



**UPDATED  
11/3/06**

**MEETING:           JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION**

**DATE:               November 9, 2006**

**TIME:               7:30 A.M.**

**PLACE:              Council Chambers, Metro Regional Center**

- |                |     |   |  |
|----------------|-----|---|--|
| <b>7:30 AM</b> | 1.  | <b>CALL TO ORDER AND DECLARATION OF A QUORUM</b>  | <b>Rex Burkholder, Chair</b>                                   |
| <b>7:35 AM</b> | 2.  | <b>INTRODUCTIONS</b>  | <b>Rex Burkholder, Chair</b>                                   |
| <b>7:35 AM</b> | 3.  | <b>CITIZEN COMMUNICATIONS</b>   |  |
| <b>7:40 AM</b> | 4.  | <b>COMMENTS FROM THE CHAIR</b><br>▪ Regional Roundtable Wrap-Up   | <b>Rex Burkholder, Chair<br/>Brian Newman</b>                  |
| <b>7:45 AM</b> | 5.  | * <b>CONSENT AGENDA</b><br>Consideration of JPACT minutes for October 12, 2006  | <b>Rex Burkholder, Chair</b>                                   |
|                | 6.  | <b>ACTION ITEMS</b>   |  |
| <b>7:45 AM</b> | 6.1 | * Resolution No. 06-3712, For the Purpose of Amending the 2006-09 Metropolitan Transportation Improvement Program (MTIP) to add the 172 <sup>nd</sup> Avenue: Foster Road to Sunnyside Road Project and Transfer Funds from the 172 <sup>nd</sup> Avenue: Sunnyside Road to Highway 212 Project – <u>ACTION REQUESTED</u> | <b>Ted Leybold &amp;<br/>Ron Weinman,<br/>Clackamas County</b> |
|                | 7.  | <b>INFORMATION / DISCUSSION ITEMS</b>   |  |
| <b>8:00 AM</b> | 7.1 | * Preparation for FY08 Federal Earmark Request - <u>DISCUSSION</u>  | <b>Andy Cotugno</b>  |
| <b>8:15 AM</b> | 7.2 | # RTP Update – <u>INFORMATION / DISCUSSION</u><br>▪ Stakeholder Workshop Update<br>▪ Fiscal Stewardship Discussion  | <b>Kim Ellis &amp;<br/>John Rehm,<br/>Metropolitan Group</b>   |
| <b>8:40 AM</b> | 7.3 | * Freeway Loop Study - <u>INFORMATION</u>   | <b>Steve Iwata,<br/>City of Portland</b>                       |
| <b>9:00 AM</b> | 8.  | <b>ADJOURN</b>  | <b>Rex Burkholder, Chair</b>                                   |

\* Material available electronically.  
\*\* Material to be emailed at a later date.  
# Material provided at meeting.  
All material will be available at the meeting.

Please call 503-797-1916 for a paper copy

M E M O R A N D U M

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**METRO**

DATE: November 2, 2006  
TO: JPACT and Interested Parties  
FROM: Andrew C. Cotugno, Director  
Planning Department  
SUBJECT: JPACT Meetings for Calendar Year 2007

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Please mark your calendar for the following JPACT meeting times scheduled during calendar year 2007 in the Metro Council Chambers. JPACT typically meets on the second Thursday of each month, except where noted\*:

*Thursday	January 18, 2007	7:30 a.m.
Thursday	February 8, 2007	7:30 a.m.
*Thursday	March 1, 2007	7:30 a.m.
Thursday	April 12, 2007	7:30 a.m.
Thursday	May 10, 2007	7:30 a.m.
Thursday	June 14, 2007	7:30 a.m.
Thursday	July 12, 2007	7:30 a.m.
Thursday	August 9, 2007	7:30 a.m.
Thursday	September 13, 2007	7:30 a.m.
Thursday	October 11, 2007	7:30 a.m.
Thursday	November 8, 2007	7:30 a.m.
Thursday	December 13, 2007	7:30 a.m.



**METRO**

**Joint Policy Advisory Committee on Transportation**

**MINUTES**

October 12, 2006  
7:30 a.m. – 9:00 a.m.  
Council Chambers

MEMBERS PRESENT

Rex Burkholder, Chair  
Rod Park, Vice Chair  
Brian Newman  
Sam Adams  
Rob Drake  
Roy Rogers  
Dick Pedersen  
Paul Thalhofer  
Jason Tell

AFFILIATION

Metro Council  
Metro Council  
Metro Council  
City of Portland  
City of Beaverton, representing Cities of Washington County  
Washington County  
DEQ  
City of Troutdale, representing Cities of Multnomah County  
Oregon Department of Transportation (ODOT - Region 1)

MEMBERS EXCUSED

Bill Kennemer  
Fred Hansen  
Royce Pollard  
Maria Rojo de Steffey  
Lynn Peterson  
Steve Stuart  
Don Wagner  
Bill Wyatt

AFFILIATION

Clackamas County  
TriMet  
City of Vancouver  
Multnomah County  
City of Lake Oswego, representing Cities of Clackamas County  
Clark County  
Washington DOT  
Port of Portland

ALTERNATES PRESENT

Susie Lahsene  
Rian Windsheimer  
Judie Hammerstad  
Martha Schraeder  
Neil McFarlane

AFFILIATION

Port of Portland  
Oregon Department of Transportation (ODOT - Region 1)  
City of Lake Oswego, representing Cities of Clackamas County  
Clackamas County  
TriMet

GUESTS PRESENT

Cam Gilmour  
Paul Smith  
Ron Papsdorf  
Clark Berry  
Scott Bricker  
Shirley Craddock  
Edward Barnes  
Mark Condauer

AFFILIATION

Clackamas County  
City of Portland  
City of Gresham  
Washington County  
Citizen  
Gresham City Council  
WSDOT Commission  
City of Portland

<u>GUESTS PRESENT</u> (cont.)	<u>AFFILIATION</u>
Karen Schilling	Multnomah County
Joe Keizur	Pacific Lifestyle Homes
Henry Gerhard	Pacific Lifestyle homes
Jane Heisler	City of Lake Oswego
Sharon Nasset	Economic Transportation Alliance
Jef Dalin	City of Cornelius
John Bliss	Pleasant Vally Plan
Marion Haynes	PBA
Janice Wilson	Transportation Commission
Roland Chlapowski	City of Portland
Robert Butler	Citizen, Multnomah County
Gregg Everhart	Portland Parks & Recreation
Congressman David Wu	

### STAFF

Andy Cotugno, Ted Leybold, Jon Makler, Jessica Martin

#### 1. CALL TO ORDER

Chair Rex Burkholder declared a quorum and called the meeting to order at 7:38 a.m.

#### 2. INTRODUCTIONS

There were none.

#### 3. CITIZEN COMMUNICATIONS

Mr. Joe Keiser with Pacific Lifestyle Homes, Inc., 11815 NE 99<sup>th</sup>, Vancouver WA, spoke in favor of the SE 190<sup>th</sup> Drive project noting that without significant regional investment in the 190<sup>th</sup> Street, connecting Pleasant Valley to the City of Gresham, the progress made in Pleasant Valley would be in serious jeopardy.

Mr. Henry Gearhart, with Pacific Lifestyle Homes, Inc., 11815 NE 99<sup>th</sup>, Vancouver WA, spoke in favor of the SE 190<sup>th</sup> Drive project. He presented a letter of testimony (included as part of this meeting record) to Chair Burkholder.

Mr. Scott Bricker, Citizen member of TPAC, and policy director at the Bicycle Transportation Alliance, urged the committee to retain TPAC's recommendation in the Bike/Trail category.

Mr. Jonathan Schlueter, Executive Director of the Eastside Economic Alliance, distributed information (included as part of the meeting record), showing the statewide/countywide growth in population as it compares to the number of registered passenger vehicles. He distributed another handout (also included as part of the meeting record), illustrating employment trends and the regional significance in designing an effective regional transportation package.

Ms. Sharon Nasset, 1113 N. Baldwin, Portland, presented the committee with traffic data (included as part of this meeting record) collected in October of 2005 as part of the Columbia River Crossing Project.

#### 4. COMMENTS FROM CONGRESSMAN DAVID WU

Chair Burkholder introduced Congressman David Wu. Congressman Wu thanked Councilor Park for his leadership and thanked the committee for their consistent hard work. He noted his desire to focus on Highway 217. He added that a good regional transportation system is essential to ensure economic viability.

He urged the committee to support MTIP funds to improve the intersection for Allen blvd. and Highway 217. He added that MTIP funds would leverage money from the federal government as well as county funds.

Mr. Roy Rogers inquired as to the kind of message it would send by not moving forward with this project, but yet ask for more earmarks. Congressman Wu responded that when you are counting on specific funds and leveraged funds don't appear it affects your credibility to make the argument in the future.

As a member of the Highway 217 Policy Advisory Committee, Mayor Drake stated that this is not just a City of Beaverton project, as Highway 217 is a vital artery.

## 5. COMMENTS FROM THE CHAIR

### *October 25<sup>th</sup> Roundtable*

Councilor Brian Newman reminded the committee about the New Look Regional Roundtable event on Wednesday, October 25<sup>th</sup>. The Regional Roundtable expands on the concept of the Mayors' and Chairs' Forum to include members of Metro's land use (MPAC) and transportation (JPACT) advisory committees as well as mayors and county commission chairs from neighboring cities and counties. The Roundtable will be a forum to communicate and develop a common understanding of issues and opportunities for the region and to focus on coming together on a regional land use and transportation legislative agenda. He distributed several handouts (included as part of the meeting record) that included an event agenda.

### *FY 08 Federal Earmark*

Chair Burkholder directed the committee's attention to a handout (included as part of this meeting record) requesting guidance on what to emphasize in the region's FY'08 Transportation Appropriations request. He asked that the committee review the document and be prepared for a full discussion at the next meeting.

