1-13-1983

Meeting Notes 1983-01-13

Joint Policy Advisory Committee on Transportation
AGENDA

Date: January 13, 1983
Day: Thursday
Time: 7:30 a.m.
Place: Metro Conference Room A1/A2

*1. AMENDING THE FUNCTIONAL CLASSIFICATION SYSTEM AND THE FEDERAL AID URBAN SYSTEM (FAUS) - APPROVAL REQUESTED - Andy Cotugno.

*2. RESERVING THE McLoughlin Boulevard Interstate Transfer Funding and Establishing a Decision Process - APPROVAL REQUESTED - Andy Cotugno.

*3. ENDORSING THE REGIONAL LRT SYSTEM PLAN SCOPE OF WORK AND AUTHORIZING FUNDS FOR RELATED CONSULTING ENGINEERING SERVICES - APPROVAL REQUESTED - Andy Cotugno.

*Material enclosed.
DATE OF MEETING: December 9, 1982

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


Guests: Ted Spence, ODOT; Steve Dotterrer, Jerry Markesino, Jan Schaeffer, and Bob Robison, City of Portland; Mrs. Geraldine Ball, DBJ, Inc.; Gil Mallery, Regional Planning Council of Clark County; Larry Rice, Washington County; John Price, FHWA; Bebe Rucker, Multnomah County; and Bruce Etlinger, Metro Councilor.

Staff: Rick Gustafson, Andy Cotugno, Richard Brandman, T. Keith Lawton, James Gieseking, Jr., Karen Thackston, Peg Henwood, Bill Pettis and Lois Kaplan, Secretary.

MEDIA: None

SUMMARY:

1. GAS TAX

Andy Cotugno reviewed the current federal lobbying effort for the 5¢ gas tax and briefed the Committee on the various bills being considered. An effort is being made to support proposals for extension of the Interstate Transfer deadline from 1986 to 1990 and to increase the funding level, rollback of the escalation clause of Interstate Transfer funds to July 1, 1980, retention of the current deadline for withdrawal of Interstate segments as 1983, a formula for allocation of Interstate Transfer funds separate from the highway "obligation ceiling", and the need for a total package for highway and transit.

Andy stated that the region representatives are in frequent contact on these considerations through Robert Duncan's lobbying effort. In addition, Vic Rhodes and Bob VanBrocklin (Portland) have been in Washington, D.C. on behalf of the region's lobbying effort.

2. AMENDING THE TRANSPORTATION POLICY ALTERNATIVES COMMITTEE (TPAC) BYLAWS

Andy explained that this amendment to the TPAC bylaws would change the status of membership for Vancouver and Clark County.
and add the Clark County Public Transit Benefit Area (C-TRAN) to that of Associate membership.

Action Taken: It was moved and seconded to recommend approval for amending the Transportation Policy Alternatives Committee (TPAC) bylaws. Motion CARRIED unanimously.

3. COMMENTING ON TRANSPORTATION IMPROVEMENT PROGRAM OF REGIONAL PLANNING COUNCIL OF CLARK COUNTY (RPC)

Andy related that part of the agreement between Metro and the Regional Planning Council of Clark County is that each must review and approve the other's TIP each year.

Action Taken: It was moved and seconded to recommend approval of the Resolution commenting on the Transportation Improvement Program of Regional Planning Council of Clark County (RPC). Motion CARRIED unanimously.

4. AMENDING THE TIP TO INCLUDE A NEW PROJECT -- 185TH FROM ROCK CREEK BOULEVARD TO T.V. HIGHWAY

The 185th project is a candidate for funding from the Westside Corridor Reserve and requires a transfer of funds from the Jenkins/158th project. Funding is for PE only and is intended to accelerate the project three to four months. Larry Cole stated for the record that the Washington County Transportation Coordinating Committee had not discussed this project and that he was voting for this amendment providing it wouldn't change the priority arrangements presently planned in Washington County. He stated that the record should be clear in that the project is for PE only and would not replace any other priority.

Action Taken: It was moved and seconded to recommend approval of the Resolution amending the TIP to include a new project -- 185th from Rock Creek Boulevard to T.V. Highway -- with the understanding noted above. Motion CARRIED unanimously.

