

## MEETING REPORT

**DATE OF MEETING:** January 13, 1994

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

**PERSONS ATTENDING:** Members: Chair Rod Monroe, Susan McLain and Jon Kvistad, Metro Council; Earl Blumenauer, City of Portland; Bernie Giusto, Cities of Multnomah County; Fred Hansen, DEQ; Gary Hansen, Multnomah County; Ed Lindquist, Clackamas County; Craig Lomnicki, Cities of Clackamas County; Roy Rogers, Washington County; Les White, C-TRAN; Mike Thorne, Port of Portland; Tom Walsh, Tri-Met and Bruce Warner, ODOT; Rob Drake, Cities of Washington County; and Gerry Smith, WSDOT

Guests: Dave Lohman (JPACT alt.) and Susie Lahsene, Port of Portland; Pamela Reamer-Williams, Oregon Trucking Associations; Geoff Larkin, The Larkin Group, Inc.; David Knowles, Steve Dotterer, and Lavinia Wihtol, City of Portland; Kathy Busse, Multnomah County; John Rosenberger and Linda Peters, Washington County; John Godsey (JPACT alt.), City of Hillsboro; Molly O'Reilly, Citizen; Peter Fry and Jack Burns, Central Eastside Industrial Council; Jim Zehren, MPAC; Steve Stolze, City of Tualatin; Dave Williams, ODOT; Daryl Steffan, City of Beaverton; Howard Harris, DEQ; Richard Ross, City of Gresham; Dan Layden, Multnomah County; Pat Allen, Office of Congressman Kopetski; Fred Russell, Citizen; Keith Ahola and Mary Legry, WSDOT; Dean Lookingbill, Southwest Washington RTC; Mike Cook, TVEDC/ Mentor Graphics; Steve Schell, Portland Future Focus; Chris Beck, Trust for Public Land; Park Woodworth, Bernie Bottomly and G.B. Arrington, Tri-Met; and Bob Bothman, MCCI

Staff: Andrew Cotugno, Mike Hoglund, Rich Ledbetter, Terry Whisler, Jenny Kirk, Gail Ryder, Lisa Creel, Merrie Waylett, Allison Dobbins, and Lois Kaplan, Secretary

**MEDIA:** None

SUMMARY:

The meeting was called to order by Chair Rod Monroe, who welcomed and introduced newly appointed Councilors to JPACT, Susan McLain (who will serve as Vice-Chair) and Jon Kvistad. The alternate will be Jim Gardner.

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Bruce Warner reported an error on page 8 of the December 9 JPACT meeting minutes regarding comments attributed to him. The minutes will be clarified to read:

"Bruce Warner ~~responded~~ commented that, in discussions on large projects, there must be a clear understanding of the safety issue tradeoffs."

"He Mike Thorne spoke of a predicament experienced by Freightliner Corporation that can't run its operation 24 hours because of freight access problems."

Action was postponed until the February 10 JPACT meeting pending clarification of the minutes.

ANNOUNCEMENTS

Andy Cotugno announced that notices were sent out for the joint Metro Council/JPACT/MPAC/Future Vision Commission meeting on the "no/slow growth" issue scheduled for Wednesday, January 19, at 7:30 a.m. in Rooms B115-B116 of the Oregon Convention Center.

Andy also reported that Metro may be awarded a congestion pricing pilot grant. However, no formal notice has been received to date from FHWA. Initially, FHWA wanted to award a grant to a specific project but their position has changed. Andy asked for JPACT member participation if a press event is scheduled to announce the grant. A discussion followed on how the Bay area project got off to a rocky start because of the lack of that kind of cooperation. Fred Hansen concurred in the importance of the congestion pricing pilot project and felt that it is an issue that needs to be addressed.

RESOLUTION NO. 94-1884 - CERTIFYING THAT TRI-MET'S JOINT  
COMPLEMENTARY PARATRANSIT PLAN UPDATE FOR 1994 CONFORMS TO  
METRO'S REGIONAL TRANSPORTATION PLAN

Park Woodworth, Accessible Program Development Director at Tri-Met, noted that the 1990 Americans with Disabilities Act (ADA) requires that Metro (an MPO) annually review Tri-Met's

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Paratransit Plan to certify that it conforms to the Regional Transportation Plan. Park reviewed the milestones achieved to date, which included additional service put into effect as of September 1993; an expanded budget to meet the increased demand resulting from ADA requirements; and an updated Complementary Paratransit Plan.