### *ITS Seminar*

On Thursday, October 26<sup>th</sup>, from 7:30-9am there will be breakfast held at the Oregon Convention Center to discuss the state of intelligent transportation systems in the Portland metropolitan region.

### *Program on State: Transportation Enhancement Grants*

Chair Burkholder noted that the comment period for the Transportation Enhancement Grants program ends before the Metropolitan Transportation Improvement Program (MTIP) and Statewide Transportation Improvement Program (STIP) public hearings. He asked the committee if they would like to send a letter to the Department of Transportation requesting the schedule be adjusted to allow JPACT an opportunity to comment after the public hearings have been held. The committee agreed.

## 6. CONSENT AGENDA

### **Consideration of minutes for the September 7, 2006 JPACT meeting**

**ACTION:** Chair Burkholder called for approval of the September 7, 2006 meeting minutes. Hearing no objections, the minutes were accepted as presented.

## 7. ACTION ITEMS

### **7.1 Resolution No. 06-3733, For the Purpose of Amending the 2006-09 Metropolitan Transportation Improvement Program (MTIP to Add the NW Cornell Road: Evergreen Parkway to 158<sup>th</sup> Avenue Widening Project**

Mr. Ted Leybold appeared before the committee and presented Resolution No. 06-3733, which would amend the 2006-09 MTIP program to include programming of \$1 million of state transportation project funds for the NW Cornell Road: Evergreen Parkway – 158<sup>th</sup> Avenue widening project.

**ACTION:** Commissioner Rogers moved, seconded by Commissioner Adams, to approve Resolution No. 06-3733. The motion passed.

**7.2 Resolution No. 06-3734, For the Purpose of Concurring That TriMet, C-Tran, and SMART Be the Designated Recipients Of Federal Jobs Access and Reverse Commute and New Freedom Transportation Funds Allocated to the Portland-Vancouver Urbanized Area**

Mr. Ted Leybold appeared before the committee to present Resolution No. 06-3734, which would authorize TriMet, C-Tran and SMART to receive deferral transportation funds provided through the federal New Freedom and Jobs Access and Reverse Commute funding programs.

**ACTION:** Mr. Neil McFarlane moved, seconded by Commissioner Rogers, to approve Resolution 06-3734. The motion passed.

**7.3 MTIP Review of First Cut List / Comments from TPAC**

Mr. Ted Leybold directed the committee's attention to an updated Project Application summary (included as part of the meeting record) listing each of the projects and noting the Metro staff and TPAC recommendations.

**MOTION:** Councilor Newman moved, seconded by Mayor Drake to approve the Metro staff recommendation.

Councilor Newman noted that the Metro staff recommendation is based purely on ranking.

Chair Burkholder called for comments and amendments to the motion.

**DISCUSSION:** Mayor Judie Hammerstad spoke about the Boones Ferry Road Project. While the project scored low according to the Draft Technical Rankings for Boulevard Projects, she provided an explanation to some of the qualitative factors that have significant bearing on the project to the community. She added that the project area is a designated a Town Center, a Main Street and a Transit Corridor according to Metro's design types. Their goal with respect to the area is to greatly improve the multi-modal function of the town center while maintaining the viability of the existing businesses that are there. She explained that the City of Lake Oswego is committed to the area, as exemplified in the match that it will commit to this request as well as the \$1.6 million in funding that has been allocated to the project. Mayor Hammerstad urged the committee to approve the project.

Councilor Park clarified that the entire project list, regardless of how each project scored, would be released for public comment. Mayor Hammerstad requested that the project receive another technical review before going out for public comment. Councilor Newman responded that the committee should make an attempt to arrive at a narrowing decision.

Mr. Andy Cotugno suggested the committee approach this task using the same method as TPAC, first discussing the project cuts and then the project adds.

At Mr. Jason Tell's request, Mr. Cotugno reviewed the TPAC recommendation, which included the following:

### CUTS

- Cut additional \$700,000 (TriMet reduced its original request by \$1.1 million) from the TriMet Bus diesel retrofit application. This would eliminate retrofitting of approximately 59 of the oldest 325 busses proposed for retrofitting from obtaining emission reduction equipment.
- Cuts to the new RTO Program applications as a means of reducing costs without cutting existing service levels, including: \$200,000 from the Individualized Marketing Program and \$400,000 from the New TMA start-up support applications. This level of funding would support one Individualized Marketing project for 6,650 households in addition to the 10,000 household effort funded in the base program. It would also support formation of one additional TMA.
- Cut one-half of the costs of the one-time Planning projects as a means of reducing costs without reducing existing service levels, including Rx for Big Streets (\$250,000), Tanasbourne Town Center Planning Study (\$200,000), and Pedestrian Network Analysis (\$125,000 – partial cut: scope and staff support reduced).
- Cut \$1.653 million from the three ITS/ATMS projects (ITS programmatic application, Tualatin-Sherwood Road, and Clackamas County ITS program) in the Road capacity modal category. A new regional ITS/ATMS programmatic application of \$3.5 million would be created for review and proposed prioritization of program elements by the Transport Subcommittee of TPAC.

### SWAP

- Cut the Willamette Greenway Trail: SW Gibbs to SW Lowell project (\$1.8 million). Proposed that previous Transportation Priorities \$10 million allocation to the South Waterfront area should be considered a sufficient contribution to public infrastructure in this area. Add a portion of the NE/SE 70's Bikeway project (\$1.8 million of the \$3.698 million request).

### ADDS

- Add the SE 190<sup>th</sup> Drive: Pleasant View/Highland to SW 30<sup>th</sup> Street project (\$3.967 million). Funding target capacity for inclusion of this project was partially offset by a proposal of the project sponsor to reduce proposed funding on the Burnside: 181<sup>st</sup> to Stark Boulevard project by \$1.2 million.
- Add the NE 223<sup>rd</sup> Avenue Railroad under crossing project (\$1 million).

Mr. Tell, Commissioner Adams, and Mayor Thalhoffer voiced their support for the TPAC recommendation and not the Metro staff recommendation.

Ms. Susie Lahsene added that the committee asked TPAC to do this work and they spent a great deal of time doing so.

**MOTION TO AMEND MAIN MOTION:** Ms. Lahsene moved, seconded by Commissioner Adams, to remove the original motion, which recommends the Metro staff recommendation, and replace it with the TPAC recommendation.

**DISCUSSION:** Commissioner Martha Schrader shared her concerns with the TPAC recommendation noting that if the committee were to approve the recommendation as it stands, the Lake Oswego project would be put at a disadvantage. She noted that from the County's perspective, Lake Oswego has been one of the premiere Cities and she would like to see the project scored higher.

Mayor Hammerstad inquired about the value of approving/narrowing a project list at this point if all the projects will be presented for public comment.

**CALL FOR THE QUESTION:** Chair Burkholder called for the question.

**VOTE ON MOTION AS AMENDED:** With 7 members approving and 5 in opposition, the motion to approve the TPAC recommendation passed.

**MOTION TO AMEND #2:** Mayor Hammerstad moved, seconded by Commissioner Schraeder, to include the Boones Ferry Road boulevard project in the JPACT recommendation.

**VOTE ON MOTION TO AMEND #2:** With six members voting in favor and two in opposition, the motion passed.

Councilor Park stated his disappointment in increasing the list, as it will make the committees work in the future even more difficult.

**ACTION ON MAIN MOTION AS AMENDED:** With the majority voting in approval, the motion to approve the TPAC recommendation with the addition of the Lake Oswego project passed.

8. INFORMATION / DISCUSSION ITEMS

8.1 **TriMet TIP**

Mr. Phil Selinger distributed copies of the TriMet's FY 2007 Transit Investment Plan. Due to time constraints, this agenda item was postponed to the next meeting.

9. ADJOURN

There being no further business, Chair Burkholder adjourned the meeting at 9:03 a.m.

Respectfully submitted,

Jessica Martin  
Recording Secretary



ATTACHMENTS TO THE PUBLIC RECORD FOR OCTOBER 12, 2006

*The following have been included as part of the official public record:*

	<b>ITEM</b>	<b>TOPIC</b>	<b>DOC DATE</b>	<b>DOCUMENT DESCRIPTION</b>	<b>DOCUMENT NO.</b>
**	<b>3</b>	Citizen Comments	8/25/06	Traffic Data information from Sharon Nasset	101206j-01
**	<b>3</b>	Citizen Comments	10/11/06	MTIP Comment from Alpha Community Development	101206j-02
**	<b>3</b>	Citizen Comments	N/A	MTIP Comment from Pacific Lifestyle Homes, Inc.	101206j-03
**	<b>5</b>	Information Sheet	N/A	Information/Event Sheet regarding ITS Event on October 26, 2006	101206j-04
**	<b>5</b>	Information Sheet	N/A	New Look at Regional Choices: Integrated Policy Framework	101206j-05
*	<b>5</b>	Memo	10/5/06	Memo to: JPACT From: Andy Cotugno Re: FY'08 Appropriations Requests	101206j-06
*	<b>6</b>	Minutes	09/07/06	Meeting minutes from September 7, 2006 JPACT meeting	101206j-07
*	<b>7.1</b>	Resolution	9/20/06	Resolution No. 06-3733	101206j-08
*	<b>7.2</b>	Resolution	9/20/06	Resolution No. 06-3734	101206j-09
**	<b>7.3</b>	Memo	10/12/06	To: JPACT From: Ted Leybold Re: Additional change to TPAC recommendation	101206j-10
*	<b>7.3</b>	Memo	10/5/06	To: JPACT From: Ted Leybold Re: Transportation Priorities 2008-11 – Metro Staff and TPAC Recommended First Cut Lists	101206j-11
**	<b>7.3</b>	Summary	10/11/06	UPDATED Transportation Priorities Summary of Applications	101206j-12
*	<b>7.3</b>	Summary	N/A	Transportation Priorities Summary of Applications	101206j-13
**	<b>7.3</b>	Letter	10/10/06	To: JPACT From: City of Lake Oswego Re: RTP Project No. 6127	101206j-14
**	<b>7.3</b>	Handout	July 2005	Designing a regional transportation system: Washington/Clackamas County travel patterns to/from work	101206j-15
**	<b>7.3</b>	Handout	N/A	Statewide/Countrywide Vehicle Registration Trends (1975-2005)	101206j-16
**	<b>7.3</b>	Letter	10/12/06	To: JPACT From: Scott Bricker Re: TPAC Bike Resolution	101206j-17
**	<b>7.3</b>	Summary	10/12/06	Draft Technical Evaluation and Qualitative Factors Summary	101206j-18
*	<b>8.1</b>	PowerPoint	N/A	TriMet Transit Investment Plan PowerPoint	101206j-19
**	<b>8.1</b>	Plan	N/A	FY 2007 TriMet Transit Investment Plan	101206j-20