5. AUTHORIZING IMPLEMENTATION OF THE BICYCLING SAFETY AND ENCOURAGEMENT PROGRAM

Richard Brandman spoke of the process underway to review and update the 1976 Bike Plan. Both the Plan and the Bicycling Safety and Encouragement Program have the same goal of improving bicycle safety. The program is intended primarily to address the issue of bike safety and the shifting of work trips from cars to bikes. In updating the Bike Plan, it is hoped that an integrated system of bike routes and programs for the metropolitan area will be established. Richard then reviewed issues to
be resolved with the citizenry and jurisdictions before a draft plan would be available next spring.

Mr. Brandman indicated that the Bicycle Safety and Encouragement Program is 100 percent grant awarded — with no match ratio involved. A random sample attitude survey taken by Columbia Research Center determined that there is a broad base of support for the Bicycle Safety Program in the region. The survey indicated a general lack of knowledge on safe driving methods and rules by bicyclists and motorists as well. Mr. Brandman further noted the substantial economical and environmental benefits to be realized from a shift in commuting to bikes, pointing out the fact that any increments gained in the air shed would make it easier for industry to locate in this metropolitan area.

Jan Schaeffer, Bicycle and Pedestrian Program Coordinator for the City of Portland, stated that the purpose of the program is primarily to improve the safety of bicycling while encouraging more people to bike to work and for other transportation purposes. She indicated that this program might be enhanced by the establishment of new bike routes. She then reviewed the three phases of the program: 1) safety education campaign, utilizing public information messages and other media and publication of a regional bicycle map; 2) an employer program (modeled after Tri-Met's Rideshare Program); and 3) encouragement events (to generate new interest in bicycling).

Committee members discussed the need to investigate sources for regional funding for bike planning.

With regard to the provision of bike racks on the backs of buses, it was mentioned that Tri-Met has been approached in the past concerning this and that, from a driver's standpoint, it would be difficult to administer. They are, however, in favor of providing parking for the bicycles at transit stations. During discussion, it was reported that bicycles are presently tolerated on the buses during the off-peak hours.

In general, Committee members felt that the safety campaign should be directed to both the bicyclist and the motorist. It was further suggested that a current map showing routes would be desirable for the citizenry.

Action Taken: It was moved and seconded to recommend approval of the Resolution authorizing implementation of the Bicycling Safety and Encouragement Program. Motion CARRIED unanimously.

6. CITY OF PORTLAND HAZARDOUS MATERIALS REPORT

Bob Robison of the City of Portland Office of Emergency
Management spoke to the Committee of a grant awarded the City for an evaluation of alternative routes for transporting hazardous materials through Portland. A Technical Advisory Committee has been formed to deal with both the routing questions and the emergency response aspect. The Committee is comprised of representatives of the chemical manufacturing/shipping industry, FHWA, State and jurisdictional police, the various jurisdictional fire agencies, the P.U.C., County emergency management personnel, and Metro.

Mr. Robison emphasized the need for the routing of such materials to be coordinated inter-jurisdictionally. His responsibilities are to work with the affected industries and neighboring jurisdictions who might be affected and to work out a system of alternative routes formed by a thorough and systematic safety analysis.

Mr. Robison pointed out that an analysis will only concern those shipments which would require an evacuation or cause serious environmental damage should an accident occur. Criteria factors include accident rate and accident consequence, human judgment, special facilities (such as hospitals), special property (property values), and emergency escape possibilities.

Mr. Robison welcomed any new members to the TAC that would be interested in serving on such a committee, indicating also that the City of Portland would be willing to help other jurisdictions with this type of analysis if requested to do so through their respective fire chiefs.

7. ODOT SIX-YEAR PROGRAM

Ed Hardt, Metro Region Engineer, reported that ODOT is taking a different approach to updating the Six-Year Plan this time and has had several meetings with the various jurisdictions soliciting local input on what the highway program should be in the next six years. Following this solicitation, they'll be considered and prioritized. In the fall, the prioritized projects will constitute the preliminary Six-Year Plan. Thus, the jurisdictions are being given a better opportunity for early input into the program.

