

2000 S.W. First Avenue Portland, OR 97201-5398 503/221-1646

METRO

Memorandum

Date: November 8, 1988

To: JPACT

From: Andrew C. Cotugno, Transportation Director

Re: Proposed Changes to the Tri-Met District

Pursuant to ORS 267.250 to 267.263, the Tri-Met Board will be considering petitions from three areas to withdraw from the Tri-Met district:

- The area surrounding Damascus south of the Multnomah County line;
- 2. The area surrounding Molalla south of Clackamas Community College; and
- 3. The City of Wilsonville.

A special meeting of TPAC was held on November 4 to consider the proposed withdrawals and develop comments to the Tri-Met Board for JPACT to consider. The TPAC meeting was attended by representatives of Clackamas County, Tualatin, Portland, Tri-Met and Metro.

In general, the concerns identified relate to the need for transit service throughout the Urban Growth Boundary and the concern that transit service to these areas is not subsidized by the taxpayers within the Tri-Met district. Specifically, the concerns are as follows:

Urban Growth Boundary

The Urban Growth Boundary (UGB) provides the demarcation line under state statute within which properties will be allowed to develop to urban land use densities and to which the responsible jurisdiction will provide urban public services. In a sense, the property owners gain the right to develop to urban densities but will be expected to also bear the cost of providing urban services. Transit is one such service and one that must be provided in a manner that is coordinated with services provided elsewhere in the region and in coordination with regional highway improvement plans.

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The proposed Wilsonville withdrawal appears attractive because the promise is for a higher level of local transit service to be provided by the City of Wilsonville with no loss of regional transit service provided by Tri-Met.

The majority of the Damascus withdrawal is similarly attractive in that it is outside of the UGB, does not presently have transit service and is not planned to receive a transit service extension. However, a portion of the proposed Damascus withdrawal is <u>inside</u> the UGB and, if withdrawn from the Tri-Met district, will not have a transit service provider available when it develops to urban densities.

The Molalla withdrawal is entirely outside the UGB and the Metro boundary and is therefore not a significant concern to the balance of the metropolitan area. There are, however, existing patrons on an existing route that would be impacted by the loss of Tri-Met service.

Tax Equity

The concern that initiated these petitions for withdrawal was one of tax equity: the areas are paying taxes for services not received. Removal of one or more of the areas from the Tri-Met district may be warranted but should not create a situation where the tax equity problem is reversed and the balance of the Tri-Met district is paying for service to these areas. If these areas continue to receive benefits from the Tri-Met service, they should be responsible for paying Tri-Met for these services.

Proposed JPACT Comments to Tri-Met:

- Recommend that the Tri-Met Board approve the Damascus withdrawal with the exception of that portion inside the UGB; or, at a minimum, subject to their intent to retain those properties that have an "urban" land use designation and to reinstate those areas within the UGB that have a "future urban" land use designation when it is amended to "urban."
- 2. Recommend that the Tri-Met Board approve the Wilsonville withdrawal subject to:
 - a. The commitment of Wilsonville to provide alternative local transit service;
 - b. The agreement with Wilsonville on an equitable costsharing arrangement for the provision of regional (Tri-Met) transit service to and from Wilsonville; and

- c. The recognition that the area will be reinstated if these conditions fail.
- 3. No comment on the Molalla withdrawal due to lack of jurisdiction.
- 4. Recommend that if the Tri-Met Board approves any or all of the withdrawals, the extent of "Special Needs" transit service provided to these areas be no greater than the level of service that can be provided with the UMTA Section 18 funding and state cigarette tax funding attributable to the population in each area.

