

STAFF REPORT

Agenda Item No. _____

Meeting Date _____

CONSIDERATION OF RESOLUTION NO. 88-952 FOR THE
PURPOSE OF ALLOCATING FEDERAL-AID URBAN REGIONAL
RESERVE FUNDS

Date: June 21, 1988

Presented by: Andy Cotugno

PROPOSED ACTION

This Resolution would allocate Federal-Aid Urban (FAU) funds remaining in the Regional Reserve. The amount to be allocated is \$495,035 and is to be assigned to the project ranking highest using the JPACT criteria appearing in Exhibit A to the Resolution:

238th/242nd Avenue - I-84 to Division

The Transportation Improvement Program Subcommittee concurs in the ranking and selection of the above project.

The Resolution also endorses use of the Counties' individual FAU allocations to specific projects.

TPAC has reviewed the proposed allocation and recommends approval of Resolution No. 88-952.

FACTUAL BACKGROUND AND ANALYSIS

In February, 1988, the Federal-Aid Urban Regional Reserve amounted to \$3,480,142. Through Resolution No. 88-859, the Reserve was allocated so that each County received at least a 75 percent "minimum allocation" based upon population (75 percent of the funds allocated based upon population, 25 percent by region priority):

	<u>Population</u>	<u>Percent</u>	<u>75% Minimum "Guideline"</u>
Washington County	251,991	44.2	\$1,153,667
Clackamas County	179,260	31.4	819,574
Multnomah County	139,210	24.4	636,866
Balance			870,035
TOTAL	<u>570,461</u>	<u>100.0</u>	<u>\$3,480,142</u>

A portion of the balance (\$375,000) was additionally allocated to:

Technical Assistance Program	\$ 75,000
PE for Westside Bypass	100,000
PE For Sunrise Corridor	100,000
PE for Gresham Parkway	100,000

Retained in the Reserve was \$495,035 which was to be allocated at a later date pending selection of candidate projects for its use. Three projects have been recommended by the local jurisdictions for use of this Reserve through their respective transportation committees:

1. Tualatin-Sherwood/Edy Road.
Washington County Transportation
Coordinating Committee (WCTCC)
2. 238th/242nd Avenue - I-84 to Division.
East Multnomah County Transportation
Committee (ECTC)
3. Boones Ferry Road, Unit 2.
Clackamas Transportation Coordinating
Committee (CTCC)

Exhibit A to the Resolution depicts the technical rankings of the candidates.

Additional actions by the above committees approved the use of the Counties' individual Federal-Aid Urban allocations consisting of:

WASHINGTON COUNTY:

Baseline Road 10th to Murray Begin PE/DEIS	\$ 300,000
Murray Boulevard Old Scholls Ferry to Allen Begin PE/EA	300,000
Hall/McDonald Intersection Cover Shortfall	115,000
Tualatin-Sherwood/Edy Road Project Cover part of \$4,000,000 shortfall	<u>438,667</u>
TOTAL	\$1,153,667

MULTNOMAH COUNTY:

N. Main Reconstruction Division to Powell	\$ 484,000
238th/242nd Avenue	<u>152,866</u>
TOTAL	\$ 636,866

CLACKAMAS COUNTY:

82nd Drive/Evelyn	\$ 819,574
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BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ALLOCATING) RESOLUTION NO. 88-952
FEDERAL-AID URBAN REGIONAL)
RESERVE FUNDS) Introduced by the
) Joint Policy Advisory
) Committee on Transportation

WHEREAS, Through Resolution No. 88-859 a major portion of the Federal-Aid Urban Regional Reserve was allocated to the three Counties; and

WHEREAS, A balance remains in the Reserve which can be allocated this fiscal year to qualifying project(s); and

WHEREAS, Three candidate projects have been submitted in competition for the Reserve funds; and

WHEREAS, The Transportation Improvement Program Subcommittee has reviewed the technical criteria considerations for the projects appearing in Exhibit A; now, therefore,

BE IT RESOLVED,

1. That the Council of the Metropolitan Service District authorizes the transfer of \$495,035 from the Federal-Aid Urban Regional Reserve to: 238th/242nd Avenue - I-84 to Division.

2. That the following projects and amounts are endorsed for use of the Counties' individual Federal-Aid Urban allocations:

Baseline Road	\$300,000
Murray Boulevard	300,000
Hall/McDonald Intersection	115,000
Tualatin-Sherwood/Edy Road	438,667
N. Main Reconstruction	484,000
238th/242nd Avenue	152,866
82nd Drive/Evelyn	819,574

3. That the Transportation Improvement Program be amended to incorporate these actions.

4. That these actions are consistent with the Regional Transportation Plan Update and Affirmative Intergovernmental Project Review is hereby given.

