviewed and discussed some of the interrelated aspects of your Preliminary Report and our charge. However, we have not, due to the constraints of your Commission's schedule and our own, had the opportunity to fully discuss and debate all of the possible interrelationships. It is likely that, as our deliberations continue, additional issues of common concern will be identified. Please accept our comments and suggestions in that context. We look forward to your Final Report and stand ready to assist you further as needed.

Sincerely,



Sharon B. Megdal, Ph.D.
Co-Chair



Martin L. Shultz
Co-Chair

cc: Governor Jane Dee Hull
Transportation Vision 21 Task Force