ACC:lmk

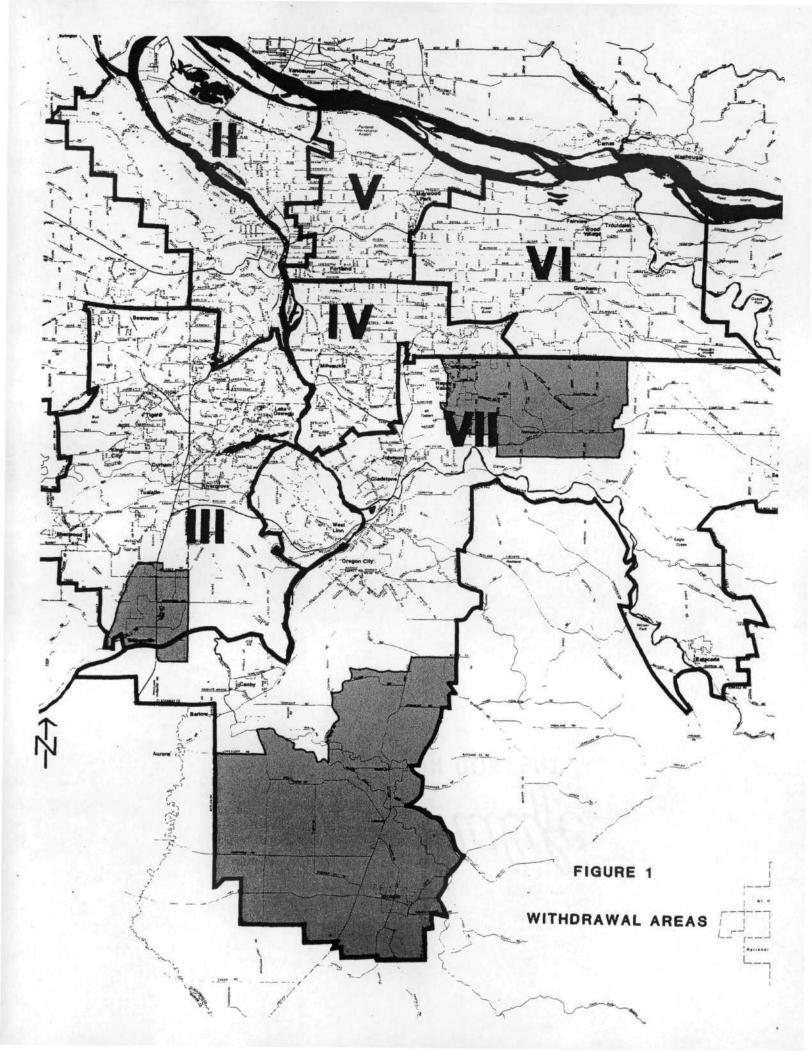


TABLE I

WITHDRAWAL AREA COMPARATIVE STATISTICS

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	Damascus	Molalla	Wilsonville	Region
<u>atronage</u> ercent of Residents who are Transit Users	12% (870)	4% (407)	5% (208)	25%
ercent of Transit Users who are Heavy Users	6% (52)	6% (25)	20% (41)	27%
ercent of Transit Users who park-and-ride or kiss-and-ride	88%	88%	70%	10%
ercent of Transit Users who are Transit Dependent	26%	29%	30%	36%
parding Rides Contributed to the System `thin the Area (BRC)		74	138	162,600
<u>ervice</u> evenue Hours of Service er Weekday in Area (RH)	0	6.5	4.7	3,926
umber of One-Way Bus rips Per Weekday	0	16	24	6,288
roductivity 3RC/RH)	0	11.4	29.2	38.2
<pre>>rvice Established</pre>		1975	1973	
pecial Needs Service parding Rides Per Weekday	9	27	1	1,815
<u>pulation & Employment</u>				
cea in square miles	6.0	17.3	2.1	
387 Population	9,391	14,386	5,506	1,295,000
)05 Population	13,186	19,085	14,200	1,740,000
cent Change	+40%	+33\$	+158%	+34%
987 Employment	1,087	3,917	8,630	614,300
)05 Employment	4,946	6,218	13,627	910,000

• •	Damascus	Molalla	Wilsonville	Region
<u>evenue & Cost</u>			· · ·	
elf- nployment & Payroll ax Collected ithin area	\$28,341	\$255,895	\$1,126,632	\$49,304,000
Value" of Service rovided ithin Area (1)		\$110,439	\$ 79,856	
ross arginal Operating ost Savings esulting From ithdrawal		\$ 35,066	\$ 12,826	\$ 47,892
ax Rate in emainder of District 2)	.006003	.006031	.006140	.006176

RH/day X255 days/year X \$66.63/RH (Apr. 1988 MPR, 12 mo. avg. YTD, including and rail).
Increase in tax rate in remainder of district if each area is the only area withdrawn. Regional figure is the increase in tax rate in remainder of district if all areas withdraw.





