10-10-1985

Meeting Notes 1985-10-10

Joint Policy Advisory Committee on Transportation

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Date: October 10, 1985

Day: Thursday

Time: 7:30 a.m.

JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION

Place: Metro, Conference Room A1/A2

*1. AMENDING THE TRANSPORTATION IMPROVEMENT PROGRAM TO ADD A HAWTHORNE BRIDGE APPROACH RAMPS REPLACEMENT PROJECT - APPROVAL REQUESTED - Andy Cotugno.


3A. OVERVIEW OF OREGON ROADS FINANCE STUDY - Tom Walsh and Bob Bothman.

* B. APPROVING USE OF REGIONAL FEDERAL-AID URBAN SYSTEM FUNDS IN PARTIAL SUPPORT OF THE OREGON ROADS FINANCE STUDY - APPROVAL REQUESTED - Andy Cotugno.

4. TRI-MET BLUE RIBBON COMMITTEE - Don Barney will provide a status report and schedule for completion of the recommendations of the Committee. JPACT should discuss what type of review to undertake in anticipation of the Committee's final public hearing.

5. LETTER OF COMMENDATION TO LARRY RULIEN.

*Material Enclosed.
DATE OF MEETING: September 12, 1985

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


Guests: Bob Post, Tri-Met; Ted Spence, Ed Hardt, Bernice Tannenbaum, Jef Kaiser, Tom Schwab, and Jim McClure, ODOT; Easton Cross, Kasch's; Hugh Brown, City of Milwaukie; Bebe Rucker, Port of Portland; Gary Spanovich and Tom VanderZanden, Clackamas County; Steve Dotterrer, Grace Crunican, and Julia Pomeroy, City of Portland; Rick Daniels, Washington County; Jane Cease, State Senator (Oregon Senate Transportation Committee); and Geraldine Ball, DJB, Inc.

Staff: Rick Gustafson, Executive Officer; Andrew Cotugno; Bill Pettis; Richard Brandman; Karen Thackston; Dan Seeman; and Lois Kaplan, Secretary

MEDIA: None

SUMMARY:

INTRODUCTION OF FRED MILLER

Chairman Waker introduced Fred Miller, Director of the Oregon Department of Transportation, to the JPACT members and noted that he would be serving on the Committee on this date in place of Ed Hardt.

REVISING TRANSPORTATION IMPROVEMENT PROGRAM PROJECT MANAGEMENT GUIDELINES

Andy Cotugno explained the need to establish new guidelines for processing of TIP amendments and reviewed for the Committee which adjustments should be handled by resolution or processed administratively.

In discussion on this Resolution, the Committee recommended that JPACT be apprised of all TIP administrative actions on a quarterly basis in addition to the monthly reporting to TPAC.

Further clarification of the administrative processing revealed that the procedure would be in compliance with all federal requirements.
Action Taken: It was moved and seconded to recommend approval of Resolution No. 85-592 for the purpose of revising TIP project management guidelines with the stipulation that quarterly reports be provided JPACT on all administrative processing actions. Motion CARRIED unanimously.


Andy Cotugno explained that the Transportation Improvement Program represented an all-encompassing document, incorporating all past TIP transactions and defining the FY 86 program. He then briefed the Committee on the various funding categories contained therein and the function of each category.

Andy indicated that, following passage of a funding allocation by Congress, a Resolution would be adopted for funding specific FY 86 projects under the Interstate Transfer Program.

It was also explained that all projects from the old Transit Development Plan (TDP) that did not have match were included in the later years of the Transportation Improvement Program so that they are identified but without a firm schedule for implementation. The intent is to include a 50-bus per year procurement under Section 9 funds.

It was noted that the Section 3 "Trade" Program is currently under review by the TIP Subcommittee and that an overview will be presented to JPACT in the upcoming months. It was pointed out that this is the last year (FY 86) for gaining project approval for use of Interstate Transfer funds and that the TIP Subcommittee will return with a recommendation on disposition of the $17 million Regional Reserve.

Chairman Waker thanked Metro staff for referencing the projects by line number in the Staff Report.

John Frewing, on behalf of Tri-Met, expressed concern over the reliance of Section 9/9A funds for Metro transportation planning as implied in the Staff Report. He emphasized the flexibility of such funds, the fact they are limited federal funds, and suggested further exploration of alternative funding measures and categories by the region. Andy indicated that, when the Section 9 program was created, it was expressly set up to include transportation planning. He noted other options being explored for planning include use of the $17 million Interstate Transfer Reserve and the proposed regional gas tax.

