### STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 98-2705 FOR THE PURPOSE OF AMENDING THE METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM TO INCLUDE THE TEA-21 HIGH PRIORITY PROJECTS

Date: September 16, 1998 Presented by: Andrew Cotugno

#### PROPOSED ACTION

Approval of this resolution would amend the FY 98 Metropolitan Transportation Improvement Program (MTIP) to include the 10 high priority projects authorized funds in the Transportation Equity Act for the 21st Century (TEA-21), the new six-year federal transportation authorization. The projects and associated schedule of authorized funds are shown in Exhibit A of the resolution. It restricts the normal flexibility enjoyed by staff and project sponsors to request advance of authorized funds in recognition of unique restrictions that come with the high priority project funds. It establishes a mechanism for such advancement should overall needs to obligate the state's federal funds warrant such action. It defers final resolution of high priority project programming to the Priorities 2000 update process.

TPAC and JPACT have reviewed this MTIP amendment and recommend approval of Resolution No. 98-2705.

### BACKGROUND AND ANALYSIS

TEA-21 authorized funds for 10 "high priority" transportation projects in the Portland area. It approved numerous additional projects throughout the state. All 10 projects are included in Metro's 1995 financially-constrained Regional Transportation Plan. However, five of the 10 projects are not currently included in the MTIP. Additionally, TEA-21 made this class of projects subject to the annual obligation limitation process for the first time. This restriction poses both opportunities and potentially serious difficulties in orderly statewide obligation of federal funds which have not yet been fully assessed by ODOT and regional staff. Therefore, there is a need to proceed with caution regarding obligation of currently appropriated funds.

The high priority funds will be appropriated in six increments through the life of the Act. The first year increment was provided in the FY 98 appropriation and the second increment is expected before the end of the calendar year as part of the FY 99 appropriation. Sponsors of several of the projects have indicated a desire to begin work. To accommodate these requests, the projects and their funding must be programmed in both the MTIP and STIP. The resolution addresses these pressing needs while assuring that the more sensitive questions surrounding the funds will be addressed in an orderly fashion during update of the program during the Priorities 2000 process. Should additional obligation authority be warranted in the interim, the resolution provides that concurrence of TPAC's TIP Subcommittee can approve such action.

#### BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE )
METROPOLITAN TRANSPORTATION )
IMPROVEMENT PROGRAM TO INCLUDE )
THE TEA-21 HIGH PRIORITY PROJECTS)

RESOLUTION NO. 98-2705

Introduced by Councilor Washington, Chair JPACT

WHEREAS, The new six-year federal transportation authorization bill known as the Transportation Equity Act for the 21st Century (TEA-21) was approved in May; and

WHEREAS, TEA-21 authorized funding for 10 "high priority" transportation projects in the Portland metropolitan area shown in Exhibit A; and

WHEREAS, Each high priority project will be appropriated funds over each of the six years of the Act as shown in Exhibit A; and

WHEREAS, The first year of funding has been appropriated for all the projects and the second year of funding is expected to be appropriated before the end of the current calendar year; and

WHEREAS, Some of the projects authorized funds have not been approved in the current FY 98 MTIP/STIP; and

WHEREAS, Sponsors of some projects have requested permission to begin work on planning and implementation of work on the projects; and

WHEREAS, Several issues must still be resolved prior to complete programming of all the authorized high priority project funds; and

WHEREAS, The Priorities 2000 update of the current MTIP/STIP is not expected to address these final details until the middle of 1999; now, therefore,

#### BE IT RESOLVED:

- 1. The FY 98 Metropolitan Transportation Improvement Program (MTIP) is amended to include all the high priority projects shown in Exhibit A.
- 2. Only appropriated funds are authorized in the MTIP for obligation and only up to the federal obligation limitation specifically enjoyed by the funds.
- 3. High priority projects may "use" limitation from other Metro region federal formula funds appropriated by TEA-21 with concurrence of TPAC's TIP Subcommittee or may use state limitation with concurrence by ODOT.
- 4. All other authorized high priority funds shall be programmed according to the schedule identified in TEA-21 through FY 2000 and all funds made available through FY 2003 may be pooled in the fourth year of the MTIP recognized by the U.S. Department of Transportation for informational purposes only.
- 5. Final programming of the future year funds will be resolved through the Priorities 2000 update process.
  - 6. Staff are directed to request amendment of the STIP.
- 7. This amendment is consistent with the air quality conformity determination adopted by Resolution No. 98-2686.

|      | ADOPTED | by | the | Metro | Council | this | <br>day | of |  |
|------|---------|----|-----|-------|---------|------|---------|----|--|
| 1998 | _       |    |     |       |         |      |         |    |  |

| Approved as to Form: | Jon Kvistad, Presiding Officer |
|----------------------|--------------------------------|