Progress to be achieved by September 1994 includes requests for service being processed from the prior day; trips scheduled with timely pickups; no trip denials or missed trips; and avoiding trips of excessive trip lengths. He reported an addition of 59 hours of service and 15 new vehicles. He indicated that they continue to experience ride turn-downs and need to work on that issue.

Park reported that three public hearings were held relating to service outside the mandated service area (the present service area is limited to residents located within three-quarters of a mile from the bus line).

This Paratransit Plan update represents a joint effort with the Molalla Transit District. It has been approved by the Tri-Met Board and is supported by the Committee on Accessible Transportation (CAT) with the stipulation that Tri-Met continues to work on the service issues.

Action Taken: Bruce Warner moved, seconded by Commissioner Lindquist, to recommend approval of Resolution No. 94-1884, certifying that Tri-Met's joint Complementary Paratransit Plan Update for 1994 conforms to Metro's Regional Transportation Plan. The motion PASSED unanimously.

RESOLUTION NO. 94-1890 - RECOMMENDING TO THE OTC A PACKAGE OF PROGRAM REDUCTIONS AND ADDITIONS FOR INCORPORATION IN THE 1995 THROUGH 1998 STATE TRANSPORTATION IMPROVEMENT PROGRAM

Andy Cotugno reviewed the Staff Report/Resolution outlining TPAC's recommendations for the ODOT Transportation Improvement Program for 1995 through 1998. Also distributed was an updated TIP funding chart reflecting the recommended cuts and a sense of magnitude of dollars expended by mode over the four-year life of the TIP.

Andy reviewed Exhibits 1 and 2 to the resolution, recommendations for the program and alternative mode allocations and the alternative mode investment recommendations, respectively.

Andy noted that TPAC is recommending that the Water Avenue ramp project be moved to the Development section and remain in the RTP

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unless there is some southbound access replacement that comes forward. He felt that the issue of southbound access remains a critical one.

Andy explained that the Sylvan project includes five separate projects, two of which are under contract. He noted that the zoo on-ramp is under construction as is the westbound segment west of Finley's serving as the truck haul lane. The other three components -- the westbound climbing lane, the eastbound climbing lane, and the Sylvan project in the middle, are in question. The intent of the recommendation is that activity relating to main-line construction that would disrupt traffic along the freeway not proceed until after startup of the Westside LRT. The main improvement involves a safety problem; the project involves a series of frontage roads that could be built outside the freeway without significant disruption. The cost of the safety project is not clear. TPAC's recommendation is that ODOT's project for correction of Sylvan's westbound safety problems be targeted at \$50 million and that, if the problems can be resolved more cost-efficiently, the difference would be used in the alternative mode reserve. Andy emphasized the need for staging of the full project recommended for implementation by the Environmental Impact Statement. The future phases would affect freeway operations and are recommended to be deferred.

Chairman Monroe then convened the meeting for a public hearing, asking participants to limit their testimony to three minutes:

- . Jim Zehren, a resident at 4116 SW Comus Street in Portland and a member of MPAC, spoke in support of additional funding for alternative modes. As background, he cited having developed benchmarks for the Oregon Progress Board, putting together a livable community agenda for the state, serving as Chair of the Portland Development Commission, serving as a member of RPAC, and serving on the Strategic Planning Committee. His concerns dealt with issues relating to growth and land use, the need to develop densities, and the need to do a better job of integrating land use and transportation, citing examples. He noted that the decisions of Region 2040 will affect the RTP and guide staff in the mandated Framework Plan to reflect the principles mentioned. He asked that funding be reallocated in support of alternative modes. He felt it is consistent with new directions the region is taking and that resources should also be allocated in that direction.
  
- . Steve Schell, a resident at 707 SW Washington and representing Portland Future Focus, testified in support of alternative modes and transit-oriented development, noting support from the American Institute of Architects, 1000 Friends of Oregon

and the Oregon Public Trust Group. He spoke of the relationship between transit connected with land use, questioning the total of \$7.19 million allocated for alternative mode investments. He cited the need to get the public-private sector together to form a partnership to provide the mechanisms for such development. He felt there is a market to live in facilities close to a transit line.

