



CITY OF

PORTLAND, OREGON

OFFICIAL
MINUTES

A REGULAR MEETING OF THE COUNCIL OF THE CITY OF PORTLAND, OREGON WAS HELD THIS 30TH DAY OF NOVEMBER, 1994 AT 9:30 A.M.

THOSE PRESENT WERE: Mayor Katz, Presiding; Commissioners Blumenauer, Kafoury and Lindberg, 4.

OFFICERS IN ATTENDANCE: Cay Kershner, Clerk of the Council; Ben Walters, Deputy City Attorney; and Officer Chuck Bolliger, Sergeant at Arms.

Agenda No. 1855 was pulled from Consent. On a Y-4 roll call, the balance of the Consent Agenda was adopted as follows:

CONSENT AGENDA - NO DISCUSSION

1838 Cash investment balances for October 20 through November 16, 1994 (Report; Treasurer)

Disposition: Placed on file.

1839 Accept bid of Oregon Armored Service, Inc. for parking meter coinage collection for \$198,800 annually for three years (Purchasing Report - Bid 35-A)

Disposition: Accepted; prepare contract.

1840 Accept bid of Pacific Northern Industrial Fuels for annual supply of gasoline - motor fuel for \$561,146 annually for two years (Purchasing Report - Bid 41-A)

Disposition: Accepted; prepare contract.

1841 Accept bid of Pacific Northern Industrial Fuels for annual supply furnishing PS-200 fuel oil for \$298,912 annually for two years (Purchasing Report - Bid 42-A)

Disposition: Accepted; prepare contract.

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1842 Accept bid of Oregon Pacific Corp. for janitorial services at the Kerby Building for \$19,008 annually for three years (Purchasing Report - Bid 47-A)

Disposition: Accepted; prepare contract.

1843 Accept bid of Mason Supply Company for annual supply furnishing concrete repair mixes for \$27,324 annually for two years (Purchasing Report - Bid 49-A)

Disposition: Accepted; prepare contract.

Mayor Vera Katz

***1844** Amend City Code to streamline processes for mileage reimbursement, for collection of rental charges from employees required to drive City vehicles and for issuing emergency warrants (Ordinance; amend Code Sections 5.08.050, 5.16.010 and 5.60.110)

Disposition: Ordinance No. 168313. (Y-4)

***1845** Pay claim of Corrine Dunn (Ordinance)

Disposition: Ordinance No. 168314. (Y-4)

Commissioner Charlie Hales

***1846** Authorize extension of lease for Fire Station 17 on Hayden Island (Ordinance)

Disposition: Ordinance No. 168315. (Y-4)

Commissioner Gretchen Kafoury

1847 Accept contract with Diamaco, Inc. for SW 1st and Jefferson parking garage roof deck repair project as complete; authorize release of retainage and final payment (Report; Contract No. 29474)

Disposition: Accepted.

***1848** Contract with Entrance Controls, Inc. to provide parking garage revenue control equipment for \$57,610 and provide for payment (Ordinance)

Disposition: Ordinance No. 168316. (Y-4)

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- *1849** Contract with Technical Assistance for Community Services for \$13,000 to carry out a feasibility study of capacity building technical assistance models for use with non-profit organizations and provide for payment (Ordinance)

Disposition: Ordinance No. 168317. (Y-4)

Commissioner Mike Lindberg

- 1850** Accept completion of the Bayard Basin CSO sump project Units 2-3 and authorize final payment to Eudaly Brothers (Report; Contract No. 29131)

Disposition: Accepted.

- *1851** Contract with Parametrix, Inc. for professional engineering services for the Tanner Creek Diversion - Phase 4 design and provide for payment (Ordinance)

Disposition: Ordinance No. 168318. (Y-4)

- *1852** Amend contract with Woodward-Clyde Consultants for groundwater contamination cleanup (Ordinance; amend Contract No. 28903; repeal Ordinance No. 168065)

Disposition: Ordinance No. 168319. (Y-4)

- *1853** Agreement with Murray, Smith and Associates, Inc. for \$176,934 for engineering services to prepare plans and specifications for the Forest Park (High) reservoir project and provide for payment (Ordinance)

Disposition: Ordinance No. 168320. (Y-4)

- 1854** Amend City Code Title 3 updating the language to reflect the purpose, mission and the organization of the Bureau of Environmental Services (Second Reading Agenda 1835)

Disposition: Ordinance No. 168321. (Y-4)

REGULAR AGENDA

- 1837** **TIME CERTAIN: 9:30 AM** - Support the South/North Steering Group Tier I Final Recommendation Report describing the light rail alternatives to advance into the Tier II Draft Environmental Impact Statement for further study (Resolution introduced by Commissioner Blumenauer)

Discussion: Commissioner Blumenauer, noting overwhelming voter approval of the light rail measure in November, said the region is now narrowing what is undertaken and this process identifies some options that will benefit by further analysis before final choices are made. To the north, more work will be done on the Interstate alignment and another alignment near the freeway lip will be studied. Downtown, the commitment is to see if the surface alignment can be designed to meet City standards in terms of pedestrian activities and the integrity of downtown. However, other options for downtown will be kept open. Regarding the Southern crossing, the Steering Committee felt the community was not ready to choose between the Caruthers and the Ross Island crossing and unanimously adopted a motion to carry that decision forward into the Spring. Then, if Council feels it is necessary to carry both forward into the final DEIS (Draft Environmental Impact Statement), it will have that opportunity, as will the region. However, the options must be narrowed in order to make this the strongest proposal possible to carry forward to State and federal partners or there will be no project at all. Commissioner Blumenauer said this project is a partnership between local jurisdictions, Tri-Met and Metro, with the planning done under the Metro umbrella.

