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METRO

December 10, 1998

Kenneth R. Wykle
Administrator
Federal Highway Administration
400 7th Street SW
Washington, D.C. 20590

Dear Mr. Wykle:

On behalf of Metro and the Joint Policy Advisory Committee on Transportation (JPACT), I would like to express our support for the Oregon Department of Transportation's application to the National Corridor Planning and Development Program for the I-5 Trade Corridor Study. The Oregon and Washington Departments of Transportation jointly will conduct this study as a bi-state effort. Metro is the directly elected regional government that serves more than 1.3 million residents in the Portland metropolitan area. JPACT provides a forum at Metro for local and regional elected officials and representatives of agencies involved in transportation to resolve transportation needs in this region.

Congress has designated Interstate-5 as a High Priority Corridor. As the only continuous freeway on the west coast linking Mexico to Canada, the corridor is critical to national and international trade. I-5 is also important to the state and regional economies along the freeway. In the Portland/Vancouver area, I-5 serves interstate trade and provides access to the region's largest industrial areas and to intermodal facilities including the Ports of Vancouver and Portland, Portland International Airport and the intermodal yards for Burlington Northern/Sante Fe and Union Pacific railroads. This trade activity occurs within the context of a rapidly growing bi-state urban area. Further, the twin I-5 Bridges across the Columbia River in this corridor are two of the oldest lift-span bridges on the Interstate System (1917 and 1958). Bridge capacity limitations and maintenance requirements affect goods moved by air, rail, barge and truck and passenger travel.

On behalf of JPACT, I urge the Federal Highway Administration (FHWA) to allocate TEA-21 funds from the National Corridor Planning and Development Program to the I-5 Trade Corridor Study. JPACT is committed to working with the Departments of Transportation in Oregon and Washington and others in the region in the I-5 Trade

Corridor Study to examine the multi-modal, bi-state and land use and growth management issues necessary to identify trade corridor improvements.

Federal funding, coupled with our local funding commitments, will establish the resources necessary to tackle this problem. JPACT believes that the I-5 Trade Corridor in the Portland/Vancouver area is a valuable investment for federal funds.

Sincerely,

Ed Washington
JPACT Chair

EW:CD:lmk

Portland-Vancouver Interstate 5 Trade Corridor Study

Purpose Statement:

The Portland-Vancouver Interstate 5 Trade Corridor Study will evaluate strategies to assure I-5 adequately serves interstate freight movements, provides access to the ports in Portland and Vancouver, and provides access to critical waterside industrial property. The study will develop a strategy to address these needs with an understanding of existing environmental and fiscal constraints. The project will:

- provide a forum for discussion of the Interstate Bridge and its role in the regional economy;
- quantify the impact of I-5 congestion on trade activities;
- engage a Blue Ribbon Committee of business and civic leaders in a discussion of the issues surrounding potential improvements to the I-5 corridor; and
- identify a range of improvements to I-5 to improve access to waterside freight and industrial properties.

A Policy Committee made up of high level representatives from the project partners will guide the project. The project partners are the Washington and Oregon Departments of Transportation, RTC and Metro, the Ports of Vancouver and Portland, and the cities of Vancouver and Portland. The Policy Committee will appoint a Blue Ribbon Committee of business and civic leaders to review study work products and develop recommendations.

Work Plan:

Phase One: Analyze corridor conditions and reach agreement on a range of solutions to be studied in Phase Two. The products of Phase One are:

(a) A planning grant application for the National Corridor Planning and Development Program in TEA-21. The grant will be used to fund Phase Two of the study.
(b) A detailed analysis of the existing conditions in the corridor for surface and freeway transportation, rail transportation and transit.
(c) An analysis of critical factors in the region's economy influenced by I-5.
(d) An analysis of future conditions in the corridor for transportation and economics.
(e) Identification and analysis of a range of possible solutions to improve freight mobility in the corridor.
(f) Blue Ribbon Committee recommendations on the next steps the project should pursue.

Phase Two: Refine, locate, and analyze improvement alternatives developed in Phase One.

(a) Engineering of each alternative at a broad level of detail. Some areas of more specific detail may be required where environmental impacts or clearances are critical.
(b) Comparative analysis of environmental, economic, traffic, land use, etc., effects of each feasible alternative.
(c) A program of stakeholder involvement to inform and obtain feedback on merits and viability of alternatives considered.
(d) An analysis of financing strategies to implement selected alternative.

Study Funding: The first phase of the study is funded through the Oregon and Washington Departments of Transportation. In addition, Metro has applied for $500,000 for MTIP funds.

STAFF REPORT

CONSIDERATION OF PROPOSED ACTION TO NARROW THE OPTIONS FOR THE NEXT STEPS IN THE SOUTH WILLAMETTE RIVER CROSSING STUDY

Date: December 10, 1998 Presented by: Andrew Cotugno

PROPOSED ACTION

The proposed action recommends narrowing options for the next steps for the South Willamette River Crossing Study. The next step in the study is to get public comments on the study findings. JPACT will use public comments to develop a recommendation on a multi-modal river crossing strategy for inclusion in the Regional Transportation Plan. The Project Management Group for the South Willamette River Crossing Study has recommended a proposed action for JPACT, as described in Attachment A.

This action represents a commitment by JPACT to support the 2040 Growth Concept by addressing the river crossing problems in the corridor between the Marquam and I-205 bridges and to develop regional support for a crossing strategy to include in the Regional Transportation Plan.

FACTUAL BACKGROUND AND ANALYSIS

Study Background

The Sellwood Bridge is safe today but it is nearing the end of its life-span. Built in 1925, the bridge is considered structurally old and the lanes and sidewalks are narrow. For safety and service levels, the Sellwood Bridge needs to be upgraded or replaced. Due to its age the bridge requires more and more maintenance, raising questions of cost-effectiveness compared to the cost of bridge replacement.