\* Included in packet

\*\*Distributed at meeting

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE 2006-	)	RESOLUTION NO. 06-3712
09 METROPOLITAN TRANSPORTATION	)	
IMPROVEMENT PROGRAM (MTIP) TO ADD	)	Introduced by Councilor Rex Burkholder
THE 172 <sup>ND</sup> AVENUE: FOSTER ROAD TO	)	
SUNNYSIDE ROAD PROJECT AND TRANSFER	)	
FUNDS FROM THE 172 <sup>ND</sup> AVENUE:	)	
SUNNYSIDE ROAD TO HIGHWAY 212	)	
PROJECT	)	

WHEREAS, the Metropolitan Transportation Improvement Program (MTIP) prioritizes projects from the Regional Transportation Plan to receive transportation related funding; and

WHEREAS, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council must approve the MTIP and any subsequent amendments to add new projects to the MTIP; and

WHEREAS, the JPACT and the Metro Council approved the 2006-09 MTIP on August 18, 2005; and

WHEREAS, Clackamas County has requested the transfer of \$2,549,000 of transportation funding from the 172<sup>nd</sup> Avenue: Sunnyside Road to Highway 212 project to a new project to widen 172<sup>nd</sup> Avenue between Foster Road and Sunnyside Road; and

WHEREAS, this is a new transportation project requiring amendment into the Metropolitan Transportation Improvement Program prior to these funds being made available to the project; and

WHEREAS, the project has been determined in conformity with the State Implementation Plan for air quality per federal regulations; and

WHEREAS, these projects are consistent with the Regional Transportation Plan; now therefore

BE IT RESOLVED that the Metro Council hereby adopts the recommendation of JPACT to add the SE 172<sup>nd</sup> Avenue: Foster Road – Sunnyside Road project into the 2006-09 Metropolitan Transportation Improvement Program with \$2,549,000 of funding transferred from the 172<sup>nd</sup> Avenue: Sunnyside Road – Highway 212 project.

ADOPTED by the Metro Council this \_\_\_\_ day of November 2006.

\_\_\_\_\_  
David Bragdon, Council President

Approved as to Form:

\_\_\_\_\_  
Daniel B. Cooper, Metro Attorney

## STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 06-3712, FOR THE PURPOSE OF AMENDING THE 2006-09 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO ADD THE 172ND AVENUE: FOSTER ROAD TO SUNNYSIDE ROAD PROJECT AND TRANSFER FUNDS FROM THE 172<sup>ND</sup> AVENUE: SUNNYSIDE ROAD TO HIGHWAY 212 PROJECT

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Date: September 20, 2006

Prepared by: Ted Leybold

## BACKGROUND

Clackamas County has requested a transfer of funding authority from the SE 172<sup>nd</sup> Avenue: Sunnyside Road to Highway 212 project to the SE 172<sup>nd</sup> Avenue: Foster Road to Sunnyside Road project. The available fund authority is \$2,549,000 and is proposed to be used for environmental assessment and engineering work on the project.

The County has stated that it will use local funds to complete the existing project. This will allow the project to proceed more quickly, meeting their desired construction schedule to serve pending development in the project area.

The County has submitted the required project information to request transfer of funds to a new project. The new project would widen a two-lane rural road to a five-lane facility with urban infrastructure and design treatments. The facility will serve as the primary north/south arterial connecting the Pleasant Valley area with Sunnyside Road and the Clackamas Industrial area and regional center. It has been evaluated relative to other road capacity project in the Transportation Priorities process and ranks near the middle of the other road capacity projects in the quantitative evaluation. It also has qualitative attributes, including serving an urban growth boundary expansion area that has completed concept planning.

Air quality conformity analysis will be submitted to the air quality agencies and TPAC for consultation and forwarded to FHWA for approval.

This resolution would approve amending the 2006-09 Metropolitan Transportation Improvement Program to transfer programming of \$2,549,000 from the SE 172<sup>nd</sup> Avenue: Sunnyside Road to Highway 212 project to the SE 172<sup>nd</sup> Avenue: Foster Road to Sunnyside Road project.

## ANALYSIS/INFORMATION

1. **Known Opposition** None known at this time.
2. **Legal Antecedents** Amends the 2006-09 Metropolitan Transportation Improvement Program adopted by Metro Council Resolution 05-3606 on August 18, 2005 (For the Purpose of Approving the 2006-09 Metropolitan Transportation Improvement Program for the Portland Metropolitan Area).
3. **Anticipated Effects** Adoption of this resolution will make available transportation funding to Clackamas County for the SE 172<sup>nd</sup> Avenue: Foster Road to Sunnyside Road project and remove availability of that funding for the SE 172<sup>nd</sup> Avenue: Sunnyside Road to Highway 212 project.
4. **Budget Impacts** None.

## RECOMMENDED ACTION

Resolution No. 06-3712.



**METRO**

**D R A F T**

DATE: October 5, 2006  
TO: JPACT  
FROM: Andy Cotugno, Planning Director  
SUBJECT: FY '08 Appropriations Requests – Recommendation

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Staff is seeking policy guidance from JPACT on what to emphasize in the region's FY '08 Transportation Appropriations request. Issues surrounding this are as follows:

1. The FY '07 Approps process is on going and it is unclear when it will be completed.
2. The Oregon delegation has raised concerns about the region's request for project earmarks being too long, asking the region to more aggressively set priorities.
3. The region must seek earmarks for the transit program categories. Conversely, most of the highway program funds are distributed through formulas and many of the highway discretionary funding categories have already been earmarked in the authorization bill.
4. The process to compile the FY '08 earmark requests has not yet been initiated.

#### Recommendations

1. JPACT should establish a regional program for earmarking requests from the transit program.
2. JPACT should endorse earmarks from non-transportation appropriations bills that help further the regional transportation agenda.
3. JPACT should set highway earmarking priorities as follows:
  - a. All earmark requests should be in the financially constrained portion of the RTP.
  - b. Requests should be limited to a dollar amount and category that is appropriate. Based upon historical experience, this means requests should generally be no greater than \$3-5 million.

- c. Requests should be only for work that can be obligated within the timeframe of this bill, not simply requests to accumulate over multiple bills for a later date. Only ask for projects and project amounts sufficient to complete the next logical step or a finance plan to complete the phase (i.e. enough to complete PE, right-of-way or construction step). Do not allow requests that are simply a partial payment toward one of these steps.
- d. JPACT should expect the following interests to limit their requests to one or two priorities:
  - Portland
  - Multnomah County and Cities of Multnomah County
  - Clackamas County and Cities of Clackamas
  - Washington County and Cities of Washington County
  - Port of Portland
  - ODOT
  - Metro
- e. JPACT should structure its project requests being mindful of the Congressional districts in which they are located.

**RESOLUTION No.** 36448 AS AMENDED

Accept the Freeway Loop Advisory Group I-5/I-405 Freeway Loop final report (Resolution)

WHEREAS, in 1956 President Eisenhower signed the Federal-Aid Highway Act; and

WHEREAS, in 1958, the Oregon State Highway Department began a study of alternative corridors for the I-5 Eastbank Freeway which led to the City and State agreement to a freeway alignment that is located along the Willamette River because of cost savings; and

WHEREAS, the I-5 Freeway through Portland was constructed between 1961 to 1966 and opened in 1966, including the Marquam Bridge; and

WHEREAS, the I-405 Freeway from the Ross Island Bridge to NW Johnson was constructed from 1963 to 1969 and opened in 1969, and the Fremont Bridge was opened in 1973; and

WHEREAS, in 1980 City Council approved the multiple phase the Oregon Department of Transportation's (ODOT) East Marquam Interchange Ramps project, which included new access ramps to Water Avenue and McLoughlin Blvd., improvements to the connections to I-84, and mainline improvements; and

WHEREAS, City Council adopted the Central City Plan in 1988, which established a comprehensive land use planning framework for the Central City area of Portland, and recommend a feasibility and engineering study to consider optional alignments and to minimize the number of freeway ramps to the Eastbank Freeway, and to improve river access; and

WHEREAS, City Council approved Resolution 34388 in January 1988 to establish the I-5 Eastbank Options Study Committee which completed its work in June 1988 and recommended a freeway alignment west of the mainline railroad tracks; and

WHEREAS, City Council adopted Resolution 34473 in September 1988 and directed further study of the original design, the Study Committee's recommendation, and a modified ODOT design, expanded the membership on the Study Committee, and requested a recommended alignment and funding strategy; and

WHEREAS, City Council adopted Resolution No. 34534 in September 1990 to terminate the options study process and requested ODOT proceed with the original East Marquam Interchange Project because it was determined that feasible funding could not be identified; and

WHEREAS, in 1990 ODOT completed a Supplemental Environmental Assessment (EA) for the Water Avenue On-Ramp and McLoughlin Ramps; and

WHEREAS, Council adopted Resolution No. 35141 in May 1993 that reaffirmed a City policy goal to reclaim and redevelop the eastbank waterfront; directed an update of options

to address land use, transportation, and economic development issues; and a new group of citizens, the Willamette River Eastbank Review Advisory Committee, was appointed, and the City Council hearing on the committee recommendations resulted in a recommendation to examine additional options.