Andy Cotugno, Metro Planning Director, said the recommendation of the South/North Steering Committee was unanimous even though everyone did not get all they wanted. The decision at hand is a narrowing one, the second of four. The first narrowing determined that the I-5/McLoughlin corridor should be served rather than I-205. The current action further narrows alternatives about termini and routes. Regarding the termini, the overall recommendation is that the line go from Oregon City to 134th in Vancouver. However, a shorter First Phase, going from the south end of Clackamas Town Center to 99th Street in Clark County, is recommended here with a Phase Two extension to be addressed later. He said the South/North project is the key transportation component of the Region 2040 Project, an effort to determine how 500,000 to 1,000,000 more people can be accommodated. The focus is on land use around light rail and increasing travel on the transit system. Metro planners estimate about 60,000 riders daily on the South/North corridor, twice as many as they would expect to see without it. In selecting routes, both regional and local objectives need to be blended but the project must also be affordable, cost-effective and capable of competing for scarce federal funds.

Mr. Cotugno said route decisions are still to be made about where to cross the Willamette south of downtown, how to serve the downtown itself and what route to follow north to Clark County. Four possibilities were considered for the crossing south of downtown but two -- the Hawthorne and Sellwood bridge options -- were discarded. The Ross Island corridor alternative is, however, worth carrying forward as it

balances the objectives of serving development possibilities on the Westside and also effectively serves a large segment of the Eastside market. The question of whether to carry the Caruthers option forward will be kept open even though it will not serve development opportunities on the Westside as well. However, it will better serve OMSI and development opportunities on the East Bank and serve the rest of the Eastside neighborhoods a little bit better. He said they would like more information in order to determine whether it makes sense to move both to the DEIS.

Mr. Cotugno said on the North end there are two options, the I-5 and the Interstate corridors, but they do not have a recommendation yet on which one should be carried forward. In the downtown, they are recommending pursuit of a surface alternative along the transit mall that will be compatible with the kind of street life that the Central City Plan emphasizes for 5th and 6th. He said they are confident they will be able to come up with a surface alternative that satisfactorily meets all the objectives. In the Spring, when the final decision is made about which will go into the DEIS, they can judge whether they are satisfied with this alternative. If they are not, they can consider other alternatives at that time but they ask that such alternatives not be considered now.

Mayor Katz asked Mr. Cotugno to focus on how this meets the objectives of the Central City Plan and how it fits with the Region 2040 Plan.

Mr. Cotugno said the mall is the connector of downtown, where the greatest investment has already been made and where there is the greatest mix of uses and diversity of activity, particularly of pedestrians. The 2040 plan expects downtown to continue to be the center of the region, rather than focusing growth elsewhere, and for this reason it needs the best transit service. As more light rail lines are added, buses will be removed from the mall. They are not recommending continued consideration of the subway alternative now because, while it would have higher ridership, the cost per rider is higher, making it less cost effective. Furthermore, while they do not believe a subway is needed to accommodate capacity, it would remove the street life when transit riders are put beneath ground. They have also not recommended streets other than the mall. Eleventh Avenue, for instance, is principally a housing street, not an office/commercial area and transit located there would attract fewer riders. He said the critical issue will be the design of the 5th/6th Avenue routes.

Mr. Cotugno said the next step will be a four to six month period during which the selected alternatives are considered in more detail. Starting in the Spring they will produce the Environmental Impact Statement

(EIS) and at the same time they expect the federal government to allow them to begin preliminary engineering rather than waiting until after the EIS process, as is customary. This will keep costs down but the federal government will allow them to proceed in this way only if they have a small set of alternatives as otherwise it becomes too expensive a process.

Leon Skiles, Metro South/North Project Manager, said this recommendation states that efforts to work with the downtown community will continue, including most importantly, the Association for Portland Progress (APP) which supports this despite the fact that it favors a subway at the present time.

Commissioner Lindberg asked about the implications of leaving Caruthers on the table in terms of scheduling, funding, etc.

Mr. Cotugno said at this point the schedule would not be affected. Between now and Spring they need to select a specific Ross Island crossing and alignment. If they decide to take Caruthers into the DEIS, a specific alignment will be needed for it as well. Either way the work is the same.

Commissioner Lindberg asked if there would be an additional cost.

Mr. Cotugno said no, it would be the same amount of work.

Commissioner Lindberg asked if adding Caruthers would endanger federal funding or put them into another cycle.

Mr. Skiles said on a decision of this scale, which is relatively small in terms of cost, it is fine to study both alternatives. There would be some slight but insignificant increases in cost. That would not be true for a subway, which would add a \$550 million facility; preliminary engineering (at one percent of cost) would be expensive.

Commissioner Lindberg said the narrowing process downtown seems to have a lot more implications than selection of the river crossing.

Mr. Skiles agreed.

Mayor Katz asked what happens if the downtown mall design does not satisfy the Steering Committee or Council.

Mr. Cotugno said the Steering Committee recommends addressing that in the Spring after the design has been done on the Surface Alternative. If the design is not satisfactory other alternatives can be determined. At this point the recommendation states that both Ross Island and

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Caruthers should be looked at and in April they will decide whether to carry one or both forward to the DEIS. If only one is carried forward, the EIS process will be cheaper but between now and April the amount of work to be done is the same. That is why it is worth taking a look at Caruthers now.

Commissioner Lindberg asked if the cost would be above \$250,000 and how deciding to include both in the EIS would affect scheduling and funding.