8. LAST MEETING FOR MAYOR MYERS AND COMMISSIONER FISHER

Chairman Williamson expressed his appreciation, on behalf of JPACT, to Mayor Al Myers (representing the Cities in Multnomah County) and Commissioner Jim Fisher (representing Washington County) for their past service on JPACT and wished them well in their new endeavors.
Both Commissioner Fisher and Mayor Myers spoke of the opportunity in serving on JPACT and congratulated the Committee on its significant contributing efforts in lobbying for federal funding for this region.

9. RTP PRESENTATION

Copies of the Regional Transportation Plan, adopted by Metro Council in July, 1982, were distributed to JPACT members. Future updates will be presented in the form of inserts for incorporation into the Plan.

In addition, an Executive Summary is being readied for popular distribution in a few months.

10. ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: JPACT Members
Rick Gustafson
Don Carlson
Ray Barker
FACTUAL BACKGROUND AND ANALYSIS

Purpose: This action will initiate a request to the Federal Highway Administration to classify and designate under the Federal Aid System selected local streets and route numbers consistent with their use set forth in the City of Portland's Arterial Street Classification Policy (ASCP).

Policy Impact: This action will change the Functional Classification and Federal Aid designation of certain streets in the Central Eastside Industrial District as requested by the City of Portland, thereby allowing the use of federal funds on the affected streets.

This action adds the following local streets as collectors:

1. S.E. Water Avenue - Yamhill Street to Clay Street
2. S.E. Yamhill Street - Water Avenue to Grand Avenue
3. S.E. Taylor Street - Water Avenue to Grand Avenue
4. S.E. Clay Street - Water Avenue to Grand Avenue

Background: City of Portland transportation staff have requested that certain local streets in the Central Eastside Industrial District be functionally classified consistent with the Draft Revised Arterial Street Classification Policy. In accomplishment of this, and in order to be eligible for federal funding for right-of-way and construction of transportation improvements, the noted streets need to be designated under the Federal Aid System as "Urban" routes. Improvements on these streets are necessary to adequately connect the I-5/East Marquam ramp project to Grand Avenue.

In order that the best possible investment be made in this area, it is appropriate to include improvement work on essentially a district-wide basis. This will involve repair and reconstruction of the noted streets, signals, and crossing gates where needed, sidewalks, rail removals where feasible, and reconstruction of Taylor and Yamhill as a one-way couplet.
None of the above street segments are functionally classified or designated. As a consequence, a project improvement specifying these streets would not be eligible for federal funds.

EXECUTIVE OFFICER'S RECOMMENDATION

Adoption of the attached Resolution based on the functions proposed for the noted streets.

COMMITTEE CONSIDERATION AND RECOMMENDATION

BP/gl
6577B/318
12/21/82
BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AMENDING THE ) RESOLUTION NO.
FUNCTIONAL CLASSIFICATION SYSTEM ) Introduced by the Joint
AND THE FEDERAL AID URBAN SYSTEM ) Policy Advisory Committee
(FAUS) ) on Transportation

WHEREAS, The City of Portland has requested that certain
streets in the Central Eastside Industrial District be functionally
classified and federally designated; and

WHEREAS, These requested street changes have been brought
about to support their utilization by the I-5/East Marquam ramp
project and the City of Portland's Draft Revised Arterial Street
Classification Policy (ASCP); and

WHEREAS, To be eligible for federal funds, streets
undergoing roadway improvements must be functionally classified and
federally designated; and

WHEREAS, Staff analysis indicates that the proposed
changes are consistent with the functions serving the new traffic
circulation patterns associated with the I-5/East Marquam ramp
project; now, therefore,

BE IT RESOLVED,

1. That the Metro Council amend the Federal Aid Urban
System to incorporate Exhibit "A."

2. That the Metro Council amend the Functional
Classification system to add as collectors:

a. S.E. Water Avenue - Yamhill Street to Clay Street
b. S.E. Yamhill Street - Water Avenue to Grand
   Avenue
c. S.E. Taylor Street - Water Avenue to Grand Avenue
d. S.E. Clay Street - Water Avenue to Grand Avenue
3. That Federal Aid route numbers be assigned to the added segments in accordance with Exhibit "A."

