

SPEECH FOR U.S. SENATE SUBCOMMITTEE HEARING ON REGIONALISM

by

RICK GUSTAFSON

February 6, 1984

Mr. Chairman and Members of the Subcommittee on
Intergovernmental Relations:

I am Rick Gustafson, Executive Officer of the Metropolitan Service District serving the Portland, Oregon region. I am very pleased to speak with you today about Portland regional government experience.

Congratulations on the selection of an important and controversial topic, one that is in tune with today's national trends. Such trends, as you may know, include the decentralization of institutions in favor of local initiative; a stronger sense of individual self-reliance; and a greater voice for citizens in the decisions that affect them.

Across the nation, metropolitan regional government is alive; it is needed; and it is surviving through times of government cut backs. I believe the federal government has a role in supporting and assisting regional councils of government, and that regional councils are currently providing valuable services to the federal government.

The principal functions of Metro demonstrate three ways that regional councils can be productive: Metro coordinates local governments, funds and operates the regional zoo, and manages regional solid waste disposal. These three functions of consensus-building, taxation authority, and management of regional problems are key services which help to generally define regional government effectiveness. Metro, of course, is not unique in providing varied regional services. Many other councils exist throughout the United States with different approaches to specific regional problems.

The state laws today provide for the growth of Metro, but our future roles are uncertain and depend on a stable funding base to pay for any additional services.

With this background, I will give you the details of Metro's creation and development as a metropolitan regional government.

We in the Metropolitan Service District have had the task of introducing regional government in our area to a skeptical public. As far back as the 1500s, a statesman once wrote: "There is nothing more difficult to take in hand, more perilous to conduct or more uncertain in its success than to take the lead in the introduction of a new order of things." This is no less true today, nearly 500 years later, as we found in establishing Metro.

Metro is "a new order of things," not only because it is regional government--a new concept which is still not comprehended by the average citizen, but most significantly because it is headed by a directly elected 12-member Council and Executive Officer. This direct election of Council and Executive Officer singles out Metro as unique among regional governments in the country.

The concept of Metro evolved from a citizen study by the National Academy of Public Administration, which received funds for their work from HUD. This provided the groundwork for the creation of Metro, and the recommendation went to the Oregon Legislature in 1977. A proposal for a directly-elected regional government was referred to the voters in our region. The measure passed, and Metro started functioning five years ago, in January 1979, following election of officers.

Our jurisdiction covers the urban portions of three counties and 24 cities. The Metro boundaries encompass nearly one million people, and the population is almost entirely urban.

As stated, Metro generally provides coordination, taxation authority, and management of regionwide problems.

In providing these regional services, Metro performs three specific functions within these broad categories:

1. The coordination of local governments in regional transportation planning and the appropriation of federal transportation funds for highway and mass transit projects;
2. The ownership and operation of the Washington Park Zoo; and
3. The disposal of solid waste generated throughout the Metro region.

I will explore each of these in detail, so as to offer you a close-up look at the functions of a regional government, and our accomplishments along the way.

In our coordination function, Metro is the catalyst for transportation decision-making on a regional level. It is important to do transportation planning at this level because the various parts of the transportation system are owned and operated by 27 different Oregon cities and counties, Tri-Met, Oregon Department of Transportation and jurisdictions across the river in Clark County, Washington. Fully two-thirds of our daily travel crosses these boundaries. Investment in one part of the system by one jurisdiction must be coordinated with jurisdictions owning other parts of the system.

In addition to coordination, we approve expenditure of federal transportation funds consistent with the adopted Regional Transportation Plan. This is because Metro has been designated by Oregon's governor to act as the Metropolitan Planning Organization (MPO) for our region, authorized to approve and disburse federal transportation funds for highway and transit improvements.

Metro accomplishes this task through a committee called JPACT: the Joint Policy Advisory Committee on Transportation. Members include elected representatives from cities and counties in the region, including Metro; as well as leaders from the mass transit authority, the Oregon Department of Environmental Quality, Oregon and Washington transportation departments, and the Port authority. Meetings are held monthly at Metro to coordinate priorities regionwide and reach consensus on transportation improvements most desired and most needed throughout our area.

To give you an idea of the size of this undertaking, Metro coordinated the decision-making for \$76.8 million worth of federal mass transit projects in the Portland metropolitan area during 1982 and 1983. Since 1976, we have been responsible for managing the \$500 million Interstate Transfer Program. Our transportation programs also include:

1. The development and adoption of a Regional Transportation Plan, which gives our metropolitan area a framework for improving transportation over

the next 20 years. Improvements will include changes to existing highways and freeways, developing connecting "trunk routes," new street systems, better highway access in developing areas, better bus routes, and increased carpooling. The plan will provide mobility and encourage economic development into the year 2000, when population is projected to grow 40 percent in our area, while jobs will increase 60 percent. Overall, our transportation department must deal with a region, where people make 3.7 million trips per day using all modes of transit, crossing city and county boundaries. This number is expected to reach 5.5 million trips per day in 20 years.

2. The study of the possible extension of light rail lines along each major travel corridor, as population grows and travel demand increases. For example, our work in Washington County has resulted in the selection of a corridor which will receive improvements in bus facilities, highway and freeway systems, and the study of a light rail line connecting the suburbs with the City of Portland. Federal funds of over \$65 million were granted for this project in 1982.

3. The improvement of air quality, together with the Oregon Department of Environmental Quality. An air quality plan was adopted which will enable the region to meet federal clean air standards by 1987;
4. The encouragement of bicycle paths and bicycle commuting;

In addition, Metro has cooperated with other jurisdictions for proposals on regional infrastructure projects--such as roads, sewers, and bridges--that are needed to support future economic development. Metro worked in partnership with other jurisdictions to secure funds for sewers in a nearby unincorporated area. The upgrading of our national infrastructure is of high interest today on the federal level in terms of funding, and is another example of the assistance that regional councils can render to the federal government.

In a related subject area, Metro designates land eligible for urban development through an Urban Growth Boundary. This is a system which defines land which may be developed over the next 20 years, and preserves forest and farm areas. Metro recently increased industrial land parcels for high technology, marine and other industrial uses by 10 percent. These efforts help the future economic development of the region, and Metro plays a part in this important work.

Metro's second major function is ownership and operation of the Washington Park Zoo, the state's only zoo. The facility serves citizens and tourists throughout the region, and is funded through admission fees, fund-raising activities, grants, and donations, in addition to a property tax levy approved by the region's voters and collected by Metro. Our 64-acre zoo will celebrate its Centennial Year in 1987, and it is the largest paid tourist attraction in the state of Oregon.

Our zoo authority is an example of a regional organization assessing tax funding for a major public facility which was previously funded by the City of Portland (which contains 40 percent of the Metro region's population). I believe this provides for a broader and more equitable funding base for a facility which benefits all the citizens of the region.

The Metro Council is responsible for operation of the Zoo. Over the past year, many improvements have been made to the Zoo facilities. These include a newly renovated, climate controlled exhibit of Humboldt penguins, a sculpture-fountain, a redesigned primate house, an elephant museum, and a continuing series of summer music concerts featuring a new bandshell. Our pride and joy is a new three-phase Cascades Exhibit. The first phase, the Cascades Stream and Pond Exhibit, features native Northwest wildlife in a natural setting, surrounded by woods and streams. An upcoming exhibit highlighting the Alaskan Tundra is now under construction. The Council recently approved a new 10-year plan for the Zoo's

continued development. Metro has played a key role in the upgrading and stabilizing of this long-time attraction in the region; a role that we are proud to continue as part of urban regionalism at its best.

