



Transportation Priorities Project

Presented by Identity Clark County, Vancouver, Washington

What's Inside

- Straight talk about Clark County's transportation problems
- What It Takes to Build a Road
- What You Can Do
- TPP II Questionnaire

Our Congestion Complexion: A Crisis in the Making

You don't have to go far to see that the face of Clark County has changed.

Our population has jumped from 192,000 residents in 1980 to over 363,000 people today. The number of cars has grown to over 200,000—more cars than people 20 years ago. Those cars and more each year are jockeying for a share of our streets and highways.

It is estimated that Clark County residents travel 613,600 miles in a single peak evening hour. That number is expected to rise to 955,000 miles by 2023. No wonder we seem to spend more time waiting than moving. Even if you take the bus, bike or walk instead of driving, you feel the impact of traffic congestion.

- We spend more time on the road because it takes us longer to get where we need to go.
- Rush hour traffic starts earlier and ends later.
- Congestion causes stress and can affect work productivity.

- Maintaining and improving our current system to meet public safety standards and handle demand costs more.
- Meeting state and federal clean air standards is more difficult than it was.

Taxpayers have rejected spending measures to support transportation, and although the Washington state legislature recently passed the Nickel Funding Package to construct specific state highway improvements, Clark County has a transportation crisis.

Is there a light at the end of this bumper-to-bumper bad dream? We think there is. The way out of this mess won't come easy, and it won't come cheap, but by learning a little bit more, speaking out and making our needs known, and working together, we can find solutions. If *you* don't care about transportation in your own backyard, who will?



**Complete Our
Questionnaire
on Page 11**

Why You Should Care

What we decide about transportation and how to fund our decisions will have a big impact on each of us. From how much time we spend driving—getting to work, dropping the kids off at school, and running errands—to the prices we pay for goods and services, we are affected.

Efficient transportation is important to our region's economic health because 54% of the Oregon/Washington economy is built on transportation. Our region exports \$45 billion of products each year. The cost of congestion increases shipping and production costs, shrinks labor markets, and reduces our competitiveness in these industries in regional, national, and global markets.

Transportation is not just about more people and cars, air pollution, backups and gridlock, it's about our way of life, and our quality of life now and in the future.



DREAM IT, FUND IT, BUILD IT



Demands on our transportation systems have grown dramatically over the past 20 years.

In 1983, Washington's population was 4,307,200. In 2003, our population was 6,098,300, an increase of 41.5%.

In 1990, Clark County's population was 238,053. By 2000, our population reached 345,238, an increase of 45%.

By 2001 Washington had 5,640,000 registered vehicles that traveled an average of 54 billion miles annually, and consumed an average of 614 gallons of fuel per vehicle.

Motor vehicles are the state's largest source of air pollution, accounting for more than 50% of the statewide total, or nearly 1.3 million tons of air pollutants per year. The urban areas of Clark, King, Pierce, Snohomish and Spokane counties exceed the federal health standard for carbon monoxide, largely because of motor vehicle pollution.

Sources: State of Washington Office of Financial Management; WSDOT KEY FACTS-A Summary of Transportation Information for Washington State 2002; Washington State Department of Ecology, Clean Air Washington: <http://www.ecy.wa.gov/programs/air/airhome.html>; <http://www.ecy.wa.gov/pubs/fa9231.pdf>, and <http://www.ecy.wa.gov/pubs/0002008.pdf>.

The TPP

The TPP has a simple message: *Clark County is approaching a transportation crisis, and we need to step up to the plate and do something about it.*

Local transportation agencies and experts have been trying to come up with a workable solution that citizens will support. We think part of the problem is communication.

Most of us see today's transportation problems and wonder what it will be like in a few more years. You can have a voice in what our transportation future holds.

The theme of the TPP is *Dream It, Fund It, Build It*. This project will give citizens the opportunity to make an informed choice about the direction of transportation improvements in Clark County over the next 20 years—what improvements should be made, how improvements will be funded, and how we will pay for them.

Using one-on-one conversations, group presentations, printed materials, and an interactive web site, the TPP intends to talk to as many people as possible. We encourage you to listen, learn about transportation, think about what you want for Clark County, and then take a few minutes to tell us. We'll take your ideas to the people who are responsible for developing, building, and maintaining our transportation system so we can work together to address the pending transportation crisis.