The Sellwood Bridge serves the cities of Portland, Milwaukie, Lake Oswego, West Linn, Oregon City and Gladstone. In the past 73 years, growth in these areas has created a greater demand for river crossing than the bridge can accommodate, resulting in delays on the bridge and increasing traffic through the Sellwood neighborhood. The combination of its Multnomah County ownership, Portland, Clackamas and Washington County use and location in the City of Portland, makes the Sellwood Bridge a regional issue.

Metro's role in the study is to bring jurisdictions together to agree on a strategy for crossing the river that supports regional and local land use and growth management strategies. Metro initiated the South Willamette River Crossing Study in 1994 with public meetings and workshops to solicit comments on the nature of the crossing problem and potential improvement options. The public identified over 20 crossing options for consideration in the study.

At the same time, the region was evaluating alternative land use scenarios and growth management strategies. By 1995, the region adopted the 2040 Growth Concept and began the process of implementing the land use and transportation changes that are needed to support the concept. Among other land use designations, the 2040 Growth Concept designates Tacoma Street as a Main Street in the Sellwood neighborhood, Lake Oswego and West Linn as Town Centers, and Milwuakie and Oregon City as Regional Centers. The 2040 Growth Concept results in increased demand for crossing the river while also calling for increasing the pedestrian-friendly and mixed use nature of Main Streets, Town Centers and Regional Centers.

In 1997, JPACT and Metro Council adopted a short list of options for evaluation in the South Willamette River Crossing study. The options reflect a range of strategies that could accommodate travel demand and help support the 2040 Growth Concept. These options are:

- Modifications to the west end of the Ross Island Bridge with and without a new bridge parallel to the Ross Island Bridge to add capacity.

- Preservation of the existing Sellwood Bridge: 1) in its current configuration; 2) upgraded to meet seismic, bike and pedestrian standards; or 3) close to traffic but leave it open as a bicycle and pedestrian-only facility.

- Replacement of the Sellwood Bridge as a two or four-lane facility.

- A new crossing in Clackamas County in Milwaukie, North Lake Oswego or near Marylhurst College as a two or four-lane facility.

- Additional transit services and programs that reduce travel demand.

In addition to JPACT and Metro Council action, the City of Portland also approved the options for consideration in the study. Other jurisdictions in the corridor reviewed the options at their council or commission workshops.

Study Findings

In order to assess how well the options could support the 2040 Growth Concept, the evaluation produced travel demand forecasts and assessed the effect of this traffic in supporting land use and growth management strategies. In addition to the 2040 Growth Concept, the evaluation considered the effect of the crossing and the traffic generated by the crossing on local plans and policies. In the corridor, these plans include the Sellwood – Moreland Neighborhood Plan, the North Macadam development plan in Portland, the Mary's Woods plan in Lake Oswego, the Milwuakie Waterfront plan and the Lake Oswego Town Center plans. The evaluation also identified the impacts to existing communities on both sides of the river.

The evaluation estimated the capital cost for the crossing and the crossing approaches. On other facilities approaching the crossing, such as Highway 43, Highway 224, Highway 99E, and other arterial roads the evaluation identified the need to address the additional traffic generated by the options if JPACT recommends the option for further consideration. Identifying costs to accommodate additional travel on these approach facilities will require an analysis of a range of options and public policy choices which would be undertaken if the JPACT wants to begin the environmental process on any of the options. The study also developed costs to preserve the existing Sellwood Bridge in today's dollars over 100 years, which is the estimated life of a new bridge and is used for comparison to the cost of replacing the existing bridge with a new bridge.

The draft newsletter, attached as Attachment B, summarizes some of the key study findings. This newsletter was distributed to JPACT in November and will be revised pending the JPACT recommendation for the next steps in the study.

Recommended Next Steps for Study

With the technical evaluation complete, the next step is for JPACT to share the findings with the public and develop a crossing recommendation for inclusion in the Regional Transportation Plan. JPACT faces several approaches to this next step:

A. **Share the findings for all options with conclusions but not recommendations.** This presents all of the options for public comment. JPACT would take public comment on all options, develop recommendations and hold public hearings on the recommendations.

B. **Identify the most promising options for public comment.** This identifies the options that JPACT recommends as most promising and those they recommend be set aside for public comment. JPACT would take public comment, develop a recommendation and hold public hearings on the recommendation.

C. **Develop a recommendation for a specific option.** This presents a recommendation for public comment. JPACT would develop a recommendation and hold a public hearing on the recommendation.

The Project Management Group (PMG) has developed a recommendation for the next steps in the study for JPACT consideration. The PMG recommendation is attached as Attachment A.

Attachment A

To: JPACT

From: South Willamette River Crossing Study Project Management Group
Andy Cotugno, Metro
Rod Sandoz, Clackamas County
Harold Lasley, Multnomah County
Steve Dotterrer, City of Portland
Tom Coffee, City of Lake Oswego
Dan Drentlaw, City of West Linn
Susan Heiser, City of Milwuakie
Dave Williams, Oregon Department of Transportation
Ron Higbee, Tri-Met

Subject: Recommended Next Steps for Narrowing the Options in the South Willamette River Crossing Study

Date: December 10, 1998

Background

The Project Management Group (PMG) has been meeting for several years to guide the direction of the South Willamette River Crossing Study. The purpose of the study is to identify and prioritize multi-modal crossing improvements over the next 20 years for the Willamette River Corridor between the Marquam and I-205 bridges that should be recommended in the Regional Transportation Plan. Metro's role in the study is to bring jurisdictions together to agree on a crossing strategy that best supports the 2040 Growth Concept. JPACT and Metro Council adopted the options for evaluation in the study in 1997.

With the completion of the technical analysis, JPACT is now at an important juncture. To assist JPACT, the PMG has met and provides the following proposed recommendation:

Proposed Recommendation

After reviewing the study findings, the PMG recommends that JPACT seek public comment on the most promising options rather than on all of the options or on a specific recommended action. The advantage of narrowing the list for public comment is that it will focus the discussion on the most technically viable and promising choices.

