

# **RATS ROCKFORD AREA TRANSPORTATION**

## **STUDY METROPOLITAN PLANNING ORGANIZATION**

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### **POLICY COMMITTEE**

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### **TECHNICAL COMMITTEE**

Illinois Department of Transportation, Rockford Public Works,  
Rockford Community Development, Machesney Park Planning,  
Loves Park Planning, Winnebago County Planning, Winnebago  
County Public Works, Winnebago County ParaTransit, Loves  
Park Transit, Rockford Mass Transit, Greater Rockford Airport

## **TECHNICAL COMMITTEE MEETING MINUTES August 11, 1994**

THE FOLLOWING ARE THE MINUTES OF THE AUGUST 11, 1994, MEETING OF THE TECHNICAL COMMITTEE OF THE ROCKFORD AREA TRANSPORTATION STUDY (RATS) HELD AT THE LOVES PARK CITY HALL.

**MEMBERS PRESENT:** Wayne Dust, Rockford CD Dept.; Dan Jacobson, Loves Park Planning Dept.; Dennis Hendricks, Rockford Mass Transit District; Phil Maggio, Machesney Park Planning Dept.; David Noel, Winnebago County Planning; Daniel Salameda, Loves Park Transit System; Mary Allen Verdun, IDOT District 2; Steve Ernst, Rockford Public Works; Jack Kretzer, Winnebago County Public Works Dept. (arrived at 10:10 am); Nick Lacary, Winnebago County Paratransit System (arrived at 10:20 am).

**MEMBERS ABSENT:** Mark VanLoh, Greater Rockford Airport Authority; Rich Lundin, Boone County Highway Dept. (nonvoting member); Dave Sliktas, Belvidere/Boone County Planning Commission (nonvoting member).

**OTHERS PRESENT:** Gary McIntyre, Rockford CD Dept.; Russ Petrotte, Rockford CD Dept.; Dennis Shultz, IDOT; Tony Baratta, IDOT; Jason Nelson, IDOT; Nick Castrogiovani, Highlander Food Stores; Nick Ancona, Highlander Food Stores; Bill Rogers, Developer; Bob Kleckner, Developer; members of the media (News 17 and News 13); David Nord, Village of Cherry Valley (arrived at 10:30 am).

**1. CALL TO ORDER AND APPROVAL OF PREVIOUS MEETING MINUTES:** At 9:40 a.m., with a quorum present, Wayne Dust called the meeting to order. **Daniel Salameda moved to approve the minutes of the May 19, 1994, meeting. The motion was second-**

**ed by Phil Maggio.** Mary Allen Verdun noted two corrections. First, on page two, second column, six lines from the bottom, the sentence "IDOT is encouraging local endorsement and participation in this proposal" should be changed to read: "IDOT is recommending local endorsement through letters of support." Second, on page five, second column, seven lines from the top, the FY94 STP-Urban allocation of "\$1,600,240" should be corrected to "\$1,006,240." **With no further corrections or comments, Mr. Dust called for approval of the minutes, as corrected. The amended motion was approved unanimously.**

**2. AGENCY REPORTS:** Representatives present were called upon to report on their ongoing projects. The status of most ongoing highway projects is reported in the attached TIP Progress Report.

Steve Ernst reported on a number of projects not yet listed in the Progress Report as follows: (1) the Arnold Avenue resurfacing project is roughly 90 percent complete; (2) the 11th Street widening/improvement project, between Charles Street and the RR tracks, is under design; (3) the Jefferson Street/Bridge rehabilitation project is 75 percent complete; (4) the Auburn/Rockton intersection project has been awarded and construction will start soon; (5) the Longwood/9th Street connection reconstruction is roughly 90 percent designed and the City will present this to the Technical Committee for review in the near future; (6) the Pierpont Avenue reconstruction has been awarded and is five percent complete; (7) the North 2nd Street

median repairs have been awarded and are five percent complete; (8) the Spring Brook Road project, between Mulford and Trainer Road, is completely designed; and (9) the Wyman Street reconstruction in conjunction with the parking deck is designed and ROW acquisition has begun.

Phil Maggio reported that engineering for reconstruction is roughly 90 percent complete on the service drives between Kingsley and Wayne, and between Sycamore and Superior.