2000 S.W. First Avenue Portland, OR 97203-5398 503/221-1646 Memorandum

Date: November 2, 1988 To: JPACT From: Bob Hart, Transportation Planner Re: Southeast Corridor Study Update

Technical analysis for the Southeast Corridor Study is nearing completion. Analysis has been conducted that defined the population and employment growth in and around the study area and the nature of traffic using the east/west streets. The extent of existing and future problem areas have been defined, which resulted in the technical and citizen committees developing a number of traffic alternatives over the last several months.

This memo summarizes the results of the study effort to date.

Population and Employment Growth

Overall, the population and employment growth in the study area is moderate and, by 2009, increases by 8 and 10 percent, respectively, over 1985.

The most significant change in population and employment growth occurs in the Clackamas Town Center/industrial area to the southeast of the study area, which increases by 62 and 186 percent.

Travel demand in 1985 between the Portland Central Business District (CBD) and the study area comprises about 7 percent of the travel to and from the study area and, in 2009, remains almost unchanged. Travel demand between the study area and the CTC/Clackamas industrial area increases by 82 percent to 2,680 p.m. peak vehicle trips in 2009.

The moderate growth within the study area combined with the increase in employment growth to the southeast results in a substantial change in travel patterns within the study area. CTC/industrial area trips, for example, represent 6 percent of the travel to and from the study area in 1985 and 10 percent in 2009. Even with the expected CTC employment growth, travel demand between the area west of the Willamette River and the Clackamas

Town Center is not expected to increase significantly due to the attractiveness of other regional retail centers on the west side (Washington Square, Beaverton, and downtown Portland).

Through Versus Local Traffic

Analysis of the nature and type of traffic using east/west streets in the study area has shown that it is primarily local in nature, with most trips having origins or destinations within the study area. Overall, almost 80 percent of the traffic on the combined east/west streets (Holgate, Bybee, Johnson Creek Boulevard, Harrison/King) is local and is going to destinations between McLoughlin Boulevard on the west and 82nd Avenue to the east. Johnson Creek Boulevard traffic is comprised of 88 percent local trips in 1985 and is projected to be 84 percent local trips in 2009.

Traffic Impacts of Southeast Alternatives

Metro staff have worked closely with the Southeast Technical Advisory Committee and have conducted an extensive workshop with the Southeast Citizens Advisory Committee and other citizens to develop a range of transportation alternatives intended to solve traffic problems in the study area. Alternatives analyzed consist of the following concepts:

- . Expanded Transit
- . Share Traffic
- . Focus Traffic
- . Minimize Traffic

A brief description of the alternatives is provided in Attachment A.

. Expanded Transit

Analysis has shown that the Expanded Transit alternative, which includes railbus on the PTC tracks, does not affect traffic congestion in the study area. This is because relatively few trips in the study area are destined to the CBD. In addition, the railbus serves primarily suburban to suburban travel where there is no parking cost and no limitation on parking availability. This results in a negligible change in modesplit with a shift in ridership from bus lines to the railbus. Tri-Met may wish to further explore the cost-effectiveness of the railbus option, as it did carry a fair number of riders on a portion of its length.

. Focus Traffic

All three of the Focus Traffic alternatives decrease traffic on Johnson Creek Boulevard by 25 to 40 percent from the Regional Transportation Plan (RTP). They also reduce congestion on other east/west streets. They all tend to increase traffic flow through the study area and draw regional trips from Highway 224.