Mr. Skiles said it would be no more than \$250,000, adding that it would not affect funding or scheduling very much.

Commissioner Blumenauer said the issue is not so much the dollar impact as it is appropriate timing. He said he is most concerned about doing this within 18 months, noting that the Hillsboro process was supposed to be 18 months but stretched to two-and-one-half years. He said this is the equivalent of both light rail lines together so the issue is not so much a few thousand dollars as it is in getting the highest quality information. He said he has committed to bringing this back to Council in the Spring and if it does not feel comfortable, the alternative can be selected.

Craig Lomnicki, Mayor of Milwaukie, said it is amazing that \$2.8 billion is seen as a constraint yet, because of such budget concerns, all jurisdictions had to compromise. For a Central City to be successful there must be healthy suburbs and for the suburbs to be successful there must be a healthy central City.

Jordan Schnitzer, Chair of the Downtown Community Working Group, said the community was very divided about whether to continue studying a subsurface option, noting that the initial vote was 9 to 9. A later vote, on a motion to first see if a surface option would meet City needs, passed 12 to 6. He said capacity issues do not appear to be a problem and while the ridership is slightly increased on the subsurface route, that increase does not seem significant. The cost issue, however, is very important as the difference in going below ground is about \$3 million; for that reason the focus is on the surface alternative first, to see if it can be done without additional congestion and negative impacts on the quality of life. He said the downtown alignment is the most critical of all as there would be no light rail system if there were no downtown.

Mayor Katz asked what alternative the committee would pick if the goals for the surface alignment on the mall cannot be achieved.

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Mr. Schnitzer said if they cannot satisfy themselves that the 5th/6th route will work, they will look at other streets and then, if unsatisfied with any of the surface alignment options, they will look at the subsurface.

Ingrid Stevens, Community Working Group 1 in Southeast Portland (Hosford, Abernathy, Brooklyn, Sellwood-Moreland, Eastmoreland and Reedway), said a Caruthers crossing is a bigger win for this area, noting that 40 percent of the population resides in the Southeast, most of them working and middle class people who need good access to jobs. They would like to see the development that would accompany light rail happen in the Eastside and also favor the link to OMSI and other regional attractions. In addition, they support an alignment along the Brooklyn Yards connecting to McLoughlin. She said the Schnitzer/Zidell proposal is very impressive but, because of its enormity, they question whether it will go as proposed.

Dan Maloney, Community Working Group 2 (Corbett/Terwilliger/Lair Hill and Johns Landing), said they had trouble agreeing on the alignments and the one they did agree on became moot when the Sellwood Bridge option dropped off the map. They now favor the Ross Island crossing because it will serve the Westside and because rehabbing 110 acres in the North Macadam area will fulfill Central City Plan goals and enable Johns Landing to become an urban village. The Group asked for study of the Ross Island crossing at its southernmost point.

Pam Arden, Community Working Group 5 (North Portland), said they are recommending the Interstate Avenue route, even though the community is divided, as Group 5 believes strongly that if light rail does not serve their community, they do not want it. It needs to be part of the community and not merely a commuter line from Vancouver to downtown. Kenton residents also feel strongly that it should service its business community. Safety is a concern if the route runs along I-5 because stops off the main thoroughfare will be isolated. She said they also advocate having an A and B train to distinguish between express and local runs. Finally, more data is needed regarding the effect of swinging a train through the neighborhood.

Bob Saar, Bicycle Transportation Alliance (BTA), said light rail designed and routed solely in order to minimize travel times for suburban commuters is a bad investment for Portland residents. BTA believes the line must also support redevelopment of existing communities, make stops easily accessible by foot and bike, and meet the needs of the transportation-disadvantaged. They oppose the I-5 alignment from Vancouver but favor the Caruthers alternative. They also ask for the provision of safe, convenient bike facilities, oppose park-

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and-ride lots but favor bike-and-park lots. Finally, they ask for a bicycle lane downtown.

Marilynne Eichinger, OMSI Director, submitted a petition signed by 340 residents in support of a study of the Caruthers crossing. She said OMSI is a proven regional attraction and the intent in locating on the Eastside was that it would improve the economic development of the area. That is now beginning to happen. Also, because of OMSI's increasing role in helping students meet new education requirements, it needs to be easy accessible. Currently, the system for getting to OMSI via public transportation is not good and there needs to be an effective, linked system from outlying areas.

Commissioner Lindberg asked if OMSI and other constituents believe there is enough time between now and the Spring to study this alternative in enough depth.

Ms. Eichinger said they would prefer to have a more thorough study, i.e., through the DEIS, as they believe it would show the greatest ridership comes from Caruthers which is also more cost effective.

Robert Harrison, OMSI Board member, said OMSI did not think that the Caruthers alignment was on an equal track prior to the Planning Commission meeting.

Commissioner Blumenauer said the decision made at the Steering Committee was to carry Caruthers Street forward through the Spring and treat it exactly the same way as Ross Island in terms of the study.

Ms. Eichinger said a full study might be necessary, too.

Commissioner Blumenauer said that is why it is coming back in April and if the work that is done suggests both still need to be carried forward into the final environmental impact statement, they will be.

Ms. Eichinger said she hopes there could be alignments on both sides some day.

Commissioner Blumenauer said that is the ultimate solution and why they do not want to pit one side of the River against the other.

Commissioner Kafoury said the Planning Commission report of November 22, Item 3-A, states that two alignments will be studied -- Ross Island Bridge and Caruthers -- and does not give any more weight to one over the other.

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Rick Parker, OMSI Board member, said when he looked at 3-A he did not feel it gave equal weight to both.