Dennis Hendricks reported the bus replacement project (nine for RMTD and two for LPTS) is proceeding. A reproduction meeting was held in July. Construction is scheduled to start in October with delivery expected in early December. RMTD is awaiting a decision by the FTA regarding approval of the request for four additional buses via Section 3 funds.

Daniel Salameda reported that LPTS has awarded their computer procurement project to Computerland Technology in Springfield for a cost of \$20,028.

**3. IL 173 CORRIDOR STUDY:** Dennis Shultz and Tony Baratta displayed and discussed a large scale air photo map that summarizes IDOT's preliminary findings of their corridor access study plan for IL 173 between I-90 and IL-251. The study is being done in anticipation of access requests along this segment. The corridor is becoming attractive for development in light of plans by the Village of Machesney Park and their request for an interchange with I-90. The plan showed conceptual interchanges at both I-90 and IL-251 and tentative access points in between. From IL-251 to Forest Hills Road, they propose an access spacing of 650 feet. This gives room for reversible left turn lanes. East of Forest Hills Road, access spacing is proposed at quarter mile intervals for full access points and partial (right-in, right-out) access points at the eight mile points in between. This would be similar to the treatment employed on East State Street east of Mulford Road. An engineering study is planned to determine median type and the need for frontage roads. They are also proposing a minimum setback for access points of 300 feet; more would be required for high traffic generators, whether or not they develop frontage roads or a 5-lane section. The closest access point west of the I-90 Interchange would be 700 feet. The Rock Cut State Park access would remain where it is.

David Noel and members of the Committee suggested: (1) the Willowbrook/Perryville intersection should be

precisely determined; (2) care should be taken to assure there are no conflicts with the drainageways and 100-year floodplains in the area, particularly Willow Creek on the north side of IL-173; (3) because the County envisions development east of I-90 and there is considerable traffic on Belvidere/Beloit /Argyle Roads, the study should be extended eastward to that intersection or to the county line; (4) the horse trail entrance to the State Park (near the IL-173 curve) should be considered.

Phil Maggio commented that the Machesney Park Land Use Plan calls for commercial in this corridor west of the Perryville intersection and east of the Rock Cut entrance. In between, there would be residential. This also has to be coordinated with Loves Parks plans. David Noel said the County's plan calls for a commercial strip all the way west from I-90.

Mr. McIntyre asked for a written summary of this proposal for future public information purposes.

**4. RATS FY95 TIP:** Russ Petrotte distributed extra copies of the May 26th version of the proposed RATS FY95 Transportation Improvement Program. This draft had been mailed out to all persons on the RATS mailing list back in late May or early June. He explained the federal government requires this document to be prepared annually, and that it list all proposed projects which will use federal funds. For the sake of completeness, RATS includes all major local projects as well. He said very few comments have been received on the document and he distributed extra copies of suggested changes, dated 7/15/94, proposed by RATS staff and Technical Committee members. The changes are as follows:

(1) IDOT requested yearly breakdowns of federal and State funding in the outyears (FY96-97). For the sake of consistency, local projects were also divided by year. The result is that Table 15 (the list of First Year Projects) became Table 17, and Table 16 (FY96-97 Projects) was subdivided into Tables 18 (FY96 Projects) and Table 19 (FY97 Projects). Also, Table 14 (SUMMARY/Year 2 & 3 Projects) was recalculated and renamed to YEAR 2 (FY96) HIGHWAY PROJECTS SUMMARY. Table 15 became the YEAR 3 (FY97) PROJECTS SUMMARY. Table 16 was developed and named SUMMARY / ALL HIGHWAY PROJECTS, FY95-97.

(2) IDOT noted the land acquisition part of Project 1-93-8 (in the FY95 Element) was reduced from \$650,000 to \$200,000.

(3) IDOT clarified that Project 1-93-21 is the land acquisition for the bridge replacement at the Kishwaukee River.

(4) Project 1-93-22 was clarified to be the land acquisition part of the resurfacing of Springfield Avenue and was reduced from \$20,000 to \$10,000.

(5) Project 1-95-19 was clarified regarding its Land Acquisition and Resurfacing portions. The project length will be 2.64 miles. Cost will be as previously listed (Land Acquisition at \$10,000 and Resurfacing at \$1,200,000, both funded by the State of Illinois).