In addition, new capacity in the area results in increased congestion on McLoughlin Boulevard, on Tacoma Avenue west of McLoughlin, and the Sellwood area in general due to the attractiveness of the new facility.

Costs of these alternatives range from \$12 million to \$30 million and the environmental impacts, although not yet defined in detail, are significant.

. Share Traffic

These alternatives reduce traffic on Johnson Creek Boulevard by 10 to 20 percent from the RTP. Share Traffic No. 1 reduces congestion on other east/west streets such as traffic shifting primarily to Holgate Boulevard where it almost doubles due to the increased capacity in that corridor.

The new connectors to McLoughlin on Steele and Mailwell result in additional traffic on Woodstock Boulevard and Steele Street, but they do decrease traffic on the Bybee overpass and Crystal Springs Boulevard to the north and King Road to the south. Costs for the new facilities are more than \$16 million for the Steele connector and \$23 million for the Mailwell connector.

. Minimize Traffic

Minimize Traffic alternative No. 2 (high cost alternative) will not be carried forward for further analysis. Because it takes most of the traffic off Johnson Creek Boulevard (about 90 percent), this alternative was considered too restrictive. While it takes through trips off Johnson Creek Boulevard, it also has a negative impact on local traffic circulation needs, possibly forcing local traffic to inappropriate neighborhood streets.

The remaining Minimize Traffic alternative No. 1 (low-cost alternative) reduces traffic on Johnson Creek Boulevard by about 20 percent and also results in lower traffic volumes on the Bybee overpass and Crystal Springs Boulevard.

This alternative is restrictive enough to take through traffic off Johnson Creek Boulevard, but also prevents trips from the

> west on Johnson Creek Boulevard from entering the industrial area. Milwaukie trips destined to 39th Avenue/45th Avenue north of Johnson Creek Boulevard, however, will also be inconvenienced.

BH:1mk

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Attachment a:\SEUpdate

ATTACHMENT A

Southeast Corridor Alternatives

Expanded Transit

- . RTP transit service including Milwaukie and I-205 LRT.
- . Additional transit service between downtown Portland and the study area.
- . Circumferential railbus service between Hillsboro and Gresham utilizing PTC tracks along Johnson Creek Boulevard.

Share Traffic

- . #1 Improvements to Holgate, Foster Road, 52nd Avenue, 28th and other locations in the study area.
- . #2 New connector at Steele and 28th to McLoughlin; new connector at Roswell and 32nd to McLoughlin; no improvements to Holgate Boulevard; includes other improvements in #1.

Focus Traffic

- . #1 New connector in basin from McLoughlin/Tacoma to 45th Place.
- . #2 New connector in basin from McLoughlin/PTC to 45th Place.
- . #3 New roadway just north of existing Johnson Creek Boulevard with access at 32nd and 42nd.

<u>Minimize Traffic</u>

- . #1 Diverters at 42nd/45th Place and Johnson Creek Boulevard and minor improvements to Holgate, Foster, and 52nd Avenue.
- . #2 Diverters at 32nd/42nd/45th Place and Johnson Creek Boulevard and Share Traffic #1 alternative.

BH:lmk 11-2-88



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METRO

2000 S.W. First Avenue Portland, OR 97201-5398 503/221-1646

Memorandum

Date: November 2, 1988

To: JPACT

From: Andrew C. Cotugno, Transportation Director

Regarding: Funding Proposal

Attached are the funding issues still under discussion by the JPACT Finance Committee.