As our third major function, Metro disposes of the solid waste generated by our urban population. This is a problem that can best be handled on a regionwide basis. As with most urban areas, landfill space is rapidly filling up, and siting new landfills is a major undertaking for any region. Metro operates the region's only general-purpose landfill in north Portland, which is expected to reach capacity in the late 1980s. A new site has been proposed by Metro and is being aggressively pursued through all legal hurdles, so that it may open in time.

Metro has the direct authority to manage the solid waste system, levy disposal fees to pay direct costs, and to acquire or condemn property for the purpose of operating the system. We hold direct authority and provide the leadership to manage the solid waste problems in our region. As a result, there is only one landfill for 27 jurisdictions which results in a more economical and efficient solid waste system, without costly duplication of services as can be found in other urban areas.

Metro has also built a new transfer and recycling center on the south side of our region which has been very well accepted by the community and commercial garbage haulers. Briefly, it is a

covered, 30,000 square foot building housing a 150-foot long refuse pit. Commercial haulers and private citizens deposit garbage in the pit, which is loaded into large trucks and transferred to the landfill. This saves travel time for the haulers and replaces the private landfill which served this community, and which reached capacity last spring. Also featured at the center is a recycling depot, which is gaining more use than originally expected. This \$3.3 million facility is one of our most recent accomplishments in the efficient management of solid waste in the region. Metro is now planning to build another transfer facility to serve the western portion of the region.

Because each person in our region generates four pounds of garbage per day, Metro has dedicated efforts to reduce waste through the promotion of recycling on a regionwide basis. School education programs, media promotions, demonstration projects and information materials encourage the public to recycle everything from newspaper to yard debris. A proposed backyard burning ban in our area may generate the need for more public information about how and why to recycle leaves, grass, branches and other yard debris. Federal funding has helped Metro to develop and promote several successful recycling demonstration projects in our region.

In all of these cases, transportation planning, Zoo operations and refuse management, Metro helps to provide greater efficiency at less cost by pooling regional resources.

Support of regional government is not limited to the Portland, Oregon area. There are many single purpose regional governments throughout the US, designated to solve one major problem in that area. Many regional councils handle problems of aging services on an areawide basis. Seattle has a metropolitan government to manage sewers and transportation. In San Diego, water quality planning is one of their important planning functions. Many communities provide regional services by contracting with the largest city in the area. This is typically done for water and sewer services to outlying areas, where an existing regional system can provide cheaper service than a single-purpose entity.

Overall, there is a need for areawide coordination and, on occasion, management of regional services. Whatever form it takes depends on the location and the specific needs. Regional governments have earned their stripes as an efficient method of handling various planning and management services needed by an entire region. Local governments now recognize the importance and usefulness of a formal level of regional cooperation conducted on a regular basis.

Metro's future role is uncertain. Oregon state law provides for the development of additional direct services, such as park and recreation facilities, convention and sports centers, library systems and the like. Any new roles for Metro are subject to future review and the willingness of the citizens to fund them. Each of the services I mentioned must have public support and a

mandate for change to a regionwide system. In addition, the regional system must be organized to be able to provide such services in an efficient manner so as to maintain public support.

To be specific, a major source of funding for Metro's local government services will expire next year. In 1978, the state legislature mandated a dues structure to local governments to pay for technical services provided by Metro. The dues were allowed to be collected each year for five years, at a rate of 50 cents per capita for each local government in our region. The theory of a five-year time limit was that Metro would have enough time to prove itself and find permanent funding to replace the dues structure. We must now seek ways of replacing this money, and we have learned that it takes more than five years to establish a new government with a permanent funding base.

As they say, "experience is what you got when you didn't get what you wanted." Through five years of our experience, Metro has learned and grown. We are working hard to provide solid services in the areas of greatest need. Our accomplishments in our first five years stand on their own as proof that regional government can make a difference; that it is a needed ingredient in the governmental "menu," which includes cities and counties as the "meat and potatoes" course.

As an ingredient on this "menu," Metro might now be considered the "spinach"--good for you but not quite as accepted as

"meat and potatoes." Our constituents, such as local governments, are accepting of our coordination role and express appreciation for our technical assistance. Other specific publics, concerned with garbage disposal, recycling, transportation or zoo facilities, also understand the need for regional government.

The general public, however, lacks understanding of our role and our services to the community. In some cases, Metro is even met with hostility. We are sometimes considered as yet another "unnecessary" layer of government "interference." We believe that given another few years, Metro will prove itself to the wider community by continuing our solid accomplishments. We have learned that it takes time to develop public understanding and acceptance of so new a concept as regional government.

Federal leadership has been crucial in our efforts to set regional priorities. This is the positive side of a two-sided coin, if you will. Metro has gained immeasurably from its role as a Metropolitan Planning Organization, coordinating the priorities on federal transportation funds granted to our area. In this, and in many other ways I have mentioned, the federal government has helped our development and, thus, the general growth and vitality of the cities and counties which we serve.

On the other side of the coin are the attitudes of the federal government toward regional councils, which currently act as a barrier to gaining firm support. The differences among regional

governments must be accommodated, in order to bring about more flexibility. For example, Metro has had difficulty complying with the wording in the Demonstration Cities Act, which establishes eligibility for federal planning grants. Grants can now go only to those regional agencies whose membership is "primarily composed of local elected officials." We face an uphill battle with this wording, simply because we do not have "local elected officials" such as mayors or county commissioners on our Council. This is but one example of the need for greater flexibility toward, and greater understanding of, the structure and roles of the various regional governments across the country.

It is an important fact that Metro could legally handle all federal programs affecting our region, such as job training, aging services, juvenile services and the like, if the federal government were to broaden their eligibility standards to include Metro's type of directly-elected council. This can be done by rewriting the criteria for eligibility, allowing for a broader and more flexible approach. Metro could then provide greater service to the community and to the federal government, as the administrator of federal programs in our region.

However, your willingness to look at all aspects of metropolitan regional government can be a catalyst to spark the growing beneficial relationship between regional and federal agencies. As Carlyle said, "Our grand business is not to see what is dimly in the distance but to do what lies clearly at hand."

We give credit to the federal government for helping lay the groundwork for the development of Metro as a unique regional government. It is in this spirit that I appear here today, to present our experiences and accomplishments. I would like to ask for your continued help and leadership in building understanding and support for urban regional government in all its many aspects, throughout the country. Such changes as the appointment of a regional council member to the Advisory Commission on Intergovernmental Relations (ACIR) would help build understanding and acceptance of regional government on the federal level.

Aristotle once stated that "Men come together in cities in order to live; they remain together in order to live the good life." Metro is doing its best to contribute to this good life for our urban constituents. Your help and understanding is of the utmost importance in our developing role.

MM/g1/0560C/363

4/27/84

SPEECH FOR AMERICAN SOCIETY OF CIVIL ENGINEERS

by

Rick Gustafson

I'm pleased to talk with you today about the infrastructure needs of our cities and urban areas.

As members of the engineering profession, that's a topic of interest to each of you.

I'd like to approach the topic by first telling you a bit about the organization I represent -- the Metropolitan Service District, or Metro; a unique form of regional government in the United States.

As engineers, you approach projects in a rational, systematic and analytical manner.

You seek to solve problems -- and solve them in a logical, efficient and cost-effective way.

Now, stop and think a moment about government -- about the way large, complex urban communities govern themselves.

How much efficiency do you see in the provision of urban services?

To what degree do you find logic applied to the organization of metropolitan government?