On the following pages, you will find:

- How the TPP started.
- What happened during the project's first phase.
- What will happen during the second phase.
- Information on how a road gets built.
- How transportation projects are prioritized and funded.
- A questionnaire asking what future funding levels you are willing to support and what you are willing to pay.



There is a lot more to learn about transportation and how it works. The TPP web site www.tppii.com has more in-depth information, links to other transportation sites, and information on how to volunteer, submit comments, and contact us if you have questions.

TPP I—The First Phase

In early summer of 2002, a group of concerned citizens and civic leaders talked about Clark County's transportation system—its current status and general direction for the future. They identified a need for citizens to express their opinions about: what do citizens want, what are they willing to pay for, and how they prefer to pay for it.

The purpose of TPP is to encourage Clark County citizens, stakeholders, and communities to:

- **Dream It:** Explore local and regional transportation priorities (what improvements/systems do people want and the order of importance).
- **Fund It:** Funding preferences (how improvements will be paid for, and who will share in the cost).
- **Build it:** Key strategies to address our transportation challenges (what improvements should be made, including where and when).

Community Meetings

In August through November 2002, 500 individuals at 40 meetings were polled as to their knowledge, preferences, and solutions for the county's transportation issues.

What We Learned

1. People care deeply what happens in their neighborhood and see fixing travel

around the county and to and from Oregon as a priority.

2. Transportation has a substantial impact on the health of our economy, the vibrancy of our communities, and the quality of life for all citizens of Clark County.
3. Our transportation system has a direct relationship to and impact on job creation and stability, and how land is developed.
4. Information (education) changes what and how people think about transportation for the better.
5. If people know their money will be spent on local projects, they are willing to pay for them.

Throughout the process, participants from all areas of the Clark County region expressed a moderate level of concern about getting from place to place. They were more concerned about finding solutions and funding for major transportation system development needs and choices in the near and distant future.

During interviews with government officials, almost all expressed a sincere desire to know what citizens wanted, what they were willing to pay for, and how they preferred to pay for it. Many pointed to the difficult challenge of getting people involved and providing them with good information about transportation choices, decision making, and funding options. At the same time, government officials were getting mixed messages from citizens about wanting transportation improvements but not wanting to have to pay for them. Citizens and government officials agreed that we need better communication,

understanding and information if we are to work together to find solutions to the region's transportation problems.

What You Recommended

1. Coordinate Clark County planning efforts (pull everyone together to talk the same talk) to maximize our chances of receiving state and federal funding.
2. Plan for Clark County's transportation needs looking at the "big picture." Let's plan a complete system, instead of a piece here and a piece there.
3. Involve more people. Help citizens and local officials understand each other and work together as a team—create a win-win situation.
4. Convince our elected officials to put in place a statewide transportation-funding program that provides dollars for local and state projects.



Citizens Speak Out

These are some of the comments received from citizens in response to transportation questions asked during TPP.

Are we in or approaching a crisis?

- We do have an impending crisis for the low-income citizens and businesses of this county. Unless we maintain adequate bus service, these people have no means to get to their jobs and therefore be self-sufficient. And businesses won't have an adequate number of workers.
- The crisis is now. It will take too long to respond to the current difficulties. The outlook for the next five years is bleak.

- Need to address lack of awareness of crisis.

What is the level of concern for some transportation issues?

- Considering the current attitude regarding transportation, I suggest we won't get action until the system fails, then it will be too late.
- This is a must for our future—economic development in Clark County will eliminate much of the need for travel to Oregon and light rail.

What priority should be assigned for improving some transportation issues?

- Cannot separate land use decisions and transportation decisions.
- Link jobs to transportation.

What about transportation costs, spending, and funding?

- Add sales tax on gasoline for purpose of funding public transit! This would not eliminate the need to increase the gas tax (not the sales tax) for road construction and maintenance, but it would directly support

transit, and more vehicle usage would result in more dollars for transit.

- If I were king of Clark County, I would raise the gas tax to pay for roads, mass transit, etc. We squander our energy. Gas tax needs to pay for mass transit to relieve congestion.

How on-target are some major transportation projects in this region?

- Express bus service competes with light rail. The public should not be expected to pay for both.