ACC:1mk

Attachments

JPACT FUNDING PROPOSAL ISSUES

- 1) ISSUE: SHOULD WE PURSUE A PROPERTY TAX BASE OR A GENERAL OBLIGATION BOND MEASURE FOR MAJOR HIGHWAYS AND/OR TRANSIT?
- 2) ISSUE: SHOULD THE VEHICLE REGISTRATION FEE BE IMPOSED BY METRO OR THE COUNTIES?
- 3) ISSUE: SHOULD WE SEEK TO HAVE THE STATEWIDE VEHICLE REGISTRATION FEE IMPOSED ON THE BASIS OF VALUE?
- 4) ISSUE: AT WHAT LEVEL SHOULD THE VEHICLE REGISTRATION FEE BE IMPOSED?
- 5) ISSUE: SHOULD WE IMPOSE A REGIONAL GAS TAX?
- 6) ISSUE: SHOULD WE PURSUE THE WAGE/PAYROLL TAX SPLIT OR FREEZE THE PAYROLL TAX AND IMPOSE A WAGE TAX?
- 7) ISSUE: ARE IDENTIFIED METHODS TO MINIMIZE NEW TRANSIT TAX APPROPRIATE AND VIABLE (I.E., LOCAL GOVERNMENT PAYROLL TAX, FAU AND STATE SUPPORT FOR ROUTINE CAPITAL)?
- 8) ISSUE: SHOULD THE PAYROLL TAX ON LOCAL GOVERNMENT BE LEGISLATED OR VOLUNTARY?
- 9) ISSUE: SHOULD THE REGIONAL COMMITMENT TO I-205 BE CAPPED AT 25 PERCENT OR SHOULD IT BE TREATED THE SAME AS WESTSIDE LRT?

1) ISSUE: SHOULD WE PURSUE A PROPERTY TAX BASE OR A GENERAL OBLIGATION BOND MEASURE FOR MAJOR HIGHWAYS AND/OR TRANSIT?

<u>Pros</u>

<u>Cons</u>

- . Ensures full funding for big ticket projects.
- . Results in local funds being spent on major highways of state responsibility.

. Requires property tax.

- . Puts transit and highways on the ballot together.
- . Reduces size of new transit tax.

JPACT Finance Committee Recommendation:

- a. A property tax bond measure is <u>not</u> a reasonable funding source for regional highway improvements; highway user fees are in place and should be expanded for this purpose.
- b. The region should reconsider whether to submit a bond measure or property tax base to voters for LRT and elderly and handicapped service. Consideration should be given to either a capital only measure or a capital plus operating measure for LRT and elderly and handicapped service. Such a measure could be in addition to or instead of the current proposal for wage tax and payroll tax on local government.

2) ISSUE: SHOULD THE VEHICLE REGISTRATION FEE BE IMPOSED BY METRO OR THE COUNTIES?

A JPACT-administered Arterial Fund is proposed with a minimum allocation of 75 percent of the funds by formula to each county and Portland and a regional allocation to projects by JPACT of the remaining 25 percent.

Metro

Cons

. Collects revenues in a single large fund rather than multiple small funds to ensure capital projects can be built.

Pros

- . JPACT is already operational as a Metro committee supported by Metro staff.
- . Allows regional portion of the allocation to go anywhere in the region.
- . Creates mechanism to allow future consideration of using funds for transit.

- Requires separate action for area in each county outside Metro boundary.
 Requires Metro Council to delegate
- its allocation responsibility to JPACT (although final budget authority to appropriate funds could not be delegated).
- . Requires special legislation that may be difficult to get for Metro.

<u>Counties</u>

. Full county area covered.

Pros

- . Easy to include in overall statewide legislation permitting local option.
- . Creates possibility of different fee levels in each county (as with gas tax).

Cons

- . Requires County Commissions to delegate their allocation responsibility to JPACT (although final budget authority to appropriate funds could not be delegated).
- . Restricts allocation to projects within county where funds are collected.
- . Likely results in Multnomah, Clackamas County registration fee being dependent upon a successful vote in Washington County.

JPACT Finance Committee Recommendation: Further consider a County-collected vehicle registration fee to fund an Arterial Program administered by JPACT if legally feasible to establish. 3) ISSUE: SHOULD WE SEEK TO HAVE THE STATEWIDE VEHICLE REGISTRATION FEE IMPOSED ON THE BASIS OF VALUE?

Proposal: Increase the state vehicle registration fee through a mechanism that bases the fee on the value of the vehicle.

Pros

<u>Cons</u>

- . Makes the fee more progres- . Increased administrative costs. sive.
- . Increases the overall receipts from the registration fee with the impact on higher income individuals.
- the vehicle registration fee.May require converting the fee to annual.