Daniel B. Cooper, General Counsel

EXHIBIT A

TEA-21 HIGH PRIORITY PROJECTS AND SCHEDULED AUTHORIZATION

| PROJECT                          | TOTAL  | 98    | 99     | 00     | 01     | 02     | 03     |
|----------------------------------|--------|-------|--------|--------|--------|--------|--------|
| Tri-Met Buses                    | 3.500  | 0.385 | 0.525  | 0.630  | 0.630  | 0.665  | 0.665  |
| Ped to MAX (Gresham)             | 1.000  | 0.110 | 0.323  | 0.180  | 0.030  | 0.000  | 0.000  |
| Portland Transit Signal Priority | 4.500  | 0.495 | 0.675  | 0.810  | 0.810  | 0.855  | 0.855  |
| Lovejoy Ramp                     | 5.000  | 0.550 | 0.750  | 0.900  | 0.900  | 0.950  | 0.950  |
| Broadway Bridge                  | 10.000 | 1.100 | 1.500  | 1.800  | 1.800  | 1.900  | 1.900  |
| So. Rivergate O'Xing             | 13.000 | 1.430 | 1.950  | 2.340  | 2.340  | 2.470  | 2.470  |
| MurrayO'Xing                     | 3.750  | 0.413 | 0.563  | 0.675  | 0.675  | 0.713  | 0.713  |
| Tualatin/Sherwood Bypass         | 0.375  | 0.041 | 0.056  | 0.068  | 0.068  | 0.071  | 0.071  |
| I-5/217/Kruse Way Intrchng       | 7.000  | 0.770 | 1.050  | 1.260  | 1.260  | 1.330  | 1.330  |
| I-205/Sunnybrook Intrchng        | 19.000 | 2.090 | 2.850  | 3.420  | 3.420  | 3.610  | 3.610  |
| Funds at 100% of Authorization   | 67.125 | 7.384 | 10.069 | 12.083 | 12.083 | 12.754 | 12.754 |
| Funds at 90% of Authorization    | 60.413 | 6.645 | 9.062  | 10.874 | 10.874 | 11.478 | 11.478 |
| Difference*                      | 6.712  | 0.738 | 1.007  | 1.208  | 1.208  | 1.275  | 1.275  |

To obtain 100% of high priority project funding over six years, formula fund obligation authority of this amount must be used.

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### STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 98-2707 AMENDING THE 1995 INTERIM FEDERAL REGIONAL TRANSPORTATION PLAN TO REDESIGNATE THE NATIONAL HIGHWAY SYSTEM LINK THROUGH FOREST GROVE FROM HIGHWAY 8 TO THE FOREST GROVE BYPASS

Date: September 24, 1998 Presented by: Andrew Cotugno

#### PROPOSED ACTION

This resolution begins the process of revising the National Highway System (NHS) designation to the northern leg of the Forest Grove Bypass (new route for Highway 47) between Quince Street to Council Creek. With the revision, the existing NHS designation would be removed east-west from Oregon Highway 8 between Quince and the current route of Highway 47 in downtown Forest Grove and removed north-south from the current route of Highway 47 from Highway 8 north to Council Creek (see Attachment 1). The revision will reflect the status of the Forest Grove Bypass as the key regional north/south route to and through Forest Grove and the east-west connection to the NHS via Highway 8 at Ouince.

Also with this revision, the Forest Grove Bypass improvement project will be eligible for NHS funds in order to complete the project on schedule.

With approval of the resolution, a request will be made to ODOT to gain Federal Highway Administration approval of the request and simultaneous amendment of Metro's Interim Federal Regional Transportation Plan (RTP).

### FACTUAL BACKGROUND AND ANALYSIS

#### The NHS

The NHS was authorized under Section 1006 of the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991. The program was retained in the Transportation Equity Act for the 21st Century (TEA-21). The NHS is intended to provide an interconnected system of principal arterials and other highways that will serve major population centers, international border crossings, ports, airports, nationally-oriented public and intermodal transportation facilities, and other nationally significant travel destinations.

The NHS for the Portland Metropolitan Area was developed through a cooperative interjurisdictional process in 1993 and adopted through Metro Resolution 93-1771. In developing the system for the Portland area, JPACT and the Metro Council endorsed a criterion that all cities within the urban area should have direct access to the NHS. Highways 47 and 8 provide that

connection for the City of Forest Grove. Congress ultimately approved the NHS in 1995.

### Forest Grove Bypass Project

The Forest Grove Bypass project is a longstanding need identified in the RTP and programmed for construction in the joint Metropolitan/State Transportation Improvement Program (MTIP/STIP) for 1999.

As described in the MTIP, Highway 47 is currently routed through downtown Forest Grove and Pacific University campus. Traffic must negotiate four right-angle turns, five signals, and the one-way couplet of Highway 8, Pacific, and 19th Avenue. Maneuvering trucks is both difficult and unsafe, and the one-way grid is confusing to motorists unfamiliar with the area. The bypass project will continue the southern rerouting of Highway 47 east of downtown Forest Grove by constructing a new road from Council Creek at the north UGB, southeast to Quince Street and then south to the existing Highway 47 Bypass. Once completed, the bypass will be designated the new route for Highway 47 and the existing route will be removed from the state system. The result will be a new Highway 47 and Highway 8 connection at Quince.

The project cost is estimated at \$13.7 million and will be funded through a variety of ODOT STP, Washington County MSTIP, and NHS funds.

#### Recommendation

The recommendation contained in the attached resolution will redesignate the NHS system from the downtown streets of Forest Grove to the new bypass, consistent with the intent and criteria for the NHS. The designation will also allow NHS funds to be authorized for the project in order to meet cost and schedule.

#### BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING )
THE 1995 INTERIM FEDERAL )
REGIONAL TRANSPORTATION PLAN)
TO REDESIGNATE THE NATIONAL )
HIGHWAY SYSTEM LINK THROUGH )
FOREST GROVE FROM HIGHWAY 8 )
TO THE FOREST GROVE BYPASS )

RESOLUTION NO. 98-2707

Introduced by Councilor Washington, Chair JPACT

WHEREAS, The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) authorized the designation of the National Highway System (NHS) and the program has been retained in the Transportation Equity Act for the 21st Century (TEA-21); and

WHEREAS, The Metro area NHS was submitted through Metro Resolution 93-1771 in 1993 and included the designation of Highways 47 and 8 in the City of Forest Grove; and

WHEREAS, Congress recognized the Metro area NHS in 1995; and WHEREAS, the Forest Grove Bypass Project will result in a new connection between Highways 47 and 8; and

WHEREAS, NHS funds may be necessary to complete the project; now, therefore,

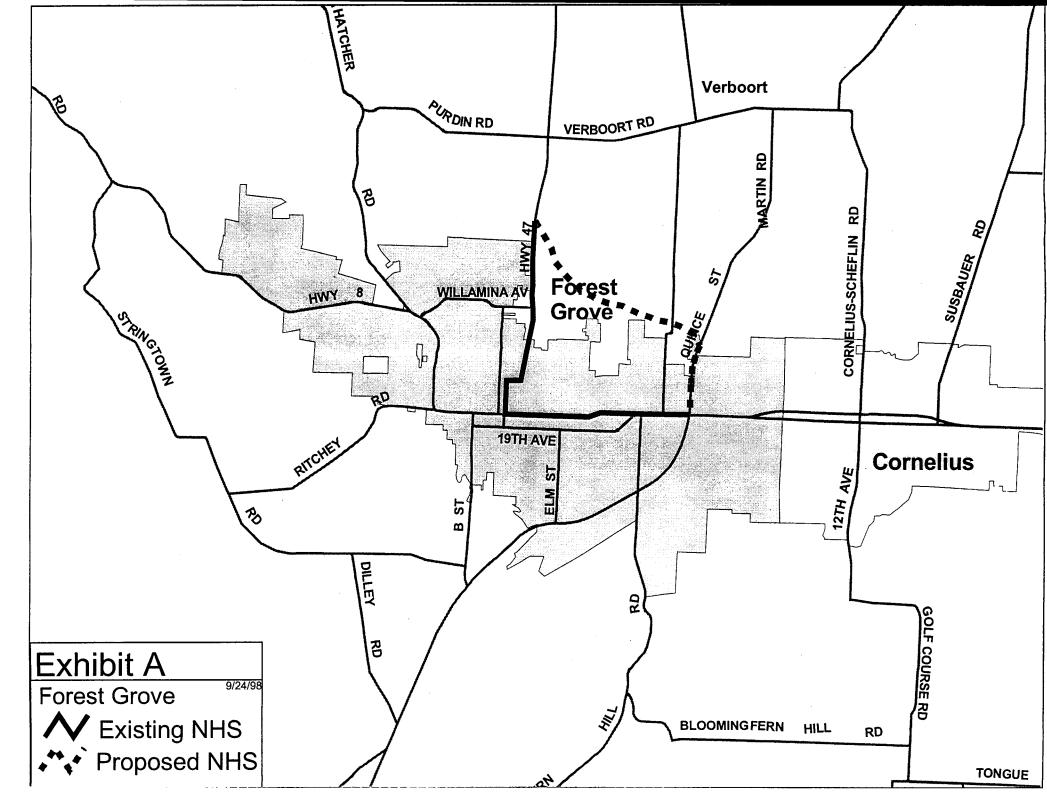
BE IT RESOLVED,

- 1. That the Interim Federal Regional Transportation Plan be amended to designate the route of the Forest Grove Bypass as the NHS connection between Highways 47 and 8, as shown in Exhibit A.
- 2. That staff be directed to forward this amendment for ODOT and FHWA review and action.

Jon Kvistad, Presiding Officer

Approved as to Form:

Daniel B. Cooper, Metro Counsel





October 8, 1998

METRO

Kenneth R. Wykle Administrator Federal Highway Administration 400 7<sup>th</sup> Street SW Washington, D.C. 20590

Dear Mr. Wykle;

On behalf of Metro and the Joint Policy Advisory Committee on Transportation (JPACT), I would like to express concerns on the National Corridors and Borders Program. Metro is the directly elected regional government that serves more than 1.3 million residents in the Portland metropolitan area. JPACT provides a forum for local and regional elected officials and representatives of agencies involved in transportation to resolve transportation needs in this region.

I am writing to you regarding the National Corridor Planning and Development Program and the Coordinated Border Infrastructure Program included in TEA-21. On behalf of JPACT, I recommend that the Federal Highway Administration (FHWA) establish separate and discrete funding for the Corridor Program and the Border Program. TEA-21 describes these two programs separately. Congress intended the two programs to address different but related problems. They should have specific funding allocations.