- . James Beard, representing the Oregon Environmental Council, testified in support of the alternative modes package and the fact that he felt the allocation for the package was inadequately low. He emphasized that the construction funds will not alleviate nor provide congestion relief. He noted that there are too many cars, not enough alternative mode services, and cited the need to evaluate the road projects on a safety basis.
- . Molly O'Reilly, a citizen member of TPAC and a member of STOP, recommended sustaining Resolve 3 and leaving intermodal projects out until the pot returns to \$20 million; that there be public process on ODOT's plans for the Sylvan/Canyon Road project; cited the cost-effectiveness of alternative modes; and noted a document published by 1000 Friends of Oregon entitled "Pedestrian Environmental Friendliness."
- . Fred Russell, a resident at 4206 SE Salmon Street in Portland, testified in support of multi-modal development, citing examples such as bike/pedestrian and neighborhood transit improvements. He felt it was a mistake to try to solve traffic congestion and air quality problems by adding increased capacity and pointed out that it only thwarts efforts to build a livable community.
- . Jack Burns, a member of the Central Eastside Industrial Council (CEIC), testified on behalf of the Water Avenue ramp project. The CEIC is asking that the resolution be amended to provide funding for the Water Avenue ramp project in its entirety. Members of the CEIC have been meeting with some members of the City Council to seek a revote on the issue as they feel they didn't have all the facts.

Mr. Burns reported the following 20 organizations in support of southbound access and stability of the freeway transportation system:

- . Central Eastside Industrial Council (over 200 members; representing the 1,700 CEIC businesses)
- . Oregon Trucking Association
- . U.S. National Bank

- . Portland General Electric
- . Pacific Power and Light
- . Bank of America
- . Portland Chamber of Commerce
- . Northwest Industrial Neighborhood Association
- . Port of Portland
- . Blazer Arena Corporation
- . Buckman Neighborhood Association
- . Hosford-Abernethy Neighborhood Association
- . Lloyd Business District Association
- . Association for Portland's Progress
- . Melvin Simon Company (Lloyd Center)
- . Freightliner Corporation
- . Bosco Milligan Foundation
- . Commercial Club of Oregon
- . Oregon Drayman's Association
- . Calaroga Terrace/Lloyd Residents Association

Mr. Burns explained that the CEIC is composed of representatives from PP&L, U.S. National Bank, the Port of Portland, and Chamber of Commerce. He cited the real issue being that of "jobs" and that Water Avenue is the "key." He felt that the Central Eastside industrial district serves as a sanctuary for the job producers. Its advantages are being close to the neighborhoods with close proximity to shopping development in the City of Portland. He indicated that funds weren't available in 1960 to fund the initial project. He noted there were 22,000 jobs in the area in 1946, mainly warehousing and manufacturing. Following construction of the Hawthorne ramps, some of the older buildings were deserted with movement toward the suburbs. At that time, the CEIC was formed and the Water Avenue ramp was their first goal. Jobs in the district had dropped to 7,000. In 1982, there were 13,000 jobs in the area. He emphasized that access is the key element as to whether jobs will be in that area in the future. He noted that a lot of buildings were financed by the U.S. Bank based on the assurance that the ramp will be there.

In response to a question raised about why the City Council has not yet addressed a revote, Mr. Burns indicated it was because of the LUBA appeal. He noted that the response by mail and phone calls received by the City was predominantly negative to the vote taken. There are approximately 1,700 businesses in the Central Eastside industrial area at this time. He indicated that changes on the City Council and the continual direction of moving the freeway destabilized the area. He felt it is the most important project the City of Portland has.

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- Peter Fry, a representative of the Central Eastside Industrial Council, spoke of the City of Portland resolution regarding Eastbank Esplanade mitigation of the Water Avenue ramps. He supported the mitigation.
- Mike Cook, a member of the Tualatin Valley Economic Development Corporation and representative of Mentor Graphics, commented on the amount of work and effort that has taken place to fit the projects within the available funding. In his opinion, the Highway 217/Kruse Way interchange had been shortchanged, noting that the \$22 million alternative doesn't really solve the problems nor address the needs of adjoining development.

The hearing was closed and the meeting reconvened.