WHEREAS, in 1994 Council established the Access Advisory Task Force (AATF) to identify and evaluate alternative freeway access routes and supporting improvements to I-5 southbound from the Central Eastside, and in 1995 the task force by a split decision concluded that the Water Avenue Ramps are the only alternative that provide improved access to the Central Eastside; and

WHEREAS, in 1996 City Council did not accept the AATF recommendations; and

WHEREAS, in 2002 City Council adopted Transportation System Plan (TSP), which identified the I-5/I-405 Inner Freeway Loop Study as a Refinement Plan Study.

WHEREAS, on January 29, 2003 the City Council adopted Resolution No. 36120 which endorsed the Portland-Vancouver I-5 Transportation and Trade Task Force's I-5 Strategic Plan, and recommended that the Mayor of Portland, the Governor of the State of Oregon, and JPACT should join together to appoint a group of public and private sector stakeholders to study and make recommendations for long-term transportation solutions for the entire I-5/I-405 Freeway Loop.

WHEREAS, in Fall 2003, Portland's Mayor and ODOT's Director convened the 24-member Freeway Loop Advisory Group to consider the Freeway Loop's importance and future; and

WHEREAS, the Freeway Loop Advisory Group completed its final report and found that the I-5/405 Freeway System is in urgent need for short and long-term improvements, that the Freeway Loop should remain, and recommended the following:

- Initiate Master Plan for the I-5/405 Freeway Loop;
- Advance ongoing priority projects, and
- Complete Master Plan before Major Investments; and

WHEREAS, I-5/405 Master Plan will have significant impacts to several city bureaus and the Planning and Development Directors Group is the City forum for overall inter-bureau coordination; and

NOW THEREFORE, the Council accepts the Freeway Loop Advisory Group's Final Report, Exhibit A; and:

BE IT FURTHER RESOLVED that the Council of the City of Portland directs the Office of Transportation and the Bureau of Planning to work with ODOT to pursue the Freeway Loop Advisory Group's recommendations to:

- Initiate Master Plan for the I-5/405 Freeway Loop;
- Advance ongoing priority projects,
- Complete Master Plan before Major Investments, and

BE IT FURTHER RESOLVED that the Council of the City of Portland directs the Office of Transportation and Bureau of Planning to work with ODOT, Metro, and other potential partners to seek funding for the I-5/405 Master Plan; and

BE IT FURTHER RESOLVED that the Council directs the Office of Transportation to work with ODOT to seek short-term improvements and funding for the I-5/I-84 Freeway Interchange;

BE IT FURTHER RESOLVED that the Council directs the Office of Transportation and Bureau of Planning to report to City Council on Master Plan work plan, including the public involvement plan, when Master Plan is funded.

BE IT FURTHER RESOLVED that the Council directs the Bureau of Planning, Portland Development Commission, and PDOT to examine, as part of the I-5/405 Master Plan, the long term vision for the Eastbank Freeway, and specifically whether a tunnel can address the Central Eastside's land use, economic development, urban design, and transportation needs.

BE IT FURTHER RESOLVED that the Council directs the Central City Plan update, under the direction of the Bureau of Planning, and Central City Transportation Management Plan update, under the direction of PDOT, include a framework for land uses, riverfront and development for the I-5/405 Freeway Master Plan: and

BE IT FURTHER RESOLVED that the Council of the City of Portland directs the Office of Transportation and the Bureau of Planning to coordinate the I-5/405 Master Plan and the Central City Plan update with regional and statewide planning initiatives, including the Metro Regional Transportation Plan update and New Look and LCDC's Big Look.

BE IT FURTHER RESOLVED that the Council of the City of Portland directs the Office of Transportation and the Bureau of Planning to coordinate the development of the I-5/405 Master Plan with the Planning and Development Directors Group.

BE IT FURTHER RESOLVED that the Council directs the city staff to report to the City Council in one year on the status of the I-5/405 Loop Master Plan and to work with ODOT to study and construct near-term improvements to the I-5/84 Interchange.

Adopted by the Council: October 19, 2006

Mayor Tom Potter  
Commissioner Sam Adams

Prepared by:  
Stephen Iwata, PDOT  
Steve Dotterrer, BOP

**GARY BLACKMER**  
Auditor of the City of Portland  
By /S/Susan Parsons

Deputy



BACKING SHEET INFORMATION

AGENDA NO. 1410-2006

ORDINANCE/RESOLUTION/COUNCIL DOCUMENT NO. 36448 AS AMENDED

COMMISSIONERS VOTED AS FOLLOWS:		
	YEAS	NAYS
ADAMS	X	
LEONARD	-----	-----
SALTZMAN	X	
STEN	X	
POTTER	X	



## PROJECT PARTICIPANTS

### FREEWAY LOOP ADVISORY GROUP

Nohad A. Toulan, Chair; Emeritus Dean, PSU  
Mayor Tom Potter  
City Commissioner Sam Adams  
Former Mayor Vera Katz  
Former City Commissioner Jim Francesconi  
Matthew L. Garrett, ODOT Director  
Bruce Warner, former ODOT Director  
Hank Ashforth, Lloyd District  
Mike Bolliger, Central Eastside Industrial Council  
Ron Buel, Riverfront for People  
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Steve Clark, Portland Business Alliance  
Gary Eichman, Oregon Trucking Association  
Stuart Foster, Chair, Oregon Transportation Commission  
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Fred Hansen, TriMet General Manager  
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Randy Miller, Central Eastside  
Mike Montero, Southwest Oregon Regional Transportation  
Commission  
John Russell, Oregon Transportation Commission  
Bob Stacey, Director, 1,000 Friends of Oregon  
Joe Vaughn, Oregon Arena Corporation  
Tom Zelenka, Chair, Oregon Freight Advisory Committee

Susan Aldrich, Portland Development Commission  
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John Cullerton, Metro  
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EDAW — Urban Design  
Katlin Smith — Writing and Editing

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Susie Lahsene, Port of Portland  
Greg Peden, Portland Business Alliance  
Ross Roberts, Metro  
Phil Selinger, TriMet  
Rick Williams, Lloyd District TMA

## **Table of Contents**

**Summary..... 1**

**Final Report of the Committee..... 5**



# I-5/405 FREEWAY LOOP STUDY

## Summary

*The I-5/405 Freeway Loop Advisory Group (FLAG) has completed its review of the near- and long-term transportation, land use, and urban design issues regarding the I-5/405 Freeway Loop. Appointed by Mayor Vera Katz and ODOT Director Bruce Warner, the 24-member group has studied the Freeway Loop since Fall 2003. The FLAG, which provided direction and oversight for the study, found that this is a freeway system in **urgent** need of improvement. The FLAG offers the following findings and recommendations.*

### **I-5/405 Freeway Loop— Where Aspirations, Barriers, and Opportunities Intersect**

As a well-planned city, our community has great aspirations—

- an efficient freeway system in the Central City
- easy and pleasurable community access to a vibrant riverfront
- urban design that takes full advantage of our geography and our lifestyles
- a healthy local and regional economic engine and prosperous economy
- a dynamic waterfront on both sides of the Willamette River

These are challenging, yet attainable, goals. But there is a barrier. The I-5/405 Freeway Loop intersects with, and limits, each of these visions. The FLAG recognizes the opportunities and challenges. To tackle this pressing challenge, the group calls for collaboration, creativity, and innovative solutions *now*.

### **A Freeway Runs Through It**

The I-5/405 Freeway Loop is an asset. One of the busiest stretches of freeway between San Francisco and Seattle, this 6.5-mile transportation hub is essential to moving passengers and local and national freight to and from the Central City and through the region and along the West Coast. The I-5/I-84 interchange is the busiest interchange in Oregon.

The southern segment of the I-405 is also congested and will face additional demands due to South Waterfront and Marquam Hill developments. This segment also lacks direct regional freeway and highway connections. These two segments will need immediate attention. With more than 75 over- and underpasses and approximately 45 on- and off-ramps, the Freeway Loop is a complex and interconnected system.

But the Freeway Loop was designed in the 1950s for a much smaller city with less travel demand. Powerful and popular builder of parks, freeways, bridges and cities, Robert Moses was brought to Portland in 1943 to devise a plan for Portland's transition to a post-World War II economy. The ideas he presented for a new freeway system in Portland were not new, but his stature helped provide the momentum to move forward on building Portland's freeway system. The unintended barriers the freeway system created for commercial, recreational, and residential vitality have now become apparent. With increased use, the Freeway Loop can only deteriorate as an efficient transportation link and continue to limit access to Portland's "front yard"—the Willamette River.

## Fixing the Freeway Loop – Why Now?

The I-5/405 Freeway Loop is **highly congested** every day. This impacts our residents and neighborhoods, our businesses, and our economy. Complex transportation projects can take at least 15 years from initiation to completion. To design, fund, and build a system that works in the year 2030 or earlier, we must begin to plan **now** to find solutions. The need is **immediate**.

Portland is well recognized for its high quality urban environment. The I-5/405 Freeway Loop impacts our quality of life daily and presents complex challenges. Without pressing action, we will face even more congestion and lost opportunities. This must be avoided. **The FLAG calls for short- and long-term projects** to improve this critical transportation system.

## The I-5/405 Freeway Loop Study and Findings

To understand the function, condition, and constraints of the I-5/405 Freeway Loop, Portland's Bureau of Planning and Office of Transportation and the Oregon Department of Transportation collaborated on the I-5/405 Freeway Loop Study. Initiated in Fall 2003, the study assessed how the loop performs today and its likely performance in the face of projected growth, conditions, and aspirations.