Source: InterACT Findings of the Transportation Priorities Project, February 2003. You can download this report from the SW WA Regional Transportation Council (RTC) web site at www.rtc.wa.gov.

TPP II—The Next Phase

TPP Responds

TPP II responds to what we heard citizens say in TPP I at community meetings and forums. Citizens said that transportation funding should be increased between *moderately* and *substantially* and should stay ahead of inflation.

TPP members met regularly with transportation managers from cities and Clark County, the Southwest Washington Regional Transportation Council (RTC), C-TRAN, Washington State Department of Transportation (WSDOT), and other agencies to create a Transportation 101 that explains what is involved in creating a workable transportation system for Clark County. Local jurisdictions were asked to develop three regional transportation improvement scenarios (described on page 6 as Levels 1, 2, and 3). These visions and options are being developed by all of the jurisdictions working together, at the same table, to create a complete package, a big picture view of regional transportation choices for the next 20 years. *(Continued on page 6)*



Funding Levels

Level 1: No change—status quo, business as usual, no new funding mechanisms.

Includes existing C-TRAN funding, plus current 6-year transportation improvement projects.

Transportation funding would not change over the next 20 years. Residents and businesses would continue to pay current transportation taxes and fees.

Given population projections, this option is not expected to keep up with projected growth.

Level 2: Moderate revenue increase—some new funding options.

Moderate increase in regional improvements to state highways, local major roadways, and C-TRAN to better move people and freight.

These projects would be in addition to projects under Level 1. This option would require an increase in transportation funding, such as gas tax, license fee, or street utility tax.

Level 3: Significant revenue increase—meeting the needs of 100% of projected population growth and a full list of funding options.

All projects planned under Levels 1 and 2 would be implemented for a well-functioning transportation system. This option would require a significant increase in transportation funding, such as gas tax, license fee, or street utility tax.

All funding levels include maintenance, safety, and preservation of existing infrastructure and anticipated transportation improvements.

You'll find more information about project funding, community costs for implementation, along

with current and future transportation projects, on the TPP web site at www.tppii.com.

Tell Us Your Choices for Projects and Funding

One of the purposes of this project is to get your feedback on which level of improvements you think is needed and how you would prefer to pay for these improvements.

At this point, it is too early to prepare a final list of projects.

We are looking to you for feedback on an equitable way to fund the improvements.

It is also too early to prepare a detailed financing plan.

The feedback you provide will guide the development of a more specific list of projects, costs, and sources of funding.

Tell us what you will support and what you are willing to pay. Fill out the questionnaire on page 11 and return it to us by mail or fax or go to our web site at www.tppii.com and give us your comments.

Out to the Community to Gather Feedback



Public outreach and education are key elements of TPP II. This newsletter is one of the many tools we are using to tell you about:

- Where transportation funding comes from and how it works.

- How transportation impacts land use planning, development, and jobs.
- Current and potential transportation systems and funding levels (options) that merit consideration and would be supported by citizens.

TPP II will gather feedback from the public and share it with transportation agencies on:

- The level of service the public is willing to support.
- How much the public is willing to pay for the level of service.
- How the public prefers to pay for the level of service.

This phase will close the loop between the users, the designers, and funders of Clark County's transportation network so those projects that receive a high level of support from citizens are put at the top of the list. Via TPP II, the public will advise transportation agencies how much more they are willing to pay for transportation improvement projects.

What it Takes to Build a Road

Last year the Washington state legislature approved a 5¢ gas tax increase (Nickel Funding Package) for specific Clark County state road improvement projects. New construction was soon underway on I-5 and SR-500, so people thought road projects could be planned and under construction in just months. The fact is, these projects had been designed and put on the shelf awaiting funding.

Road construction projects go through several phases: planning, funding, permitting (including compliance with the Endangered Species Act), design, and right-of-way acquisition. After completion of these initial phases, construction can begin. It can take as long as 10 years to complete a road widening or reconstruction.

Prioritizing

Continued growth means that our transportation needs change every day. Budget cuts mean that we must use our transportation funds wisely—what dollars go toward regular maintenance and what dollars go toward making improvements.

Transportation improvement projects are typically rated in order of importance, and a list of prioritized projects is prepared. A project can move up or down the list depending on how it compares to others. Factors in a project's fate include:

- Accidents, pavement and structure conditions, traffic congestion, drainage issues, and signal light and roadway lighting problems.
- Impacts to the environment, including fish and wildlife.
- Cost benefit—which projects are of the greatest benefit to the public compared to the cost to make the improvements.
- Comments from the public.
- How much funding is available and when.