Motion: Bruce Warner moved, seconded by Councilor Kvistad, to recommend approval of Resolution No. 94-1890A, recommending to the Oregon Transportation Commission a package of program reductions and additions for incorporation in the 1995 through 1998 state Transportation Improvement Program.

1st motion to amend: Mike Thorne moved, seconded by Bruce Warner, to modify Resolve No. 3 by deleting "only if this fund is increased to \$20 million, or greater" and to add "e. Intermodal Management Plan Projects" to Exhibit 2.

In discussion on the proposed amendment, it was noted that an Intermodal Management Plan must be in place in order to meet federal requirements.

Commissioner Rogers asked for clarification as to whether the Port is asking for consideration only of the Southgate and Columbia Boulevard projects. Mike Thorne responded that they represent the two most critical projects, but the Port will continue to press on the issue of addressing freight movement. He acknowledged that the Port is only seeking to compete against other eligible projects for \$1.05 million in funds, not that funds be earmarked.

Commissioner Blumenauer felt that the program is beginning to have more balance. He was supportive of the amendment because it would allow the Port to compete for funding and because it is consistent with the need to look at all modes for maximum regional benefit. He felt that the region is starting to move in new directions and there is need in the future for greater flexibility.

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Andy Cotugno indicated that, if the amendment passes, the Staff Report would be clarified about the Port's opportunity to compete for funding and the fact that it is the Port's intent to only seek those two projects up to that dollar amount.

The first motion to amend PASSED unanimously.

2nd motion to amend: Commissioner Blumenauer moved, seconded by Councilor Giusto, to add a sentence to Resolve No. 4 (accepted as a friendly amendment) that would read as follows:

Working through Metro, ODOT will involve affected local governments and citizens in the project design efforts to produce a specific project which corrects the westbound safety problem while minimizing expenditures and construction disruption on the main line of the Sunset Highway.

In discussion, Bruce Warner indicated his support of the amendment, noting that ODOT is doing a lot of internal redesign on the Sylvan project and more information would be available in March. Councilor McLain was also in support of the amendment.

The second motion to amend PASSED unanimously.

3rd motion to amend: Commissioner Rogers moved, seconded by Tom Walsh, to substitute wording on clause 1 of Exhibit 2 to read "1. Fund Tri-Met's core capital program rather than Fund Tri-Met "bus replacement and ADA needs".

The third motion to amend PASSED unanimously.

Another amendment proposed by Washington County and, after further discussion, deemed unnecessary related to assurance that "underrun" funds on any projects in the Construction Section would be reserved for completion of Construction Section projects rather than being transferred to any alternative mode projects not specifically identified as part of the funding package. Bruce Warner noted that an amendment wouldn't be necessary as it is standard practice at ODOT.

Another concern raised by Washington County involved the I-5/217/Kruse Way project and the fact Washington County feels it represents a "facility of statewide significance" and should be recognized as a state responsibility. Washington County feels that the state has a responsibility beyond current efforts to fund improvement of that interchange. In response, Bruce Warner provided the following reassurances and clarification regarding the downsized project:



- . The I-5/217/Kruse Way Interchange project represents \$13.4 million of construction costs and would be augmented by approximately \$5 million of right-of-way expenditures;
- . The project is recognized as a project of great importance in the state;
- . Proposed funding meets all existing critical freeway-to-freeway problems;
- . The project represents an initial phase and is backed by a commitment in the Development element to a future phase that would address local circulation problems;
- . Future final phases of the project would be shaped by outcome of the Western Bypass Study; and
- . ODOT's policy is to design first-phase projects in a way that minimizes throw-away components required in second-phase construction.

Bruce Warner felt that the biggest problem in dealing with the I-5/217/Kruse project is the freeway-to-freeway movements. He cited concerns relating to northbound I-5 and westbound 217 movement, noting the critical safety elements to be addressed. The width of the structure to be built on I-5 was at issue based on available funds. Bruce felt that the \$13.4 million currently allocated to the project can really address the major needs but noted that local circulation problems will still need to be addressed. Committee members agreed on the need to provide clarification to the Staff Report to indicate that the \$5 million for right-of-way is not part of the \$13.4 million allocation.

For further clarification, Andy noted that action being taken on the Construction side represents construction costs and that the \$136 million figure represents a construction target. Every project has a project development cost component and a right-of-way component.