ADOPTED by the Council of the Metropolitan Service District
this _____ day of _____, 1988.

Mike Ragsdale, Presiding Officer

BP/sm
9776C/545
06/28/88

EXHIBIT A

TECHNICAL CRITERIA RANKING

	<u>Tualatin-</u> <u>Sherwood/Edy</u> <u>Road</u>		<u>238th/242nd</u> <u>Avenue</u>		<u>Boones Ferry</u> <u>Road</u>	
	<u>Value</u>	<u>Pts.</u>	<u>Value</u>	<u>Pts.</u>	<u>Value</u>	<u>Pts.</u>
A. 1985 V/C	Medium 740/900 = .82	2	High 1094/900 = 1.22	3	High 940/1050 = .9	3
B. 1985 Accident Rate State Average = 3.34/mvm	Low 2.5/mvm	1	Medium 3.5/mvm	2	Low 1.6/mvm	1
C. 1985 VHD*	Low 0 hrs.	1	Low 2.2 hrs.	1	Low 2.2 hrs.	1
D. 1998 V/C	High 930/900 = 1.03	3	High 1195/900 = 1.3	3	High 1200/1050 = 1.14	3
E. 1998 VHD*	Low 2.3 hrs.	1	Medium 17.9 hrs.	2	Low 9.6 hrs.	1
F. 1998 V/C > .9 Into Development Area	Yes))) 3	3	Yes))) 3	3	Yes))) 3	3
G. Recent Development Occurred	Yes))		Yes))		Yes))	
H. Cost Per 2005 VMT	Low \$8.7-9.7m/ 10.2m = \$.85- .95	1	Medium \$3.0/6.8m = \$.44	2	High \$1.9/6.1m = \$.31	3
TOTAL POINTS		12		16		15

* Not based on detailed analysis of intersection delay.

JAG:lmk
a:\fauxha

TABLE 1**PROBABLE CONSTRUCTION COSTS**

(numbers are in 1,000s of dollars)

<u>ALTERNATIVE 1.</u>	<u>A. Current Plan</u>	<u>B. Combined</u>
I-5 South of Banfield	\$ 37,072	\$ 37,072
McLoughlin Ramps	17,684	17,684
Banfield	2,878	11,027
I-5 North of Banfield	56,759	13,352
Local Streets	11,093	9,360
Right-of-way	6,100	5,500
TOTAL	\$ 131,586	\$ 93,995

<u>ALTERNATIVE 2.</u>	<u>A. Existing Grade</u>	<u>B. Depressed</u>
I-5 South of Banfield	\$ 72,539	\$ 72,539
McLoughlin Ramps	9,264	9,264
Banfield	11,027	11,027
I-5 North of Banfield	13,352	21,921
Local Streets	10,603	10,603
Right-of-way	16,500	16,500
TOTAL	\$ 133,285	\$ 141,854

<u>ALTERNATIVE 3.</u>	<u>A. Existing Grade</u>	<u>B. Depressed</u>
I-5 South of Banfield	\$ 78,801	\$ 78,801
McLoughlin Ramps	4,027	4,027
Union/Grand Ramps	16,551	16,551
Banfield	11,027	11,027
I-5 North of Banfield	13,352	21,921
Local Streets	14,128	14,128
Right-of-way	26,400	26,400
TOTAL	\$ 164,374	\$ 172,955



PACIFIC DEVELOPMENT, INC.

July 13, 1988

Mayor J.E. Bud Clark
City Hall
1220 S.W. Fifth
Portland, OR 97204

Dear Mayor Clark:

Pacific Development Inc. and Melvin Simon Associates have reviewed the final report of the Eastbank Freeway Study Committee. The Committee's intention to meet all parties' objectives is certainly laudable and may, in some fashion even be feasible. But it needs to be understood that the feasibility has not been demonstrated technically and clearly will cost much more than previously planned improvements to this segment of I-5. The Council should be aware that the sense of the Committee's recommendation would require the City to seek readjustment of the regional consensus on transportation funding priorities.

We believe the technical work performed by the Committee's consultant was insufficient to support the Committee's conclusions and recommendation to the City Council. On two occasions, we communicated to the Committee our concerns about the technical feasibility of the alternatives. (See letters dated May 5, 1988, and June 22, 1988, Exhibit A attached.) In the second of our letters (June 22, 1988), we asked that three conditions be included in the Committee's final recommendation. Neither the requested conditions nor our technical concerns were addressed in the final report. We understand that the committee wanted to avoid technical entanglements, but believe the Council needs to be aware that there are major technical challenges that could be fatal to the Committee's objectives if not adequately dealt with.