Do you think public services are delivered in a cost-efficient manner?

The answer in most cases, I'm afraid, is that large metropolitan areas do not rate well when measured against standards of efficiency, economy or even rational organization.

The reasons are both historical and political.

Most big cities began as small communities -- and grew, often like topsy.

So today, in many of our major urban centers, we are paying the price of poor planning, leap-frog development, jurisdictional turf protection -- and most important to the taxpayers, inadequate basic services.

Does that sound a bit like your community?

Well, there is a reason for optimism in many of our urban areas.

Business, community and political leaders are recognizing the value of sensible planning, efficient government and the need to accommodate continued urban development.

That recognition has resulted in different forms of regional cooperation and coordination in metropolitan areas across the country.

Let me tell you about my region -- the Portland metropolitan area -- and how we're tackling some important regional issues.

Slide 1 In 1978, voters in the Portland tri-county area approved the creation of the Metropolitan Service District --or Metro.

The action merged two separate regional agencies, and for the first time in this country, created a directly elected regional government.

Slide 2 Metro serves a region of nearly one-million people in the urban Portland area.

Our regional district includes three counties and 24 cities.

Metro's charge is to address issues of regional significance, issues that cut across traditional city and county boundaries. In a moment I'll explain some of the specific services we offer.

Slide 3 As a directly elected regional government, Metro is governed by a 12-member council. Each councilor is elected from a district and serves on a non-salaried, part-time basis.

I serve as the executive officer, and I am elected region-wide. As a full-time, salaried executive, I am responsible for carrying out the policies of the council and administering the staff and programs. We operate with three major departments -- zoo, solid waste and the intergovernmental resource center.

Slide 4 The 64 acre zoo is owned and operated by Metro. We average 700-thousand visitors a year, making our zoo one of the largest paid tourist attractions in the state of Oregon.

Slide 5 The zoo enjoys an international reputation for its elephant breeding program. Our approach is to ensure that the zoo is both a pleasant, people-oriented tourist and educational facility -- as well as an institution dedicated to the humane care of animals and to the protection and perpetuation of rare or endangered species.

Slide 6 We not only feature animals from Africa, Asia and South America, we also emphasize animals and plants of our native Northwest, particularly the Cascades.

- Slide 7 About half the revenue from the zoo comes from admissions, the balance from a property tax levied region-wide. And I'm sure you appreciate the logic and value of an equitable, regional tax source for a regional institution like the zoo.
- Slide 8 Our second major service area is solid waste. And again, we've approached this service on a regional basis because of the efficiencies and economies of scale involved.
- Slide 9 Collection in the Portland metropolitan area is the responsibility of the private sector -- disposal is the responsibility of the regional government. This is a transfer and recycling center Metro built a year ago to serve the southern portion of the region. We are beginning work on a similar facility which is planned for the western portion of the urban area.
- Slide 10 The solid waste story in our area is probably very similar to your community. Existing landfills are reaching capacity and it's very difficult to site new landfills.
- Slide 11 We now have just one general purpose landfill left in our metropolitan area, and that landfill will reach capacity in the next 5 to 7 years.

- Slide 12 We have gone through a lengthy process of evaluating new sites, have selected the most environmentally sound site, and are seeking the necessary land use permits to develop a new regional landfill.
I don't have to tell you this a controversial, expensive and tedious process.
But it makes more sense to tackle this issue on a regional basis, than for our three counties and 24 cities to all scramble around looking for their own individual landfills.
- Slide 13 The third major service provided by Metro is in the area of coordination and technical assistance to local jurisdictions.
- Slide 14 Our major effort in this department is transportation planning.
We serve not only as the metropolitan planning organization for our region, we also provide the forum -- and technical background -- so the state highway department, transit district and local governments can reach agreement on the allocation of federal transportation funds.
- Slide 15 And just as important, hammer out an agreement on the priority for funding transportation projects -- both transit and highway construction.

- Slide 16 Because we have developed a mechanism for forging a regional consensus on transportation investments, we have improved our ability to lobby congress effectively for funds, and to assure that the money is invested in projects that support the continued growth and development of our region.
- Slide 17 Another important element of our coordination and technical services to local governments is providing data on current resources and development trends.
I'll use land-use as a case in point.
As you may know, a decade ago, the Oregon legislature adopted far-reaching laws to assure the protection of farm, forest, coastal and other special types of land.
- Slide 18 In addition to conservation, the land-use laws were designed to encourage and assure development of needed residential, commercial and industrial land in our towns and cities.
- Slide 19 As part of that effort, Metro adopted an urban growth boundary in the Portland metropolitan area. The idea is to clearly define land set aside for agriculture and forestry, and land needed for higher density development within the urban area.

- Slide 20 Metro reviews the comprehensive plans of the local jurisdictions, and from time to time, approves changes in the urban growth boundary to accommodate residential and industrial development needs of individual communities within the region. Those modifications, however, must be consistent with state land use goals and other regional policies.
- Slide 21 Closely allied to the urban growth boundary responsibilities is Metro's interest in promoting adequate basic services, or infrastructure, to meet the growing need for urban development.
- Slide 22 Two years ago, Metro analyzed the availability of industrial land in our region, and compared it to the demand expected in the future. This map shows that there are large parcels of vacant industrial land throughout our metropolitan area -- with a major share of it in the western portion of the region.
You might conclude from this map that we're in fine shape to handle future industrial expansion.
- Slide 23 When we took a closer look, though, we made an interesting discovery, as this table reveals.
While there is in fact an ample supply of land -- more than 12-thousand acres -- only about 900 acres are buildable today.

Now look at the demand side of the chart. Our projections show that our region will add from 200-thousand to 425-thousand jobs to the employment base in the next twenty years.

That will require from 35-hundred to more than seven-thousand acres of additional industrial land over that same period of time.

And while the total inventory of industrial land is more than adequate to meet that growth, nearly three-quarters of that land requires some infrastructure improvements to make it buildable.

Slide 24

This map tells part of the story. Some of that vacant industrial land requires sewer service. Other major parcels require transportation access. So the task -- and its a tough one -- is to marshall the resources, and the political will, to make the infrastructure investments necessary to have the buildable industrial land we'll need in the future. And the future isn't far off!

Slide 25

The Portland metropolitan area faces a paradox when we look at the need for infrastructure investments to handle our growth.

While we have quite adequate sewer service on the west side of the region, the westside desparately needs

major improvements in the transportation system -- both primary and secondary roads.

And while the east side of the region is in pretty good shape with its transportation system, its future is crippled by grossly inadequate sewer service.

Slide 26

That brings us back to the organization I represent -- Metro.

As I said earlier, Metro is just five years old.

We're still evolving as a directly elected regional government.

And I'm sure I don't have to tell you that we're a long way from being as accepted as baseball, mom and apple pie.

But we have established a structure for making a regional government directly accountable to the voters.

We have demonstrated the logic, equity and efficiency of providing certain public services on a regional basis. And we have created a forum -- and a political climate -- so that diverse parties can come together to discuss common concerns.

In conclusion, I'd like to leave you with this thought. Aristotle once said that "Men come together in cities in order to live; they remain together in order to live the good life."

We think Metro is contributing its part to assuring this good life for our urban constituents.

Thank you very much for your attention.

Speedy File

VASSAR ALUMNI SPEECH

by

RICK GUSTAFSON

May 22, 1984

METRO: ACHIEVEMENTS IN THE 80s

Vassar Alumni and guests. It is my great pleasure to be here tonight and to tell you about some of the accomplishments of the Metropolitan Service District.