Of the options, the PMG recommends that JPACT recognize that there are four areas of consideration:

1. Options that the region should consider further but not in the context of the Sellwood Bridge:

- *Improvements to the Ross Island Bridge.* The technical analysis showed that improvements to the Ross Island Bridge would not reduce travel demand on the Sellwood Bridge and should not be considered in the context of meeting that need. Ross Island Bridge improvements could support other land use plans in that area and should be considered separately in that context.

- *Improvements to the I-205 corridor and the Oregon City Bridge.* Technical analysis showed that improvements to the I-205 and Oregon City bridges would not reduce travel demand on the Sellwood Bridge. However, these improvements should be considered in the context of meeting other needs in Oregon City, West Linn and the I-205 corridor.

2. Options that the region should set aside as they do not address South Willamette River Crossing or other needs:

- *A crossing at North Lake Oswego and near Marylhurst as either two or four-lane bridges.* The technical analysis showed that a crossing at these locations would have little impact on reducing traffic on the Sellwood Bridge or meeting study objectives. In addition, while improving access between the east and west sides of Clackamas County, these crossings would not support the 2040 growth concept. Additional travel across the river would increase traffic on Hwy 43 and 99E and on other roads through Town Centers and Neighborhoods to reach the crossing. The effect of this travel would be to create a conflict with adopted land use and transportation plans and policies on both sides of the river.

- *A full rehabilitation of the existing Sellwood Bridge to bring it to current design standards.* Technical analysis showed that full rehabilitation of the existing bridge could cost more than to replace it as a two-lane bridge.

- *Use of the existing Sellwood Bridge for bicycles and pedestrians only.* Eliminating vehicular access on the existing bridge would not help meet the river crossing travel needs that the 2040 Growth Management concept creates.

3. Options that the region should consider further to meet the South Willamette River crossing needs:

The PMG identifies two options for JPACT consideration to meet South Willamette River crossing needs:

EITHER

Further consideration of additional roadway capacity and alternative modes (bicycle, pedestrian and bus) across the river with consideration of a two or four lane crossing at Sellwood and in Milwaukie. This option recognizes that the 2040 Growth Concept creates travel demands across the river and that adding capacity could support the 2040 Growth Concept with appropriate design and mitigation. Unlike the other crossings in Clackamas County, the crossing at Milwaukie could significantly reduce traffic on the Sellwood Bridge and the Tacoma Main Street.

OR

Consideration of not adding roadway capacity and, instead, focusing investments on maintaining the existing Sellwood Bridge and improving its ability to serve pedestrian and bicycle travel. Though the 2040 Growth Concept will increase river crossing demands, this option recognizes that the environmental impacts of adding capacity would outweigh the benefits and that adding capacity is not the most effective means to support the land use and growth management strategies in the 2040 Growth Concept. Instead, efforts should focus on mitigating the negative effects of traffic and developing alternatives.

4. Options that the region should consider further to meet the South Willamette River crossing needs in conjunction with adding or not adding roadway capacity:

The PMG recommends that JPACT consider programs that would reduce vehicular demand across the river. The technical analysis showed that, while not relieving congestion, such programs could be effective in improving mobility. These programs include:

- Additional bus service, including new east-west routes across the river
- Commuter rail from McMinnville or Newburg to Milwaukie and between Lake Oswego and Portland.
- Additional travel demand management programs that reduce auto use for work trips
- Additional Transit Pass programs that reduce transit fares for riders.
- Improved bicycle and pedestrian connections across the river.

Next Steps

Once JPACT identifies the preferred option to present to the public, a recommendation for appropriate outreach will be developed. Chief among the decisions before JPACT is the determination as to whether a recommended crossing strategy should include adding roadway capacity across the river or not.

If JPACT recommends that meeting the goals of the 2040 Growth Concept could be best accomplished without adding capacity, then JPACT would not forward options for

consideration in an environmental impact statement. If JPACT's recommendation is to preserve the existing Sellwood Bridge to meet the river crossing needs and support the 2040 Growth Concept, then the future efforts would focus on financing the needed maintenance and rehabilitation projects.

If JPACT concludes that, to meet the travel demands associated with the 2040 Growth Concept, additional river crossing capacity is needed, then JPACT could identify which of the options should be considered in an environmental impact statement. Following the completion of the environmental process, JPACT would then decide whether or not to build the additional capacity

South Willamette River Crossing Study options for review

Draft

November 1998

Willamette River Crossing Study

Metro's role in this project is to bring jurisdictions together to agree on a strategy for crossing the river that supports regional and local land use and growth management strategies. Metro has been working with interested citizens and local jurisdictions to recommend a long-term bridge strategy for the Regional Transportation Plan. The Willamette River Crossing Study is evaluating the 20-year crossing needs for the Willamette, between the Marquam Bridge in Portland and the I-205 Bridge in Oregon City. The primary concern in this area is the age and condition of the Sellwood Bridge and accessibility and mobility needs of study area residents and businesses. Metro Council adopted options for evaluation in the study in 1997.

Sellwood Bridge background

The Sellwood Bridge is safe today, but it is nearing the end of its lifespan. Built in 1925, the bridge is considered structurally old and the lanes and sidewalks are too narrow. For safety and service levels, the Sellwood Bridge needs to be upgraded or replaced. Due to its age, the bridge requires more and more maintenance. This raises the question of whether the cost to maintain the bridge will become more expensive in the long-term than the cost to replace it.

The Sellwood Bridge serves the cities of Portland, Gladstone, Milwaukie, Oregon City, West Linn and Lake Oswego, which have all grown significantly in the past 73 years. Bridge congestion has grown as the population has increased.