Commissioner Blumenauer said there was a preferred option that came from staff but the Steering Committee said no, give them equal weight and treat them the same in the analysis. If one cannot be chosen in April, both will.

Mr. Parker said he believes the final decision can be a "win-win" one that does not pit OMSI and Zidell/Schnitzer or the east and west sides against each other.

Dana Anderson, Portland Community College (PCC) Board member, said she now understands that both options are going to be studied equally in the DEIS.

Mayor Katz said no, the resolution reads that the Ross Island Bridge crossing will be developed for further study in the DEIS. The Caruthers area crossing will be evaluated further to determine whether it shall also be included in the detailed definition of alternatives report and developed further in the DEIS. However, the study to get to that point will be the same.

Commissioner Lindberg said it will be equal between now and Spring.

Commissioner Blumenauer said at that time there will be a chance for the public to testify on whether to include Caruthers in the DEIS or not.

Ms. Anderson said the PCC Central Portland Workforce Training Center was sited on SE Water and Clay in order to address the needs of residents in the Central and Inner Eastside who have not been adequately served by the College. A critical element in the siting decision was access to light rail and other mass transit. She said the Center will provide training for 500 to 700 students per day, which roughly equates to over 100,000 students per year. She urged that both options, Ross Island and Caruthers, be studied equally.

Dan Moriarity, President, Portland Community College, said they also hope that light rail will serve their Cascade campus and believe locating it along I-5 would isolate it, making access difficult.

Jillian Detwiler, Chair of Brooklyn Action Corp, said the Board supports the recommendation of Community Working Group 1. They particularly urge continued study of a Caruthers bridge and also prefer an 18th Street alignment that is not on Southern Pacific land. They oppose the Center Street station but would like to see continued study of development opportunities in the Holgate triangle.

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Mayor Katz said they need to identify where they would willingly support higher density.

Ms. Detwiler noted that some improvements which serve the City as a whole, such as McLoughlin and the widening of Powell, have been detrimental to the Brooklyn neighborhood. She said they are very concerned about any plan which decreases housing because of declining enrollment at Brooklyn School and are also concerned about expanding parking needs, increased noise on McLoughlin and access to the River.

Don McGillivray, SE Uplift Board member, supported selection of Caruthers for the crossing.

Richard Noonan, Central Eastside Industrial Council, said they believe it makes the most sense to bring the line all the way north to the connector without disrupting the existing transit mall. However, if that is not to be, their top preference is for the Caruthers crossing so that OMSI will not continue to be isolated. He said perhaps the City should also consider a surface trolley system that loops the City, the zoo, OMSI, the Ross Garden and the Schnitzer/Zidell development. The cost per rider would be a mere pittance compared to light rail and would add to the City's charm.

David Rasmussen, 4768 SE Milwaukie and a member of Community Working Group 1, asked if the wording in the resolution could be changed as the current language indicates that one alignment, Ross Island, takes preference over the other. He said they both started out on an equal footing and one does not need more study than the other.

Mayor Katz said they will clarify the Planning Commission's intent and language as well.

Mr. Rasmussen said both the Community Working Group and the Citizens Advisory Committee favored Caruthers. It was only the Steering Committee and the Project Management Group that favored Ross Island, which was not in the draft technical summary and was not reviewed. He said it is 1,450 feet longer than the Caruthers bridge and more costly. He said the choices should be on an equal basis as currently there is a perceived agenda which hurts the public process.

Bing Sheldon, 123 NW 2nd, speaking on behalf of the North Macadam river crossing, said the numbers are the issue and they indicate that a Ross Island crossing will better support increased ridership and urban growth goals.

Kenneth Novack, President, Schnitzer Group, 3200 NW Yeon Avenue, said they support the unanimous South/North Steering Committee

recommendation to take the Ross Island crossing into Tier II and continue to study the ridership potential for Caruthers. He said when this matter returns to Council, it needs to take a clear position as to its preference based on ridership and promotion of City land-use and density goals. He said the choice of the Ross Island route will also facilitate access to the Oregon Health Sciences University. He said the master plan for the North Marquam project originally assumed there would be no City financial assistance and no light rail. Planning staff, however, did not like that plan because they felt that, unsupported by a decent transportation system, it looked like suburbia and fell far short of meeting City housing goals. He urged Council support for the Ross Island crossing,

Jay Zidell, Zidell Resources, Inc., entered letters into the record from property owners in the North Macadam district in support of the Ross Island crossing as well as a resolution from the North Macadam Development Council. He said this property, used for industrial purposes for many years, will ultimately will be redeveloped and they look forward to having a high quality development that will contribute something to the entire City, which light rail will allow them to do.

Bob Boileau, SERA Architects, described the North Macadam site and the plan, adding that they believe light rail will fuel their ability to develop a transit-oriented mixed-use development with high- to medium-density housing and commercial-retail uses.

Martin Taylor, 5630 SW Riverside Lane, said the best use of light rail is as a commuter train and the Caruthers crossing would be the best choice. He called for removal of the Ross Island crossing option from further study because the high elevation required would disrupt development of the North Macadam corridor. He said a streetcar system would be a better choice for this area.

Peter Fry, 722 SW 2nd, Room 330, said since it has already been determined that the Ross Island crossing option will be included in the DEIS, the current resolution sets the Caruthers crossing study up for failure as the question in April will be whether the region can afford to study two alternatives. If this process were truly equal one would not be predetermined for the DEIS. He said the issue is not gross ridership but cost-effectiveness. Caruthers can serve both sides of the river, including the North Macadam project and also best meets the objectives of the Central City Plan which calls for uniting both sides of the river, not allowing one side to continue to grow and the other to languish with no public infrastructure. Finally, Ross Island could be developed as a natural resource which could some day equal Forest Park.