We at Metro have had the task of introducing regional government in this area to a skeptical public. As far back as the 1500s, a statesman once wrote: "There is nothing more difficult to take in hand, more perilous to conduct or more uncertain in its success than to take the lead in the introduction of a new order of things." This is no less true today, nearly 500 years later, as we found in establishing Metro.

Metro is "a new order of things" not only because it is regional government--a new concept which is not yet understood by the average citizen (present company excluded, of course), but most significantly because it is headed by a directly-elected 12-member council and an elected executive officer. This singles out Metro as unique among the many regional governments in the country.

The concept of Metro evolved from a citizen study which resulted in a 1977 legislative proposal, approved by the voters just five years ago.

We have discovered in those five years what Alvin Toffler stated in *FUTURE SHOCK*: "The management of change is the effort to convert certain possibles into probables, in pursuit of agreed on preferables."

The three principal functions at Metro relate directly to the management of change and its impact on one million residents of the metropolitan region. And we have found John Adams was correct when he observed that "All great changes are irksome to the human mind, especially those which are attended with uncertain effects."

Since nothing in this world is certain, Metro has had its share of challenges in bringing order to the regionwide services shared among 24 different jurisdictions. In fact, it sometimes seems like Metro is "beseiged with insurmountable opportunities."

As a regional government, Metro manages regional solid waste disposal, coordinates the regional transportation system, and owns and operates the Washington Park Zoo. These three functions involve

consensus-building, taxation authority and management of problems which cross regional boundaries.

In the coordination of transportation planning, Metro, through the Joint Policy Alternatives Committee on Transportation, reaches consensus on the appropriation of millions of dollars of federal highway and transit funds. It is imperative to do transportation planning regionally, because the various parts of the transportation system are owned and operated by 27 different cities and counties, Tri-Met, Oregon Department of Transportation and join with jurisdictions across the river in Clark County, Washington. Fully two-thirds of the region's daily travel crosses these boundaries.

In the transportation function, "demography is destiny." Our Data Resource Center forecasts large areas of population growth in the next 20 years, especially in Washington County, where there are hundreds of acres of undeveloped, buildable land for both residents and industry.

Therefore, we are looking at various ways of expanding the future transportation system by improving existing highways and transit systems. In addition, Metro and Tri-Met are now looking at the feasibility of light rail transit along the Sunset Highway from downtown Portland into Washington County. Further public review and a one-year analysis of the Banfield light rail system will be taking place, first. We encourage public participation in this review process and, in fact, encourage your active participation if you are interested in the future of light rail in the region.

Overall, our transportation planners must deal with a region where people make 3.7 million trips per day using all modes of transit, crossing city and county boundaries. This number is expected to reach 5.5 million trips a day in 20 years.

Metro's second major function is ownership and operation of the Washington Park Zoo, which is the largest paid tourist attraction in the state of Oregon.

The 64-acre facility serves over 700,000 citizens and tourists per year. It is funded by admission fees, fund-raising activities, grants, donations and a three-year, \$5 million property tax levy recently approved by the voters. The levy is appropriated and collected by Metro, using our taxation authority in the region.

Improvements to the Zoo in the past few years have included several sculptures, renovated primate and penguin exhibits, a new Cascades Stream and Pond exhibit, and new murals, gardens and nature pathways.

I recently had the pleasure of christening the Zoo's new Dinosaur Park by cracking open a huge plastic egg full of baby dinosaurs. Included in future plans are improvements to the bear exhibits, the completion of the Alaskan Tundra Exhibit, a new food service facility and the building of an Elephant Museum.

Some of the improvements will be funded through private donations, and the Zoo actively seeks such funds. One example is the Cascades Exhibit, which is being funded almost entirely through a bequest from the estate of William Schamoni of the Moler Barber College. The Cascades Stream and Pond Exhibit features underwater viewing of otters and beavers, and a large duck pond and aviary.

Of course, a continuing success at the Zoo has been our enormously popular summer music concerts. These now feature bluegrass music as well as jazz and are sponsored by Meier and Frank, and Burger King. This year, the concerts begin June 27 and 28 to run through the summer. I encourage all of you to bring a picnic supper to the concerts and relax on the grounds.

We believe the Washington Park Zoo is continuing a high level of attendance and improvements under the ownership and policy direction of the Metropolitan Service District. We plan to continue the quality exhibits and activities that make our Zoo exciting, ever-changing and educational.

Mark Hatfield once defined bureaucracy as "the process by which energy is converted into solid waste." This leads me into speaking of our third major function, the disposal of solid waste generated in the region. As with most urban areas, landfill space is rapidly filling up, and siting new landfills is a major undertaking for any region. Metro now operates the St. Johns Landfill located in north Portland. It is the region's only general purpose landfill and is expected to reach capacity in the late 1980s. Siting a new landfill at Wildwood in northwest Multnomah County is now in the works. It is being pursued through all necessary legal channels because we feel it is the best site of 46 which were originally considered.

Metro is also involved in promoting the reduction of waste through recycling. We provide recycling information through our Recycling Information Center by phone and by mail to residents of the Portland region. School education programs, media promotions, demonstration projects and printed materials encourage people to recycle everything from newspaper to yard debris. A DEQ proposed backyard burning ban may result in the need for more public information about how to recycle leaves, grass, branches and other yard debris to help eliminate backyard burning.

Metro has just celebrated the one-year anniversary of the Clackamas Transfer & Recycling Center in Oregon City. In fact, we handed out 600 pieces of cake from Rose's Bakery to the refuse haulers using the CTRC. By the way, Rose's submitted the lowest bid, I'm told. This Metro-owned facility was built last year to take the place of the private landfill, Rossman's Landfill, which reached capacity and closed in June. The \$3.3 million concrete facility transfers refuse to the St. Johns Landfill--resulting in an efficient and trouble-free disposal service to the southern portion of the region. Also featured at the Center is a popular recycling depot which enables residents to drop recyclables off for free. The CTRC facility is one of our biggest accomplishments in the management of solid waste in the region.

Metro is now planning to build another transfer facility located in Washington County, where the majority of population growth will take place. Public review of the transfer center location will be taking place. If you are interested in this process, your future participation and comments would be most welcome.

In all of these cases, transportation planning, Zoo operations and refuse management, Metro helps to provide greater efficiency at less cost by pooling regional resources. Support of regional government is not limited to Portland, Oregon. There are many regional governments around the country handling a variety of different functions.

As Carlyle said, "Our grand business is not to see what is dimly in the distance but to do what lies clearly at hand." Metro has worked hard to provide solid achievements in our three main areas of authority. Metro's future role is open. At a roast, my job was once humorously described as "still searching for Metro's soul." Nevertheless, Oregon state law provides for the development of possible additional services, such as park and recreation facilities, convention and sports centers, library systems and the like. Any new roles for Metro are subject to future public review and the willingness of the citizens to fund them.

Regional government is flourishing across the country as more complex problems call for coordinated solutions. In this age of "less is more" in government, regionalism is gaining because of its cost-savings benefits. We at Metro plan to continue providing this type of service to a growing region and prove our worth along the way.

We believe in the maxim of Aristotle, that "men come together in cities in order to live; they remain together in order to live the good life." Metro intends to provide services to enhance life for one million residents who live in this most beautiful of regions.