In 1930, five years after the Sellwood Bridge was built, the population of Multnomah County was 338,241 and Clackamas County had just 46,205 people. By 1997, Multnomah County had almost doubled to 639,000 and Clackamas County soared to 317,700. The forecast for 2015 estimates Multnomah County growing to 741,690 people. Clackamas County is expected to grow to 460,166 people – a 10-fold increase from 1930.

Decisions to be made

Multnomah County owns the Sellwood Bridge. The county, the public and other jurisdictions need to make a decision about the Sellwood Bridge. Should it be upgraded and maintained, or replaced with another bridge? If it is replaced, where should a new bridge be built: in Multnomah County or fast-growing Clackamas County? How wide

should it be? Which bridge designs are best and how do they differ in cost? How would the community be affected? What is the region willing to spend on the crossing solution(s)? How will service be provided for bicycles and pedestrians? The option, or package of options, selected by the public and involved governments, will be studied further in an Environmental Impact Statement (EIS). The EIS will analyze the benefits, costs and impacts of the proposed river crossing options. Following public review of the EIS, funding will need to be found for construction.

How decisions will be made

The next step in the process will be a public workshop to review study information and findings. Following public review, decision-making committees will review the choices and public comments and make recommendations to the Metro Council. The decision-making committees are: the Transportation Policy Alternatives Committee (TPAC), a senior staff level policy committee, and the Joint Policy Advisory Committee on Transportation (JPACT). JPACT is a committee of local elected officials, Metro Councilors and other officials who coordinate transportation decisions for the region. Formal public hearings will be held by the Metro Council. The Council is expected to hold the public hearing and make a final decision on the South Willamette bridge crossing in early to mid-1999.

The problem

There are five areas of concern that make up the overall bridge crossing problem:

1. Population and employment growth occurred without adequate investment in bridges crossing the Willamette River.
2. Willamette River crossing travel demand exceeds capacity in the peak travel hours.
3. Bicycle and pedestrian crossing options are inadequate.
4. The Sellwood Bridge is approaching the end of its expected life span
5. The region faces conflicting views about crossing options (for example, drivers want less congestion but neighborhoods don't want more traffic).

Evaluating the options

Various options were identified for addressing the Willamette River crossing. The options have been evaluated on how well they:

- Balance land use and travel needs in support of 2040 regional growth concept and local plans and policies.
- Move people across the river and improve access
- Reduce travel demand (provide more car, bus, bicycle and pedestrian choices)
- Reduce traffic congestion
- Minimize neighborhood impacts
- Lessen environmental impacts
- Address cost effectiveness

How to get involved

Opportunities to participate in this study include the following:

- Attend public workshops and hearings
- Request a speaker for your neighborhood, civic or business group
- Contact your elected officials at one of the involved jurisdictions
- Check the Transportation web site at www.metro-region.org
- Call the Transportation Hotline (797-1900) for information or to leave a message
- Call 797-1857 to speak with a staff member

Options for review

There are three general areas being considered for a variety of different bridge options: Sellwood Bridge, Ross Island Bridge and several locations in Clackamas County (see map). The bridge options may be selected individually or in combination. The study horizon year is 2015 and the crossing options are balanced with improvements to alternative modes of travel and demand management programs that encourage people to carpool, bike, walk or use transit instead of driving. The goal is to minimize travel demand in the corridor prior to adding new capacity. The bridge options below include estimated 1988 costs to build and maintain a bridge over the next 100 years. This is the typical life span of a bridge.

Sellwood Bridge options

Five Sellwood Bridge options either replace or preserve the existing bridge.

PRESERVE

Preserve existing Sellwood Bridge under three different scenarios.
Each option would require repair and funding (between $23 million to $72 million).

- **Retain existing function** – retain same level of bridge standards. Improvements would be made to the structure, including limited seismic retrofits, replacing several approach ramps and painting to keep the bridge in service.

Cost: $40 million
Trade-offs: Least disruptive option, but it would not reduce traffic congestion or improve bicycle/pedestrian facilities. Existing load limits would remain in effect. Risk of bridge failure would remain in case of an earthquake or accident.

- **Rehabilitate to current standards** – includes additional seismic retrofits, replacing more approach ramps, widening existing lanes, adding pedestrian and bicycle facilities, reinforcing the structure to allow a return to standard load limits.

Cost: $72 million
Trade-offs: This option would not affect traffic congestion but would improve pedestrian and bicycle access.

- **Close Sellwood Bridge to vehicle use** – maintain for bicycles and pedestrians to use the bridge.

Cost: $23 million
Trade-offs: This option would improve service for bikes and walkers at low cost. Fewer total people would cross the river, and business and neighborhood access would be reduced. This option would increase the use of remaining bridges.

REPLACE

There are two replacement options: a two-lane or four-lane bridge with a full interchange at Hwy. 43 similar to existing bridge.

Replace the Sellwood Bridge with a new two-lane span
Cost: $45 million to $59 million, depending on design
Trade-offs: A two-lane bridge would cost $5 million to $19 million more than preserving the bridge in its existing function. It would improve bicycle and pedestrian conditions but would not relieve traffic congestion on the bridge. Traffic volumes forecast for Tacoma Street with the two-lane bridge would conflict with community goals to develop Tacoma for pedestrian access and mixed-use development.

Replace the Sellwood Bridge with a new four-lane span
Cost: $59 million to $81 million, depending on design and changes to Hwy. 43 and Tacoma Street.
Impacts: A four-lane span would increase traffic by 15 percent on the bridge and on Tacoma Street. The additional lanes and improvements would reduce bridge congestion and improve conditions for bicycles and pedestrians. Additional traffic in the Sellwood neighborhood would conflict with community goals to improve pedestrian access and encourage mixed-use land development. Turn restrictions and/or widening to allow left turns on Tacoma is one possible option to accommodate additional traffic but increases to allow more autos to use Tacoma further conflicts with goals to increase pedestrian access. There would be additional costs associated with improving Tacoma Street to handle forecast

traffic volumes and address policy and design standards. The order of magnitude costs are still being developed.