Establishing separate and discrete programs will ensure that neither program gets a disproportionate share of the funding. It will also provide FHWA staff with a clear target for each program and remove the need for subjective judgments by FHWA about whether or not "enough" projects have been selected for each program.

JPACT believes that both trade corridors and border crossings have important infrastructure needs. We believe that establishing separate and discrete programs for each is the best guarantee that our country's goods movement needs can be met.

Sincerely,

Ed Washington Metro Council

Ed. Woshington

JPACT Chair

## JPACT Freight Tour Thursday, September 24, 1998 7:30 am to 1:00 pm

#### Tour Objective:

To better understand goods movement in our region and the role of freight in the regional economy. The tour will focus on food products as an industry surrogate for goods movement in other industrial sectors. JPACT members will have an opportunity to view an industry in action and the mechanics of moving goods from manufacturer to consumers.

#### Itinerary:

7:30 AM Leave Metro Regional Center (NW Irving and Grand)

On the bus, Councilor Washington will welcome the JPACT members and guests, Andy Cotugno will review the relevance of the freight tour to JPACT's activities, Chris Deffebach will review the itinerary for the day and lead introductions and Susie Lahsene will distribute and review a briefing packet with background freight information.

8:00 AM Arrive at Reser's Fine Foods at SW 158th and Jenkins

Reser's distribution and production managers will lead a tour of the food processing areas and the loading/distribution areas. Reser's, a nationally based and locally owned company, makes potato and other salads on site and loads them and other Reser's products onto both 18-wheel trucks and route vans.

9:00 AM Leave Reser's

John More, from Tektronix, will review the similarities and differences in the production and distribution process between the food industry and the high tech industry.

9:45 AM Arrive at Albertsons Distribution Facility at NE San Raphael and 181<sup>ST</sup>, south of I-84 Albertson's Portland Distribution Center General Manager will lead a tour through the perishable area, mechanized dry good area while explaining the role of the center in serving stores in the Western Region. Coffee and doughnuts will be served.

10:45 AM Leave Albertsons

10:55 AM Arrive at Albertsons Grocery Store at 181<sup>st</sup> and Glisan

This quick view of the store's loading bays will complete the food industry tour.

11:05 AM Leave Alberstons Grocery Store
Informal question and answer time on the bus.

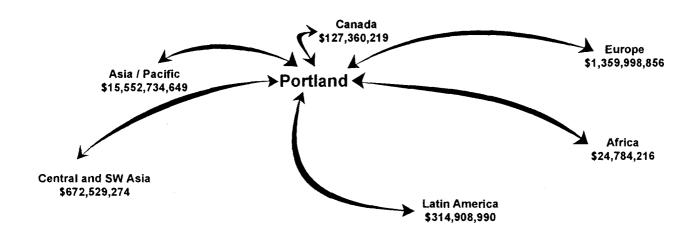
11:45 AM Arrive at Terminal 6 at Rivergate

Port of Portland Executive Director Mike Thorne will lead a tour of the container terminal facility and describe the export and import role in the goods movement process. Lunch will be provided.

12:45 PM Leave Rivergate

1:00 PM Arrive at Metro Regional Center

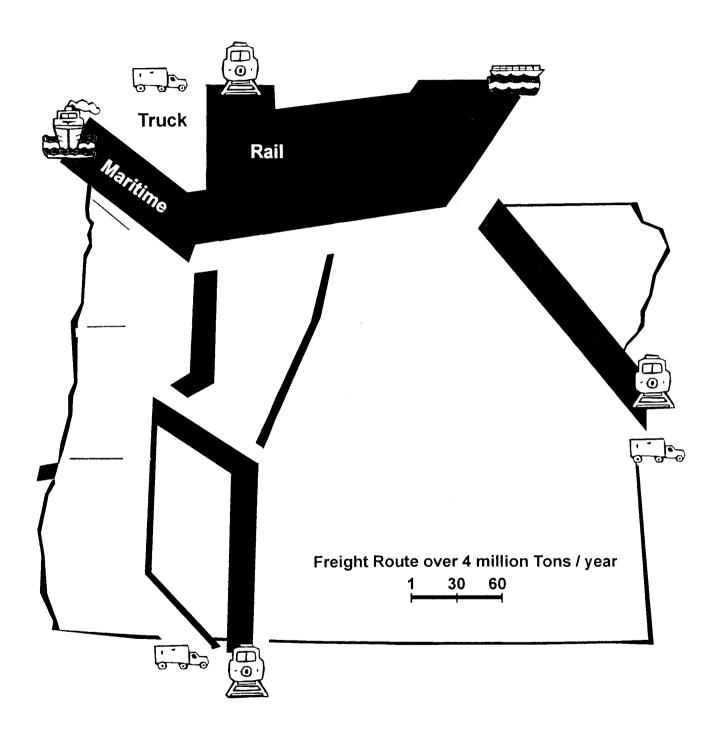
## **Oregon's Trading Partners**



JPACT Freight Tour September 1998

## **Major Multimodal Commodity Flow Corridors**

Millions of Tons Shipped in 1992



#### Source:

-Interstate Commerce Commission, 1992 Waybill Sample

-ODOT Transportation Development Branch

-U.S. Army Corps of Engineers, Waterborne Commerce of the U.S. 1992

## Freight is Important to Our Economy

### Portland's Regional Economy

- · 6 County Metropolitan Area
- · 1.7 million residents
- · 1 million workers
- 50,000 businesses with a payroll
- \$60 billion gross regional product
- The Portland regional economy is now bigger than the rest of Oregon put together