Based on the study, **the FLAG found that the Freeway Loop should remain**, even if major design changes are made to accommodate increased travel demand and other community objectives.

Among many conclusions, the FLAG found:

- The Freeway Loop's ability to move people and goods gives it a critical role in the economies of Portland, Oregon and the West Coast.

- Long-term transportation, environmental, and land use decisions must be coordinated.
- The performance of the current Freeway Loop will continue to deteriorate as travel demand increases.
- The current design of the Freeway Loop hinders high-quality urban development.
- Two-lane segments consistently experience serious congestion and high crash rates.
- Without major improvements, the Freeway Loop cannot meet future regional travel needs.
- System improvements will require significant investments unavailable from existing resources. Projected costs range from several hundred million to several billion dollars.

## The FLAG recommends to the City of Portland and ODOT:

- Start planning now for short-and long-term improvements.
- Find funding for the project.
- Appoint a committee to oversee the next phase.

## What if Nothing is Done?

Projected employment and housing patterns through the year 2030 show that, even with aggressive trip reduction, demand is expected to exceed the freeway system's ability to serve it, with the following results:

- longer peak travel periods throughout the day with intolerable backups reaching for miles
- significantly reduced freeway travel speeds
- impaired state and regional mobility, including impacts to freight terminals and port facilities
- limits on the Central City's ability to fulfill its role as the heart of the region, resulting in missed economic, cultural, and civic opportunities

- traffic diversion through business districts and neighborhoods, adversely affecting commercial activity and neighborhood livability

### **Looking for Solutions**

To explore possible solutions, the FLAG developed and evaluated concepts. The concepts represented a range of options from modest improvements to a tunnel that would connect the Freeway Loop, I-84, and Sunset Highway, to a One-Way Loop. Three concepts were evaluated against the region's proposed transportation system, along with projected employment and household growth, for the year 2030. In completing its initial review, the FLAG found that additional work is needed to identify, prioritize, and start specific projects. (More concept information is available in the study report starting on page 5 and in the technical report in the appendix.)

### **Asking the Right Questions**

To determine the future of the I-5/405 Freeway Loop, the FLAG believes that the following questions must be asked:

- How can we develop a transportation system that meets the needs for efficient movement, strong urban form, vibrant waterfront districts, livable neighborhoods, and a healthy economy?
- How will the Eastbank contribute to riverfront vitality in the future?
- How can access be improved from eastside neighborhoods to the Willamette River?
- How can the freeway and the riverfront successfully co-exist?
- Can moderate improvements fix current problems?
- If the I-5 Eastbank Freeway can be placed in a tunnel, how do we address the type, location, and length of the tunnel?
- How will the overall loop function?

- How will projects be phased and prioritized?
- How will short-term improvement projects be identified and implemented?
- How can Freeway Loop traffic, environmental and design studies be completed, including early focused work on the congested bottlenecks at the I-5/I-84 interchange and the I-405/South Downtown area, in time for the next federal funding opportunity?
- Which projects will be built first?
- How will this be funded?
- How can we jump-start this project?

These are not rhetorical or easy questions. Portland's future will depend upon the answers and carefully crafted solutions.

### **Funding for I-5/405 Freeway Improvements**

Major freeway improvements require funding from Federal and State sources. The next large freeway funding opportunity will be 2010, when the current Transportation Bill will be re-authorized by Congress. Federal funding for smaller improvements could be made through an annual Appropriation process. Metro manages the regional funding process for freeway projects. Although the need for improvements in the I-5/405 Loop are recognized in the Regional Transportation Plan, no projects are currently identified for State or Federal funds. Any Freeway Loop projects will be evaluated with other freeway needs, such as the Sunrise Corridor, I-5 Columbia River Crossing, I-5/99W Connector, and other current regional priority projects.

Through the annual Appropriation process, the City of Portland has currently requested \$4 million to provide financing for a next phase Master Plan. However, these requests are rarely fully funded. If approved by Congress, funds could be available by 2006. This phase could be completed in 2007/08. This should allow time to complete the work for a funding



request for priority project(s) for the next federal re-authorization process. The City of Portland did not receive federal appropriation for the Federal 2006 Fiscal Year. City

staff will examine alternative funding strategies, including a \$1.0 million request for the 2007 federal appropriation process.

## Recommendations

### Moving the Project Forward: The Next Steps

To move forward immediately, the FLAG recommends:

#### 1. Initiate Master Plan

By Spring 2006, contingent on federal earmarks and regional concurrence, the City of Portland, Metro, and ODOT initiate a two to three year master planning project to evaluate choices and recommend an option for engineering and design by Spring 2009.

#### 2. Advance Ongoing Priority Projects

The plan will not interfere with current priority projects, such as the Columbia River Crossing, Delta Park-Lombard, and South Waterfront access, but will provide an evaluation framework for longer-range direction for all projects.

#### 3. Complete Master Plan Before Major Investment

Major capital improvements in the Freeway Loop will not be undertaken until conclusion of the master planning phase. This will allow any potential interim improvements to be effectively evaluated against the recommendations of the Master Plan. The Master Plan will include both short-term and long-term strategies to address transportation, land use, economic, and urban design priorities for the I-5/405 Freeway Loop. This will minimize the land use uncertainty that has plagued the Central Eastside. Short-term strategies will include addressing bottlenecks at the I-5/I-84 interchange and the I-405/South Downtown area.

The Master Plan will address the questions previously identified in this report to develop appropriate solutions to critical near-term community needs regarding bottlenecks and safety problems on segments of the Freeway Loop, and long-term community needs for access and economic development.

The Master Plan will also examine solutions for the Eastbank Freeway and specifically whether a tunnel can address long-term needs for transportation, land use, and urban design. The City of Portland working with the Central Eastside should examine the future land use within this district and coordinate this effort with the Master Plan.

Planning for the I-84/I-5 interchange and the I-5 elements of South Portland Plan contemplated in the area of the interchange of I-405 and I-5 may proceed independent of the Master Plan with the understanding that the final plan for any such project be consistent with the Master Plan.

### **Our Freeway System Needs Immediate Attention**

The I-5/405 Freeway Loop impacts our quality of life and local and regional economies every day. This essential transportation system demands immediate attention. **We need to make decisions, commitments, and plans for short-and long-term improvement of the Freeway Loop immediately.**

## I-5/405 FREEWAY LOOP STUDY

### REPORT

#### **The I-5/405 Freeway Loop – A 1950s Design for a 21<sup>st</sup> Century City**

Robert Moses, one of the most powerful men of the twentieth century, was at the peak of his power when he arrived in Portland in 1943. Portland had a local arterial system and well under a million residents in the metropolitan area. His visit helped launch Portland's current freeway system. The concepts Moses advocated for I-5, I-84, I-205, and I-405 were built over the next 35 years. Location and design decisions were based on highway user's costs and benefits with very limited consideration of impacts to the surrounding areas. Freeway construction, combined with urban renewal projects, divided and destroyed neighborhoods in the name of a modern transportation system.

The I-5/405 Freeway Loop, envisioned more than a half century ago to serve a 1950s Portland, now must accommodate a much larger region with far greater travel demand. Today, Portland is a very different city. In the Central City, the economy and job concentration have grown. Residential development is booming and industrial areas have attracted reinvestment. Rail and bus transit, bikes and pedestrians are larger players in the local and regional transportation system.

The I-5/405 Freeway Loop is a hub for local, regional, and West Coast transportation. It will continue to exist, but what will it look like 25 years from now? Will the Freeway Loop efficiently carry future loads yet have less impact on the urban environment? The Freeway Loop currently distributes traffic to

and through the Central City. It is a key economic force and the backbone of the regional transportation system.

But congestion and crashes are part of the Freeway Loop picture. It creates barriers in the urban fabric including poor crossings, noise and visual pollution, and obstacles to river access. Economic development suffers when the system cannot efficiently move goods and people. **Clearly, the I-5/405 Freeway Loop needs immediate attention.**

#### **Looking for Solutions for a Very Serious Problem – The I-5/405 Freeway Loop Study**

In 2003, Portland's Mayor Vera Katz and ODOT Director Bruce Warner convened the 24-member Freeway Loop Advisory Group (FLAG) to consider the Freeway Loop's importance and its future. Dean Emeritus Nohad Toulon of Portland State University chaired the group. The City of Portland Bureau of Planning and Office of Transportation, and the Oregon Department of Transportation collaborated on the study, assessing how the loop performs today and its likely future performance.

The study provides the framework for identifying and addressing issues related to:

- transportation
- design
- high-quality connections
- environmental consequences
- placemaking opportunities

No major Freeway Loop upgrades have been completed, with the exception of seismic improvements to the Marquam Bridge, an improved northbound connection to I-84, and pavement

maintenance, since its completion more than 30 years ago. The ultimate goal of this Freeway Loop study? Improve the transportation system and urban environment as soon as possible.

### Three Principles to Guide the Study

The FLAG adopted these principles to guide the study:

1. The I-5/405 Freeway Loop Study addresses a long-term, rather than a short-term issue, in a system wide context. Shorter-term needs will be addressed within the broader context of long-range planning.
2. As a conduit for people and goods, the Interstate freeway system is a vital component of the economy, now and for many decades. This economic role extends to local, regional statewide and national geographies.
3. Central City freeways and transportation systems should enhance, rather than inhibit, high-quality urban development and should function as seamless and integral parts of the community.

### Key Findings about the Freeway Loop

The FLAG found:

- **The Freeway Loop's ability to move people and goods gives it a critical role in the economies of Portland, Oregon, and the West Coast.**  
The 6.5-mile loop provides critical movement of people and goods to and through the economic heart of the region. Although it has only 9.5% of freeway system lane miles, it carries more than 30% of the region's freeway trips. The choice is a Freeway Loop that will support, or hinder, the area's economic future.