(Insert "Who Uses the Sellwood Bridge" pie chart here)

Three new bridge options in Clackamas County

There are three possible new bridge crossings in Clackamas County: Milwaukie, North Lake Oswego and Marylhurst. They reduce demand on the Sellwood and I-205 bridges and serve Clackamas County travel needs.

Milwaukie Crossing – Two new bridge crossing options between Riverwood and Milwaukie are:

- New two-lane bridge between Riverwood and Milwaukie with a signal intersection at Hwy. 43 and either a signal intersection at SE 17th Street or direct access to Hwy. 224.
Cost: $42 million to $97 million depending on design and Hwy. 224 connections

- New four-lane bridge between Riverwood and Milwaukie with a full interchange at Hwy. 43, direct ramp access to Hwy. 224 and signal access to SE 17th Avenue.
Cost: $114 million to $157 million depending on bridge design and connections to Hwy. 224.

Trade-offs: The new Milwaukie crossing, especially the four-lane option, would reduce congestion on the Sellwood Bridge by shifting much of the Clackamas County travel that currently uses the Sellwood Bridge to the new bridge. It would be easier to get to Milwaukie but would impact existing and planned development along the west side of the river. Additional traffic would add congestion to other roads and would conflict with local travel. The two-lane option would not meet demand and would become congested. Seventy-eight percent of the bridge traffic would start and/or end in Clackamas County

North Lake Oswego Crossing – New bridge crossing options between North Lake Oswego and Hwy. 99E via Courtney Road are:

- A new two-lane bridge between North Lake Oswego and Hwy. 99E via Courtney Road with signal intersections at Hwy 43 and the new bridge at River Road and Courtney Road.
Cost: $71 million to $81 million depending on design.

- A new four-lane bridge between North Lake Oswego with a full interchange north of Terwilliger Boulevard on Hwy 43 and at Hwy. 99E and Courtney Road.

Cost: $122 million to $145 million depending on design.

Trade-offs: The North Lake Oswego crossing meets travel needs missed by other possible bridges. It takes less traffic from existing bridges and attracts more new bridge traffic than other options. It adds traffic to existing roads leading to the bridge, which would increase congestion and conflict with adopted community goals. A new bridge would impact existing development on both sides of the river. The two-lane option would not offer enough capacity and would become overly congested. About 89 percent of the bridge traffic would start and/or end in Clackamas County.

Marylhurst crossing – There are two bridge crossing options between Hwy. 43 near Marylhurst College and Hwy. 99E via Concord Road:

- New two-lane bridge between Willamette Drive (Hwy 43) to Hwy. 99E via Concord Road. Hwy. 43 would be widened to four lanes at the bridge approach.
Cost: $58 million to $72 million depending on design.

- New four-lane bridge between Willamette Drive (Hwy. 43) to Hwy. 99E via Courtney Road.
Cost: $119 million to $137 million depending on design.

Trade-offs: A Marylhurst crossing would be used mostly by people traveling within Clackamas County. It would have little effect on the Sellwood Bridge but would reduce traffic on the I-205 bridge. The new crossing would impact existing and planned development on both sides of the river. The bridge would increase traffic on roads on both sides of the river, which would not meet community goals. About 99 percent of bridge traffic would start and/or end in Clackamas County.

Ross Island Bridge options

Two Ross Island Bridge options are included to determine whether improving bottlenecks in crossings at the north end of the region could reduce crossing traffic in the rest of the area. The two options for the Ross Island are as follows:

PRESERVE

Keep existing Ross Island Bridge – Use existing Ross Island Bridge with modified ramps at west end. This option replaces the ramp between the Ross Island Bridge and Barbur Boulevard and shifts traffic to Kelly Avenue.
Cost: $11 million for road changes, more depending on neighborhood improvements.

Trade-offs: The modified bridge ramps would reduce traffic in Corbett/Lair Hill neighborhoods but would not reduce traffic on the existing Sellwood Bridge.

BUILD PARALLEL BRIDGE

Build new Ross Island bridge – Build a new three-lane bridge north of the Ross Island Bridge for use together with the old bridge; three lanes of traffic on each bridge. New ramps would connect directly from I-405 to the bridge. Both bridges would have bike and pedestrian facilities.
Cost: $115 million to $132 million.

Trade-offs: A new Ross Island Bridge next to the existing bridge would reduce demand on downtown bridges but has little effect on the Sellwood Bridge. It would increase traffic delays on I-405. It would remove some traffic from Corbett/Lair Hill neighborhoods. Existing communities would be impacted, reducing development opportunities at the east and west ends of the bridge.

Increased transit options

This option focuses on additional transit service and transportation demand management (TDM). Transit service would be increased throughout the region, assuming more east-west transit service between Clackamas County, Washington County and Portland, plus new commuter rail service. Transportation management associations would encourage transit use to reduce the number of trips to work.
Costs: Cost to purchase buses and operate additional service throughout the region could be approximately $45 million per year.

Trade-offs: Additional transit service would increase ridership by ten percent. It would reduce traffic congestion at some locations but not on bridges. It would not improve bike or pedestrian access across the river.

Choices to be made

Improving access across the Willamette River does not have a single easy answer. A new four-lane bridge would provide better auto access but would impact neighborhoods more. A two-lane bridge would impact neighborhoods less, but would not address traffic congestion problems. Location and design of the bridge are also important. As we develop a recommendation, here are some of the questions and community values to consider.

What are the overall trade-offs and choices?

Would it be better to preserve an existing bridge or build a new one?

Build a two-lane or four-lane bridge? What are the trade-offs and costs?

What is the best location and how is the neighborhood affected?

Is more than one choice possible? What options would work best together?

What is the region willing to finance?