MM/gl
1222C/363
05/17/84

Rick Gustafson
Luncheon Speaker
Monday, October 22, 1984
12:00 - Noon

THE EVOLVING POLITICAL CONTEXT
OF URBAN TRANSPORTATION PLANNING

OBJECTIVE OF SESSION

- 1) DESCRIBE POLITICAL PROCESS ASSOCIATED WITH TRANSPORTATION PLANNING.
 - YOU'VE ALL SEEN IT HAPPEN, WHETHER IT'S AGREEMENT OR CONTROVERSY OVER A MAJOR TRANSPORTATION PROPOSAL: BANFIELD LRT, SEATTLE BUS TUNNEL, I-90, WESTWAY, HOUSTON RAIL.
- 2) DESCRIBE GENERALLY THE PORTLAND AREA RESPONSE TO THE POLITICAL PROCESS.
 - THAT IS: YOU HAVE TO AGREE TO WORK TOGETHER UNTIL YOU CAN ALL AGREE ON THE PROJECT.
AGREEMENT = PROGRESS
DISAGREEMENT = DELAY
- 3) DESCRIBE THE IMPORTANCE OF NUMBERS.
 - VERY SIMPLY: AGREEMENT ON NUMBERS IS MORE IMPORTANT TO THE POLITICIAN THAN THE NUMBERS THEMSELVES.
 - INTEND TO QUICKLY MOVE THROUGH 1 AND 2 TO SET THE CONTEXT TO FOCUS ON 3.

THE POLITICAL PROCESS

- . THE BASIC PRECEPT OF THE POLITICAL PROCESS IS TO USE EXISTING PUBLIC OPINION OR SWAY IT TO YOUR GREATEST ADVANTAGE -- TO BEST SUPPORT YOUR CASE -- NOT EVERYONE ELSE'S.
- . THIS IS REINFORCED BY THE "HOME-RULE" NATURE OF TRANSPORTATION PROJECTS -- ESPECIALLY BIG ONES. EVERY CITY AND COUNTY AFFECTED

MUST UNANIMOUSLY AGREE TO THE PROPOSAL -- PLUS FREQUENTLY THE STATE HIGHWAY DEPARTMENT, REGIONAL TRANSIT DISTRICT, MPO AND FEDERAL AGENCIES.....

THEREFORE, THE POLITICIAN NEED ONLY SWAY A PARTICULAR COUNCIL TO PARALYZE THE PROJECT, NOT THE GENERAL PUBLIC - AND - THE PROJECT MUST MEET THE OBJECTIVES OF EACH APPROVING JURISDICTION, NOT MERELY THE "GREATER PUBLIC GOOD."

. CONCLUSION -- THE POLITICAL PROCESS IS SUCH THAT IT IS VERY EASY FOR ANY SINGLE POLITICIAN THAT PUTS HIS MIND TO IT TO STOP A PROJECT..... IT IS NEARLY IMPOSSIBLE FOR ANY SINGLE POLITICIAN TO MOVE A PROJECT FORWARD.

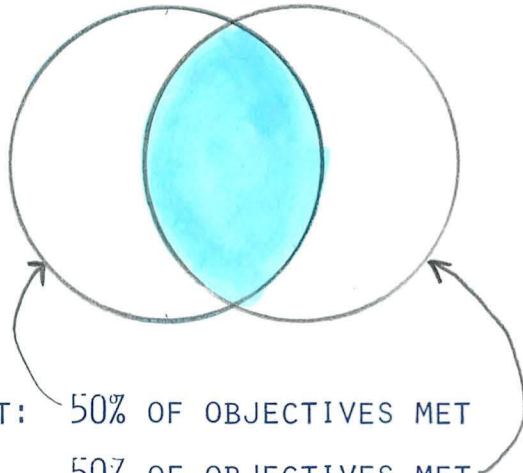
THE PORTLAND AREA RESPONSE

. 1970-1975 REPRESENTED A PERIOD OF SUCH PARALYSIS AND LED TO A DELIBERATE CHANGE. AT THE TIME, THERE WAS NO SENSE OF AGREEMENT AND NOTHING WAS BEING BUILT. SINCE THEN, WORKING TOWARD AGREEMENT HAS BEEN A DELIBERATE PROCESS AND THE RESULTS ARE EVIDENT:

- BANFIELD HIGHWAY + LRT
- TRANSIT MALL
- I-205 FREEWAY AND BRIDGE
- HUNDREDS OF MILLIONS OF \$ ON INTERSTATE & STATE HIGHWAY PROJECTS
- HUNDREDS OF MILLIONS OF \$ ON CITY/COUNTY PROJECTS

. THE BASIC PRINCIPLE BEHIND THE PORTLAND AREA PROCESS IS THE RECOGNITION THAT YOU HAVE TO WORK TOGETHER TO OBTAIN AGREEMENT IN ORDER TO BUILD ANYTHING. IN FOLLOWING THIS, IT IS NECESSARY TO RECOGNIZE EVERYONE'S OBJECTIVES AND ENDEAVOR TO MEET EACH OTHER'S OBJECTIVES TO THE GREATEST EXTENT POSSIBLE.... AGREEING TO A PROJECT THAT MEETS 50 PERCENT OF THE OBJECTIVES OF YOUR JURISDICTION AT LEAST

RESULTS IN PROGRESS; CONTINUING TO DISAGREE MEANS NO ONE'S OBJECTIVES ARE MET.



AGREEMENT: 50% OF OBJECTIVES MET
50% OF OBJECTIVES MET

DISAGREEMENT: 0% OF OBJECTIVES MET

- . WE COMMONLY CALL THIS "CONSENSUS BUILDING" -- WE USE THIS CONSENSUS-BUILDING APPROACH TO FIND A COMMON GROUND THAT ALL PARTIES CAN SUPPORT. CONSENSUS BUILDING WORKS AND WE HAVE STRONG POLITICAL SUPPORT FOR FOLLOWING THIS APPROACH.

NUMBERS

- . NUMBERS ARE AN IMPORTANT PART OF THIS CONSENSUS BUILDING PROCESS. TRAVEL FORECASTS FIT THE MODEL WELL.
- . THE BASIC RULE:
 - WORK TOGETHER TO AGREE ON THE FACTS -- THEN MOVE ON AND ARGUE THE MERITS OF THE SITUATION.
 - AGREE ON THE TRAVEL FORECAST -- THEN ARGUE THE NEED
 - AGREE ON THE PROJECT COST -- THEN ARGUE THE FEASIBILITY
 - AGREE ON THE IMPACTS -- THEN ARGUE THEIR SIGNIFICANCE
- . TRAVEL FORECASTING FITS THIS MODEL BECAUSE THEY WERE CENTRALIZED TO PRODUCE AGREEMENT. METRO DOES THE FORECASTS FOR ALL PURPOSES

AND FOR A VARIETY OF FORECAST YEARS

- CURRENT YEAR FOR CONSTRUCTION IMPACTS
- 5 YEARS FOR TRANSIT SERVICE AND AIR QUALITY PLANNING
- 15 YEARS FOR LRT ALTERNATIVES ANALYSIS
- 20 YEARS FOR TRANSPORTATION PLANNING AND HIGHWAY EIS'S

ALL JURISDICTIONS USE A COMMON BASE RATHER THAN ARGUE WHO'S RIGHT.

. HOWEVER, IN ORDER TO FILL THIS NEED AND HAVE THE JURISDICTIONS WILLING TO USE THE RESULTS, THE JURISDICTIONS MUST PARTICIPATE IN THE FORECASTING PROCESS, AGREEING ON EACH STEP IN THE PROCESS.