- **Two-lane segments consistently experience heavy congestion and high crash rates.**  
Traffic bottlenecks create backups on both I-5 and I-405. With large volumes entering and exiting the Freeway Loop over short distances, bottlenecks on I-5 between the Fremont Bridge and I-84 and three segments on I-405 experience heavy congestion, backups, and above average crash rates.
- **The Freeway Loop's performance will continue to deteriorate as travel demand increases.**  
By 2030, the Portland region's job growth is anticipated to increase by 79% and the number of housing units is predicted to grow by 58%. This growth will put tremendous pressure on the Freeway Loop.
- **Long-term transportation, environmental, and land use decisions must be coordinated.**  
The Freeway Loop's transportation function cannot be isolated from land use, environmental, and urban form issues. This is a complex, interconnected system. The City of Portland, working with the Central Eastside, should examine future land use within the district so that it is coordinated with the Freeway Loop.
- **The Freeway Loop hinders high-quality urban development.**  
Portland is well known for its innovative urban planning and pedestrian friendly developments. But the Freeway Loop creates barriers that hinder commercial, recreational, and residential development and limits access to the river.
- **Access to the river should be improved.**  
The current Freeway Loop presents a number of barriers to river access from adjacent districts. These barriers

include the long distances between crossings, the quality of the crossings, and freeway visual and noise impacts. Future project alternatives should include improved access and reduction in these barriers.

- **Without major improvements, the Freeway Loop cannot accommodate future regional travel demands.**

In the year 2030, even with aggressive trip reduction, we will experience:

- longer peak travel periods throughout the day with intolerable backups reaching for miles
  - significantly reduced freeway travel speeds
  - impaired state and regional mobility, including impacts to freight terminals and port facilities
  - limits on the Central City's ability to fulfill its role as the heart of the region's economic, cultural, and civic life
  - traffic diversion through business districts and neighborhoods, adversely affecting commercial activity and neighborhood livability
- 
- **A wide range of ideas and solutions are needed to address Freeway Loop congestion and safety problems.**  
The FLAG examined three general concepts, Modest Improvements, One-Way Loop, and a Full Tunnel. The Modest Improvement offered a range of improvements that could be phased over time and had a cost range of \$275 to \$450 million. The One-way Loop concept appears to result in significant out-of-direction travel without significant urban design benefits. The tunnel option could be a long-term solution but would be the most expensive (estimated at \$3.0 to \$5.8 billion) and presents significant funding challenges as well as construction concerns.

- **System improvements will require significant investments unavailable from existing resources.**  
Projected costs range from several hundred million to several billion dollars. The Regional Transportation Plan identifies other priority projects which would require \$10 billion. Federal funds will be needed for this major transportation investment.

- **To keep the I-5/405 Freeway Loop viable, planning and design for improvements must begin now.**  
The continued economic vitality and livability of Portland will require significant investment in the Freeway Loop. Planning involving all segments of the community must begin now.

## 25 Years of Ideas and Analysis

Many ideas have been proposed for the Freeway Loop over the years. The Freeway Loop Study was the first to consider the entire system from a transportation perspective. Past studies and projects have included:

- South Waterfront Access Study – PDOT, ongoing
- I-405 Stadium Freeway Alternatives Analysis – ODOT, 2004
- South Corridor Light Rail Project (Phases One and Two) – TriMet, 2004
- To the River: Eastbank Access with EE's – Eastside EEs, 2003
- Eastbank Freeway and Marquam Bridge Removal – Riverfront for People, 2002,
- Rose Quarter Urban Design Plan and Development Strategy – PDC, June 2001
- South Portland Circulation Study – PDOT, 2001
- South Portland Concept Study – South Portland Transportation Alliance, 2000, Revised 2001
- A Vision for Central Eastside – Harvard, 1999
- I-405 Reconnaissance Study – ODOT, 1999
- Bridge the Divide and Cap I-405 – ASLA, 1998
- Water Avenue On-ramps – PDOT, 1995
- Eastbank Freeway Options Study – ODOT, 1989
- Eastside Options Study – City of Portland, 1988
- East Marquam Interchange Ramps – ODOT, 1980
- Greeley-North Banfield Corridor Concept – ODOT, 1980s-present

These studies were considered during the I-5/405 study.

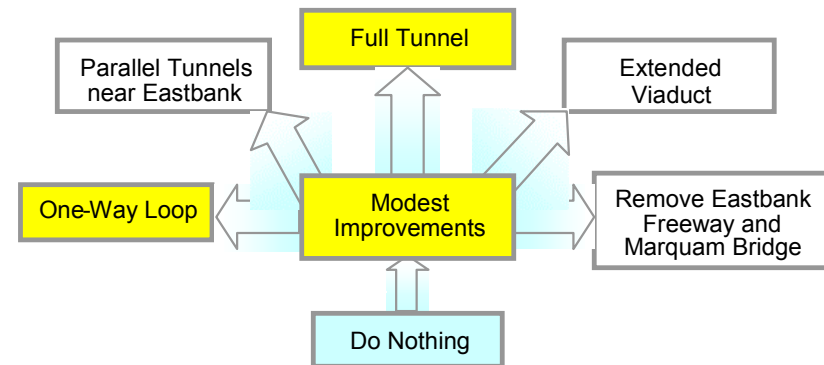
## How will the Freeway Loop Function in 2030?

Using growth and travel projections for the year 2030, the FLAG looked at existing and projected conditions impacting the Freeway Loop including:

- Land uses
- Traffic volumes and delay
- Freight
- Economic development

- Existing or proposed regional transportation projects with Central City impacts

After an extensive review, project staff and a consultant team developed six concepts for addressing these issues. Shown below, the top three concepts would require new right-of-way. The bottom four could be built largely within today's corridor.



The FLAG then identified concepts that could be used to test possible solutions. The ideas, developed after looking at the initial six concepts, were grouped into these concepts for testing:

- Modest Improvements
- One-Way Loop
- Full Tunnel

These offer collections of ideas, and are not unyielding approaches. Individual actions may fit into more than one concept and could be added to the final strategy. Simulation models analyzed this range of concepts for the study. A more comprehensive analysis with engineering design and traffic studies will be undertaken in the Master Planning phase.

## Modest Improvements

This concept includes many improvements to the system, most within the existing right-of-way. Many ideas from past proposals and the Regional Transportation Plan are assembled in this concept.

### Features

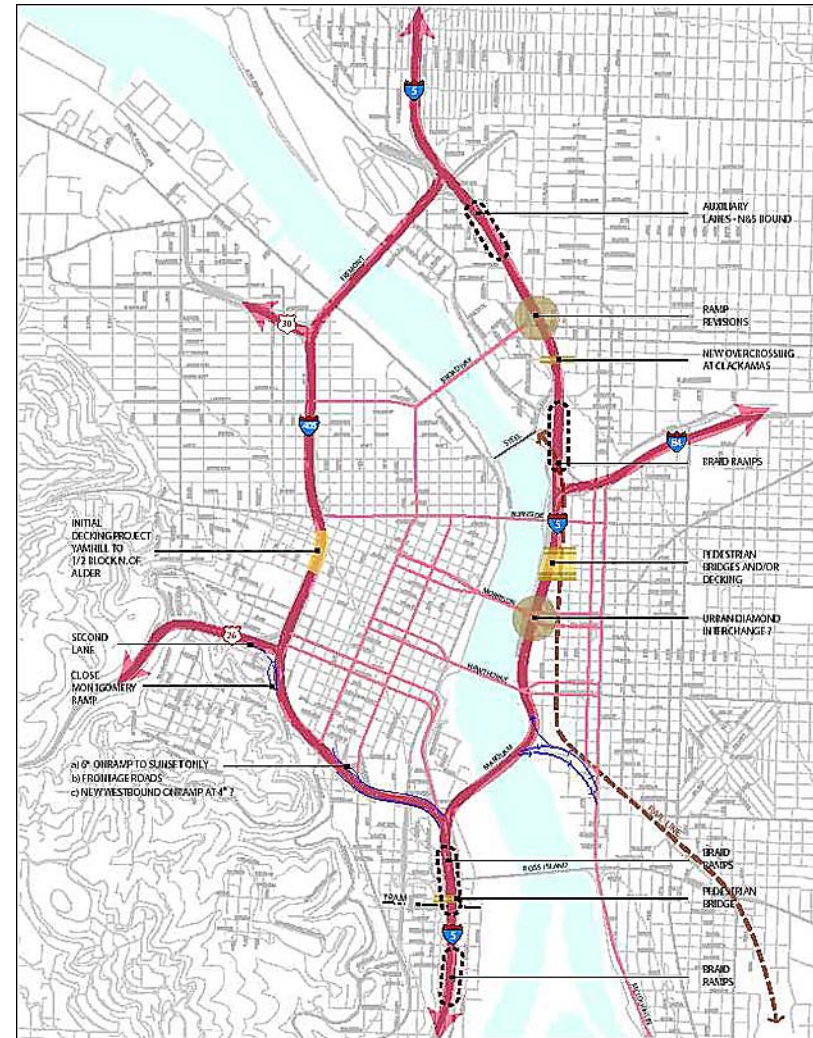
- New braided ramps for the congested and high crash I-5/I-84 interchange and segment northward to the Fremont Bridge
- A new connection between I-5 and OR-99E (SE McLoughlin Boulevard)
- Simplified and improved connections between U.S. 26 (Ross Island Bridge and Vista Ridge Tunnel/Sunset Highway) with traffic redirected from the Corbett-Terwilliger-Lair Hill neighborhood to a frontage road system at its edges
- Modified I-5 connection at the east end of the Morrison Bridge with improved access to the river
- New frontage roads at the edge of the I-405 trench
- Improved connections to and from South Waterfront District

### Performance

- Modeling indicated that this concept does not improve projected travel delay or the projected increase in congestion during peak periods
- Proposed braided ramps at the Rose Quarter would increase the barrier that separates it from the Lloyd District and increase the freeway's dimensions
- The Morrison Bridge interchange would fail as designed, forcing too much travel demand through the interchange
- Some but not all high crash areas are improved

### Capital cost estimate

\$275-\$450 million (2003 dollars)



## One-Way Loop

This revolutionary concept changes the current loop to flow one-way in a counter-clockwise direction, acting as a distributor of traffic between freeways and the local street grid—a very large roundabout. This concept was intended to maximize the current capacity of the available right-of-way.