The concerns we raised in our correspondence can be briefly described as follows:

1. Safety. Any alternative to the original ODOT design must also address the weaving and merging problems which now exist on I-5 north of the Banfield. Those well-known problems are the reason for the northern segment of the project. Neither the consultant's report nor the Committee's recommendation addresses these problems or the cost of their solution.

2. Access. A unique asset of the Central City, including the Lloyd District, is that it lies at the confluence of the state's two major highway systems. The value of this asset to the district and the region is lost, however, if vehicles cannot get to and from the district quickly and safely. In addition to solving the weaving and merging problems, any alternative design must maintain existing access and/or provide substitute access from I-84 into and out of the Lloyd District. The rest of the Central City deserves similar attention to access.

July 13, 1988

Page 2

3. Internal circulation. Any alternative design must protect the integrity of the convention center area transportation program, particularly the complete ring road around the Lloyd District. The ring road is intrinsic to the Oregon Convention Center Area Development Strategy proposed by the Portland Development Commission and Metro and supported within the district.

Since these concerns were conveyed to the Committee, our staff and transportation experts have fully evaluated the consultant's work and the Committee's recommendation. This analysis is contained in Exhibit B to this letter and summarized as follows:

4. Scope of work. City Council Resolution 34388 established the guidelines for the Committee's work. Using those guidelines, the Committee set forth the scope of work required of the consultants in its request for proposals.

In critical areas, the consultants did not complete the scope of work. For example, the Consultant was required to pay particular attention to the convention center area circulation plan and to the convention center, Pacific Development and OMSI projects (Page 7 of the Request for Proposals for Eastbank Freeway Study). The consultants failed to address these impacts. In addition, they did not address how the alternatives would function as a part of the regional transportation system.

5. Circulation impacts. The Committee's recommendations suggests, without being specific, that alternative 2 is the basis of the Committee's recommendation. Alternative 2 incorporates the split diamond interchange concept at the Morrison Belmont couplet and at the Union Grand couplet. From a circulation standpoint, alternative 2 does not work. Metro, ODOT, and our consultants have independently concluded that it would cause unacceptable levels of congestion and travel delays at these key access points. Moreover, it would result in increased congestion on the I-5 freeway mainline.

6. Funding. Beyond technical issues, there is a fundamental question of regional transportation funding priorities. The construction estimate for alternative 2 is \$92.8 million. Only \$54 million in federal highway funds are now committed to projects on this segment of the freeway. The consultants concluded that these funds could not be utilized for alternative 2. Therefore, this project must compete against other badly needed projects in the region including the Aloha bypass, Sunrise Highway and, eventually, I-5 north of the Banfield.

The region's governmental agencies should be nervous about the relationship of any freeway relocation to agreed upon regional priorities. If there is a feasible alternative design, it must be one which recognizes current regional priorities and the competition

July 13, 1988
Page 3

for scarce federal dollars. The key question for decision makers is what other projects must be given up and how this proposal will impact on other city transportation needs. We can support only alternatives which will not result in a loss of funds or a material delay in improvements to I-5 north of the Banfield.

7. Timing. Alternative 2 would require a new EIS, and significant right of way and relocation activities. We estimate, conservatively, that this process would consume 6 to 7 years. In our view, that is too long a time to wait for desperately needed improvements. The long delay also puts our committed funding at risk.

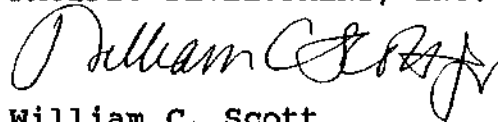
Based on the information outlined above, we have concluded that a new EIS is neither desirable nor justified.

Re-alignment of the freeway is a worthy objective. We acknowledge that a riverfront connection between the OMSI site and the Lloyd District would benefit our properties. However, these benefits will be inconsequential if the alternative design results in a deterioration of service, a delay in implementation of badly needed safety and circulation improvements or a loss of committed federal funds.

Thank you for your consideration of this letter and the attached materials. If you have any questions, please get in touch with either of us.

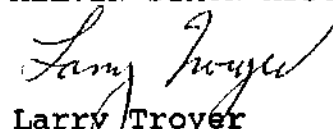
Sincerely,

PACIFIC DEVELOPMENT, INC.



William C. Scott

MELVIN SIMON ASSOCIATES



Larry Troyer
General Manager, Lloyd Center

DCK/ljk
Enclosures

cc: Jane Cease
Freeway Study Committee
JPAC
Portland Planning Commission
ODOT
PDOT



PACIFIC DEVELOPMENT, INC.