Population growth and forecast affecting the Sellwood Bridge (To be made into a chart)

1930	
Multnomah County	338,241
Clackamas County	46,205
Total	384,446

1997	
Multnomah County	639,000
Clackamas County	317,700
Total	956,700

2015 forecast	
Multnomah County	741,690
Clackamas County	460,166
Total	1,201,856

Population figures from Metro's Data Resource Center for Multnomah and Clackamas Counties

(Sellwood Bridge was built in 1925)

Who uses the Sellwood Bridge? (To be made into a pie chart)

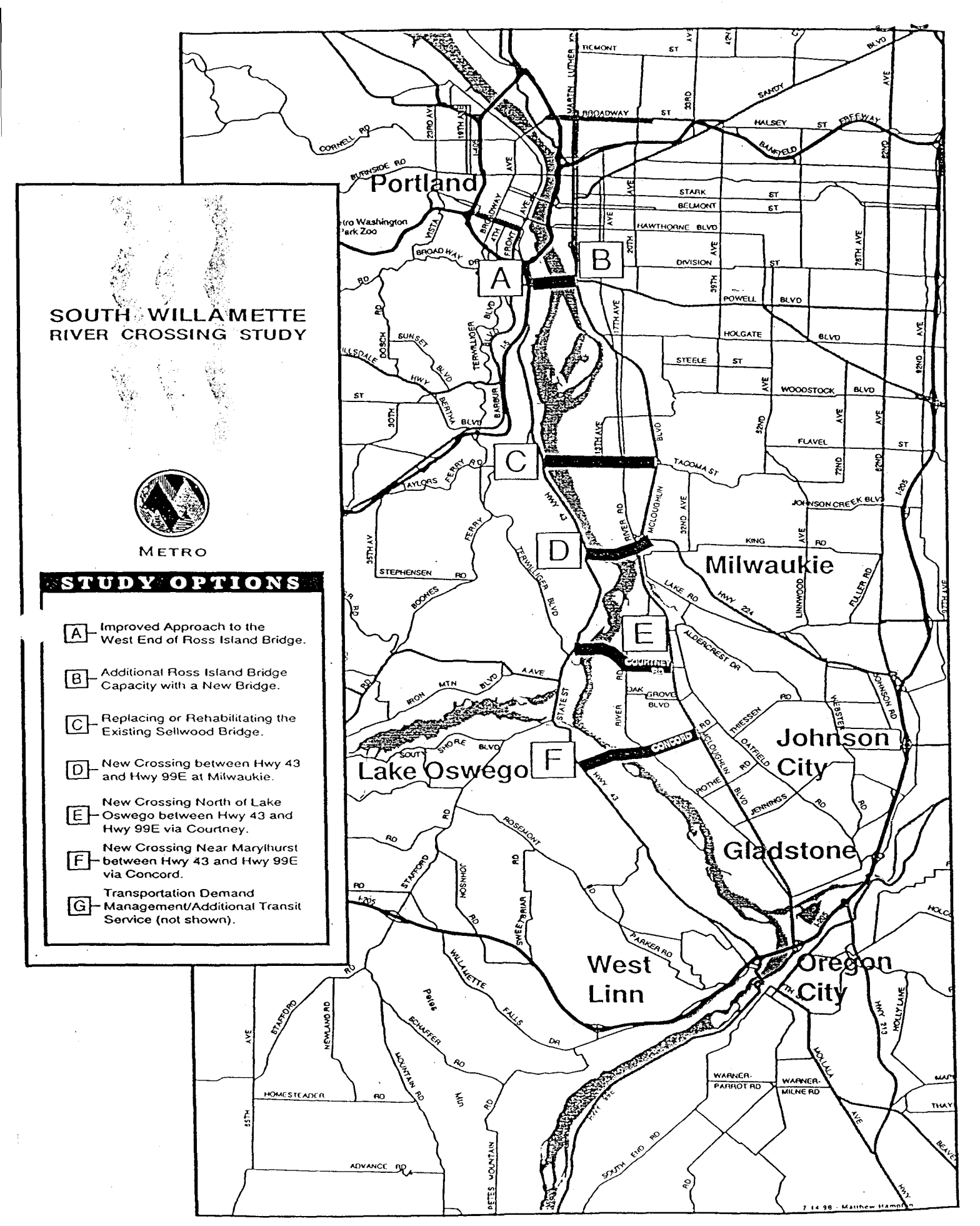
50% trips between Clackamas County and Portland

17% trips between the east and west side of Portland

7% trips between east and west Clackamas County

13% trips between Clackamas County and Washington County

13% trips between Portland and Washington County


SOUTH WILLAMETTE
RIVER CROSSING STUDY
METRO
STUDY OPTIONS
A Improved Approach to the West End of Ross Island Bridge.
B Additional Ross Island Bridge Capacity with a New Bridge.
C Replacing or Rehabilitating the Existing Sellwood Bridge.
D New Crossing between Hwy 43 and Hwy 99E at Milwaukie.
E New Crossing North of Lake Oswego between Hwy 43 and Hwy 99E via Courtney.
F New Crossing Near Marylhurst between Hwy 43 and Hwy 99E via Concord.
G Transportation Demand Management/Additional Transit Service (not shown).
Portland
Milwaukie
Lake Oswego
Johnson City
Gladstone
West Linn
Oregon City
A
B
C
D
E
F
7 14 98 - Matthew Hampton