- AGREE ON THE POPULATION/EMPLOYMENT FORECASTS
- AGREE ON THE TRANSIT SERVICE DESIGN
- AGREE ON THE HIGHWAY SYSTEM LAYOUT

CONCLUSION - To THE POLITICIAN

- . AVOID CONTROVERSY -- REMOVE FROM THE CONTROVERSY POT SHOTS ABOUT THE QUALITY OF THE NUMBERS.
- . MAINTAIN CONTROL OVER THE NUMBERS -- EVERYONE'S TECHNICIANS ARE INVOLVED TO ENSURE THE NUMBERS ARE NOT SLANTED TO UNDULY FAVOR ANY PARTICULAR PARTY.
- . IMPROVE THE STRENGTH OF THE ARGUMENT -- GOOD INFORMATION IS A POWERFUL TOOL -- IF A POLITICIAN CAN ARGUE HIS CASE WITH GOOD INFORMATION, THAT EVERYONE AGREES TO, HIS ARGUMENTS HAVE GREATER INFLUENCE.

ADDRESS TO THE
TUALATIN VALLEY ECONOMIC DEVELOPMENT CORPORATION
TRANSPORTATION FORUM

BY

RICK GUSTAFSON, METRO EXECUTIVE OFFICER

Portland Community College
Rock Creek Campus

December 6, 1984

I would like to thank the Tualatin Valley Economic Development Corporation for inviting me to speak to this forum and also for focusing on the transportation needs of the area. In fact, transportation should be the number one priority of the Economic Development Corporation since your objective is to promote economic development.

The simple fact is that the need for major investments in transportation is the single, largest impediment to realizing the enormous economic development potential of the area.

Essentially, the message I bring to you today is that continued growth in Washington County is a key element in the economic prosperity of the region and is vital to the economic recovery of the state of Oregon. However, with that message, we also recognize that this growth potential will not be realized without a concerted effort by all parties to solve the transportation dilemma. All the agencies responsible for providing transportation facilities and services have their plans in place to meet the needs of the area. Funds for a number of improvements are committed and obtaining funds for the balance should not be an insurmountable task. What is a challenge is obtaining the cooperation of the public and private sector at all levels to solve the problem.

Since 1976, the region has recognized Washington County as the major growth area. It is the Urban Growth Boundary (shown here), in combination with local comprehensive plans, that guides the location and density of urban development in the region. It is noteworthy that fully two-thirds of the vacant developable land inside the UGB is in Washington County -- clearly the region intends to expand to the west.

As Ray Broughton has indicated to you, this trend has clearly been established. Not only is Washington County a strong growing residential area, but also is a premier area for development of new jobs. The weekly announcements of new plant construction have not been by accident.

Based upon a recent update of forecasts, Washington County will continue as a strong housing market with an expected 50 percent increase in population. Conversely, the eastside has a very large established population base and will grow by 20 percent.

Employment growth is even more dramatic with a 115 percent projected growth in jobs in Washington County. The historical location for jobs -- downtown Portland and the eastside -- will grow a healthy 47 percent and 33 percent respectively.

The state, the region and Washington County have crafted a plan to meet the transportation needs of this growth. In 1981, with the adoption of the Regional Transportation Plan, Metro defined needed improvements to ensure that the regional system functions properly. In 1982, Washington County adopted its comprehensive plan identifying needed improvements to the local system and, in 1983, all of the affected jurisdictions identified the possible need for light rail in the Sunset Highway Corridor. These plans add up to a balanced transportation program that includes three major elements:

1. Freeway access improvements;
2. Establishment of a complete arterial street system;
and
3. Mass transit expansion.

The operative word there is balanced; one part of the system won't meet the needs without implementation of the rest of the plan.

The first major element is Access to the Freeway System. The emphasis here is on interchange improvements. According to the Oregon State Highway Plan, "The Oregon Transportation Commission believes that the basic highway network in this state is largely already in place." However, access to the freeway system is scheduled to be improved to better serve the development needs of Washington County. In total, 15 interchange improvements will be necessary -- 6-1/2 are complete or under construction; 3-1/2 are funded and scheduled; and 5 remain to be funded but can reasonably be funded in the near future.

The second major element is to establish a complete urban arterial system. Just as the eastside already has its Halsey-Glisan-Stark-Division arterial network, Washington County needs improvements to Murray, 185th, Cornell, Baseline, Tualatin-Sherwood Road, and others. Currently, about 12 miles of arterial improvements are funded, but over 40 miles of improvements remain unfunded. In addition, a major new link may be needed to connect the Hillsboro-Aloha area to Tualatin-Sherwood and I-5. This also remains unfunded.

The third major element is mass transit. Increases in transit capacity are most important in the constrained corridors through the West Hills connecting Washington County to Portland where transit is already serving the equivalent of an extra lane on the Sunset Highway. The existing highways are overcrowded and cannot meet the

major growth in travel demand through the hills. With such a large established base of jobs and housing in Portland and the dramatic growth in Washington County, interaction between the two can only increase.

The possible means of providing this capacity is through construction of a light rail transit facility between Beaverton and Portland, linking up with the eastside Banfield route to Gresham. Light rail may be more attractive than buses for several reasons: first, it is more economical to operate high-capacity service with light rail than with buses; second, it provides quality service to the potential rider; and, third, it is environmentally more attractive. It is important to recognize, however, that while funds are adequate to maintain current transit service, there is no money to provide the increase in service needed to meet the demand, with or without light rail.

The real issue before us today is -- what does all this cost and how do we pay for it? Well, the total price tag for capital improvements on the westside is about \$700 million and, yes, I believe we can find a way to pay for it. Let's look at the pieces....

First, the plans call for about \$350 million worth of various freeway and arterial improvements. Over a 20-year period, that represents \$18 million per year. Since we now have \$12 million per year committed to these improvements over the next six years, \$18 million per year does not seem out of reach.

Second, over \$100 million of collector street improvements are required. Since these primarily serve a property access function, this is the most logical cost for the private sector to bear -- that is, as new development occurs, they build their own collector streets.

Third, over \$20 million in federal funds is committed for various bus-related projects -- transit stations and park and ride lots -- what is missing is simply the \$5 million in local match.

And, fourth, while the Sunset LRT costs \$200 million to build, it produces lower operating costs and provides a very easy way to expand capacity over time.

In addition to these being manageable costs, there are also forthcoming opportunities. At the state level, legislation is being introduced to the 1985 session for a 2¢ state gas tax increase that would include a \$200 million modernization program for highway projects of state significance. In addition, the Governor's budget identifies a public works program as one use of the lottery proceeds. Clearly, road projects to support economic development in Washington County should be a priority.

At the federal level, the Federal Highway Act is up for renewal next year and with it the 8¢ federal gas tax. These funds have historically been heavily channeled toward construction of the Interstate Highway system. With that program 95 percent complete, there is an opportunity to rechannel this resource towards the type of projects of importance in Washington County.

In conclusion, the challenge before us is agreeing at the local, regional, state and federal level on how we are going to channel available and new transportation resources. The major component of the plan that does not have adequate funds is the urban arterial system. Although Washington County has some financial responsibility for the arterial system, particularly for maintenance, it is clear they cannot solve the problem by themselves -- nor should they be expected to. The solution for capital improvements in fact rests with the proper mix of regional, state and federal resources.

My charge to you is -- get active...the solution won't happen by itself. Find out what legislative actions are being contemplated, establish a position by your various organizations with a priority on funding urban arterials and influence the outcome.