Action Taken: It was moved and seconded to recommend approval of Resolution No. 85-593 for the purpose of adopting the FY 1986 to post-1989 Transportation Improvement Program and the FY 1986 Annual Element and that additional sources of funding be considered for review by JPACT as an alternative to Section 9/9A funds. Motion CARRIED unanimously.
REVIEW OF ODOT SIX-YEAR PROGRAM UPDATE PROCESS AND ACCEPTANCE OF PRELIMINARY EXPRESSION OF REGIONAL PRIORITIES FOR FUNDING

Following review by the TIP Subcommittee, Andy Cotugno reported that the focus of the Staff Report centers on preliminary priorities for ODOT's Six-Year Plan. The three aspects of the recommendation include: 1) identification of the process and schedule for JPACT input; 2) recognition that the categories of projects will be selected by ODOT based on ranking of projects by technical criteria; and 3) preparation of a priority statement by JPACT on the Modernization Program based on demand and availability of funds. Andy then reviewed the State's schedule in the proposed update process.

Andy emphasized the need for flexibility in our choice of priority projects in order to better address the State's criteria. At this point in time, the region is only recommending preliminary priorities. He pointed out that Attachment B represents a first-cut on projects initially requested by each jurisdiction. As the criteria adopted by the State is applied, there will be a further trim-down.

In response to concern raised over the State's criteria for the $200 million Modernization Program, Fred Miller indicated that it evolved from the State's statutes with more emphasis given to economic development.

Mayor Cole questioned the omission of the Lombard Extension project (north of Canyon) from Attachment E on the Washington County project listing. He cited its importance as a catalyst for the City of Beaverton. Andy indicated it had not been discussed at the TIP Subcommittee level and pointed out that Attachment E represented a pared-down version of the initial requests by all the jurisdictions. During discussion on the project, the question was raised as to whether Washington County would want to reduce its scope by adding in this project. There was mutual agreement that the TIP Subcommittee should review the Lombard Extension project (north of Canyon) for consideration for possible inclusion in the ODOT Six-Year Plan in the next round of priority-setting.

Action Taken: It was moved and seconded to recommend approval of the ODOT Six-Year Program update process and acceptance of preliminary expression of regional priorities for funding; and to refer the Lombard Extension project to the TIP Subcommittee for consideration as to its inclusion in the Six-Year Plan. Motion CARRIED. Fred Miller abstained.

MCLoughlin BOULEVARD IMPROVEMENT PROGRAM

Following completed preliminary engineering and environmental studies for McLoughlin Boulevard, it is the intent that JPACT now consider release of the draft McLoughlin Corridor Improvement Program for consideration by the local jurisdictions.
Ed Hardt, Metro Region Engineer, provided a breakdown of the history of the McLoughlin Corridor beginning in 1979 with adoption of Metro Resolution No. 79-111 authorizing federal funds for the McLoughlin Boulevard Corridor development. He outlined the four phases of the proposed project, the major concerns, and the need to obtain mutual approval by Resolution from the two counties and two cities. He indicated that the project was phased because of the incremental availability of funds. Ed related that agreement had been reached by all jurisdictions on the Tacoma overpass but noted mutual concerns over the future of Johnson Creek Boulevard.

Andy Cotugno then reviewed the four elements of the Resolution for development of the McLoughlin Boulevard Improvement Program:
1) approval of a specific McLoughlin Boulevard highway improvement (including the design concept for the Tacoma/McLoughlin interchange);
2) amendment of the RTP to include LRT in the corridor from downtown Portland to Milwaukie; 3) commitment to a study of east-west traffic problems for the area along Johnson Creek Boulevard and across the Willamette River south of the Sellwood Bridge; and 4) allocation of Interstate Transfer funds.

Hugh Brown, City Manager of Milwaukie, commented on the extensive work given to this project and that the east-west traffic concerns are now being addressed. He felt that concern would be resolved within a short time.

Easton Cross (Kasch's) spoke on behalf of the McLoughlin Boulevard merchants, indicating the Ardenwald neighborhood's concern over traffic impact. He reported that an alternative proposal has been presented to the City and ODOT for consideration that would utilize Portland Traction Company right-of-way for a Johnson Creek bypass between McLoughlin and Creekside. The Neighborhood Association is under the impression that the railroad is in the process of abandonment. He felt this alternative would have less negative impact and would be more cost-effective than the bypass alternative previously considered.

Ed Hardt stated that ODOT has checked on the proposed abandonment with the PUC and found that it is a viable line and the railroad has no intention of abandoning it.

A discussion then followed on the possible future replacement or relocation of the Sellwood Bridge.

It was mutually agreed that a solution needs to be reached for the east-west traffic in the McLoughlin Corridor that would achieve a lesser impact on the Ardenwald neighborhood.