. Should be sought as an increase to

- . Increase over time with inflation.
- . Provides the statewide basis for imposing the local option fee on a value basis.

JPACT Finance Committee Recommendation: Yes, pursue change through Road Finance Study and Business Committee on Transportation Priorities. 4) ISSUE: AT WHAT LEVEL SHOULD THE VEHICLE REGISTRATION FEE BE IMPOSED?

To fully fund city/county arterials:

- . A \$20.00/year flat fee; or
- . An average \$16.00/year escalating fee (tied to value) would be required.

To fully fund city/county/state arterials:

- . A \$31.00/year flat fee; or
- . An average \$25.00/year escalating fee (tied to value) would be required.

JPACT Finance Committee Recommendation: Seek local option authority to impose a vehicle registration fee up to the same level as that imposed by the state; include the same fee as imposed on trucks.

5) ISSUE: SHOULD WE IMPOSE A REGIONAL GAS TAX?

<u>Pros</u>

Cons

- . Provides mechanism for . Nothing to be gained in Multnomah equalizing county gas County until it reaches 4 cents. taxes. . Previous recommendation was to . Provides additional fund-
- ing for Arterial Fund at the 4-cent level (1 cent = \$4.8 m.).
- dedicate gas taxes to maintenance rather than capital.

JPACT Finance Committee Recommendation: Do not pursue at this time; revisit issue after legislative session, dependent upon outcome of other issues; ensure local gas tax authority is not removed by the Legislature.

6) ISSUE: SHOULD WE PURSUE THE WAGE/PAYROLL TAX SPLIT OR FREEZE THE PAYROLL TAX AND IMPOSE A WAGE TAX?

\$14.65 m./year could be generated by either of the following options:

- a) Freezing the payroll tax on employers at 0.6% plus a wage tax on employees at 0.15%; or
- b) Reducing the payroll tax on employers to .375% plus imposing a wage tax on employees at .375%.

Payroll @ 0.6%/Wage @ 0.15%

Pros

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<u>Cons</u>

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. Minimizes impact of new . Does not provide payroll tax tax on employees. relief.

Wage/Payroll Tax @ .375%

 Provides payroll tax relief. . Higher new tax impact on employees.

JPACT Finance Committee Recommendation: Actively support whichever option is sought by the Tri-Met Board; include a provision in the statute dealing with establishment of a capital sinking fund for LRT. 7) ISSUE: ARE IDENTIFIED METHODS TO MINIMIZE NEW TRANSIT TAX APPROPRIATE AND VIABLE (I.E., LOCAL GOVERNMENT PAYROLL TAX, FAU AND STATE SUPPORT FOR ROUTINE CAPITAL).

We have recommended the following actions to provide funding to transit, thereby reducing the level of new tax required:

Payroll tax on local governments/schools/								
nonprofits	\$ 5.2 m./yr.							
FAU funds								
State funding to routine capital	<u>3.3 m./yr.</u>							
	\$11.5 m./yr.							

JPACT Finance Committee Recommendation: Yes, retain in package but be prepared to support a higher wage tax if any are unsuccessful. 8) ISSUE: SHOULD THE PAYROLL TAX ON LOCAL GOVERNMENT BE LEGISLATED OR VOLUNTARY?

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Voluntary

Legislated

Cons

<u>Pros</u>

- . Removes issue from legis- . Higher funding possible if imposed lative debate.
- . Could be implemented quickly.

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- on all units of local government (cities, counties, schools, etc.).
- . Avoids problem if one jurisdiction wants to opt out.

JPACT Finance Committee Recommendation: Seek imposition on a mandatory basis by Legislature.

9) ISSUE: SHOULD THE REGIONAL COMMITMENT TO I-205 BE CAPPED AT 25 PERCENT OR SHOULD IT BE TREATED THE SAME AS WESTSIDE LRT?