South Willamette River Crossing Study

Findings and Conclusions

December, 1998

Metro

Findings and Conclusions

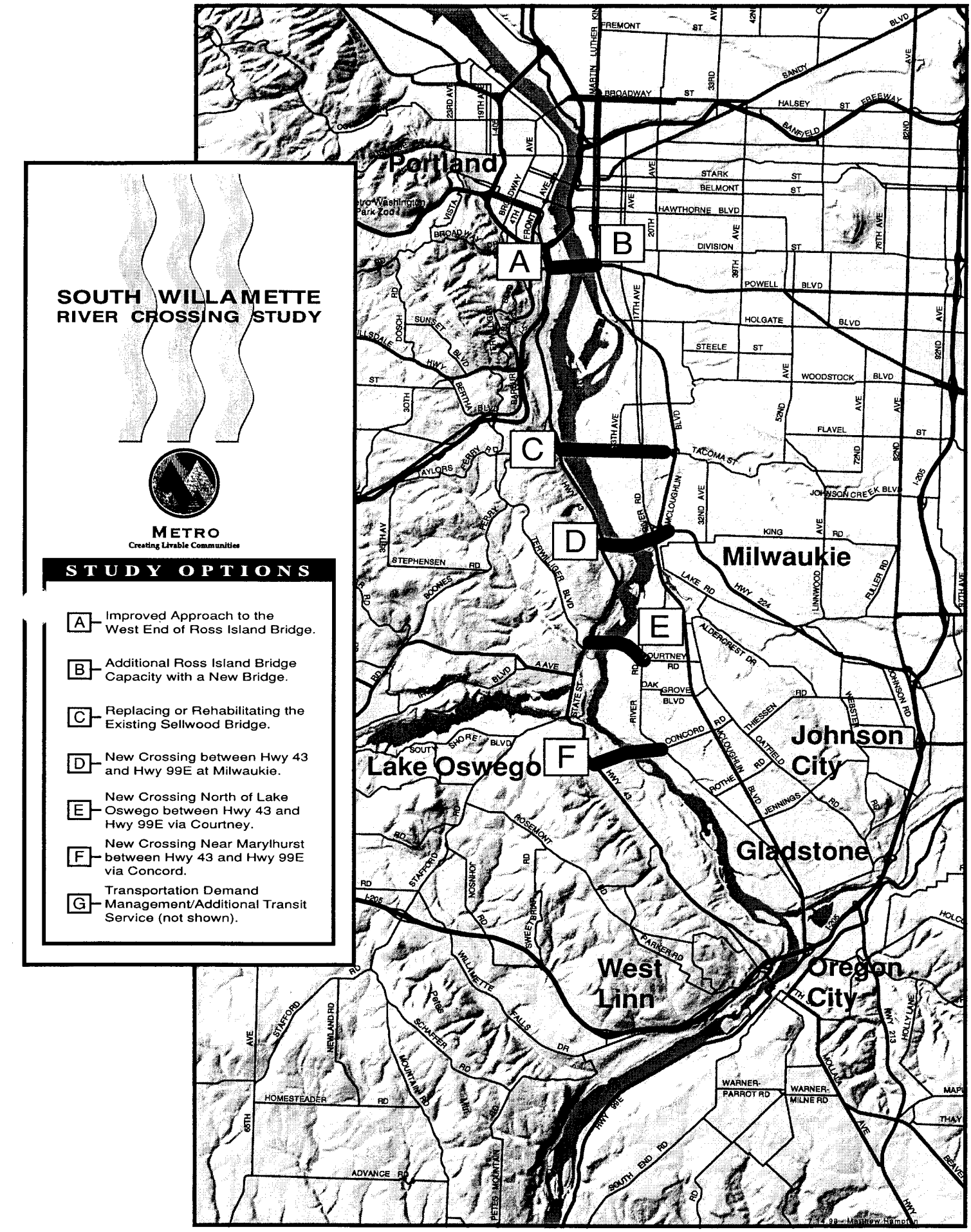
- Study Purpose
- Options Evaluated
- Major Findings
- Conclusions

Reasons for Crossing Study

- Increasing population and employment without additional transportation investment
- Crossing demand exceeds capacity
- Inadequate bike/ped crossing facilities
- Aging Sellwood Bridge
- Competing goals: Support Centers and Main Streets vs. reduce congestion

Study Options Adopted by JPACT/Metro Resolution (8/97)

- Sellwood Bridge replacement and preservation options
- New crossings in Clackamas County
- Ross Island Bridge ramp modifications and new capacity with parallel bridge
- Demand management and additional transit service


SOUTH WILLAMETTE
RIVER CROSSING STUDY
METRO
Creating Livable Communities
STUDY OPTIONS
A Improved Approach to the West End of Ross Island Bridge.
B Additional Ross Island Bridge Capacity with a New Bridge.
C Replacing or Rehabilitating the Existing Sellwood Bridge.
D New Crossing between Hwy 43 and Hwy 99E at Milwaukie.
E New Crossing North of Lake Oswego between Hwy 43 and Hwy 99E via Courtney.
F New Crossing Near Marylhurst between Hwy 43 and Hwy 99E via Concord.
G Transportation Demand Management/Additional Transit Service (not shown).
Portland
Milwaukie
Lake Oswego
Johnson City
Gladstone
West Linn
Oregon City
A
B
C
D
E
F

Cost and Forecast Methods

- Bridge costs reflect:
  - feasible location for 2 and 4-lane crossings
  - bridge type (box-girder, cable-stayed)
  - directly related street improvement needs between Hwy 99E and Hwy 43
- Travel forecasts reflect:
  - induced traffic due to bridge improvements
  - road improvements that go with new crossings
  - transit service increases for each bridge option

Demand Management and Transit Service Option

- Increases transit use by 10%
- Reduces VMT by .9% per capita
- Supports 2040 Growth Concept by improving transit access to Centers and Main Streets
- Doesn't change congestion or improve bike/ped access on Sellwood Bridge