Based on experience in the Beaverton area, Mayor Cole recommended taking "money in hand" in negotiations with the railroad -- should there be need for that right-of-way.
Action Taken: It was moved and seconded to recommend release of the draft McLoughlin Corridor Improvement Program for consideration by the affected jurisdictions. Motion CARRIED unanimously.

INITIATION OF I-205 LRT STUDY

Richard Brandman reported that the analysis and feasibility of light rail transit in the I-205 corridor has been initiated. He reviewed the three alternatives under consideration: expanded bus service, busway, and LRT from the Clackamas Town Center to the airport. He indicated that Metro staff is working in cooperation with staff from the Port and Clackamas County and that a Policy Committee is now being set up. Completion of the technical analysis is anticipated in January with follow-up recommendations for consideration in March.

STATUS OF ODOT/OAC/LOC ROADS FINANCE STUDY

Andy Cotugno reported on the formation of a Steering Committee, endorsed by ODOT/AOC/LOC, seeking consulting services to conduct a study of Oregon's road needs and existing sources of revenue. The purpose of the Steering Committee is to define the scope and objective for the consultant's analysis. The overall objective is to produce a financial plan to meet highway needs of the cities, counties and Highway Department. It is intended that the analysis comprise a 15-20 year span and establish common levels of service and common needs.

Andy noted that the emphasis of the financial plan will be on meeting the needs rather than reappropriating existing funding that is insufficient. He indicated that the Committee hopes to bring such a plan to the next Legislature. Andy reported that the split for funding such a study will be 68-20-12 (State, Counties, and Cities, respectively).

Comments made at the meeting indicated that there is need for a new funding program and to develop other resources.

Rick Gustafson cautioned JPACT to follow the road needs of the Metro region closely and to prepare itself in making its regional position known to the State at an early time. He felt the matter of funding distribution should be re-examined and that other options of distribution be explored.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rick Gustafson
           Don Carlson
           JPACT Members
Date: September 18, 1985  Presented by: Andy Cotugno

FACTUAL BACKGROUND AND ANALYSIS

Proposed Action

This action will amend the TIP to include a new project to construct three concrete/steel bridge approach ramps between S. E. Water Avenue and the main truss span of the Hawthorne Bridge:

Hawthorne Bridge East Approach Ramps Replacement (HBR)

Highway Bridge Replacement Funds

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Background and Analysis

The project is to replace three existing approach ramps between S. E. Water Avenue and the Hawthorne Bridge main truss span. The existing approach ramps are of timber/concrete construction and while having received temporary repairs, the ramps are in poor condition and in need of replacement.

In late 1984, Multnomah County completed short-term repairs to prolong the structure life until a complete replacement could occur estimated for 1986-87. If replacement is scheduled beyond 1987, additional strengthening at additional cost will be required. Although the proposed project is scheduled for construction in 1989 because HBR funds through that period have been fully committed to other bridge projects, Multnomah County is seeking to have it accelerated to 1987.

Draft Resolution No. 85-594 adopting a McLoughlin Boulevard Improvement Program calls for, among other actions, amendment of the Regional Transportation Plan (RTP) to include LRT in the
corridor from downtown Portland to Milwaukie. It establishes the need for and timing of transit and highway improvements and compatibility with future LRT considerations. Preliminary engineering for the Hawthorne Bridge approaches, to commence immediately, will need to address the issue of how to ensure the Water Avenue ramp has the flexibility to add LRT at a later date (i.e., taking into consideration such matters as structural capacity, curves, width, etc.).

Other matters that should be addressed during preliminary engineering include coordination with the Willamette River Greenway and consideration of increased parking under the structure.

TPAC has reviewed the project and recommends approval of Resolution No. 85-599.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 85-599.

BP/gl
4317C/435-2
09/30/85
BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AMENDING THE TRANSPORTATION IMPROVEMENT PROGRAM (TIP) TO ADD A HAWTHORNE BRIDGE APPROACH RAMPS REPLACEMENT PROJECT RESOLUTION NO. 85-599

Introduced by the Joint Policy Advisory Committee on Transportation

WHEREAS, Through Resolution No. 85-593, the Council of the Metropolitan Service District adopted the TIP and its FY 1986 Annual Element; and

WHEREAS, The Oregon Department of Transportation (ODOT) has requested that a new project using Highway Bridge Replacement funds be added to the TIP; and

WHEREAS, This project will replace three timber/concrete approach ramps of the Hawthorne Bridge with three concrete/steel ramps; and

WHEREAS, Preliminary engineering for this project will commence in FY 1986 and will address compatibility and timing of highway and LRT considerations; and

WHEREAS, Construction of the ramp improvements is scheduled for FY 1989 and projects using the noted funds are required to be in the TIP in order to receive federal funds; now, therefore,

BE IT RESOLVED,

1. That Federal-Aid Highway Bridge Replacement funds be authorized for the Hawthorne Bridge approach ramps project.

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2. That the TIP and its Annual Element be amended to reflect this authorization.