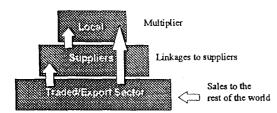
Regional Connections

### 1996 -- Oregon

- Oregon firms' exports totaled \$9.8 billion (a 92% increase in value since 1991)
- High tech firms exported \$4.7 billion (200% increase in 5 years)
- Agricultural products
   \$2.4 billion (up 75% in 5 years)
- Wood products \$1.2 billion

Port of Portland 1997

### **Traded Sector Drives Growth**



Regional Connections

### **Employment in Traded Industries**

| Employment m                  | Traded Hidus  |
|-------------------------------|---|
| Electronics/software          | 54,593  |
| Metals/ Machinery             | 45,209  |
| Nursery                       | 8,137   |
| Other Mfg.                    | 14,832  |
| Printing                      | 9,052   |
| Professional services         | 34,071  |
| Wood products                 | 18,033  |
| Primarily Export              | 183,927   |
| Temp. Employment              | 22,161  |
| Agricultural/Food Processing  | 18,031  |
| Recreation related            | 16,229  |
| Transportation & Distribution | 74,739  |
| Export and Local              | 131,160   |
|                               | Electronics/software Metals/ Machinery Nursery Other Mfg. Printing Professional services Wood products Primar®y Export Temp. Employment Agricultural/Food Processing Recreation related Transportation & Distribution |

Regional Connections

## Transportation: Key to Oregon Businesses Competitiveness

- · Freight Movement occurs
  - to move products from origin to place of higher value
  - over a variety of modes
- Transportation and logistics account for 20-25% of product cost
- · Average delivery time today: 2-3 days
  - compared to: 30 days in 1960s, 10 days in 1980s
- By 2000, 50% of all products will move 'just in time'

Port of Portland 1998

## Oregon's Economy Relies on a Good Transportation System

- 60% of Oregon's workers have jobs in businesses that depend on the transportation system for their operation
- "Traded sectors" drive the economy in the Portland region and the state
  - 2nd largest wholesale distribution center on the west Coast
  - 10th largest exporter in the United States
  - 20th largest industrial center in the United States
- Wholesale/distribution jobs are the highest wage earning jobs in the state Port of Portland 1998

## Reser's Fine Foods

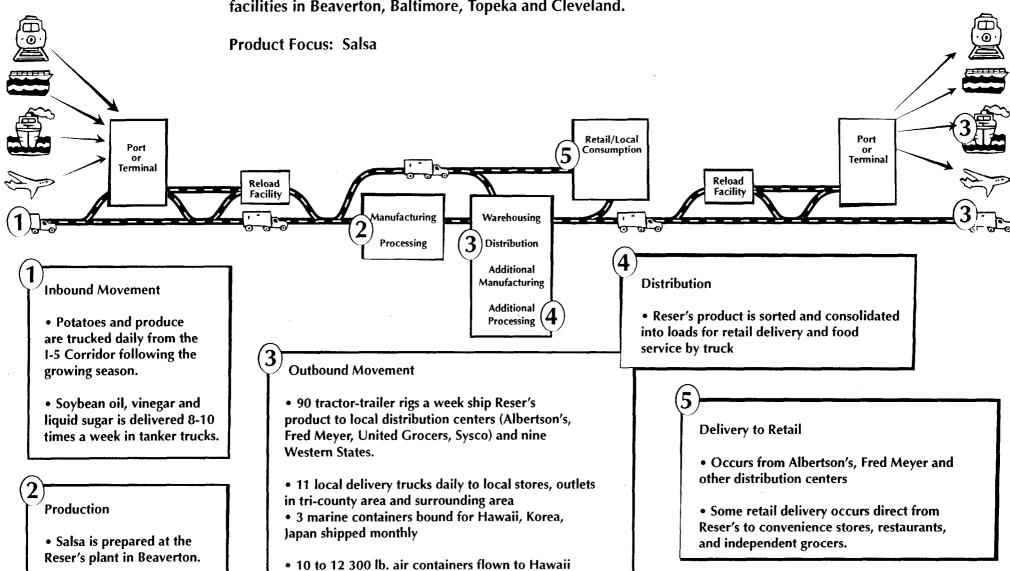
"Reser's, you've got it made!"

Headquarters: Beaverton, Oregon

via PDX monthly

Reser's manufactures and distributes refrigerated salads, sauces, dips, desserts for retail food service, deli and club store customers.