(6) Project 1-95-3 (the land acquisition for improvements on US Business 20 at Charles Street) was moved from FY95 to FY96.

(7) Project 1-95-7 (the land acquisition for improvements to IL 2 between Elmwood and Latham Roads) was moved from FY95 to FY96.

(8) The cost and funding source for Project 1-95-4 (the traffic signal modernization project at US Business 20 and Perryville Roads) was in the State TIP but had not been identified in the 5/26/94 version of the RATS TIP. IDOT clarified that the total cost will be \$70,000 (\$63,000 of which will come from the STP-HES source and \$7,000 from the State of Illinois).

(9) The Boone County Highway Superintendent noted that the Genoa Road resurfacing project (11-63-3) between the I-90 Bridge and the DeKalb County line had not been listed. This project is in the State of Illinois TIP and will be funded with STP and local funds and will be commenced in FY96.

(10) The City of Rockford Traffic Engineer clarified that project 3-95-38 (Custer Avenue resurfacing) will extend between Ridge and Kilburn, not Rockton and Kilburn. The Rockton to Ridge segment is scheduled a year earlier and is correctly listed as Project 3-95-37.

(11) Numerous local projects originally listed in the outyears were subdivided into their FY96 and FY97 phases. In most cases, the splits were 50/50 by funding source. Affected projects were 3-93-79, 3-95-22, 3-95-24, 3-95-25, 3-95-26, 3-95-27, 3-95-28, 3-95-29, 3-95-30, 3-95-31, 3-95-32, 3-95-33, 5-95-8, 5-95-9, 5-95-10 and 5-95-11.

Mr. Petrotte said he did not feel these changes were substantive in nature. None of the changes increased the scope or cost of projects. The only projects added had already been included in the State TIP. Most of the changes were the result of splitting the FY96-97 block of projects into separate FY96 and FY97 components. He also noted that there were no changes or clarifications to the Transit Element.

Jack Kretzer said it was his understanding that Winnebago County was to be responsible for the local share (\$7,000) of Project 1-95-4 and asked that this correction be made. The State has agreed to take future maintenance responsibility if the County funds the local share of this improvement.

Public Works Department staff and the consultants met with Chicago Northwestern Railroad (CN) in May. CN expressed a cooperative but cautious attitude and emphasized they are a private competitive business. Following the meeting they responded with a letter, providing details of their operations in Rockford and a list of their users which includes Joseph Behr, Wolohan

Gary McIntyre said Rhonda Miner from IDOT recently suggested an addition to the text that originated from the Federal Highway Administration. They suggest adding more definitive wording to the introductory text indicating that projects could be moved between the various fiscal years without formal amendment through the FHWA or the FTA. In other words, the RATS Policy Committee would have the authority to change the scheduling of projects without further approval from federal agencies.

In response to a question from Mr. Ernst, Mr. Petrotte said no comments had been received from the general public.

Mr. Petrotte suggested that, with the Technical Committee's concurrence, he would incorporate all of the changes noted above, including Mr. Kretzer's comment and Mr. McIntyre's suggestion, into a new draft of the TIP. This could be proposed for adoption by the Policy Committee at their August 25th meeting.

**Daniel Salameda moved that the Technical Committee recommend Policy Committee approval of Resolution 94-9, contingent upon the changes to the May 26, 1994, TIP draft as suggested by Mr. Kretzer, Mr. Petrotte and Mr. McIntyre. The motion was seconded by David Noel.** Mr. Kretzer asked about including enhancement projects. Mr. McIntyre said all fully-approved enhancement projects have been amended to the FY94 TIP. The remaining proposed enhancement projects cannot be included in this FY95 TIP until they are fully cleared through the State review process. When this occurs, the FY95 TIP will be amended. Jason Nelson concurred. **Mr. Dust called the question and it was approved unanimously.**

**5. STATUS OF THE WOODRUFF/WALLENBERG EXPRESSWAY STUDY:** Steve Ernst gave a progress report on this study based on the consultant's 30 percent submittal. He described the study as a traffic feasibility study and emphasized that it will not consider detailed design or ROW needs. The consultants have also been asked to initiate a dialog with the railroads in this corridor because the concept of using this corridor is based on the premise of combining the two railroads onto one trackage and using the vacated ROW for the expressway.