Mayor Katz said a review of that area is called for.

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John Carroll, 806 SW Broadway, Suite 600, 97205, North Macadam developer, said he has never seen such a positive response from staff about the densities proposed for this project. He said he views this district as having immediate potential to meet higher density goals and link the river, Johns Landing and downtown and, with light rail, creating whole new communities to rival downtown. Approval of a Ross Island crossing would also demonstrate that the City is committed to infill and stopping urban sprawl as well as to prudent public investment.

Lindsay Desrochers, Vice President for Finance and Administration, Portland State University, said a major component of the University District plan is a transportation strategy that allows people to come to the Central City without automobiles. Light rail is a critical component and they would like to ensure that a stop is placed at Portland State, where there are five million visits a year. A stop in this vicinity could also serve OHSU through a shuttle system. Portland State generally agrees with the Tier I recommendations and believes either crossing option will work for them. They could live with the subway on 5th/6th but do not support a surface alignment along 11th Avenue because it would bifurcate the campus.

Allys Allwardt, 3758 SE 8th, said it is currently very difficult for children living in Brooklyn to get to OMSI by bus and called for a more accessible transit system. She supported the Caruthers crossing, adding that none of the Ross Island crossings will help them.

Greg Goodman, speaking for Doug Goodman and other family members, urged that Metro study only the 5th/6th surface alignment. He said their reasons include: greater potential development opportunities, more convenient service for commuters, lower costs and retention of vitality at the street level. He said it is also essential that current levels of automobile traffic and traffic patterns continue on 5th and 6th.

Bill Naito, 5 NW Front, opposed the surface 5th/6th alignment. He said it will tear up downtown and make the mall a wall of sheet metal. He suggested that 10th and 11th be selected instead, giving Portland something similar to Vienna's Ringstrasse. He said when he was on the MAX alignment committee he was told by transportation experts that MAX would fail if it were not on the transit mall but obviously it has not or Council would not be considering this expansion today.

Richard Lishner, 2545 SE 37th, 97202, said he has been attending draft committee meetings since May, 1994 and found one big problem was that members often argued over alternatives that neither side really supported. Subway advocates believe the alignments presented are flawed and badly compromise their arguments for a subway, which most

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want anywhere but under the transit mall. Surface advocates want another surface line, but not on the transit mall. He said the Downtown Rail Advisory Committee (DRAC) was never able to review the best options for either, noting that at an informal straw vote taken in June, members voted 18 to 2 to continue to support a subway; only a few months later, the vote was 9 to 9. He said he thinks the best reason to build a surface MAX line is the potential for improving two more downtown streets rather than tearing up the best north/south streets already downtown. He cited reasons in support of a surface line including potential business investment and less demand on the public safety workload. Also, he said, any reduction of auto traffic downtown is positive.

Stan Lewis, 111 SW Harrison, #2D, 97201, said the South/North Citizens Advisory Committee worked very hard and ended up disagreeing with the planners on three points: 1) the South terminus; 2) the South crossing of the River (instead favoring inclusion of the Caruthers bridge in a different way than is shown in the final statements of the PMG and Steering group); and 3) the downtown treatment. He said on November 22 the Downtown Community Association stated that it definitely wanted the subway option to be studied, reiterating earlier policies and actions taken by a coalition of seven other downtown organizations. He also noted a Police Bureau statement which supported the subway because of increased speed and efficiency and because it cut down on accidents and congestion. Although only two Citizens Advisory Committee members live downtown, the committee felt that what happens downtown is crucial and that people will be in an uproar if the streets are narrowed.

David Zagel, 3104 NE Schuyler, speaking for six members of DRAC and the Transportation Committee of the Pearl District Neighborhood Association, said they all favor carrying the subway option forward into Tier II for more study. He said two important citizens' groups, the South/North Citizens Advisory Committee and the Portland Planning Commission, recommended studying both the subway and surface options on an equal basis. He said the work completed in Tier I is not sufficient to allow elimination of the subway option at this time as many questions about the downtown alignment remain.

Irwin Mandel, 1511 SW Park, 97201, disagreed with earlier statements by Jordan Schnitzer concerning the DRAC vote. He said the initial motion was whether to continue to study the subway option and that resulted in a tie vote. When the question was rephrased to ask whether the subway option should be put aside and study continue only of the surface option, the vote was 12 to 6. He said this is not overwhelming. He said the subsurface route should be part of the Tier II study or, otherwise, it will be a dead issue.

Ray Polani, Citizens for Better Transit, said when members of the Citizens Advisory Committee differ from the recommendations of bureaucrats and officials, their decisions are overruled. He urged that both a subsurface alignment and a Caruthers bridge crossing be studied as part of the Tier II analysis. He said a rail system will be too slow if placed on the surface mall and will not accommodate sufficient growth in capacity. He said the \$275 million cost estimate for a subsurface route downtown is too high and contended that a SW 4th subsurface route would cost considerably less. He urged that the resolution be amended to continue study of a subsurface option in Tier II.

Michael McLafferty, President, Pearl District Neighborhood Association, and a member of the DRAC, referenced a letter from a number of downtown organizations who favor continued study of the subway option in Tier II. The Citizens Advisory Committee and Planning Commission agree. He said the downtown segment decision is the most critical one and one the community is not yet ready to make.

Steve Fosler, 921 SW Morrison, urged adoption of the Planning Commission recommendation for further study of the subsurface option rather than eliminating it at this point. The future vitality of the Central City depends on a mass transit system that will attract and accommodate a dramatic increase in transit ridership.