4. That Metro staff coordinate the amendments with ODOT.

ADOPTED by the Council of the Metropolitan Service District this _____ day of __________, 1982.

__________________________
Presiding Officer

BP/gl
6577B/318
12/21/82
EXHIBIT “A”

CENTRAL EASTSIDE
INDUSTRIAL DISTRICT
FAU System

PROPOSED ADDITIONS

ADD AS COLLECTORS:

a. SE Water Avenue - Yamhill Street to Clay Street
b. SE Yamhill Street - Water Avenue to Grand Avenue
c. SE Taylor Street - Water Avenue to Grand Avenue
d. SE Clay Street - Water Avenue to Grand Avenue
Date: December 6, 1982  
Presented by: Andy C. Cotugno

FACTUAL BACKGROUND AND ANALYSIS

Due to the extent of disagreement on the preferred McLoughlin Boulevard highway improvement, this Resolution would establish the process for resolving these issues (as fully described in Attachment "A" to the Resolution). Generally, this Resolution: a) formally establishes that consensus on the scope of a Tacoma improvement will be initiated after Multnomah County completes its evaluation of alternative Tacoma improvements; b) formally recognizes that Metro and Tri-Met should complete further evaluation of the feasibility of LRT in the Milwaukie Corridor and the need for and timing of LRT and Phases II, III and IV of the highway improvements; and c) "freezes" the McLoughlin Boulevard Interstate Transfer funding pending completion and resolution of these issues.

Background:

Metro Resolution No. 79-111 allocated $20.6 million of Interstate Transfer funding to a McLoughlin Boulevard highway improvement. This Resolution, based upon Staff Report No. 59, established a highway, rideshare and bus improvement program as the most cost-effective method of serving Portland to Milwaukie travel. Resolution No. 80-185 (based upon Staff Report No. 69) adopted the full corridor improvement strategy (including the corridor from Milwaukie to Oregon City) and allocated funding for supportive improvements, including transit stations and neighborhood traffic control devices. In both actions, Light Rail Transit was recognized as a long-range improvement due to insufficient existing ridership and insufficient funding.

During the past three years, ODOT has completed preliminary engineering and prepared an Environmental Impact Statement on three highway alternatives and are recommending construction of a six-lane McLoughlin widening with a Tacoma overpass in the following phases:

Phase I - Tacoma overcrossing and interchange, River Road realignment at Harrison (the "jughandle") and signal intertie;

Phase II - six-lane widening and reconstruction from Ochoco intersection to Highway 224, Highway 224/McLoughlin interchange reconstruction;
Phase III - widened Union/Grand viaduct with connection to I-5/Marquam ramps and restriping south to 17th to include a median reversible lane;

Phase IV - six-lane widening of the remainder from 17th to Ochoco.

Portland, Milwaukie and Clackamas County have all endorsed a first priority improvement at Tacoma, but have reservations about the cost. Milwaukie, in particular, questions the high cost and has asked for further justification. Multnomah County has deferred taking action on the project and has initiated an independent evaluation of alternative lower cost, lower impact Tacoma improvements.

Portland and Clackamas County have endorsed Phases II, III and IV of the improvement in accordance with the ODOT recommended staging plan. Milwaukie does not yet support Phases II, III and IV, but intends to reconsider its position after further consideration of LRT.

Metro and Tri-Met have initiated an examination of the feasibility of LRT in the Milwaukie and Bi-State Corridors as the first step toward development of a region-wide LRT system plan. This will provide the information needed on the economic feasibility of LRT, the need for transit vs. highway capacity over the next 20 years and will provide the basis for initiating a "Phase II Alternatives Analysis" under the federal process for considering a New Rail Start.

TPAC recommended adoption with clarification language to the last "WHEREAS" and with the addition of the April 30 deadline to resolve the scope of the Tacoma Street improvement.

EXECUTIVE OFFICER'S RECOMMENDATION

Recommend adoption of the Resolution.