Every two years, WSDOT recommends program funding and a proposed budget to the

Washington Transportation Commission (WTC).

The WTC determines funding levels that will be assigned to each program and approves the program of projects to send to the legislature for funding approval. The legislature determines the final budget and which projects will be funded.

Many state and federal funds are awarded on a competitive basis. Let's say we submit the top five most important projects on our list (#1 being the most important), but we receive money only for project #4. That project moves to the top of the list because we have the money to do something now—the order of importance changes.

Funding partnerships improve a project's ranking. Local transportation jurisdictions frequently partner to improve their competitive position. For example, Camas and Vancouver partnered with Clark County on the 192nd Avenue project in requesting transportation dollars. By sticking together, they improved the project's position on the list of prioritized projects and received the needed state and federal money so the project could be constructed sooner rather than later.



WSDOT is constructing an additional through lane and an auxiliary lane in each direction on I-5 from NE 99th Street to NE 134th Street. This project is funded by the state Nickel Funding Package and will improve safety and relieve congestion. Estimated cost is \$34 million.

A second Nickel Funding project is under construction on SR-500 at 112th Avenue/Gher Road to reduce accidents at this location. Estimated cost is \$26.7 million.

Photo: WSDOT

Planning

A conceptual design is the first step in developing a possible solution to traffic congestion or a safety problem. At this stage, the design is detailed enough to estimate the benefits the project would provide the public, and the cost to build. This information is used during planning studies to compare and evaluate alternatives: would another design give better results? would it be more cost effective? (Continued on page 8)

Funding

State, city, and county governments construct and maintain transportation projects. Funding comes from tax dollars levied at the federal, state, and local levels and from private developers.

At the state level, gas taxes and licenses, permits, and fees fund transportation projects. Cities and counties get about half of the gas tax to pay for local projects.

At the local level, cities can use property taxes, traffic impact fees, sales tax, business and occupation tax, utility tax, real estate excise taxes, general fund revenues and other sources to pay for transportation improvements. Money can be combined with state and federal grants to make improvements and provide maintenance.

In the past, cities and counties got approximately 90% of project funding from the federal government. Today, federal funding amounts to about 50%, so state, local, and county governments have to make up the difference.

Until January 2000, some of the Motor Vehicle Excise Tax (MVET) also funded transportation, but voters eliminated that source of money with the passage of Initiative 695. Losing MVET plus the decrease in federal support created a statewide transportation-funding crisis.

In April 2003 the Washington State Senate passed a 10-year, \$4.1 billion revenue proposal that took effect July 1, 2003. It includes: a one-time 5¢ increase in the state gas tax, a 15% gross-weight fee increase for commercial trucks, and a 0.3% sales tax on motor vehicles.

The money raised by the gas tax goes into a *Nickel Funding Package* that will be used to pay for a list of needed highway projects. The projects are funded from start to finish, and when the bonds are paid off for the projects, the tax increase will go away.

To the average citizen, this transportation package seems like a lot of money, and the solution to all our problems. Unfortunately, the nickel gas tax increase does not provide enough money to fund all needed high cost projects in Clark County.



The 18th Amendment of the Washington State Constitution dedicates motor fuel tax collections to "highway purposes."

Revenue generated from the gas tax is distributed to state, city, and county accounts. The state receives about half of the total revenues collected. These funds support the WSDOT highway programs as well as the Washington state ferry system.

The other half of the fuel tax revenue is distributed to cities, counties, and other agencies for local projects that are not part of the state highway system.

Want to know more? See the WSDOT publication "KEY FACTS- A Summary of Transportation Information for Washington State 2002" located at: http://www.wsdot.wa.gov/keyfacts/key_facts.pdf

Competing for Revenues

Some transportation funds are restricted in their use, while others can be made available to fund other public services (i.e.,

parks, fire, and police services). Typically, these other funding sources are a part of city or county general fund revenues. Each year, local governments and agencies prepare a budget splitting available dollars between various departments. If the money allocated falls short of meeting a particular service demand, additional money may be taken from another area to make sure that the service can meet the needs of the public, especially public safety and welfare. When a source of revenue can be used for more than one kind of public service, transportation projects must compete with other public services as well as with other transportation projects. The following revenues can be used to support transportation as well as other public services: bonds, business and occupation (B&O) tax, property tax, real estate excise tax (REET), and utility tax.