June 22, 1988

Senator Jane Cease, Chair
Eastbank Freeway Study Committee
2625 NE Hancock Street
Portland, Oregon 97212

Dear Senator Cease:

Pacific Development understands that the Eastbank Freeway Study Committee was able to reach a tentative consensus regarding a recommendation to the Portland City Council. We are concerned, however, that the recommendation, and the conditions attached to it, may focus too narrowly on I-5 south of the Banfield. We believe the Committee's recommendation must also address the significant issues for I-5 north of the Banfield and the Lloyd District. Those issues are set forth in detail in our letter to you dated May 5, 1988 (copy attached). Accordingly, we recommend the addition of the following conditions to the Committee's recommendation.

1. The alternative design must address existing weaving/merging problems and related safety concerns between the Banfield Freeway and Fremont Bridge.
2. The design must protect the integrity of the convention center area transportation program, particularly the complete ring road around the Lloyd District.
3. Additional access to and from I-84 should be provided for the Lloyd District.

EXHIBIT A

Senator Jane Cease, Chair
June 22, 1988

Page 2

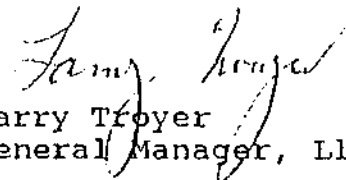
We recognize that the Committee's decision is conceptual, not specific. These additional conditions will clarify the scope of the concept being forwarded to the City Council. We expect our detailed concerns to be addressed during the EIS process.

Sincerely,

PACIFIC DEVELOPMENT, INC.


William C. Scott

Melvin Simon Associates


Larry Troyer
General Manager, Lloyd Center

DCK/ljk/jm
(601.101)

cc: Committee Members
City Council
PDC

EXHIBIT A



PACIFIC DEVELOPMENT, INC.

May 5, 1988

Senator Jane Cease, Chairperson
Eastbank Freeway Study Steering Committee
2625 N.E. Hancock Street
Portland, Oregon 97212

Dear Senator Cease:

On Monday, we had the opportunity to meet with Mr. Wes Frysztacki on the status of the Eastbank Freeway Study and we were pleased to see the progress which has been made to date. We reviewed with interest the various alternatives which have been developed for the area between the Marquam Bridge and I-84, and the one alternative which has been developed for the area north of I-84.

After reviewing and discussing these alternatives, it is our opinion that more analysis needs to be conducted on the circulation and land use effects of Alternatives 2 and 3. Specifically:

I. Union and Grand Avenue Interchange

- A. We believe that the concept of a split diamond interchange on the Banfield Freeway at Union and Grand Avenues is not consistent with the current circulation plans for the Lloyd District as articulated in the Convention Center Area Development Strategy and our own planning efforts. It is our understanding from ODOT that, in order to construct the westbound off-ramp, it will probably be necessary to truncate Lloyd Boulevard east of Grand Avenue. Lloyd Boulevard is a key arterial street in the Lloyd District designed to serve as an important part of the "Ring Road" which is being developed to clarify and simplify traffic circulation in the District. The purpose of this "Ring Road" will be to divert through traffic around the District as much as possible and to provide a convenient means of access between the internal collector and local street system within the District and the remainder of the region.

B. Off Ramp

It appears that the alignment of a westbound off-ramp at the proposed split diamond interchange would eliminate the possibility of constructing a new on- and off-ramp from the Banfield in the vicinity of 9th Avenue. This will be an important connection into and out of the District which will provide the necessary circulation capacity to offset the loss of other ramps proposed for closure as part of the ODOT

Senator Jane Cease
May 5, 1988
Page two

I-5 North Project. The 9th Avenue interchange can connect directly to Lloyd Boulevard serving the District, the Convention Center and the Central Eastside Industrial Area.

2. Arterial Street Congestion

Additional attention should be given to the connections between the State Highway system and the primary arterial street system, particularly in the vicinity of the Steel Bridge. Several planning studies are underway or have recently been completed which address the unique needs of this area including the Convention Center Area Development Strategy, the Pacific-Lloyd Properties Framework Plan, and the Holladay Street Improvement Project. We believe that it is important to ensure that any freeway system modifications which are contemplated be compatible with the major investments and plans underway for the Convention Center and District.

3. Land Use Impacts

The Eastbank Freeway Study process represents a unique opportunity for an evaluation to be made of eliminating the significant land use impacts of the current I-5 North proposal. One option worthy of evaluation is lowering of the freeway such that Holladay and Massalo Street could pass over it, substantially improving the appearance of the area and the pedestrian and circulation environment between the Lloyd District/Convention Center area and the Steel Bridge and Coliseum. It is not clear that the alternative for I-5 North presented by the Eastbank Freeway consultant would accomplish this as well. More attention should be directed to this freeway segment and its impacts on the Lloyd District.