Jim Howell, 3325 NE 45th, said the Tier I analysis is seriously flawed and to conclude that a surface alignment can do the job over the next 20 to 30 years is extremely questionable. He said the 60,000 per day ridership estimate is based on Region 2040 studies which estimate ridership increases at less than two percent, while Tri-Met actually has shown a four percent increase per year. He said according to planners, 5,000 to 6,000 people an hour is the maximum a surface route on the mall can handle, producing a huge bottleneck. A subway has the potential for six times the capacity because longer trains can run more frequently and faster, saving billions of dollars over the long run. The subway should be looked at again. He also argued that the cost estimates for a subway are grossly inflated.

Charles Kelley, 6500 N. Princeton, 97203, said light rail should strengthen, not undermine, a community, and be built where the community actually supports accompanying development. He said the Interstate alignment is preferable to I-5 as it would foster community development and would have the support of the Kenton, Arbor Lodge and Overlook neighborhoods.

Lawretta Morris, 169 N. Lotus Beach Dr., 97217, said Hayden Island is bisected by I-5 and connected by an oval loop. The current recommendation for light rail places it along the west side of the Island

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across the top of the oval in front of the mall. She asked that an alternative route be studied, one that goes behind the mall and provides access to the Expo Center. Such a route would address concerns from houseboat owners and the Red Lion Inns. She said new development projects and new ownerships affecting Hayden Island will produce changes that make the alternative worth looking at. She also asked for consideration of a park-and-ride lot.

Frank Howatt, 438 N. Hayden Bay Dr. 97217, said residents and businesses on Hayden Island have many concerns about the effect light rail will have on them. He asked that the process for choosing the most beneficial route not be foreclosed for Hayden Island.

Ernie Munch, 111 SW Oak, representing the Red Lion Inns, said they are very concerned about the currently proposed alignment across Hayden Island, which places light rail within 25 feet of two wings of their Columbia River Hotel. To put up with the effects on their business of two to four years of construction work, they believe the result must be significantly better than is currently proposed. He said Red Lion will work with residents to achieve some consensus about where light rail should go but asked for City help on the many related land-use and other issues that must be addressed.

Larry Mills, Chair, Kenton Neighborhood Association, said Kenton is currently involved in ambitious revitalization efforts, citing a number of examples. They feel strongly that a light rail system along Interstate, rather than along I-5, is best and that a station must also be located adjacent to the Kenton business district, providing an opportunity for strong economic growth. He said they realize there is a sizable additional cost but believe it constitutes a worthwhile investment in North Portland.

Dave Eatwell, 2601 N. Willis, 97217, coordinator for the Kenton Action Plan, said Kenton residents fully support the Interstate alignment and placing a station near the Kenton business center. The I-5 alignment is seen simply as a route for bedroom commuters.

Kay Durtschi, SW Portland, expressed concern about the terminus points, asking that consideration be given to intracounty use of light rail so the greatest number of citizens can use it for both short and long rides. She said the route should also be extended as far as possible.

Fred Nussbaum, 6510 SW Barnes Rd., President, Oregon Rail and Transit Advocates, said it is very important that decisions on South/North be based on a long-term, comprehensive view. He said Metro's projection of 2.9 percent annual growth in ridership is unrealistic, as the actual trend has been 5.2 percent per year, while Tri-

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Met's own vision for the future is based on a 10 percent per year increase. These different projections have a bearing on how much capacity there is downtown. The mall should not be torn up again only to find in 20 years that the capacity is insufficient. A plan that looks at long term capacity issues is needed. He added that the southern terminus should be Oregon City, not Clackamas Town Center.

David Knowles, Planning Director, said the Planning Commission received substantial testimony about the alignment, particularly about downtown and about the segment between downtown and Milwaukie. The Commission heard substantial testimony from those who favored a crossing at Caruthers and was persuaded there should be additional study but felt it did not have enough information about the land-use impacts to make a decision about which alignment to recommend at this time. He said he tried to capture the Commission's intent by stating that prior to the inclusion of any alternative in the DEIS there should be equivalent information on both the alignment options. However, there is some difference of opinion as to whether that statement adequately reflects the Commission's view as some members believe the intent was that both alignments be studied in the DEIS process. He said it was his understanding that neither should advance until there was adequate information about both options.

Commissioner Blumenauer said this resolution contemplates that a decision will be made in April whether to carry both or simply the Ross Island into the DEIS.

Mayor Katz said that is not what the resolution says and Council needs to make sure that what Commissioner Blumenauer just said is reflected in it.

Commissioner Blumenauer said it has been agreed that the work on the Caruthers crossing will be done as well as that on Ross Island. This will come back in the Spring and the intent of the resolution is clearly that if Council feels that both need to be carried forward into the DEIS, that will be done. Both Tri-Met and Metro feel comfortable with that.

Mr. Knowles said he understands the Planning Commission will also have an opportunity to advise Council about the land use impacts prior to the March decision.

Commissioner Lindberg said proponents of the Caruthers alignment were concerned that a study between now and next Spring would not be in enough depth to develop information which would enable Council to move forward. He said he understands from Commissioner Blumenauer that this study will be done in depth.

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Commissioner Blumenauer said in April if Council feels the Caruthers study was not sufficient, both can be carried forward into the DEIS.

Mr. Knowles said the Planning Commission would also request that if it was not satisfied. The Commission received no testimony about Hayden Island. There was substantial testimony from those who favored a continued look at the subsurface alignment and from those favoring other alignments, including 11th Avenue. Others expressed concern about the impact on the mall. The Commission felt it needed more information about the subsurface alignment and other alignment opportunities downtown.