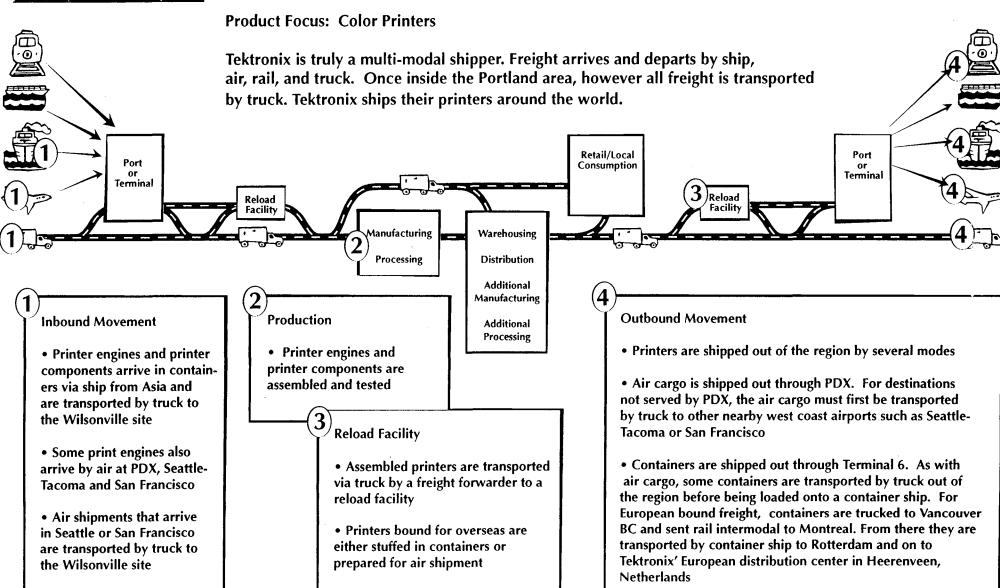
Reser's serves both eastern and western U.S. markets with production facilities in Beaverton, Baltimore, Topeka and Cleveland.





Headquarters: Wilsonville Oregon

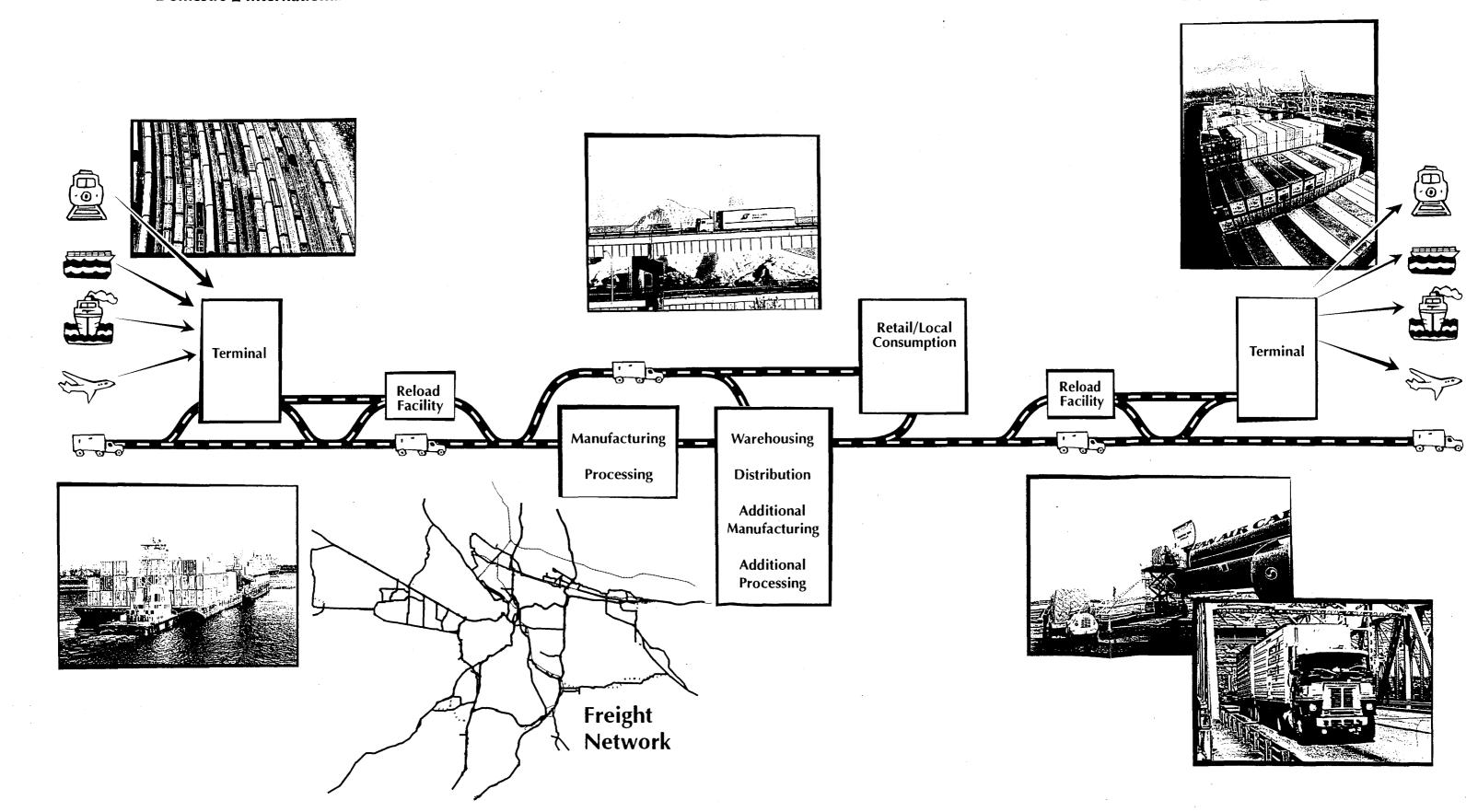
Tektronix manufactures more than 3,000 products within three broad groups: measurement, color printing, and video and networking.