State and regional funding for Westside LRT could be anywhere between 25 percent and 50 percent depending upon the level of private and federal funding actually obtained. However, the regional commitment to date to I-205 has been limited to 25 percent.

Portland Recommendation:

•	Retain Interstate buslane funding on I-205 LRT\$16.3 m.
•	Seek UMTA Section 3 funding for vehicles (not
	Section 9)
•	Implement Public-Private Task Force Recommendations. 16.6
•	Seek funding participation from Port of Portland 8.0-10.0
•	Commit a maximum of 25 percent state and regional
	funding as part of overall state/regional funding
	package
•	Fund the balance from other funding mechanisms in
	the corridor
	\$90.0 m.
•	Withdraw the I-205 bus lanes.
•	Obtain non-federal funding to allow Alternatives Analysis/Draft
	EIS/Preliminary Engineering work to proceed on LRT from Portland
	to Milwaukie to Clackamas Town Center to airport.

. When costs increase, state/regional commitment stays capped at 25 percent share; remainder to be funded from mechanisms in the corridor.

Clackamas County Recommendation:

- . Retain Interstate buslane funding on I-205 LRT . . .\$16.3 m.
- . Seek UMTA Section 3 or 90 funding for vehicles . . . 8.0
- . Implement Public-Private Task Force Recommendations. 16.6
- . Commit <u>up to</u> the same level of state and regional funding that is ultimately committed to Westside LRT after the federal funding commitment for Westside is established (assume 40% for now). . . 36.0

\$90.0 m.

- . Consider segmenting I-205 and/or downscoping by single track sessions.
- . Withdraw I-205 buslanes.
- . Proceed with Alternatives Analysis/Draft EIS work for LRT from Portland to Milwaukie to Clackamas Town Center to airport with funding from Interstate buslane withdrawal and McLoughlin LRT Reserve. Use Alternatives Analysis to determine project viability and which segments to advance to preliminary engineering.

JPACT Finance Committee Recommendation: Undetermined.

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League of Oregon Cities

SALEM: Local Government Center, 1201 Court Street N.E., PO. Box 928, Salem 97308, Telephone: (503) 588-6550 • Toll Free In Oregon 1-800-452-0338

October 25, 1988

DRAFT

- TO: Policy Committee Road Finance Study
- FROM: Charles Vars 754-2321 Randy Franke 588-5212

Below is a proposal for your consideration at the November 3, 1988, Policy Committee meeting. Please contact either of us with your questions or comments about the proposal.

- 1. Impose a \$10 increase in the annual statewide vehicle registration fee, the proceeds of which are dedicated to roads through the State Highway Trust Fund. Revenues will be split on a 50/30/20 basis.
- 2. Authorize county commissioners to impose a county-wide local vehicle registration fee dedicated to roads. The amount of the locally-authorized fee could not exceed the statewide vehicle registration fee. Provisions will be made for sharing the revenue with cities inside a county which imposes the fee. Provisions will also be made for multi-county or MSD authority.
- 3. Impose a 2 cent increase in the gas tax and equivalent weight mile tax on January 1, 1991, 1992 and 1993, and dedicate the proceeds to roads. Revenues would be split 50/30/20.
- 4. Retain the small city allotment at \$750,000 beginning in 1991 and increase it proportionally based on any statewide increase in fuel taxes and/or registration fees.

CV:RF:jr

OFFICERS: Nee Hansen, Meyor, Metolius, President + Edith Henningugaard, Mayox, Astoria, Vice-President + Emily Schue, Courclor, Eugena, Treasurer + Richard Townsend, Executive Director DIRECTURS: Candace Barlow, Councilor, Granta Pase = Michael Calme, Councilor, Independence + Bill Deist, City Administrator, John Dey = Shirley Hullman, Mayor, Hillsboro, Inninediate Past President + Sandra Kinney, Meyor, Turner + Mike Undberg, Commissioner, Portland = Jos McLaughtin, Meyor, Pendision = Steve Rhodes, City Manager, Tuelatin + Bill Young, Meyor, Lais Ownego. DATE

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AFFILIATION

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