### Features

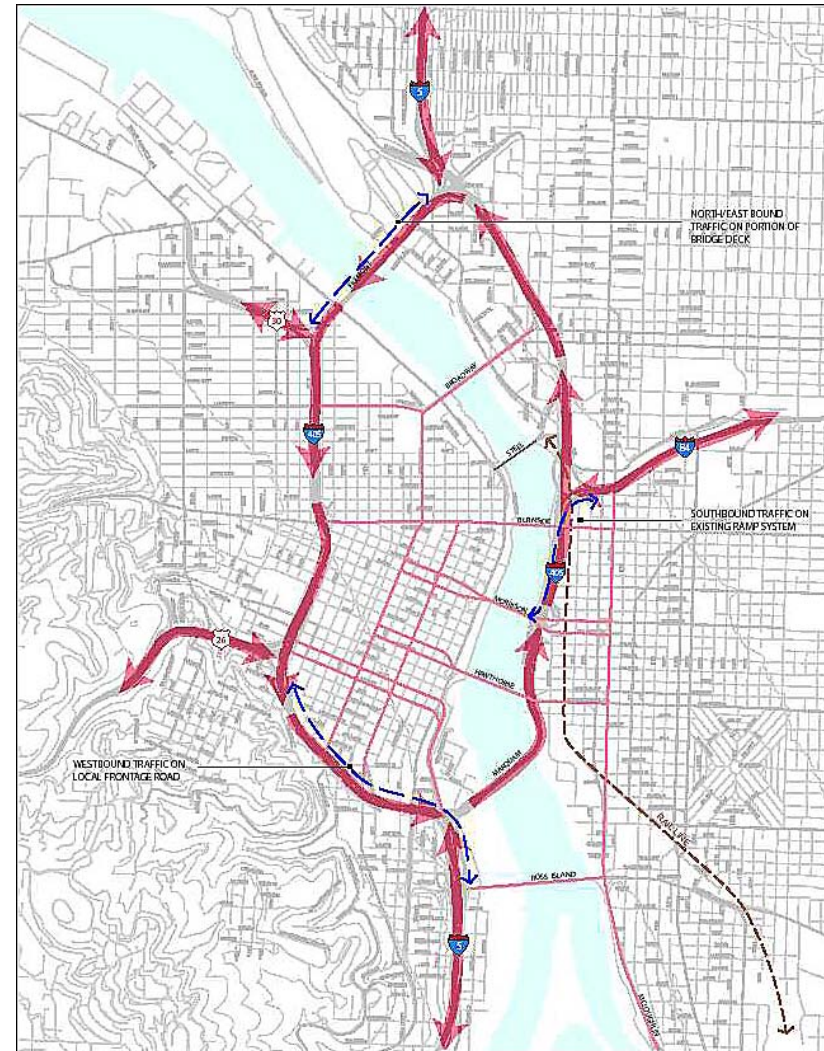
- Removal of nearly half of the existing on- and off-ramps
- A frontage road system parallels the south reaches of I-405
- The bottom decks of both the Fremont and Marquam bridges are devoted to more local connections
- Several counterclockwise connecting ramps between freeways and bridges would require widening to handle the new travel patterns
- Some current southbound I-5 ramps could be removed, in some cases out of the Willamette River

### Performance

- One-way flow allows more efficient use of the limited available right-of-way, though less than originally expected
- Some traffic is diverted off the counterclockwise freeway and onto Portland's arterial network to avoid out-of-direction travel, impacting neighborhoods and commercial corridors
- One-Way Loop concept has the most segments where demand exceeds capacity of the roadway
- Planning level analysis could not properly evaluate the potential operational benefits of this concept

### Capital cost estimate

In the \$450 million range (2003 dollars)



## Full Tunnel

The most radical concept relocates a significant portion of the southern and eastern part of the loop into tunnels and removes the Marquam Bridge. This concept offers the greatest opportunity to redefine the Central City's urban form and reclaim land for economic and social uses. Through travel is emphasized in the tunnel. Local connections are made from the tunnel's portals.

### Features

- Three miles of I-5 underground between SW Corbett Avenue and N. Broadway
- Travel decks well beneath the riverbed (about 75 feet below sea level) which means that connections to I-405 cannot surface until about SW Park Avenue
- Freeway interchanges at OR-99E (SE McLoughlin Blvd) and I-84
- Partial interchange at NE Multnomah Street
- New street connections atop the tunnels, which distribute trips between the portals and their Central City destinations
- Central Eastside railway relocated below grade
- Reclamation of acres of land that currently forms barriers, providing new opportunities for economic development, open space, and other amenities
- Improved economic development, neighborhood connections, and environmental reclamation

### Performance

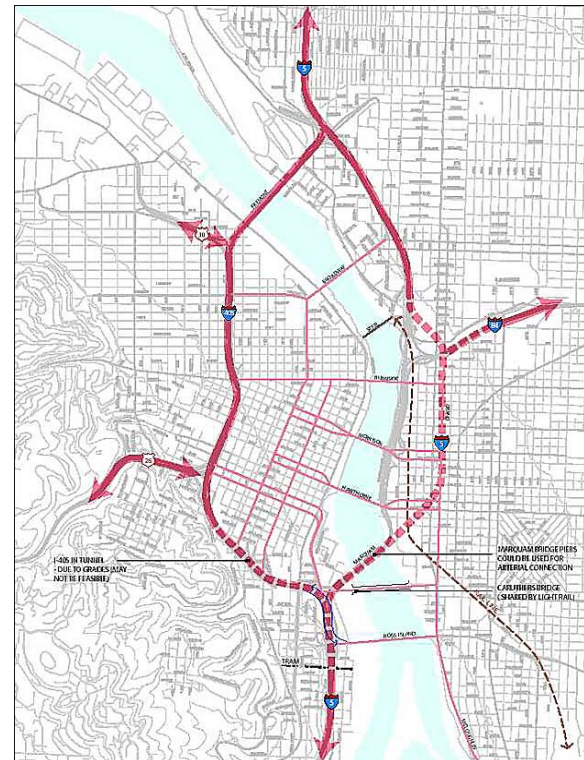
- The Full Tunnel concept provides transportation improvements that significantly outweigh the other concepts including highest capacity and average speed
- This concept offers the best safety enhancements
- Bottlenecks are addressed so that projected 2030 travel demand increases are accommodated with a system that performs similarly to today's situation

The tunnel option, as evaluated for this study, could alter the role of the Freeway Loop for access and circulation to and

from the Central City. Traffic traveling through the Central City would use the tunnel. A new network of arterial streets would provide access to and from the Central City. The need for direct freeway access and additional interchanges to specific areas of the Central City, such as the Central Eastside or Lloyd Center, could be part of a future study. Additional study will be needed to evaluate the traffic operations of the tunnel and new arterial network.

### Capital cost estimate

\$3.0-\$5.8 billion (2003 dollars)





## **Rebuilding, Relocating, and Reconnecting— Moving from Concepts to Planning to Investment in the Freeway Loop**

The FLAG recognizes the immediate need for improving the Freeway Loop and endorses a concept that rebuilds, relocates, and reconnects portions of today's system. By Spring 2006, contingent on federal earmarks and regional concurrence, the City of Portland, Metro, and ODOT should initiate a two to three year master planning project to evaluate choices and recommend an option for engineering and design by Spring 2009.

A Master Planning Phase will build on the study's recommendations to establish a Freeway Loop investment agenda. **The Master Plan will identify and prioritize Freeway Loop improvements, allowing local, regional, and state project prioritizations to occur.**

Master Plan steps include:

### **1. Initiate Master Plan for the I-5/405 Freeway Loop**

The City of Portland, Metro, and ODOT should cooperate in a master planning project which will:

- Feature a significant public involvement program which includes all parties and issues of interest
- Define and evaluate several options that build on the work of this study.
- Guide public investments in the Freeway Loop
- Recommend a preferred option or options for detailed engineering and design
- Last 2 to 3 years
- Cost \$3 to \$5 million, most likely requiring federal assistance

### **2. Advance Ongoing Priority Projects**

The I-5/4-5 Freeway Loop is just one project of many needs in the region. All are important to our community's future. Current priority projects include the Columbia River crossing, Delta Park-Lombard, and South Waterfront access. The plan will not interfere with current projects, but will provide a framework around which all projects can be evaluated in light of the longer-range direction.

### **3. Complete Master Plan Before Major Investment**

Major capital improvements in the Freeway Loop will not be undertaken until conclusion of the master planning phase. This will allow any potential interim improvements to be effectively evaluated against the recommendations of the Master Plan. The Master Plan will include both short-term and long-term strategies to address transportation, land use, economic, and urban design priorities for the I-5/405 Freeway Loop. Short-term strategies will include addressing bottlenecks at the I-5/I-84 interchange and the I-405/South Downtown area.

This next phase of work should begin environmental studies for future environmental requirements for potential short-term projects identified as a result of the Master Plan.

Planning on I-84/I-5 interchange and the I-5 elements of South Portland Plan contemplated in the area of the interchange of I-405 and I-5 may proceed independent of the Master Plan with the understanding that the final plan for any such project would be consistent with the Master Plan.