Imports
Domestic International

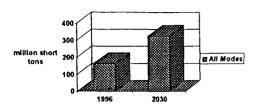
## The Flow of Commerce

**Exports**Domestic International



## Commodity Flow Today and Tomorrow

## Doubling of Commodity Volumes



## What Commodities Move in Oregon

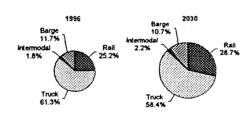
- · Agricultural/farm products
- Lumber/wood/paper products
- Minerals
- · Food/Fish products
- · High tech machinery/electrical products
- · Transportation equipment
- · Textiles/Apparel/Leather

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## Functioning Multi-modal System Critical for Freight

|                         | Truck | Rail | Barge | Ship | Air |
|-------------------------|-------|------|-------|------|-----|
| Grains                  |       | х    | x     | X    |     |
| Minerals                | X     | X    |       | x    |     |
| Electronic<br>Equip.    | x     | x    |       | X    | X   |
| Transport.              | X     | x    |       | X    | X   |
| Equip.<br>Food Products | X     | X    | X     | Х    | X   |
| Lumber/Paper            | X     | x    | х     | х    |     |

### Trucks Link All Modes



## All Modes Will Carry Higher Volumes

- Truck is the predominant mode of moving product (about 60 %) in the state and nationally
- Rail carries the next highest volume (about 28%) of product but plays a significant role in the state's competitiveness
- Barging contributes to price competition and allows products from the interior of the state to reach markets cost effectively

Port of Portland 1998

## Why JPACT Should Care

## Freight Moves the Oregon Economy

- The state's economy relies on it
- Trends suggest efficient freight movement will drive the nation's economy
- Growth in the state and diminishing transportation investment threaten a competitive advantage and role we have had in the global marketplace

## Transportation: a Competitive Advantage We Could Lose

- The relative purchasing power of Oregon Transportation dollars has decreased 33% since 1970.
- Investment in modernization of the system has diminished over the last five years
- Of the 15 states cited as "economic overachievers," Oregon ranks <u>last</u> in transportation investment

## **Future Steps**

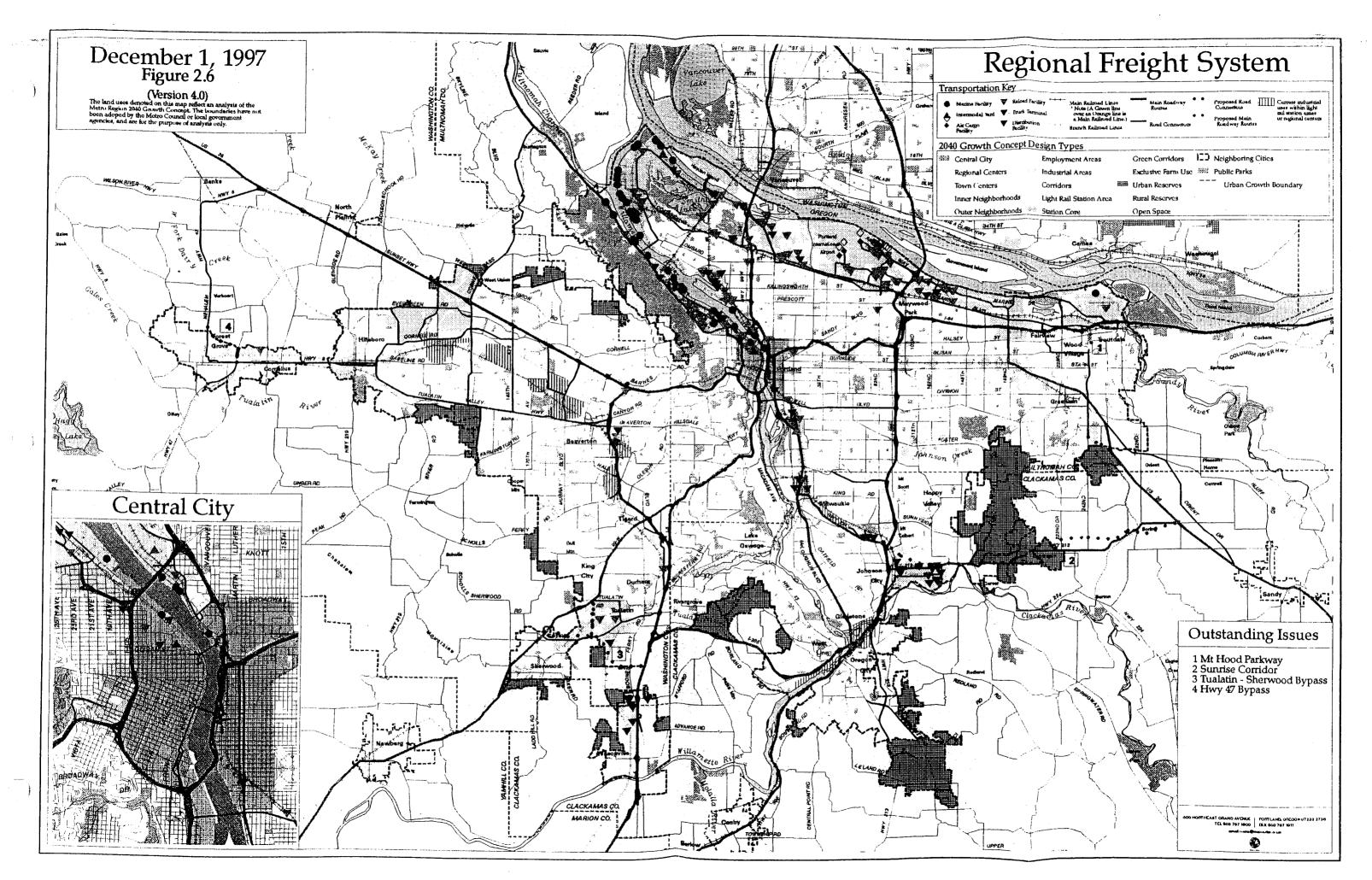
- · Apply freight criteria for MTIP/STIP investments
- Increase understanding of freight movement through Commodity forecasts, truck model and dialogue with businesses.
- Get business involved in transportation investment process
- Select projects that demonstrate the region's commitment to maintaining competitiveness for region's businesses