Lumber and Warner Lambert. They will not consider alternatives to serving these industries such as trans-loading. They will provide engineering drawings of their facilities and continue to cooperate. The consultant is trying to arrange a meeting with the Chicago Central and Pacific (CCP) Railroad and, eventually, a meeting between the two railroads. The trackage of the CCP is

in better condition than that of the CN. The CCP runs several trains through the area. The 30 percent submittal was reviewed by Gary, Russ, Steve, Jason Nelson, Bill Ost, Al Werner and others. The report deals largely with introductory, historical and statistical aspects, and attempts to summarize the traffic conditions now existing and projected on the network.

The consultant used the RATS transportation model to determine "volume-to-capacity ratios" and to identify the "levels of service" on our roadways based on procedures outlined in the Highway Capacity Manual. The result of this initial work was illustrated in a series of color-coded maps which did not show significant present and future traffic congestion problems throughout the area. However, staff disagrees with these initial results. Staff criticism revolves around the inability of the transportation model (or at least the early runs of the model) to reflect traffic congestion at the intersections in our system. The model focuses on link capacities and, as a result, indicates very little congestion, but it fails to account for the numerous bottlenecks that occur at the intersections. Staff has been working with the consultant and with T-MODEL developer, Bob Schull. They are now using parts of the model that better meld intersection conditions together with link conditions and more accurately reflect the total congestion picture. To do this, the model is being run with consideration of operating speed and staff is recommending this to the consultant.

The consultant has asked for a decision regarding the level of service we are willing to accept on our facilities. Their past experience is that communities will accept the following levels of service (LOS) and Mr. Ernst sketched the following table on a marker board.

Road\LOS	C or Better	D	E or Worse
Principal Arterial	90%	10%	0%
Arterials	60%	30%	10%
Collectors	30%	50%	20%

Mr. Ernst distributed an excerpt from the Highway Capacity Manual that defines the LOS classes. The levels range from A through F with A representing free and speedy flow of traffic and F representing extremely low speeds and congested movements.

Mr. Ernst also distributed a sheet with three tables summarizing the numbers and percentages of local roads falling within the various levels of service. These tables were derived from runs of the RATS model for 1990 and are summarized below.

Links\LOS	C or Better	D	E or Worse
Limited Access (85 links)	59% ≥43mph	16% ≥40mph	25% <40mph
Principal Arterial (200 links)	55% ≥22mph	29% ≥17mph	17% <17mph
Minor Arterial (388 links)	85% ≥18mph	9% ≥14mph	6% <14mph
Collector (451 links)	98% ≥13mph	2% ≥9mph	0% <9mph

Mr. Ernst said a comparison of these two tables might indicate a congestion problem in Rockford on the principal arterial and limited access roadways. Dan Jacobson asked Mr. Ernst to identify some of the specific links. The limited access links are the Tollway, the By-Pass and I-39. Examples of the LOS "E" are some links between Alpine Road and I-39, and some links on the Tollway north of Riverside Boulevard.

Mr. Ernst said he could not think of many instances where the 1990 speeds on the limited access roadways were less than 43 mph. There has always been a problem with the model overassigning traffic to the limited access roadways and some of these numbers may not be valid. In the principal arterial categories, the comparisons may be more valid. Mr. Ernst said he was going to fine-tune these charts by looking more closely at the actual links. Mr. Ernst then asked the Technical Committee to review the numbers. He said he has copies of the 30-percent report and staff comments on that report if members of the Committee want to see them. He reiterated that he is looking for RATS to give the consultant some advice and direction on this matter as soon as possible.

**6A. TRANSPORTATION PLAN - CHARLES STREET/PERRYVILLE ROAD INTERSECTION:** David Nord said the Village is waiting for RATS to make a recommendation regarding the opening of this intersection. An intersection design study will have to be done to address all of the safety and design concerns at the intersection itself. But at this time, Cherry Valley would like input on the relationship of this possible opening to the overall transportation network.

Mr. McIntyre distributed copies of his August 11th memo on this subject. He said he is now satisfied that the model is assigning traffic realistically on Charles Street and the other major roadways in the vicinity. He emphasized that many of our future traffic problems will be capacity problems at our arterial intersections. As the major intersections in this vicinity become more and more congested, motorists will seek Charles Street whether or not the Charles/ Perryville intersection is opened. Motorists are now making illegal U-turns to get onto Charles. They will continue to do this at increasing rates as traffic conditions worsen at other nearby intersections. The only way to stop this would be to totally close the intersection.