### Funding for I-5/405 Freeway Improvements

Major freeway improvements require funding from Federal and State sources. The next large freeway funding opportunity will be 2010, when the current Transportation Bill will be re-authorized by Congress. Federal funding for smaller improvements could be made through an annual Appropriation process. Metro manages the regional funding process for freeway projects. Although the need for improvements in the I-5/405 Loop are recognized in the Regional Transportation Plan, no projects are currently identified for State or Federal funds. Any Freeway Loop projects will be evaluated with other freeway needs, such as the Sunrise Corridor, I-5 Columbia River Crossing, I-5/99W Connector, and other current regional priority projects.

Through the annual Appropriation process, the City of Portland has currently requested \$4 million to provide financing for a next phase Master Plan. However, these requests are rarely fully funded. If approved by Congress, funds could be available by 2006. This phase could be completed in 2007/08. This should allow time to complete the work for a funding request for priority project(s) for the next federal re-authorization process. The City of Portland did not receive federal appropriation for the Federal 2006 Fiscal Year. City staff will examine alternative funding strategies, including a \$1.0 million request for the 2007 federal appropriation process.

### Developing the Plan, Finding the Funds

Master Planning should start as soon as funding is identified. Short-term or interim investments should proceed as the long-term improvement strategies emerge. Study partners are now developing funding strategies. If funding is identified, planning could start as early as 2006.

The Master Plan scope will be:

1. Develop an overall Freeway Loop Master Plan that will guide public investment for improvements to the I-5/405 Freeway Loop.
2. Develop a phasing strategy for implementation of the Master Plan. Include the currently approved Regional Transportation Plan improvements as well as new elements.
3. Identify and pursue a funding strategy.

Phase/Task	'03	'04	'05	'06	'07	'08	'09
Freeway Loop Study							
Master Plan Preparation							
Master Plan							

*Schedule was based upon the assumption that federal funding would be available in 2006. The schedule will need to be revised when funding for the master plan work is secured.*

## **The Next Phase**

### **Proposed Purpose Statement**

Improvements to the I-5/4-5 Freeway Loop must address long-term transportation and land use needs in a system-wide context.

Because the movement of people and goods is a vital economic function, changes must be considered in relation to local, regional, and statewide geographies. Freeway Loop improvements should enhance, not inhibit, high-quality urban development, and should function as seamless and integral parts of the community.

### **Proposed Principles**

These objectives will guide the selection and evaluation of options in the next phase:

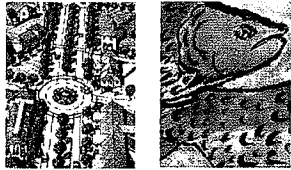
1. Maintain or enhance transportation performance, including transit.
2. Support a multi-modal strategy for automobiles, transit, trucks, bicycles, and pedestrians.
3. Support trade and freight movement to facilitate regional and state economic development.
4. Support local, regional, and state land use plans.
5. Ensure regional accessibility to and from the Central City to reinforce its significant statewide, regional, national, and international economic role.
6. Support economic activities and new investments in the Central City and in adjacent industrial areas.
7. Improve the quality of the built environment and connections across facilities.
8. Avoid or minimize negative impacts on the natural environment.
9. Evaluate facility improvement costs relative to the distribution of benefits and impacts.
10. Develop strategies that can be implemented in phases.
11. The Master Plan should include short- and long-term improvements to be built over the next 30 years.

## **It's Time to Act**

The I-5/405 Freeway Loop is at the center—of our city, the metropolitan area, and the region. Without an effective hub, our transportation system, economy, and urban form break down. With the right plan and design, our legacy will be a flourishing transportation system and urban environment. If we act now, this study could lead to project funding at the next opportunity—the 2010 federal transportation authorization. We are at a very critical juncture. It's time to move forward.

Materials following this page were distributed at the meeting.


**A New Look at Regional Choices and the RTP**



**A New Look at Transportation**  
**Linking Land Use, Transportation and the Environment**

**Preliminary Stakeholder Workshop Findings**  
**Oct.-Nov. 2006**

John Rehm, Senior Director  
 Metropolitan Group





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**Workshops To Date**


- Coalition for a Livable Future
- Metro Council
- MPAC
- MTAC
- TPAC
- Active Living
- El Centro Cultural (Hillsboro)
- Business/Freight/Agriculture

Total Number of Participants= 121



**Six 2040 Fundamental Lenses:**

- Vibrant Communities
- Healthy Economy
- Healthy Environment
- Transportation Choices
- Equity
- Fiscal Stewardship



**Five Outcomes Questions**

- What would the region's transportation system look like if the outcome is achieved?
- What is working well?
- What are some challenges?
- What are some solutions?
- What do you/don't you want to see?

**Common Themes: Vision**

- Travel options/access
- Variety
- Safety
- Connectivity
- Balance (system, housing/work)
- Reliability
- Involvement/Transparency

### **Common Themes: Working Well**

- Mass Transit
- Traveler information
- Bike/Ped Improvements
- Regional system/vision
- Spot successes: town centers, vibrant communities

### **Common Themes: Challenges**

- Funding and costs
- Tradition
- Connectivity (especially in suburban areas)
- Understanding/Public Education
- Coordination/Cooperation
- Competition/Fragmentation

### **Common Themes: Solutions**

- Funding (innovations)
- Education
- Better alignment (funding, coordination)
- Prioritization (funding, freight, options/access, maintenance)
- Efficiency (funding, use)
- Partnerships (public/private, regional)
- Involvement

### **Unique Perspectives**

“Employers are now asking if we have a reliable form of transportation...”

“I know a lady that has to walk five miles to drop her kid off at the bus stop...”

Congestion/Freeway Capacity

### **Fiscal Stewardship:**

“Stewardship of the public infrastructure ensures that the needs and expectations of the public are met in an efficient and fiscally sustainable manner.”

**FY 07 Federal Transportation Appropriations Earmarks (House & Senate)**

<b>Project Type/Name</b>	<b>Appropriation Request (\$million)</b>	<b>House</b>	<b>Senate</b>	<b>Conference</b>
<b>Regional Highway Projects</b>				
I-5 Trade Corridor	\$ 5.00	\$500,000.00		
I-5/99W Connector	\$ 2.50		\$1,000,000.00	
ITS Equipment (ODOT)	\$ 1.50			
<b>Total</b>	<b>\$ 9.00</b>			
<b>Regional Transit Priorities</b>				
Wilsonville-Beaverton Commuter Rail Project	\$ 27.50	\$27.6 M	\$27.6M	
South Corridor/I-205	\$ 25.00	\$80M	\$80M	
TriMet Bus and Bus Related	\$ 8.00			
MAX System Extension Analysis	\$ 1.00			
SMART Bus - Wilsonville - Multimodal Facility	\$ 1.75			
TriMet Clean Fuels Technology	\$ 1.00			
Prototype Streetcar	\$ 1.00			
Interstate MAX LRT Extension (close-out)		\$542,940.00	\$ .5M	
<b>Total</b>	<b>\$ 65.25</b>			
<b>Local Project Priorities</b>				
Portland: East Burnside Corridor Street Improvements	\$ 4.70	\$500,000.00		
Portland: I-5/North Macadam Access	\$ 5.00	\$1,000,000.00	\$2,000,000.00	
Multnomah: Sellwood Bridge	\$ 3.00			
Gresham: Springwater-US 26 Access	\$ 5.00			
Wilsonville: Kinsman Rd	\$ 2.00			
Clackamas County: Beaver Creek Road	\$ 1.70			
Hillsboro: Century Blvd. Bridge	\$ 1.50			
Port of Portland: I-205 and Airport Way	\$ 3.00			
Port of Portland: I-84/257th Interchange	\$ 1.00			
Metro TOD Revolving Fund	\$ 5.00			
<b>Total</b>	<b>\$ 31.90</b>			
<b>Non-Transportation Appropriations Bills</b>				
Port of Portland: Columbia River Channel Deepening	\$ 40.00			
Portland Streetcar - Segment 3: To South Waterfront	\$ 1.00	\$1M		
TriMet Communications Systems	\$ 18.75			
<b>Total</b>	<b>\$ 59.75</b>			
<b>Support for OTA Transit Request</b>				
South Clackamas (Molalla) Transit District	\$ 0.20			
City of Canby Operations Center/Buses	\$ 1.25			
City of Sandy Operations Center/Garage	\$ 1,0145			
<b>Total</b>	<b>\$ 2.46</b>			
<b>Support for Washington/Clark County Priorities</b>				
I-5 Trade Corridor	\$ 5.00			
C-TRAN Bus & Bus Related	\$ 4.00			
<b>Total</b>	<b>\$ 9.00</b>			
<b>Grand Total - Transportation Appropriations</b>				
	<b>\$ 177.36</b>			
<b>Not in our region and not requested by JPACT</b>				
Biennial Improvement Roberts Field - Redmond, OR		\$950,000.00		
North Ontario Interchange, OR		\$500,000.00		
Newberg-Dundee Transportation Improvement Project		\$200,000.00		
Port of Gold Beach Dock Renovation, OR		\$500,000.00		
Lane Transit District, Pioneer Parkway Corridor, OR		\$250,000.00		
Bus Facilities & Property Acquisition Yamhill County		\$150,000.00		
Salem-Keizer Transit		\$200,000.00		
City of Astoria, OR		\$75,000.00		
City of Eugene, OR		\$100,000.00		
Depoe Bay Neighbors for Kids, Depoe Bay, OR		\$100,000.00		
Hwy 217 Improvement Project, OR		\$300,000.00		
I-5/I-205 Salmon Creek Interchange - Clark Co.			\$2,000,000.00	
I-84 Burnt River Freight Improvements			\$1,000,000.00	
Bellline Rd. Corridor Project, OR			\$500,000.00	