### Trucks on the System

- · Work horses for freight movement
- Operate off peak (usually midday)
- Represent 6-10% of the daily traffic
- At midday, represent 20% or more of total traffic
- Need thoughtful/strategic investments to keep industry humming

## Regional Freight Network Conditions In 2015

- Truck trips in region are projected to increase 66%, auto trips 47%
- Truck travel time up 22%, compared to 12% for autos
- PM peak truck hours of delay up from 6% today to over 16%
- Over 1/3 of the major truck routes will be congested, compared to 12% today



## Albertsons Portland Distribution Center

17505 Northeast San Rafael Portland, Oregon 97230

## Albertsons Portland Distribution Center

- Opened original 550,000 square feet in 1988 employing 300 employees and servicing 88 stores.
- Currently 800,000 square feet employing 614 employees and servicing 129 stores in Oregon, Washington, and Northern Idaho.

## Albertsons Portland Distribution Center Employees

Management 55

Clerical 53

Warehouse 276

Maintenance 38

Drivers 176

Truck Shop 16

## Albertsons Portland Distribution Center Organization Chart

## See Handout

## Albertsons Portland Distribution Center Warehouse Operating Schedule

- Approx.. 98% of all warehouse employees work 4 days a week.
- Dry Groc. and Froz. Shipping 7 days a wk. 5 AM 3:30 PM
- Dry Grocery Receiving 5 days a week on two shifts
- Perishable Shipping 7 days a week 4:00 PM 2:30 AM
- Perishable Receiving Sun Fri 5 AM 3:30 PM

## Albertsons Portland Distribution Center Warehouse Tonnage

■ Average shipping week - 1.1 million cases

■ 22 million pounds

■ Average inventory - \$42,000,000

## Albertsons Portland Distribution Center Transportation

- Deliver all product from the Distribution Center, or approx. 80% of everything on our Store's shelves.
- Clean out the store's back rooms of cardboard and plastic for recycling.
- Pick up backhauls We pickup approx. 25% of all product purchased by the Distribution Center

## Albertsons Portland Distribution Center Transportation Fleet

- 97 Tractors
- 193 Trailers
- 3 Yard Tractors
- 1 Shop Pick-up
- 1 Service Van

## Albertsons Portland Distribution Center Operating Area

- South to Klamath Falls, Oregon
- North to Bellingham, Washington
- East to Baker, Oregon

  Major Cities We Service
- Portland
- **■** Eugene
- Seattle
- Spokane

## Albertsons Portland Distribution Center Store Delivery Schedules

Typical Stores

- Meat, Produce, Dairy 5-8 AM, 3-4 days weekly
- Dry Grocery and Frozen Grocery 4- 10 PM every other day
- We have approx. 30 stores with curfews, or restricted access due to residential neighborhoods

# Albertsons Portland Distribution Center Average Number of Outbound Loads Weekly

- Grocery/Frozen 310/Wk.
- Meat/Produce/Dairy 285/Wk.
- Total Average Loads Weekly = 595
- Average Weekly Miles = 225,00
- In 1997 our fleet ran just under 12,000,000 miles



| COMMITTEE MEETING TITLE_ | SPACT       |                         |
|--------------------------|-------------|-------------------------|
| DATE                     | 10-8-98     |                         |
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| KAY VAN SICKEL           | <del></del> | ODOT                    |
| Jony Mc Caesly           |             | Guest                   |
| Laren Schilling          |             | Mult, County            |
| Dove Williams            |             | 000                     |
| Susan Lee                | ·           | Mulfromah Co.           |
| STEW DOTTERRES           | 2           | CITY OF PORTLOND STAFF  |
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