Commissioner Lindberg asked about the capacity issue over the long run, noting that right now the language states that routes other than surface 5th/6th will not be considered unless the 5th/6th alignment fails to meet the goals. He said he assumed that one of those goals would be to accommodate capacity over a 30-year period.

Commissioner Blumenauer said there is no question but that they will be okay for 20 or 30 years into the future. He said they will hold more meetings to deal with the issues raised about Hayden Island and the area will not be forgotten. However, the issue about downtown is critical as the surface alignment may make the difference as to whether they can do the project at all since adding a \$200 to \$300 million dollar cost item may make it impossible. He said people all over the region have made compromises and the City must also. He said there has to be a commitment to try and make the surface route work over the next few months and if they cannot, Council can then reconsider that choice. He said failure to approve this resolution now will make it less likely that they are able to do the project.

Mayor Katz said she tends to agree but asked when they will know if the design on 5th/6th will work so other alternatives can be considered.

Commissioner Blumenauer said staff is doing that work now, adding that property owners and downtown interests will also be involved.

Mayor Katz said she wants to make sure there is time to consider alternatives.

Commissioner Blumenauer said it would just be carried into Tier II.

Mr. Skiles said they know they have to carry a surface alignment into the DEIS but if that does not appear to be working by Spring, they could also carry a subway alignment into it as well.

Mayor Katz said she believes DRAC recommended that Metro look at

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other alternative streets as well as underground. She said her preference is for 5th/6th but she is very sensitive to the possible impacts and wants to make sure that other options are not closed.

Commissioner Lindberg said he will support this resolution and, rather than spending a lot of time tinkering with the language, he believes Council intent is clear in terms of the Caruthers option and downtown 5th/6th.

Mayor Katz said the Hayden Island route will also receive further study.

Mr. Skiles said they are looking at various design options there.

Mayor Katz said even though the wording of the resolution is not quite on point, Council intends that both Caruthers and Ross Island be reviewed but that Ross Island move into the DEIS and Caruthers be reviewed in the Spring. She asked Mr. Skiles to let Council know as soon as possible if the design on 5th/6th looks doable.

Commissioner Blumenauer said they will brief Council every other month or so.

Mayor Katz said she would like to look at the demographics and numbers again.

Commissioner Kafoury said the cost boggles her mind in comparison to other projects. Regarding downtown, she said she would like to avoid another tunnelling project and adding another \$300 million in cost is a major consideration.

Mayor Katz said as long as Council intent is clear, regardless of the words in the resolution, she is satisfied the issues have been fleshed out enough.

Disposition: Resolution No. 35339. (Y-4)

At 12:50 p.m., Council recessed.

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A RECESSED MEETING OF THE COUNCIL OF THE CITY OF PORTLAND, OREGON WAS HELD THIS 30TH DAY OF NOVEMBER, 1994 AT 2:00 P.M.

THOSE PRESENT WERE: Mayor Katz, Presiding; Commissioners Blumenauer and Kafoury, 3.

OFFICERS IN ATTENDANCE: Cay Kershner, Clerk of the Council; Linda Meng, Chief Deputy City Attorney; and Officer Chuck Bolliger, Sergeant at Arms.

REGULAR AGENDA

City Auditor Barbara Clark

S-1855 Encourage diversity in the oaths of office for elected and appointed officials (Ordinance; amend Code Chapter 3.74)

Discussion: Barbara Clark, Auditor, said the proposed updating of the oath does not require people to say "I swear" or "so help me God" but they certainly may.

Commissioner Kafoury moved acceptance of the Substitute. Hearing no objections, the Mayor so ordered.

Mayor Katz asked why this change is being done.

Ms. Clark said there were citizen complaints about being forced to say "so help me God" because this is not acceptable to all religions. She said she referred this to the Metropolitan Human Rights Commission in June and, of 16 members present, four found it unacceptable to their religion. She said they are not talking about a few nut cases but a significant minority of citizens. The four who found it offensive said they would not, however, feel comfortable making a fuss. This Code change allows all citizens to recognize their religion as they wish.

Earl DeMurseman, Portland resident, said his concern is that the "under God" be left in the oath but that people who do not want to say it do not have to.

Disposition: Passed to Second Reading December 7, 1994 at 9:30 a.m.

Commissioner Mike Lindberg

***1856** Accept a \$11,500 contribution from Bonneville Power Administration for FY 1994-95 Electronic Line-Voltage Thermostats Study (Ordinance)

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Discussion: Cay Kershner, Clerk of the Council, noted that not enough Council members were present to pass an emergency ordinance.

Disposition: Continued to December 7, 1994 at 9:30 a.m.

City Auditor Barbara Clark

1857 Assess property for sewer system development charges through October, 1994 (Second Reading Agenda 1836)

Disposition: Ordinance No. 168322. (Y-4)

1858 **TIME CERTAIN: 2:00 PM** - Accept report and recommendations for the NE 21st/24th Avenues Traffic Calming project (Report introduced by Commissioner Blumenauer)

Discussion: Krys Ochia, Project Manager, Bureau of Traffic Management, showed slides of the affected streets, noting that this project continues one done in 1989 and responds to a request by the Alameda and Irvington Neighborhood Associations. He noted that both streets are very wide, with parking allowed on both sides and with considerable pedestrian traffic generated by businesses and schools. The area lacks a North/South collector so 21st and 24th attract high traffic volumes and people tend to drive too fast, with 85 out of 100 exceeding posted speed limits by unacceptable levels. The chief aims of this project are to increase safety for pedestrians and bicyclists and reduce speeds. The citizens traffic committee is also considering a realignment of the dangerous corner at 21st and Regents Drive. He indicated the intersections where eight speed bumps and 12 curb extensions are proposed, adding that 620 ballots were sent out to neighbors and half were returned, with about 70 percent in support of this project.