RG/AC/gl
2513C/203-2
12/05/84

ADDRESS TO THE
TUALATIN VALLEY ECONOMIC DEVELOPMENT CORPORATION
TRANSPORTATION FORUM

BY
RICK GUSTAFSON, METRO EXECUTIVE OFFICER

PORTLAND COMMUNITY COLLEGE
ROCK CREEK CAMPUS

DECEMBER 6, 1984

I WOULD LIKE TO THANK THE TUALATIN VALLEY ECONOMIC DEVELOPMENT CORPORATION FOR INVITING ME TO SPEAK TO THIS FORUM AND ALSO FOR FOCUSING ON THE TRANSPORTATION NEEDS OF THE AREA. IN FACT, TRANSPORTATION SHOULD BE THE NUMBER ONE PRIORITY OF THE ECONOMIC DEVELOPMENT CORPORATION SINCE YOUR OBJECTIVE IS TO PROMOTE ECONOMIC DEVELOPMENT.

THE SIMPLE FACT IS THAT THE NEED FOR MAJOR INVESTMENTS IN TRANSPORTATION IS THE SINGLE, LARGEST IMPEDIMENT TO REALIZING THE ENORMOUS ECONOMIC DEVELOPMENT POTENTIAL OF THE AREA.

ESSENTIALLY, THE MESSAGE I BRING TO YOU TODAY IS THAT CONTINUED GROWTH IN WASHINGTON COUNTY IS A KEY ELEMENT IN THE ECONOMIC PROSPERITY OF THE REGION AND IS VITAL TO THE ECONOMIC RECOVERY OF THE STATE OF OREGON. HOWEVER, WITH THAT MESSAGE, WE ALSO RECOGNIZE THAT THIS GROWTH POTENTIAL WILL NOT BE REALIZED WITHOUT A CONCERTED EFFORT BY ALL PARTIES TO SOLVE THE TRANSPORTATION DILEMMA. ALL THE AGENCIES RESPONSIBLE FOR PROVIDING TRANSPORTATION FACILITIES AND SERVICES HAVE THEIR PLANS IN PLACE TO MEET THE NEEDS OF THE AREA. FUNDS FOR A NUMBER OF IMPROVEMENTS ARE COMMITTED AND OBTAINING FUNDS FOR THE BALANCE SHOULD NOT BE AN INSURMOUNTABLE TASK. WHAT IS A CHALLENGE IS OBTAINING THE COOPERATION OF THE PUBLIC AND PRIVATE SECTOR AT ALL LEVELS TO SOLVE THE PROBLEM.

SLIDE #1 -- UGB

SINCE 1976, THE REGION HAS RECOGNIZED WASHINGTON COUNTY AS THE MAJOR GROWTH AREA. IT IS THE URBAN GROWTH BOUNDARY (SHOWN HERE), IN COMBINATION WITH LOCAL COMPREHENSIVE PLANS, THAT GUIDES THE LOCATION AND DENSITY OF URBAN DEVELOPMENT IN THE REGION. IT IS NOTEWORTHY THAT FULLY TWO-THIRDS OF THE VACANT DEVELOPABLE LAND INSIDE THE UGB IS IN WASHINGTON COUNTY -- CLEARLY THE REGION INTENDS TO EXPAND TO THE WEST.

AS RAY BROUGHTON HAS INDICATED TO YOU, THIS TREND HAS CLEARLY BEEN ESTABLISHED. NOT ONLY IS WASHINGTON COUNTY A STRONG GROWING RESIDENTIAL AREA, BUT ALSO IS A PREMIER AREA FOR DEVELOPMENT OF NEW JOBS. THE WEEKLY ANNOUNCEMENTS OF NEW PLANT CONSTRUCTION HAVE NOT BEEN BY ACCIDENT.

SLIDE #2 -- POPULATION GROWTH

BASED UPON A RECENT UPDATE OF FORECASTS, WASHINGTON COUNTY WILL CONTINUE AS A STRONG HOUSING MARKET WITH AN EXPECTED 50 PERCENT INCREASE IN POPULATION. CONVERSELY, THE EASTSIDE HAS A VERY LARGE ESTABLISHED POPULATION BASE AND WILL GROW BY 20 PERCENT.

SLIDE #3 -- EMPLOYMENT GROWTH

EMPLOYMENT GROWTH IS EVEN MORE DRAMATIC WITH A 115 PERCENT PROJECTED GROWTH IN JOBS IN WASHINGTON COUNTY. THE HISTORICAL LOCATION FOR JOBS -- DOWNTOWN PORTLAND AND THE EASTSIDE -- WILL GROW A HEALTHY 47 PERCENT AND 33 PERCENT RESPECTIVELY.

THE STATE, THE REGION AND WASHINGTON COUNTY HAVE CRAFTED A PLAN TO MEET THE TRANSPORTATION NEEDS OF THIS GROWTH. IN 1981, WITH THE ADOPTION OF THE REGIONAL TRANSPORTATION PLAN, METRO DEFINED NEEDED IMPROVEMENTS TO ENSURE THAT THE REGIONAL SYSTEM FUNCTIONS PROPERLY. IN 1982, WASHINGTON COUNTY ADOPTED ITS COMPREHENSIVE PLAN IDENTIFYING NEEDED IMPROVEMENTS TO THE LOCAL SYSTEM AND, IN 1983, ALL OF THE AFFECTED JURISDICTIONS IDENTIFIED THE POSSIBLE NEED FOR LIGHT RAIL IN THE SUNSET HIGHWAY CORRIDOR. THESE PLANS ADD UP TO A BALANCED TRANSPORTATION PROGRAM THAT INCLUDES THREE MAJOR ELEMENTS:

1. FREEWAY ACCESS IMPROVEMENTS;
2. ESTABLISHMENT OF A COMPLETE ARTERIAL STREET SYSTEM;
AND
3. MASS TRANSIT EXPANSION.

THE OPERATIVE WORD THERE IS BALANCED; ONE PART OF THE SYSTEM WON'T MEET THE NEEDS WITHOUT IMPLEMENTATION OF THE REST OF THE PLAN.

SLIDE #4 -- FREEWAY ACCESS

THE FIRST MAJOR ELEMENT IS ACCESS TO THE FREEWAY SYSTEM. THE EMPHASIS HERE IS ON INTERCHANGE IMPROVEMENTS. ACCORDING TO THE OREGON STATE HIGHWAY PLAN, "THE OREGON TRANSPORTATION COMMISSION BELIEVES THAT THE BASIC HIGHWAY NETWORK IN THIS STATE IS LARGELY ALREADY IN PLACE." HOWEVER, ACCESS TO THE FREEWAY SYSTEM IS SCHEDULED TO BE IMPROVED TO BETTER SERVE THE DEVELOPMENT NEEDS OF WASHINGTON COUNTY. IN TOTAL, 15 INTERCHANGE IMPROVEMENTS WILL BE NECESSARY -- 6-1/2 ARE COMPLETE OR UNDER CONSTRUCTION; 3-1/2 ARE FUNDED AND SCHEDULED; AND 5 REMAIN TO BE FUNDED BUT CAN REASONABLY BE FUNDED IN THE NEAR FUTURE.

SLIDE #5 -- ARTERIAL IMPROVE

THE SECOND MAJOR ELEMENT IS TO ESTABLISH A COMPLETE URBAN ARTERIAL SYSTEM. JUST AS THE EASTSIDE ALREADY HAS ITS HALSEY-GLISAN-STARK-DIVISION ARTERIAL NETWORK, WASHINGTON COUNTY NEEDS IMPROVEMENTS TO MURRAY, 185TH, CORNELL, BASELINE, TUALATIN-SHERWOOD ROAD, AND OTHERS. CURRENTLY, ABOUT 12 MILES OF ARTERIAL IMPROVEMENTS ARE FUNDED, BUT OVER 40 MILES OF IMPROVEMENTS REMAIN UNFUNDED. IN ADDITION, A MAJOR NEW LINK MAY BE NEEDED TO CONNECT THE HILLSBORO-ALOHA AREA TO TUALATIN-SHERWOOD AND I-5. THIS ALSO REMAINS UNFUNDED.