4. Overall Issues

Other questions which we have with respect to the alternative developed by the consultant team for I-5 between the Banfield Freeway and the Fremont Bridge include:

- A. No apparent resolution of the existing weaving and merging problems on this freeway segment.
- B. Uncertainty regarding traffic impacts attributable to the modifications of the Broadway/Weidler/I-5 interchange.

Senator Jane Cease
May 5, 1988
Page three

- C. The loss of improvements proposed in Packages 3 and 4 of the I-5 North Project which provide additional access into and out of the Lloyd District from I-5 South.
- D. Alternative 3 is very dependent upon the proposed split diamond interchange at Union and Grand Avenues which we don't believe is a desirable improvement.

5. Alternative 3

We believe that Alternative 3 would significantly restrict access between the west side of the City, including downtown, and the Lloyd District. One of our major goals is to enhance this connection consistent with the adopted goals of the Central City Plan.

In closing, we appreciate the effort of your committee to study the impacts of the I-5 North project. We believe more time needs to be spent dealing with freeway-related circulation issues north of I-84, particularly in light of the magnitude of investments and proposed improvements by the Convention Center, Pacific Development, Inc. and Melvin Simon Associates in the Lloyd Center. The alternatives developed and analyzed during the Eastbank Freeway Study must take into account key impacts on the primary arterial street system. For the freeway study effort to be successful it must also answer questions about the ODOT scheme to ensure that we end up with direction for the State Highway system in the Lloyd Business District which is coordinated and connected with local street system plans.

We appreciate Mr. Frysztacki's willingness to discuss the alternatives for the north end of the study area between I-84 and the Fremont Bridge and request that any new options subsequently developed be made available for comment as soon as possible. Our attention will be given to these options in advance of the May 23rd public forum.

We are available to work with your consultants and to provide the technical expertise and information we have developed to facilitate analysis of the northerly portion of the study area.

A detailed Framework Plan and Transportation analysis and our recommendations for improvement priorities is available.

Senator Jane Cease
May 5, 1988
Page four

Thank you for this opportunity to comment on the Eastbank Freeway Study and we look forward to continuing to work with you to address circulation problems and issues in the Lloyd District.

Sincerely,

PACIFIC DEVELOPMENT, INC.

William C. Scott
President

Melvin Simon Associates

Larry Troyer
General Manager,
Lloyd Center

cc: Mr. Wes Frysztacki
Ms. Anne Sylvester, BDI
Mr. George Crandall, SOM
Mr. Tom Schwab, ODOT
Commissioner Earl Blumenauer

WCS:BMC:JM



BASMACIYAN-DARNELL, INC.

ENGINEERING AND PLANNING
Transportation, Traffic, Municipal, Transit

320 SW Oak Street, Suite 300

Portland, Oregon 97204

(503) 227-1666

MEMORANDUM

TO: BRIAN MCCARL, PACIFIC DEVELOPMENT
FROM: ANNE SYLVESTER
DATE: JULY 11, 1988
RE: EASTBANK FREEWAY STUDY

SCOPE OF WORK

The original scope of work for the Eastbank Freeway Study required that the following tasks be accomplished:

1. Review and compare access and alignment characteristics of each alternative.

Accomplished only at a very general level. Lacks detail as to the specific impacts of various access proposals. Some of this information is critical to determining the viability of an alternative. Traffic analysis concentrates primarily on freeway operations. ODOT contends that some of the weaving analysis conducted by HNTB is in error.

2. Evaluate physical impacts of each alternative including land taking, business displacements and land creation.

This was accomplished as well as could be expected given the generalized nature of the study. Erroneously conclude that more right-of-way will need to be acquired for the ODOT I-5 North Project than is actually the case.

3. Identify how alternatives will function as part of the regional transportation system. Particular attention will be paid to the Convention Center area circulation plan and Convention Center, Pacific Development and OMSI projects with the goal of achieving a better solution than is possible with the existing freeway system.

Clearly this was not accomplished at a level which adequately addresses the complex access questions for the Convention Center/Lloyd District. Study concludes that local circulation plans for OMSI and the Convention Center area would need to be revised.

EXHIBIT B

4. Evaluate alternatives on the basis of their ability to meet federal eligibility requirements including deadlines and design standards, engineering feasibility and financial costs.

This was accomplished. The consultant has indicated that Alternative 2 would not be eligible for federal funding.

TRAFFIC AND CIRCULATION IMPACTS

The Committee's recommendation was very general with respect to alignment and access. Since the Committee devoted most of its discussion to alternative 2, this alternative is the basis for our evaluation of the traffic and circulation impacts.