He referred the Committee to the third page of tables in his memo. The model shows that, at locations 24 through 27, traffic will increase substantially whether the intersection is opened or not. He recommended opening the intersection if the IDS shows it to be feasible. Members of the Committee asked why, in some instances, the model shows less traffic on Charles with the intersection opened. Mr. McIntyre said he really couldn't explain this except to say it has to do with subtle ways the model loads traffic on various routes (possibly, the insertion of the signalized node at Charles/Perryville actually deters some of the traffic on Perryville and the model loads slightly different). Mr. Kretzer asked what would happen if Charles were opened at Alpine. Mr.

McIntyre said there is a substantial increase on some segments of Charles, especially to the east of this intersection near 5-Points.

Mr. Dust asked if the Committee was comfortable with making a decision on this matter at this time or if they would like additional time to review the data. Mr. Kretzer said he thought some information from the IDS study would be helpful. Mary Allen Verdun said the State is comfortable with the information presented. **Daniel Salameda moved to lay this matter over until the next meeting. The motion was seconded by Jack Kretzer and approved unanimously without further discussion.**

**6B. TRANSPORTATION PLAN - SPRING CREEK ROAD EXTENSION TO ROTE ROAD:** Mr. Dust explained this is a complicated matter because it involves the northeast connection to Spring Creek Road as well as the southeast connection to Rote Road. Also, a tentative plat has already been filed with the City in this area.

Mr. McIntyre distributed copies of his August 11th memo on this subject. This memo includes data presented to the Public Works Committee on August 2nd. The memo summarizes data from nine model runs and includes a map showing the alternatives considered. Below is a table summarizing his data.

SITE	SPCR WEST	ROTE CNCT	ROTE BRDG	SPCR BRDG	STATE BRDG	SPCR CNCT
<b>CY90 RUN</b>		<b>Peak</b>	<b>Hour</b>		<b>Traffic</b>	
59	0	0	305	545	1,168	0
<b>CY00 RUN</b>						
1	528	196	600	962	1,921	451
1A	693	220	586	875	2,016	668
1B	678	0	603	865	2,117	642
1C	507	0	593	966	2,044	393
1D	724	233	583	962	2,087	582
1E	714	230	702	834	2,046	580
1F	674	211	723	894	1,988	478
<b>CY15 RUN</b>						
1A	815	377	884	1,233	3,108	1,008
1F	853	385	1,055	1,225	2,981	666

In all the model runs, the proposed new northeast link joining Spring Creek between Perryville and Bell School Roads is included. Also included in all runs is the proposed link of McFarland Road north of Spring Creek. Run 59 shows 1990 conditions.

Run 1 has Spring Creek extending west to slightly east of Perryville where it is split diagonally, with one link extended northeast to connect with Spring Creek near Bell School and one link extended southeast to connect with Rote around Bell School. Run 1A includes an extension of Bell School north to Riverside and leaves the old northern alignment of Spring Creek open and intersecting with Perryville.

Run 1A is similar to Run 1 except the old northern alignment of Spring Creek is closed off. This is the first of two alignments modeled with both Year 2000 and 2015 conditions.

Run 1B has the diagonal connection to Rote, the northern extension of Bell School, and the old northern alignment of Spring Creek at Perryville closed.

Run 1C is the same as Run 1B except the old northern alignment of Spring Creek is open.

Run 1D is the same as Run 1A (the old northern alignment of Spring Creek is closed) except that the northern extension of Bell School is not included.

Run 1E is the same as Run 1D except the Rote Road bridge over the Tollway is widened.

Run 1F is the same as 1E except it leaves the western leg of the old northern alignment of Spring Creek open. This is the second of two alignments modeled with both Year 2000 and 2015 conditions.

Mr. McIntyre commented that the traffic on the Spring Creek Bridge over the Tollway will not change much regardless of what alternative is built. However, making the Spring Creek-to-Spring Creek and the Spring Creek-to-Rote connections, some traffic will be deterred from State Street.