COMMITTEE CONSIDERATION AND RECOMMENDATION

ACC/srb
7316B/327
01/05/83
WHEREAS, Metro "Staff Reports No. 59 and 69" present an evaluation of alternative transportation improvements in the McLoughlin Boulevard corridor between Portland and Milwaukie; and

WHEREAS, Metro Resolution No. 79-111 allocated $20.6 million of Interstate Transfer funding to a McLoughlin Boulevard highway improvement and established Light Rail Transit as a potential long-range improvement; and

WHEREAS, The Oregon Department of Transportation has completed preliminary engineering and environmental studies for McLoughlin Boulevard and has recommended construction in four phases, as follows:

Phase I - Tacoma overpass, River Road realignment at Harrison, signal intertie.

Phase II - Widening to six lanes from Ochoco to Highway 224 and interchange reconstruction at Highway 224.

Phase III - Widen Union/Grand viaduct.
Phase IV - Six-lane widening from 17th to Ochoco; and

WHEREAS, The Cities of Portland and Milwaukie and Clackamas County have endorsed the Phase I improvement with concerns about minimizing Tacoma overcrossing costs; and

WHEREAS, Multnomah County has initiated an independent effort to evaluate alternative Tacoma improvements; and
WHEREAS, Tri-Met has completed a preliminary evaluation of the "short-range" feasibility of LRT and concluded that the corridor merits further consideration; and

WHEREAS, The city of Milwaukie disagrees with the City of Portland, Clackamas County and ODOT on the merits of Phases II, III and IV, and all parties agree that further consideration of LRT is necessary before initiating any construction beyond Phase I; now, therefore,

BE IT RESOLVED,

1. That the Metro Council "reserves" the McLoughlin Boulevard Interstate Transfer funding pending:
   a. Resolution of the scope of the Phase I - Tacoma Street improvement; and
   b. Resolution of the need for and timing of LRT and Phases II, III and IV of the highway improvement.

2. That the Metro Council adopts the strategy described in Attachment "A" as the process for resolving these issues.

ADOPTED by the Council of the Metropolitan Service District this _____ day of ________, 1982.

__________________________
Presiding Officer

ACC/srb
7316B/327
01/05/83
ATTACHMENT "A"

McLoughlin Boulevard Decision Process

1. Defer further decision-making on the preferred "highway" alternative pending completion of the Multnomah County study of alternative Tacoma improvements.

2. After completion of the above study, or no later than April 30, 1983, all affected jurisdictions will re-examine their adopted positions to determine whether an alternative design for Tacoma is preferred.

3. Assuming consensus on Phase I of the McLoughlin Boulevard highway project, JPACT/Metro allocate necessary Interstate Transfer funding to proceed with Phase I right-of-way acquisition and construction.

4. ODOT proceed to write the Final Environmental Impact Statement for the full McLoughlin Boulevard project including the "finalized" Tacoma design in order to allow Phase I to proceed to construction. The ODOT decision to proceed with the PEIS will be with the recognition that: 1) Milwaukie does not yet support Phases II, III and IV (Phase II is within the city limits of Milwaukie); and 2) funding for Phases II, III and IV must be released by JPACT/Metro before final design, right-of-way acquisition and construction can proceed.

5. Metro/Tri-Met will complete LRT studies for the Milwaukie Corridor, I-5 North Corridor and I-205 North Corridor to determine:
   a. the cost-effectiveness of implementing LRT in the Milwaukie Corridor;
   b. the interrelationship of LRT construction in the Milwaukie Corridor, I-5 North Corridor and on the Central Eastside;
   c. the need for and timing of transit vs. highway capacity in the McLoughlin Corridor relative to the growth in travel demand; and
   d. potential transit and highway financing techniques.

6. After completion of the LRT study:
   a. All affected jurisdictions will consider their position on the overall highway/transit McLoughlin Boulevard Improvement Strategy and staging plan; JPACT/Metro will amend the RTP accordingly.
   b. JPACT/Metro will adopt an overall McLoughlin Boulevard highway/transit financing strategy and allocate the Interstate Transfer Reserve accordingly.
c. The corridor and limits of the next "Phase II Alternatives Analysis/DEIS" for consideration of LRT will be defined and an application for funding will be submitted to UMTA.