SLIDE #6 -- WEST HILLS TRAVEL

THE THIRD MAJOR ELEMENT IS MASS TRANSIT. INCREASES IN TRANSIT CAPACITY ARE MOST IMPORTANT IN THE CONSTRAINED CORRIDORS THROUGH THE WEST HILLS CONNECTING WASHINGTON COUNTY TO PORTLAND WHERE TRANSIT IS ALREADY SERVING THE EQUIVALENT OF AN EXTRA LANE ON THE SUNSET HIGHWAY. THE EXISTING HIGHWAYS ARE OVERCROWDED AND CANNOT MEET THE MAJOR GROWTH IN TRAVEL DEMAND THROUGH THE HILLS. WITH SUCH A LARGE ESTABLISHED BASE OF JOBS AND HOUSING IN PORTLAND AND THE DRAMATIC GROWTH IN WASHINGTON COUNTY, INTERACTION BETWEEN THE TWO CAN ONLY INCREASE.

SLIDE #7 -- LRT

THE POSSIBLE MEANS OF PROVIDING THIS CAPACITY IS THROUGH CONSTRUCTION OF A LIGHT RAIL TRANSIT FACILITY BETWEEN BEAVERTON AND PORTLAND, LINKING UP WITH THE EASTSIDE BANFIELD ROUTE TO GRESHAM. LIGHT RAIL MAY BE MORE ATTRACTIVE THAN BUSES FOR SEVERAL REASONS: FIRST, IT IS MORE ECONOMICAL TO OPERATE HIGH-CAPACITY SERVICE WITH LIGHT RAIL THAN WITH BUSES; SECOND, IT PROVIDES QUALITY SERVICE TO THE POTENTIAL RIDER; AND, THIRD, IT IS ENVIRONMENTALLY MORE ATTRACTIVE. IT IS IMPORTANT TO RECOGNIZE, HOWEVER, THAT WHILE FUNDS ARE ADEQUATE TO MAINTAIN CURRENT TRANSIT SERVICE, THERE IS NO MONEY TO PROVIDE THE INCREASE IN SERVICE NEEDED TO MEET THE DEMAND, WITH OR WITHOUT LIGHT RAIL.

CALL FOR THE LIGHTS

THE REAL ISSUE BEFORE US TODAY IS -- WANT DOES ALL THIS COST AND HOW DO WE PAY FOR IT? WELL, THE TOTAL PRICE TAG FOR CAPITAL IMPROVEMENTS ON THE WESTSIDE IS ABOUT \$700 MILLION AND, YES, I BELIEVE WE CAN FIND A WAY TO PAY FOR IT. LET'S LOOK AT THE PIECES....

FIRST, THE PLANS CALL FOR ABOUT \$350 MILLION WORTH OF VARIOUS FREEWAY AND ARTERIAL IMPROVEMENTS. OVER A 20-YEAR PERIOD, THAT REPRESENTS \$18 MILLION PER YEAR. SINCE WE NOW HAVE \$12 MILLION PER YEAR COMMITTED TO THESE IMPROVEMENTS OVER THE NEXT SIX YEARS, \$18 MILLION PER YEAR DOES NOT SEEM OUT OF REACH.

SECOND, OVER \$100 MILLION OF COLLECTOR STREET IMPROVEMENTS ARE REQUIRED. SINCE THESE PRIMARILY SERVE A PROPERTY ACCESS FUNCTION, THIS IS THE MOST LOGICAL COST FOR THE PRIVATE SECTOR TO BEAR -- THAT IS, AS NEW DEVELOPMENT OCCURS, THEY BUILD THEIR OWN COLLECTOR STREETS.

THIRD, OVER \$20 MILLION IN FEDERAL FUNDS IS COMMITTED FOR VARIOUS BUS-RELATED PROJECTS -- TRANSIT STATIONS AND PARK AND RIDE LOTS -- WHAT IS MISSING IS SIMPLY THE \$5 MILLION IN LOCAL MATCH.

AND, FOURTH, WHILE THE SUNSET LRT COSTS \$200 MILLION TO BUILD, IT PRODUCES LOWER OPERATING COSTS AND PROVIDES A VERY EASY WAY TO EXPAND CAPACITY OVER TIME.

IN ADDITION TO THESE BEING MANAGEABLE COSTS, THERE ARE ALSO FORTHCOMING OPPORTUNITIES. AT THE STATE LEVEL, LEGISLATION IS BEING INTRODUCED TO THE 1985 SESSION FOR A 2¢ STATE GAS TAX INCREASE THAT WOULD INCLUDE A \$200 MILLION MODERNIZATION PROGRAM FOR HIGHWAY PROJECTS OF STATE SIGNIFICANCE. IN ADDITION, THE GOVERNOR'S BUDGET IDENTIFIES A PUBLIC WORKS PROGRAM AS ONE USE OF THE LOTTERY PROCEEDS. CLEARLY, ROAD PROJECTS TO SUPPORT ECONOMIC DEVELOPMENT IN WASHINGTON COUNTY SHOULD BE A PRIORITY.

AT THE FEDERAL LEVEL, THE FEDERAL HIGHWAY ACT IS UP FOR RENEWAL NEXT YEAR AND WITH IT THE 8¢ FEDERAL GAS TAX. THESE FUNDS HAVE HISTORICALLY BEEN HEAVILY CHanneLED TOWARD CONSTRUCTION OF THE INTERSTATE HIGHWAY SYSTEM. WITH THAT PROGRAM 95 PERCENT COMPLETE, THERE IS AN OPPORTUNITY TO RECHANNEL THIS RESOURCE TOWARDS THE TYPE OF PROJECTS OF IMPORTANCE IN WASHINGTON COUNTY.

IN CONCLUSION, THE CHALLENGE BEFORE US IS AGREEING AT THE LOCAL, REGIONAL, STATE AND FEDERAL LEVEL ON HOW WE ARE GOING TO CHANNEL AVAILABLE AND NEW TRANSPORTATION RESOURCES. THE MAJOR COMPONENT OF THE PLAN THAT DOES NOT HAVE ADEQUATE FUNDS IS THE URBAN ARTERIAL SYSTEM. ALTHOUGH WASHINGTON COUNTY HAS SOME FINANCIAL RESPONSIBILITY FOR THE ARTERIAL SYSTEM, PARTICULARLY FOR MAINTENANCE, IT IS CLEAR THEY CANNOT SOLVE THE PROBLEM BY THEMSELVES -- NOR SHOULD THEY BE EXPECTED TO. THE SOLUTION FOR CAPITAL IMPROVEMENTS IN FACT RESTS WITH THE PROPER MIX OF REGIONAL, STATE AND FEDERAL RESOURCES.

MY CHARGE TO YOU IS -- GET ACTIVE...THE SOLUTION WON'T HAPPEN
BY ITSELF. FIND OUT WHAT LEGISLATIVE ACTIONS ARE BEING
CONTEMPLATED, ESTABLISH A POSITION BY YOUR VARIOUS ORGANIZATIONS
WITH A PRIORITY ON FUNDING URBAN ARTERIALS AND INFLUENCE THE OUTCOME.

RG/AC/GL

2486C/203-2

12/05/84