Environmental Approvals

Before a road can be built or improved, environmental issues and concerns have to be evaluated. The average time for this complex process is 2-4 years. Large projects can take up to 6 years. Depending on where the transportation project money comes from and the potential impacts, more than one environmental report may be required.

A review for compliance with the Endangered Species Act (ESA) is required regardless of the funding source.

Federal transportation dollars require compliance with the National Environmental Protection Act (NEPA).

State Transportation dollars require compliance with the Washington State Environmental Protection Act (SEPA).

The environmental process avoids or minimizes impacts to compensate for loss to the environment. Other laws and local ordinances also must be considered. For more information on environmental permitting requirements, visit www.tppii.com.

Once the environmental report(s) has been reviewed and approved, a permit(s) is issued allowing the project to apply for final design and construction permits from state and local agencies. Once these permits have been issued, the project can proceed with right-of-way acquisition (if needed) and construction.

(Continued on page 10)



Several species of salmon and steelhead in Clark County already have been listed as threatened under the ESA. These include summer and winter steelhead, chum and Chinook salmon, and bull trout.

21 known occurrences of rare plants in Clark and Cowlitz Counties are listed as endangered, threatened, or sensitive.

Check out these web sites to find out more about the laws that help to protect our environment:

ESA: <http://endangered.fws.gov/esa.html>

NEPA: <http://www.epa.gov/epahome/laws.htm>

SEPA: <http://www.ecy.wa.gov/programs/sea/sepa/e-review.html>

Driving on roads in need of repair costs U.S. motorists \$49 billion a year in extra vehicle operating costs, or \$259 per motorist* (national average).



Approximately 1,200 tons of litter and debris are removed from Washington's highways and roadsides every year. This is equal to 24 trash bags per mile of highway each year.

In the winter of 1996-1997, over nine million cubic yards of snow was removed from Washington's highways. 295,000 gallons of paint were used to stripe 24,515 miles of Washington State highways in 2001.

Keeping the Status Quo—Maintenance, Safety and Preservation

Transportation agencies spend money on maintaining and operating the existing road and public transportation systems. In 1980, 25% of the State's transportation improvement and preservation budget went to preservation (maintaining our current system). However, in the year 2000, approximately 40% of this budget was spent on preservation. As our highway system ages, more dollars will go to preserve our current system, resulting in fewer dollars spent for improvements. Your preservation dollars go toward:

- **Safety improvements:** Repairing and replacing guardrails; fixing and calibrating traffic, school zone, and railroad crossing signals; maintaining roadway lighting; repairing and replacing traffic, directional, and safety signs.
- **Road preservation:** Repairing pavement, including resurfacing; filling potholes; reconstructing the road base; striping and replacing pavement markers; repairing slides and slopes; repairing and painting bridges; permitting and enforcing weight limits.
- **Environmental impact mitigation:** Maintaining culverts and ditches (fish friendly); maintaining wetland banking and drainage (allowing for protection of the wetland and its habitat that provides a home to native plants, fish and wildlife).
- **Neighborhood traffic management:** Repairing and replacing pedestrian crossings and sidewalks; maintaining bike lanes; maintaining road connections for circulation improvements, and limited traffic calming (traffic circles, speed cushions).
- **Street maintenance:** Sweeping and cleaning; snow and ice control; grading and controlling dust on gravel roads; maintaining landscaped areas and controlling vegetation; stormwater management and system maintenance; litter control.
- **Other:** Traffic enforcement (paid to the Clark County Sheriff's office); clean water fee; replacing C-TRAN buses.

Design & Permitting

Throughout the process of developing a project, the public and local jurisdictions have many opportunities to review and comment on design issues. Following the environmental review, the design typically moves forward from the conceptual stage, becomes more detailed, and is developed to a level that allows the analysis of different alternatives. At this stage, final design and construction permits can be requested from local and state agencies and the project can acquire right-of-way if needed.