Andy Cotugno did not feel an amendment was necessary on this issue in view of the fact that there is a TIP update every two years.

Andy Cotugno and Bruce Warner didn't feel that the Washington County amendment was necessary on the Sylvan project as long as clarification is provided in the Staff Report.

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Another amendment considered was to add a section in the Staff Report that identifies the I-5/217/Kruse Way project as one of statewide significance. Bruce Warner responded that there are a lot of projects of statewide significance that should receive similar consideration and felt that adding such language would be sending the wrong message. He noted that there are limited funds statewide and stated that there is need to figure out how to allocate those dollars within Region 1. Commissioner Rogers felt it is a difficult issue for their area and that Washington County sees it differently in that it takes traffic that is not localized. He noted that it is a big issue in Washington County. Councilor Kvistad commented that the project is not only of state significance but involves a federal highway that impacts more than two jurisdictions, citing the importance of language being provided that connects with I-5 and major transportation.

Commissioner Lindquist commented that he understood that each jurisdiction has a similar situation and that poor operation of this type of major interchange puts more pressure on building bypass projects. He felt emphasis should be placed on the fact that it represents the north/south freeway route on the West Coast and is clearly more than a local government priority. He felt the priority issue should be raised as the traffic is coming from areas that don't have transit or alternatives. He felt it is a West Coast problem.

Tom Walsh was supportive of the WCTCC discussion, providing background on transit financing and its increased share of the total transportation funding that comes to this region. He recognized that JPACT is supportive of the I-5/217/Kruse Way project and there is need to define the second phase.

Commissioner Blumenauer did not favor going through the Legislature for this project and did not favor political solutions. He cited the need to strengthen the JPACT process.

Commissioner Rogers spoke of the I-5/217/Kruse Way project's unique characteristics and felt that the region has been very proactive and responsible.

4th motion to amend: Commissioner Rogers moved, seconded by Mayor Drake, to recommend that a section be added to the resolution that clearly identifies that I-5/217/Kruse Way is a facility of statewide significance and that correction of the deficiencies on that system should be recognized as a state responsibility beyond the efforts underway at the ODOT Region 2 level to fund improvement of that interchange.

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In discussion, Commissioner Lindquist asked whether we would get a strong commitment from ODOT inasmuch as the project provides linkage between two major freeways and the region feels it represents a facility of statewide significance. Bruce Warner agreed that the project was of high priority, that relief of significant interchange safety and operational problems is needed, that it is a regional priority, and that he would communicate the region's recommendation for this project directly to the OTC.

Commissioner Rogers withdrew his motion.

5th motion to amend: Commissioner Rogers moved, seconded by Commissioner Lindquist, to strike from Resolve No. 4 (relating to the Sunset Highway project) the clause that read: "that if this program can be remedied for less than this amount, any residual balance be allocated to increasing the alternative mode reserve fund identified in Exhibit 2."

The fifth motion to amend FAILED; four voting in favor and 10 against.

Chairman Monroe proposed an amendment that would ensure that any underruns from the Sylvan project be used to complete the I-5/217/Kruse Way project; defer an additional \$15 million of the Sunset Highway/Sylvan project; and cut \$2.2 million from the "Two additional Metropolitan Area Corridor Studies (MACS)" for the purpose of restoring funding for the I-5/Water Avenue ramp project.

Andy Cotugno explained that the Metropolitan Area Corridor Studies (MACS) include a set of projects looking at arterial facilities to define an improvement strategy.

Chairman Monroe noted that the Water Avenue ramp project has been given high priority and felt it should be funded with a commitment that the process has begun and the project will ultimately be built. Bruce Warner commented that the basic question is whether it is possible to get the Water Avenue project to construction in the next four years. He noted that, without the City of Portland's support for this project, ODOT cannot proceed given NEPA guidelines. In addition, based on previous City Council action, the project could be stalled in an environmental process and the needed permits wouldn't allow the project to get to construction. He felt it is premature to have this project on the Construction list until such time as the City of Portland changes its position. He asked for JPACT input. By putting this project in the Development Program, ODOT would be able to take further action if the City Council determines that this is the

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right project to support for southbound access to I-5 and the RTP reinforces that need. Chairman Monroe felt that the only reason the project was dropped was because of the idea that the freeway would be moved. He emphasized the need for the project to be built if the freeway is not to be moved.