3. That the Metro Council finds the project in accordance with the Regional Transportation Plan and gives affirmative Intergovernmental Project Review approval.

ADOPTED by the Council of the Metropolitan Service District this _____ day of ________________, 1985.

Ernie Bonner, Presiding Officer
STAFF REPORT

AGENDA ITEM NO. 85-600

MEETING DATE ________________

APPROVAL OF RESOLUTION NO. 85-600 FOR
THE PURPOSE OF AMENDING THE FUNCTIONAL
CLASSIFICATION SYSTEM AND THE FEDERAL-
AID URBAN SYSTEM (FAUS) IN THE CITY OF MILWAUKIE

Date: September 19, 1985 Presented by: Andy Cotugno

FACTUAL BACKGROUND AND ANALYSIS

Proposed Action

This action will initiate a request to the Federal Highway
Administration to classify and designate under the Federal-Aid
System S. E. 42nd Avenue consistent with its use set forth in
the city of Milwaukie's Street Classification Plan.

This action will add to the Functional Classification and
Federal-Aid designation as requested by the city of Milwaukie,
thereby permitting the use of federal funds on the affected
street.

Add the following local street as collector:

S. E. 42nd Avenue - S. E. Harrison Street to S. E.
Railroad Avenue

TPAC has reviewed this amendment to the Functional
Classification System and recommends approval of Resolution
No. 85-600.

Background and Analysis

S. E. 42nd Avenue, which connects to S. E. Railroad Avenue (FAU
9702) on the south and to S. E. Harrison Street (FAU 9714) on
the north, is currently not on the Federal-Aid System. Since
all major streets intersecting this segment of S. E. 42nd
Avenue are on the Federal-Aid System, it is appropriate that
the segment likewise be designated. Metro staff analysis has
confirmed that the proposed change is consistent with the
functions serving the traffic circulation patterns associated
with the segment.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution
No. 85-600.

BP/gl/4330C/435-3
09/30/85
WHEREAS, The city of Milwaukie has requested that a S. E. 42nd Avenue street segment be functionally classified and federally designated; and

WHEREAS, This requested street change has been brought about to support a collector function between S. E. Harrison Street and S. E. Railroad Avenue and is classified as such in the City's Street Classification Plan; and

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

WHEREAS, Staff analysis indicates that the proposed change is consistent with the functions serving the traffic circulation patterns associated with the segment; now, therefore,

BE IT RESOLVED,

1. That the Metro Council amend the Functional Classification system to add as collector:

   S. E. 42nd Avenue - S. E. Harrison Street to S. E. Railroad Avenue

2. That the Metro Council amend the Federal-Aid Urban System to incorporate Exhibit "A."
3. That a Federal-Aid route number be assigned to the added segment in accordance with Exhibit "A."

4. That Metro staff coordinate the amendments with ODOT.

ADOPTED by the Council of the Metropolitan Service District this _____ day of __________, 1985.

Ernie Bonner, Presiding Officer

BP/gl
4330C/435-3
09/30/85
CHANGES:

1. Add SE 42nd Avenue as a Collector from SE Harrison Street (FAU 9714) to SE Railroad Avenue (FAU 9702).
CONSIDERATION OF RESOLUTION NO. 85-601 FOR THE PURPOSE OF APPROVING USE OF REGIONAL FEDERAL-AID URBAN SYSTEM FUNDS IN PARTIAL SUPPORT OF THE OREGON ROADS FINANCE STUDY

Date: September 30, 1985
Presented by: Andy Cotugno

FACTUAL BACKGROUND AND ANALYSIS

Proposed Action

Adopt the Resolution authorizing $18,861 of Federal-Aid Urban funds as the Portland region's contribution toward the Oregon Roads Finance Study on the assumption that the City of Portland will take separate action providing its pro rata share.

TPAC recommends approval of Resolution No. 85-601.

Background

As a result of the 1985 session of the Oregon Legislature, the Oregon Highway Division, Association of Oregon Counties, and League of Oregon Cities have embarked on an Oregon Roads Finance Study. Steering and Policy Committee memberships have been established to provide representation from these groups (see Attachment "A").