Acquiring Right-of-Way

After the project design is finalized, right-of-way is purchased. For road projects where more private property is needed, the public agency is required to compensate property owners for the needed property. Independent property appraisers determine the value of the property and often negotiate the acquisition of the property. Depending on the amount of property to be acquired and the number of property owners, the cost of right-of-way acquisition and the time to complete the negotiations can be significant.

Construction

Once the project design is finalized and right-of-way is acquired, the project is contracted for construction. The magnitude of the construction project dictates the length of time construction will take. Weather conditions can also lengthen the construction period.



What You Can Do!

Tell us what you think

- Tell us what you believe Clark County's transportation future should be.
- Complete the questionnaire on page 11 or on our web site at www.tppii.com. Your feedback is important to the success of the TPP.

Presentations

- Tell us about a group, organization, neighborhood association, or business that would like a presentation.
- Speak about the TPP to local groups, organizations, and businesses. Volunteer your time and we'll provide the training and materials.

Getting the word out

- Tell us about businesses, shopping locations, public facilities, or other places where TPP information should be placed
- Volunteer to distribute printed information. We'll provide the locations and directions.
- Talk with family, friends, neighbors and coworkers about the TPP. Encourage them to learn more and get involved.

Learn more

- Check out our web site at www.tppii.com for full TPP details. Contact us if you have questions, want more information or to volunteer.

Contact—www.tppii.com

You can volunteer and provide information or comments by logging onto our web site and clicking on *Questionnaires* or *Get In Touch* or by contacting:

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TPP II 20-Year Transportation Funding Levels Community Questionnaire

You can submit your answers by using the questionnaire available on the TPP web site at www.tppii.com or by completing this form and mailing or faxing it to the location listed on the next page.

Most of us see today's transportation problems and wonder what it will be like in a few more years. A group of citizens organizing and implementing the TPP II program is trying to find answers and needs your feedback to see what the community will support. The funding levels presented are the result of months of work with local transportation professionals in developing a program that will improve our transportation system, encourage economic growth in our community, and keep Clark County a great place to live. Please share this information with coworkers, neighbors, friends, and family members. Encourage them to join the discussion.

In addition to an overview of the TPP process and state and local transportation information, you'll find the following information for each funding level on the TPP web site at www.tppii.com:

- Transportation improvements that are planned and anticipated for construction in Clark County over the next 20 years, including location, type of improvement, and estimated cost to construct.
- Current and proposed funding options such as gas tax, sales tax, street utility tax.

Based on the information provided, please answer the following questions:

1. What one trip route(s) is most important to you or to your household?

From _____ To _____ Time(s) of day _____

2. What transportation funding level would you most likely support (circle one)? 1 2 3

3. What is it about this funding level that you like?

4. What don't you like? Why?

(Continued on back page)

5. Do you have other solutions that would work better?

6. What do you think is an equitable way to pay for improvements?

- | | | |
|---|---|--|
| <input type="checkbox"/> City Gas Tax | <input type="checkbox"/> Real Estate Excise Tax | <input type="checkbox"/> Lodging Tax |
| <input type="checkbox"/> State Gas Tax | <input type="checkbox"/> Regulatory Tax | <input type="checkbox"/> Creation of a Regional
Transportation Improvement
District (RTID) |
| <input type="checkbox"/> Property Tax | <input type="checkbox"/> Employer Tax | <input type="checkbox"/> Other (describe): |
| <input type="checkbox"/> Sales Tax | <input type="checkbox"/> Street Utility Tax | |
| <input type="checkbox"/> Sales Tax for Transit-Local Option | <input type="checkbox"/> Vehicle Equipment Tax | |
| <input type="checkbox"/> Bonds | <input type="checkbox"/> Tolls | |
| <input type="checkbox"/> Impact Fee | <input type="checkbox"/> Port Cargo Tax | |

7. Do you need more information in order to make a decision, and, if so, what type of information should we be providing?

8. What is your zip code? _____

Return your completed questionnaire to:

TPP II Questionnaire
Suzanne Chandler, Coordinator
1111 Main Street, Suite 300
Vancouver, Washington 98660
Phone: 360.823.6103
Fax: 360.696.9317
E-mail: schandler@jdwhite.com
Project web site: www.tppii.com

Optional	
Name:	_____
Address:	_____
	<small>Street/PO Box</small>

	<small>City/Zip Code</small>
Phone:	_____
E-mail:	_____