1. Alternative #2 would result in increased congestion on the I-5 freeway mainline as compared to the original ODOT alternative. Particular locations affected include southbound between I-84 and the Marquam Bridge and northbound from the Marquam Bridge to Morrison Street and near the Burnside Bridge.
2. In the vicinity of the I-5/I-84 interchange, alternative 2 would experience congestion on the westbound to southbound movement and southbound to eastbound movement. Significant congestion would also be experienced on the northbound I-5 off-ramp to I-84 eastbound.
3. Alternative #2 would result in congested traffic conditions on Union Avenue throughout much of the Central Eastside.
4. Alternative #2 would cause significant congestion at the northbound I-5 off-ramp at Weidler Street, on the southbound McLoughlin ramps from I-5, at the northbound I-5 off-ramp at Belmont Street, at the northbound I-5 on-ramp from Morrison Street, and at the southbound I-5 off-ramp to Union Avenue.
5. Alternative #2 would also result in congestion on Morrison and Belmont Streets generally west of Union/Grand Avenues.

In general, in comparison to the original ODOT proposal, Alternative #2 would result in more congestion on the I-5 freeway mainline, on Union Avenue through the heart of the Central Eastside Industrial area, and at key access locations such as the Morrison/Belmont Street interchange (which Metro and ODOT have stated would operate at a poor level of service), I-5 southbound to Union Avenue, the Grand Avenue on-ramp to I-84 eastbound, and the northbound I-5 off-ramp at Weidler Street.

FUNDING

1. Attached is a summary of the cost estimates for Alternative #2 and the original ODOT proposal. Alternative #2 has an incremental cost, not including local street improvements, of \$38,000,000.
2. The cost of the original ODOT proposal, I-5 south of the Banfield and the McLoughlin ramps, (\$54,000,000), would be paid by Federal Aid Interstate (FAI) funds. The consultants concluded that FAI money could not be used for construction of any portion of I-5 itself in Alternative #2. Even if the \$54,000,000 now committed could be tapped for Alternative #2, the balance of \$38,000,000 must be derived from other sources. The preliminary engineering and EIS would require an additional \$1.5-2 million.
3. The federal dollars spent to acquire land currently used by the freeway, and which would be freed up for other nonpublic uses, would have to be repaid. The cost of doing this has not been estimated.
4. If some or all of Alternative #2 must be financed from sources other than FAI, this project must compete with other regional priorities. There is currently a \$550,000,000 shortfall in the region for transportation improvements needed over the next ten years. Major projects with which the eastbank freeway would have to compete include westside LRT, Aloha bypass, Sunrise highway, and, eventually, I-5 north of the Banfield.

(600.016)

EXHIBIT B

**B
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I**

SUMMARY OF COMPARATIVE COSTS FOR
EASTBANK FREEWAY OPTIONS SOUTH OF THE BANFIELD FREEWAY

	<u>ODOT Alternative</u>	<u>Alternative #2</u>
Costs:		
Construction cost *		
I-5 (South of Banfield)	\$37,072,000	\$72,539,000
McLoughlin Ramps	17,684,000	9,264,000
Right-of-way cost	-0-	\$11,000,000
	-----	-----
Total cost	\$54,756,000	\$92,803,000
Incremental cost (over ODOT Alternative)	--	\$38,047,000
Benefits:		
Increased land value		\$19,900,000

Net Benefit:		(\$18,147,000)

* Excludes cost of Local Street Improvements

7 RECEIVED JUN 30 1988

June 27, 1988
FINAL REPORT

TO: Portland, City Council
Oregon State Department of Transportation

FROM: Eastbank Options Steering Committee

The Eastbank Options Steering Committee has evaluated information provided by the consultants, Oregon Department of Transportation and interested parties--both private and public--during the past six months of public hearings. This information was gathered on the complete two-mile stretch of I-5 between the Fremont and the Markham Bridges.

As outlined in your resolution of January 12, 1988, the Committee believes there is a feasible alternative which will respond to the criteria and that this alternative warrants a commitment from you to go forward with the next step. We believe this alternative is feasible and, as a result, recommend that you immediately begin the EIS process to achieve a final design. The final design should take into consideration the following issues:

1. The alignment should follow generally the alignment as outlined as Alternative #2.

2. Southbound I-5 access must be considered as a high priority.

3. The EIS and final plans should be completed as expeditiously as possible to avoid any uncertainty as it relates to alignment, phasing and properties affected. The Committee has concluded that it is important that we retain the \$64 million funding in some form.

4. Access as provided in the final design should allow good ingress and egress, to the Central Business District, Central Eastside, the Convention Center, Lloyd Center areas and the Oregon Museum of Science and Industry site.