Commissioner Kafoury asked if a 50 percent return is about average for such projects.

Mr. Ochia said they usually come back with 50 percent in two tries but this was the result of one try.

Mr. Ochia said this project will help residents use these streets as they are actually classified, as local service streets. The project is agreeable to the Fire Bureau and Tri-Met and they believe it will also help bicyclists. The citizens' committee and staff recommend that Council accept this report and approve the 21st-24th Avenue project.

Mike Reid, Land-use Chair for Alameda Community Association, said they really wanted to slow down traffic, particularly because so many

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children cross the streets to get to their schools. He said they made special efforts to get the word out about this and believe they now have a fair view of what the community wants, with 79 percent in support.

Michael Belair, 3740 NE 21st, 97212, member of the citizen traffic committee, said the people on his block are 100 percent in support.

Joyce Beazley, 3214 NE 24th, 97212, said high speeds and pedestrian safety are their major concerns and she believes this project addresses both.

Scott Frank, 2029 NE Knott, 97212, said memory of a fatal accident on 21st makes him a strong proponent of this project. He said this program is customer-oriented and praised staff for its support. Responding to a statement from the Reclaiming NE 33rd Coalition about the process, he said the project committee followed a disciplined and open process, including holding an open house and sharing their findings. While the Coalition advocates a "broad context" approach to transportation planning, such an approach does not make room for smaller local interventions.

Jocelyn Butler, 3723 NE 21st, 97212, said all her neighbors on 21st are very concerned about speeding. She said they welcome the speed bumps and believe it would also be a good idea to correct the intersection at 21st and Regents to make it safer.

Lee Dayfield, 2645 NE 39th Ave., a member of the Grant Park Neighborhood Association and the Reclaiming NE 33rd Coalition, said she supports this project because obviously Irvington and Alameda want it. However, she is concerned about traffic diversion to 33rd and other streets. She said there is no City policy preventing diversion to larger classified streets, adding that she was the only member of the traffic committee who voted to add language in the goals about minimizing diversion to other streets. Language had been added stating that it would be necessary to determine what levels of diversion are acceptable but no one wanted to deal with that as they felt Council approval might be more difficult if that goal was in the plan. She said she has requested traffic counts immediately before and after this project begins, not only near 21st and 24th but also on 33rd to determine the effectiveness of speed bumps. She said she was promised that such counts would be taken when the 15th Avenue project was implemented in order to measure diversion. However, traffic counts were done on 33rd before the project, but not afterwards, even though traffic on 15th showed a clear decrease. She also questioned the dramatic increase in traffic counts from one year to the next on 21st and 24th, south of Fremont. She concluded by asking that traffic be looked at in a bigger picture.

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Mayor Katz asked staff about the base line data and how the level of tolerable shift of traffic to other streets was measured.

Mike Coleman, Traffic Engineer, said in evaluating the impacts, a certain level of diversion is anticipated. Wholesale diversion from one street to another has not been their experience. He said they will do traffic counts to make sure the volumes are within acceptable levels. If they saw an increase of 150 cars a day that would indicate a problem. With a similar project on SE Harold they found while traffic went down on Harold, counts on the nearest parallel street, Woodstock, did not increase dramatically. He said 33rd is about 10 blocks from 21st/14th and they do not expect to see diversion here either.

Commissioner Blumenauer said this is a project to deal primarily with excess speeding, particularly around elementary schools. He said Transportation is not interested in just shifting problems from one place to another. The devices being used here are not as intrusive as some of the traffic circles already there. He agreed that 33rd is currently a nightmare, primarily because of the volume, adding that he might not oppose experimenting with speed bumps there. He said it is important to have the base line data, noting that theoretically they do want the volumes to increase on the major collectors around these streets.

Mayor Katz asked staff if they would return to Council if the diversion reached an intolerable number of cars.

Mr. Ochia said they concentrate on local service streets and if they find the numbers exceed the threshold they will take some mitigation measures for adjacent streets.

Commissioner Blumenauer said Ms. Dayfield's concern is with 33rd, a collector street designated for higher traffic volumes.

Mayor Katz asked if there is a threshold for collector streets.

Mr. Ochia said he believes there is a separate project underway which addresses that.

Ms. Dayfield said there is a project but it does not set a diversion threshold.

Mayor Katz said the point is when do traffic volumes on a collector street in a neighborhood become too much.

Commissioner Blumenauer said right now they are trying to decrease traffic volumes through alternative modes of transportation and educate people using 33rd about other streets such as King which have much

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more capacity. However, so far the higher classifications are supposed to take more volume. Perhaps Council can bite the bullet and do more experimental things on high-volume streets like 33rd which run through a residential area with schools and parks. He said that might justify more intrusive devices and he is willing to look at that separately from the project before Council today.

Mr. Coleman said they have made a step toward working on the higher classifications. A program is in place on neighborhood collectors to influence speed and increase pedestrian and bicycle safety.


Commissioner Blumenauer said the 21st/24th Street project is a well-designed one that will achieve its objectives and provide some badly needed school safety.

Mayor Katz said the City needs to be sensitive and begin looking at mitigating the impact on streets, especially in residential areas, that may get additional traffic.

Disposition: Accepted. (Y-3)

At 2:52 p.m., Council adjourned.

BARBARA CLARK
Auditor of the City of Portland


By Cay Kershner
Clerk of the Council