**7. TRAFFIC SIGN UPGRADE PROJECT:** Mr. Ernst informed the Committee of the Public Works Department's intention to use a large part of their already allocated PL funds for the purpose of making an application for sign upgrade funding through IDOT and federal sources. He said most of the sign inventory data has already been gathered but the application process is extensive. Conversations with Mike Williamson of the IDOT Bureau of Planning have led him to believe this is an eligible work task. He said the City's normal data collection work will continue with the City's own funds.

Bill Rogers discussed his plans to develop property in the area between Perryville and Bell School Roads. He noted that the City of Rockford has already approved zoning and tentative plats for this area. Some of the alignments noted above will have a drastic impact on these plans. He said they are willing to cooperate, but they need to have direction. They would be willing to dedicate ROW and construct the normally-required collector or local roads, but beyond that, they would expect some compensation. Mr. Dust said a Preannexation Agreement is on file and this would have to be renegotiated. Mr. Rogers noted there is one additional land owner who might need to be involved.

Mr. Dust asked if the proposed connections of Spring Creek and Rote Roads would be made at arterial or collector level. Mr. McIntyre said his model runs assumed two-lane roads with 30-mph speeds. Mr. Ernst said the designs would first have to accommodate the traffic generated at the site by the proposed developments. He noted the combination of proposed residential and commercial is fairly intense. Mr. Kretzer commented that one of the roads leading out of the proposed development should be aligned with McFarland Road.

Mr. Kretzer said the County Public Works Committee has looked at Mr. McIntyre's information but they haven't taken action. Mr. Rogers asked when RATS and the other governments involved would be taking action. Mr. Dust said the matter would take at least another month.

Mr. Noel asked model runs to be done that did not include both the northeast connection to Spring Creek and the southeast connection to Rote. Mr. Kretzer asked for a run extending Spring Creek straight east to Bell School.

**Dan Salameda moved to lay this matter over until the next meeting. The motion was seconded by Jack Kretzer and approved unanimously.**

Mr. Petrotte asked how much the proposed work would cost. If it was greater than the amount allocated in the Public Works "Transportation Data" work element, an amendment to the UWP might be needed (or part of the work could be charged to other work elements). Mr. Ernst said it would be around \$20,000. In response to a question from Mr. Kretzer, Mr. Ernst clarified that the Public Works Department is not requesting additional funds. He said he wanted to employ a consultant to do this, both because it is a complicated process and because there is a federal limitation stating these funds

can only be applied for once. Therefore, he wanted the application to be done comprehensively the first time. No objections were posed by the Committee.

**8. PARATRANSIT ISSUES:** Russ Petrotte called the Committee's attention to the paragraph in the FY95 Unified Work Program (page 4) that calls for a "Paratransit Study." The purpose of the study will be to evaluate the cost/service effectiveness of paratransit services as delivered by WCPS throughout the urban area, and for developing alternatives and a plan for continued delivery of paratransit services. He said the IDOT Division of Public Transportation has assured they will fund such a study after a more detailed scope of study meeting their approval is developed. Mr. Petrotte said there is considerable interest in such a study from numerous factions in the community. He would like to form a subcommittee of the Technical Committee to work on the scope of study and asked for volunteers. Mr. Lacary, Mr. Hendricks, Mr. Salameda and Mr. Maggio volunteered to serve. Mr. Petrotte said he would also contact the public officials and citizens who have expressed an interest and ask them if they wished to be part of the subcommittee. The Committee concurred. Mr. Lacary expressed support for the study.

**9. COMMUNICATIONS:** Gary McIntyre distributed copies of the Policy Committee meeting minutes for the last meeting and a copy of a revised agenda for their meeting on August 25th. The agenda now includes the election of officers. Also, he said he recently received a phone call from the Illinois State Toll Highway Authority inquiring about possible membership in RATS. They did not say whether they were requesting full voting membership, Technical Committee membership or Policy Committee membership. They may be making such a request in writing.

**10. OTHER BUSINESS:** Nick Lacary reported that WCPS recently lost a vehicle due to a fire. Dave Spacek of IDOT has indicated that IDOT may be able to replace the vehicle with one that was recently refused by another agency. This is being explored.

**11. ADJOURNMENT:** With no further business, **Dan Jacobson moved to adjourn the meeting. The motion was seconded by Phil Maggio and approved unanimously without discussion.** The meeting was adjourned at 12:00 noon.

Respectfully submitted,  
R.P. - MINTECH11AG.MIN