No New Capacity Across the River

	Effect on Daily River Crossings	Effect on VMT per Capita	Auto Access to 2040 Growth Concept Areas Targeted for Growth	Effect on Community and Development Plans	Effect on Sellwood Bridge Traffic	Other Traffic Impacts	Preservation or Replacement Costs
Sellwood Bridge for Bike/Ped Use Only	Reduces river crossings by 5%	Increases VMT/capita by .48%	Reduces access to Tacoma Main Street and Macadam Main Street	Lower traffic levels may affect Sellwood development	No cars on bridge; reduces traffic on Tacoma Street to 82% of existing traffic; Improves bike/ped access	Increases traffic at other crossings	$23 Million
Preserve Sellwood Bridge to Maintain Current Use	No change	No change	No change	No change	No change	No change	$40 Million
Improve Sellwood Bridge to Current Standards	No change	No change	No change	No change	Allows truck use; Improves bike/ped access	No change	$72 Million
Replace Sellwood Bridge with 2-lane Bridge	No change	No change	No change	Affects community at east and west bridge ends; No change on Tacoma Main Street	Allows truck use; Improves bike/ped access	No change	$45 to $59 Million
Modify West-end Ramps at Ross Island Bridge (No Sellwood Bridge Changes)	No change	No change	No change	Supports plans for Corbett/Lair Hill Terwilliger Neighborhood; No change on Tacoma Main Street	No change	No change	$11 Million

New Capacity at the Ross Island Bridge and in Clackamas County

	Effect on Daily River Crossings (all modes)	Effect on VMT per Capita	Auto Access to 2040 Growth Concept Areas Targeted for Growth	Effect on Community and Development plans	Effect on Sellwood Bridge Traffic	Other Traffic Impacts	Capital Costs for Different Bridge Types and Approaches
6-lane Ross Island Bridge	Increases daily crossings by 2%	Increases VMT/capita by .4%	Serves Central Eastside Industrial Area and Central City	Conflicts with North Macadam plans; Supports Corbett /Lair Hill Plans	Reduces traffic by 2%	I-405; Powell Blvd	$113 to $131 Million
4-lane Sellwood Bridge	Increases daily crossings by less than 1%	Increases VMT/capita by .1%	Serves Tacoma and Macadam Main Street	Conflicts with Sellwood-Moreland plans for Tacoma Street and impacts existing neighborhoods on east and some businesses on west	Increases traffic 15% but reduces delay on bridge from 44% of vehicle hours to 6%	Tacoma Street; Hwy 43	$59 to $106 Million
4-lane Milwuakie Crossing	Increases daily crossings by 3%	Increases VMT/capita By .7%	Serves Milwaukie Regional Center; Supports Tacoma Main Street	Conflicts with Milwaukie TSP policies and Waterfront plan, depending on design Impacts existing east and west neighborhoods	Reduces traffic by 44%	Hwy 224; Hwy 43; Hwy 99E; Taylors Ferry Rd; A Ave; Reduces traffic on Tacoma and SE 17th	$114 to $157 Million
4-lane North Lake Oswego Crossing	Increases daily crossings by 5%	Increases VMT/capita by .4%	Serves Lake Oswego Town Center on West; Serves areas not targeted for growth in 2040 on East	Conflicts with Lake Oswego Town Center Plans and Tryon Creek State Park policies; Impacts existing east and west neighborhoods	Reduces traffic by 16%	Courtney Rd; River Rd; Hwy 99E; A Ave; B Ave; Country Club; Terwilliger Blvd	$122 to $145 Million
4-lane Marylhurst Crossing	Increases daily crossings by 3%	No change	Serves Lake Oswego and West Linn Town Centers on West; Serves areas not targeted for growth in 2040 on East	Conflicts with Mary's Woods Plans; Impacts existing east and west neighborhoods	Reduces traffic by 6%	Concord Rd; River Rd; Hwy 99E; Hwy 43; A Ave	$119 to $137 Million

Conclusions

1. Improvements to the Ross Island Bridge and to the I-205 and Oregon City bridges need further consideration but not in the context of the Sellwood Bridge.
2. The North Lake Oswego and Marylhurst crossings do not address South Willamette River Crossing or other needs.

Conclusions

3. Options with and without new capacity in the Sellwood/Milwaukie area have trade-offs between access and community livability.
4. Additional transit services and demand management help but do not solve the problems.

Diane Linn, Multnomah County Commissioner
DISTRICT ONE

December 9, 1998

Ed Washington, Metro Councilor
Metro Regional Center
600 NE Grand Ave.
Portland, Oregon 97232-2736

Dear Ed:

On Thursday, December 10, 1998 Metro's Joint Policy Advisory Committee (JPACT) will consider the South Willamette River Crossing Study. As elected officials of Multnomah County, the custodians of a majority of the urban area Willamette River Bridges, we are fully aware of the key role river crossings play in the regional transportation system. In addition, we are fully aware of the physical condition of these bridges. We have the ultimate responsibility for the maintenance of these public assets. However, we also represent the communities through which traffic passes to and from the bridges.

The South Willamette River Crossing Study focused on the cost of replacing a bridge or building a new bridge and the capacity impact of various crossing options. This is necessary information but only a small part of the policy equation for the southern Metro region transportation picture. We do not believe that it is in the interest of the region to identify specific options without considering all the impacts of those options. Land use and transportation system values and neighborhood impact must all be incorporated into any decision as to place, mode or means of crossing the Willamette River South of the Ross Island Bridge.

To date there has been no focused policy level discussion about a south river crossing that dealt with these competing values. The elected officials from the directly impacted areas within the metropolitan region need to provide leadership on this issue. Consequently, we recommend a deliberative process that involves elected officials from the impacted jurisdictions and engaged citizens.

- We request that Metro convene a meeting or meetings of elected officials and engaged citizens (representing the most directly impacted districts) from Metro, Multnomah County, Clackamas County, Portland, Milwaukee, and Lake Oswego. The objective is to have a clear, unambiguous discussion among involved elected officials and directly impacted citizens on the subject of their communities and a river crossing strategy. The product would be a short document that will focus future community

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discussions on values and strategies for supporting the area's land use and transportation issues.

We request this process become a formal recommendation from JPACT to the METRO Council.

Sincerely,

Diane Linn
Multnomah County Commissioner District 1

Beverly Stein
Chair, Multnomah County Commission

Sharon Kelley
Multnomah County Commissioner District 4

Lisa Naito
Multnomah County Commissioner District 3