The objective of this study is to develop a legislative proposal for the 1987 session for a roads financing package to meet the long-term needs of the cities, counties and state. Key elements of the study toward this objective include establishment of road needs for Maintenance, Preservation and Modernization of the city, county, state systems, evaluation of existing and potential revenue sources and development of a recommended package to fund unmet needs.

The services of a consultant are now being solicited with an estimated cost of $500,000. The consultant is expected to begin work by late December and finish by September 1986. Funding will be provided as follows: 68 percent from the State Highway fund, 20 percent from Federal-Aid Secondary funds on behalf of the counties, and 12 percent from Federal-Aid Urban funds on behalf of the cities. The funding shares are based upon the current formula for distributing state highway revenues. This resolution approves the Portland region's share of the FAU portion of the funding.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends adoption of Resolution No. 85-601.

AC/gl/4393C/435-2
10/01/85
ATTACHMENT A

Policy Committee

Tom Walsh, Chairman
Anthony Yturri, OTC Chairman
Fred Miller, ODOT Director
Alan Berg, Mayor of Corvallis
Lou Hannum, Mayor of Medford
Bill Vian, Douglas County Commission
Earl Blumenauer, Multnomah County Commission

Steering Committee

Bob Bothman, Chairman
Larry Rulien, State Highway Engineer
Winston Kurth, Clackamas County
Willis Grafe, Linn County
Grace Crunican, Portland
Tom Gellner, Bend

10-1-85
BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF APPROVING USE ) RESOLUTION NO. 85-601
OF REGIONAL FEDERAL-AID URBAN ) Introduced by the Joint
SYSTEM FUNDS IN PARTIAL SUPPORT ) Policy Advisory Committee on
OF THE OREGON ROADS FINANCE STUDY ) Transportation

WHEREAS, The Oregon Transportation Commission (OTC)/
Association of Oregon Counties (AOC)/League of Oregon Cities (LOC)
appointed Policy Committee has proposed to conduct a study of
Oregon's road needs and existing sources of revenues; and

WHEREAS, It is intended that the results of the study will
serve as a recommended package on which the 1987 Legislature can
base state and local road financing; and

WHEREAS, The study will utilize the services of a
consultant team; and

WHEREAS, Costs of the study are to be financed from the
State Highway Fund at 68 percent, Federal-Aid Secondary funds
(counties) at 20 percent, and Federal-Aid Urban funds (urban areas)
at 12 percent; and

WHEREAS, The Metro region has been called upon to provide
its pro rata share of the $60,000 of Federal-Aid Urban funds; now,
therefore,

BE IT RESOLVED,

1. That the Council of the Metropolitan Service District
endorse the Roads Finance Study.

2. That $18,861 of regional Federal-Aid Urban funds
scheduled for FY 1986 is hereby released to ODOT in exchange for
funds to support the study in accordance with Exhibit "A."
3. That the Metro Council assumes that the City of Portland will take separate action to provide its pro rata share.

4. That the Metro Council finds these actions in accordance with the Regional Transportation Plan and gives affirmative Intergovernmental Project Review approval.

ADOPTED by the Council of the Metropolitan Service District this _____ day of ______________, 1985.

Ernie Bonner, Presiding Officer
EXHIBIT A

FY 1986 Regional Federal-Aid Urban Funds

PROJECTED APPORTIONMENT: $1,564,832

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ACC: lmk
9-27-85
Mr. Larry Rulien  
State Highway Engineer  
Oregon Department of Transportation  
140 Transportation Building  
Salem, Oregon 97310

Dear Mr. Rulien:

Earlier this year, we were alerted to the possibility that the FY 86 Interstate Transfer-Highway program would not be fully obligated and therefore the region faced the prospect that some portion of these funds would lapse. To avoid this possibility, ODOT and the other affected jurisdictions set out a program of extraordinary state and local efforts to ensure that projects would remain on schedule. With the close of the federal fiscal year on September 30, 1985, it is clear that we have been successful in meeting the necessary deadlines -- the available FY 86 funds have been fully obligated.

ODOT is to be commended for meeting these deadlines and maximizing funds available to the region. We would like to thank you and your staff for your cooperation.

Sincerely,

Richard Waker, Chairman  
Joint Policy Advisory Committee  
on Transportation

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<td>S- Steve Dotterer</td>
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COMMITTEE MEETING TITLE  JPACF

DATE  10-10-85  7:30 am

NAME
G- Geraldine Bell
G- Bob Bothman
G- Ed Hardt
G- Ted Spence
G- Babe Ruster
G- Karen Thalston
G- Peter Fry

AFFILIATION
DJB, Inc.
ODOT

Part of Portland
Metro

CE/C