Councilor McLain raised questions relating to JPACT's role regarding priorities and responsibilities on the RTP, Region 2040, the Regional Framework Plan and land use matters and the need for hard decisions. She noted that there is still a commitment to look for access for that particular area. She spoke further on the Water Avenue ramp project and its regional importance and relationship to vitality of jobs and land use planning in the Eastside industrial area. She felt that reasonable efforts should be made to be supportive in that regard. Councilor Kvistad was also supportive of the Water Avenue ramp project, citing it being a project of regional significance, part of Portland's Comprehensive Plan, that it needs to be prioritized and moved forward. He felt there are certain instances when a jurisdiction can be wrong about a project that affects other jurisdictions and that the Planning Committee and Metro Council should go forward with this recommendation.

Mayor Lomnicki felt that clarification is needed as to whether or not local governments can veto projects perceived of regional significance. The question raised was whether or not the region has ever imposed a project of this nature on a jurisdiction and whether it has been constructed over the objection of the jurisdiction. Dave Lohman commented that the Port has supported the Water Avenue ramp project and feels that the southbound access is a regional transportation issue. Because of the consideration that the project couldn't be done within the timeframe and that funds would have to be taken from the Sylvan Highway project, the Port would have to vote against the motion to amend.

Andy Cotugno suggested changing the language in the resolution if JPACT is supportive of the Water Avenue ramp project. The language proposed for revision of Resolve 2 reads as follows:

"2. That the intent of the Metro Council ~~with respect to the recommended cut of the I-5/Water Avenue ramps~~ is to pursue the I-5/Water Avenue ramp or alternative southbound access project and that this project be retained in the Regional Transportation Plan and in the Development element of the STIP. Once identified, funding for an ~~alternative~~ construction of southbound access should be considered."

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6th motion to amend: Councilor Kvistad moved, seconded by Commissioner Lindquist, to accept the change in language for Resolve 2 as proposed above by Andy Cotugno.

Fred Hansen felt it would be a dangerous precedent to ignore the decisions of local jurisdictions so he was going to vote against the amendment.

Chairman Monroe felt that the City of Portland needs to be encouraged to rethink its position on the Water Avenue ramp project.

Commissioner Hansen asked what could be accomplished in the next few years if the City reversed its position and reconsidered the project and if the construction dollars for the project were removed. Bruce Warner reported that funding was available for EIS work and that construction funds could be considered in the next update.

Mayor Lomnicki asked whether the \$1.8 million allocated for the Water Avenue Esplanade works against the potential future of the Water Avenue ramp project. Commissioner Blumenauer responded that it was designed to be ramp neutral and is not a problem.

The sixth motion to amend PASSED; Fred Hansen voted against; Commissioner Blumenauer abstained.

Bruce Warner wanted the record to be clear that ODOT must and will address the safety issues on Sylvan. He noted that there have been 350 accidents in the Sunset Corridor (a 67 percent traffic accident increase) while experiencing a 7 percent traffic increase. ODOT has agreed to review and do the most cost-effective phased project in order to provide additional dollars for alternative modes. They are, however, inflexible about diverging from an adopted Environmental Impact Statement needed for compliance with federal standards. He noted that some funds are needed for surface preservation work to maintain the pavement base in good condition now that modernization work will be delayed until after opening of the light rail.

Bruce reflected on the past four months and the fact that the region has a proposed program despite a funding shortfall. He noted that ODOT is working to do a better job on the Sunset Highway; there is more money allocated for transit; there are funds allocated for intermodal facilities; there is better citizen involvement; and they are better poised to give input on the state level. He felt that JPACT should feel good about the progress made and the degree of consensus reached both individually and collectively.

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Chairman Monroe apologized for the lateness of the meeting but cited its importance and productivity.

Action Taken: In calling for the question, the motion, as amended above, PASSED unanimously.

TRIBUTE TO COUNCILOR VAN BERGEN

Commissioner Lindquist suggested that something appropriate be prepared in appreciation of Councilor Van Bergen as he leaves the chair position on JPACT. Staff was directed to make the arrangements.

ADJOURNMENT

There being no further business, the meeting was adjourned.