ACC/srb
7316B/327
01/05/83
CONSIDERATION OF RESOLUTION NO. FOR THE PURPOSE OF ENDORSING THE REGIONAL LIGHT RAIL TRANSIT (LRT) SYSTEM PLAN SCOPE OF WORK AND AUTHORIZING FUNDS FOR RELATED CONSULTING ENGINEERING SERVICES

Date: December 23, 1982
Presented by: Andy Cotugno

FACTUAL BACKGROUND AND ANALYSIS

The attached resolution would establish the following:

1. An intent and process for defining a Regional LRT System and a conceptual work program, as outlined in the "Regional LRT System Plan Scope of Work" (attached), which:

   a. Emphasizes determining the economic justification for LRT vs. bus in each corridor and completing "Phase I Alternatives Analysis" for those corridors (Most specific alignment questions would be deferred to the next major phase of study--Alternatives Analysis/DEIS);

   b. Involves four major study steps over a two- to three-year study period with specific study timing subject to the annual adoption of the Unified Work Program (UWP) and funding availability. The six areas are:

      1) Central Area - Preliminary Plan;
      2) Eastside Primary Corridors (Milwaukie and Bi-State Corridors);
      3) Westside and Southwest Corridors;
      4) Clackamas County Corridors;
      5) Central Area--Final Plan; and
      6) Regional Staging Plan.

2. An intent to form a citizen's committee with a specific charge and membership to be established at a later date; and

3. Allocation of $250,000 of Interstate Transfer funds to consultant assistance for the Regional LRT System Plan, amending the UWP and the Transportation Improvement Program (TIP) accordingly, and authorizes application for those funds.
The UWP contains funding for Metro and Tri-Met staff to conduct the Long-Range Transitway Plan - Phase I. An overall scope of work for this effort—to result in a Regional LRT System Plan—has been developed and is shown as Attachment A. The scope of work details tasks necessary for completion of the entire regional effort over the next two to three fiscal years (depending on annual UWP funding availability). Major points of this scope of work have been reviewed previously by TPAC, JPACT, the Regional Development Committee, and the Bi-State Policy Advisory Committee. Funding for Metro and Tri-Met staff for this project will be determined through the annually adopted UWP. To supplement those Metro and Tri-Met staff activities, the scope of work for the Regional LRT System Plan identifies specialized consulting engineering services necessary to develop confident capital cost estimates and engineering feasibility analysis. These consulting engineering services would be oriented toward specific issue areas—where major questions of engineering cost and feasibility exist—and are estimated to require $250,000 for the entire multi-year effort. Tri-Met, Metro, and consulting engineering resources estimated to be necessary to complete the Regional LRT System Plan are summarized by project phase on Table 1. The detailed resource estimates by engineering issue area are shown on Table 2. Tri-Met would be responsible for directing these consulting services.

The source of funds proposed for the consulting engineering portion of the Regional LRT System Plan is the Interstate Transfer "Regional Reserve" accrued from the escalation on the Metro Systems Planning Allocation authorized in November, 1979 (Resolution No. 79-103). Local match will be provided through Tri-Met by provision of in-kind services devoted to the Regional LRT System Plan.

TPAC recommended adoption with language to clarify that the overall "intent" is adopted to allow grant applications to proceed with details to be further defined.

EXECUTIVE OFFICER'S RECOMMENDATION

Adopt the attached resolution which:

1. Endorses the Regional LRT System Plan Scope of Work as a conceptual framework for defining a Regional LRT Plan; and
2. Authorizes $250,000 from the Interstate Transfer "Regional Reserve" accrued on the Metro Systems Planning Allocation to fund consulting engineering services for the Regional LRT System Plan;
3. Amends the UWP and the TIP to reflect this authorization; and
4. Authorizes the application for the $250,000 in Interstate Transfer funds and the execution of related grants and agreements.

COMMITTEE CONSIDERATION AND RECOMMENDATION

NM/srb-7447B/327
01/05/83
5. That the TPAC Interagency Coordinating Committee define a study management structure, review the detailed scope of work and return with a recommendation for approval.

ADOPTED by the Council of the Metropolitan Service District this _____ day of ______________, 1983.

Presiding Officer

NM/srb
7447B/327
01/05/83
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