5. Safe, convenient access to the area created by the adjusted alignment is very important. It needs to create a sense of safety and activity and encourage a use level which will avoid many of the negative problems of isolated areas, such as vandalism or drug use.

6. The City of Portland, Portland Development Commission and other appropriate agencies and funds should encourage economic vitality of the Central Eastside Industrial area by supporting efforts to create productive businesses and jobs in character with the existing manufacturing and distribution functions and land use designations.

7. Phasing of the new alignment should enhance and take advantage of the public dollars which have already been expended within this two mile section for the convention center and light rail and build upon those past efforts and expenditures.

8. The City of Portland should initiate a project through the Portland Planning Bureau, the Portland Development Commission and the Park Bureau to determine the vision and ultimately the uses that the area created should allow and what public and private investment in the area should take place to achieve that vision.

9. That the final plans address the issue of north/south light rail alignment and its integration into the existing system.

10. We believe that a depressed northern segment of the freeway greatly improves potential for better pedestrian connections between the Coliseum and the Convention Center, riverfront views and vehicular safety for the northern segment of the study area.

Lastly, the Committee offers its continued assistance as a way to use its experience gained as a result of the study and to avoid any further delay in accomplishing the finalized recommendation.

The City and the State are to be applauded for their willingness to fund our search for feasible alternatives to the I-5 freeway on the East Bank of the Willamette River.

STAFF REPORT

Agenda Item No. _____

Meeting Date _____

CONSIDERATION OF RESOLUTION NO. 88-952 FOR THE
PURPOSE OF ALLOCATING FEDERAL-AID URBAN REGIONAL
RESERVE FUNDS

Date: June 21, 1988

Presented by: Andy Cotugno

PROPOSED ACTION

This Resolution would allocate Federal-Aid Urban (FAU) funds remaining in the Regional Reserve. The amount to be allocated is \$495,035 and is to be assigned to the project ranking highest using the JPACT criteria appearing in Exhibit A to the Resolution:

238th/242nd Avenue - I-84 to Division

The Transportation Improvement Program Subcommittee concurs in the ranking and selection of the above project.

The Resolution also endorses use of the Counties' individual FAU allocations to specific projects.

TPAC has reviewed the proposed allocation and recommends approval of Resolution No. 88-952.

FACTUAL BACKGROUND AND ANALYSIS

In February, 1988, the Federal-Aid Urban Regional Reserve amounted to \$3,480,142. Through Resolution No. 88-859, the Reserve was allocated so that each County received at least a 75 percent "minimum allocation" based upon population (75 percent of the funds allocated based upon population, 25 percent by region priority):

	<u>Population</u>	<u>Percent</u>	<u>75% Minimum "Guideline"</u>
Washington County	251,991	44.2	\$1,153,667
Clackamas County	179,260	31.4	819,574
Multnomah County	139,210	24.4	636,866
Balance			870,035
TOTAL	<u>570,461</u>	<u>100.0</u>	<u>\$3,480,142</u>

A portion of the balance (\$375,000) was additionally allocated to:

Technical Assistance Program	\$ 75,000
PE for Westside Bypass	100,000
PE For Sunrise Corridor	100,000
PE for Gresham Parkway	100,000

Retained in the Reserve was \$495,035 which was to be allocated at a later date pending selection of candidate projects for its use. Three projects have been recommended by the local jurisdictions for use of this Reserve through their respective transportation committees:

1. Tualatin-Sherwood/Edy Road.
Washington County Transportation
Coordinating Committee (WCTCC)
2. 238th/242nd Avenue - I-84 to Division.
East Multnomah County Transportation
Committee (ECTC)
3. Boones Ferry Road, Unit 2.
Clackamas Transportation Coordinating
Committee (CTCC)

Exhibit A to the Resolution depicts the technical rankings of the candidates.

Additional actions by the above committees approved the use of the Counties' individual Federal-Aid Urban allocations consisting of:

WASHINGTON COUNTY:

Baseline Road 10th to Murray Begin PE/DEIS	\$ 300,000
Murray Boulevard Old Scholls Ferry to Allen Begin PE/EA	300,000
Hall/McDonald Intersection Cover Shortfall	115,000
Tualatin-Sherwood/Edy Road Project Cover part of \$4,000,000 shortfall	<u>438,667</u>
TOTAL	\$1,153,667

MULTNOMAH COUNTY:

N. Main Reconstruction Division to Powell	\$ 484,000
238th/242nd Avenue	<u>152,866</u>
TOTAL	\$ 636,866

CLACKAMAS COUNTY:

82nd Drive/Evelyn	\$ 819,574
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BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ALLOCATING) RESOLUTION NO. 88-952
FEDERAL-AID URBAN REGIONAL)
RESERVE FUNDS) Introduced by the
) Joint Policy Advisory
) Committee on Transportation

WHEREAS, Through Resolution No. 88-859 a major portion of the Federal-Aid Urban Regional Reserve was allocated to the three Counties; and

WHEREAS, A balance remains in the Reserve which can be allocated this fiscal year to qualifying project(s); and

WHEREAS, Three candidate projects have been submitted in competition for the Reserve funds; and

WHEREAS, The Transportation Improvement Program Subcommittee has reviewed the technical criteria considerations for the projects appearing in Exhibit A; now, therefore,

BE IT RESOLVED,

1. That the Council of the Metropolitan Service District authorizes the transfer of \$495,035 from the Federal-Aid Urban Regional Reserve to: 238th/242nd Avenue - I-84 to Division.

2. That the following projects and amounts are endorsed for use of the Counties' individual Federal-Aid Urban allocations:

Baseline Road	\$300,000
Murray Boulevard	300,000
Hall/McDonald Intersection	115,000
Tualatin-Sherwood/Edy Road	438,667
N. Main Reconstruction	484,000
238th/242nd Avenue	152,866
82nd Drive/Evelyn	819,574

3. That the Transportation Improvement Program be amended to incorporate these actions.

4. That these actions are consistent with the Regional Transportation Plan Update and Affirmative Intergovernmental Project Review is hereby given.

ADOPTED by the Council of the Metropolitan Service District
this _____ day of _____, 1988.

Mike Ragsdale, Presiding Officer

BP/sm
9776C/545
06/28/88

EXHIBIT A

TECHNICAL CRITERIA RANKING

	<u>Tualatin-Sherwood/Edy Road</u>		<u>238th/242nd Avenue</u>		<u>Boones Ferry Road</u>	
	<u>Value</u>	<u>Pts.</u>	<u>Value</u>	<u>Pts.</u>	<u>Value</u>	<u>Pts.</u>
A. 1985 V/C	Medium 740/900 = .82	2	High 1094/900 = 1.22	3	High 940/1050 = .9	3
B. 1985 Accident Rate State Average = 3.34/mvm	Low 2.5/mvm	1	Medium 3.5/mvm	2	Low 1.6/mvm	1
C. 1985 VHD*	Low 0 hrs.	1	Low 2.2 hrs.	1	Low 2.2 hrs.	1
D. 1998 V/C	High 930/900 = 1.03	3	High 1195/900 = 1.3	3	High 1200/1050 = 1.14	3
E. 1998 VHD*	Low 2.3 hrs.	1	Medium 17.9 hrs.	2	Low 9.6 hrs.	1
F. 1998 V/C > .9 Into Development Area	Yes))) 3	3	Yes))) 3	3	Yes))) 3	3
G. Recent Development Occurred	Yes))		Yes))		Yes))	
H. Cost Per 2005 VMT	Low \$8.7-9.7m/ 10.2m = \$.85- .95	1	Medium \$3.0/6.8m = \$.44	2	High \$1.9/6.1m = \$.31	3
TOTAL POINTS		12		16		15

* Not based on detailed analysis of intersection delay.

JAG:lmk
a:\fauexha

METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

July 7, 1988

Mr. Michael P. Hollern, Chairman
Oregon Transportation Commission
c/o Brooks Resources
P.O. Box 6119
Bend, Oregon 97708

Dear Mr. Hollern:

The Joint Policy Advisory Committee on Transportation has reviewed the draft Six-Year Highway Improvement Program and appreciates the opportunity to comment. We recognize the difficult task facing the Commission to balance numerous priorities with limited resources.

In general, we think the draft program is a good reflection of the region's priorities in light of federal funding cut-backs. We are particularly pleased to see an initial commitment to the three regional corridors included in the Access Oregon Program. We recognize that the major regional corridors are the state routes in the Portland region that are of the greatest significance to ODOT and believe that the Access Oregon Program will help advance these priorities.

There are, however, several improvements to the major regional corridors that we feel should be addressed in this Six-Year Program update:

Sunset Highway - As you know, the region is pursuing a highway/LRT improvement package for the Sunset Highway Corridor. You have reported this in the past as the region's #1 transit priority and have yourself expressed the importance of both highway and LRT improvements in this corridor. We would hope to see a stronger funding commitment toward this statement of priority. If the region is successful in funding the LRT project within the next six years, it will be important to fund the highway components of the corridor improvement in order to ensure project coordination. If the LRT is not funded, it will be even more critical to proceed with needed highway improvements to relieve a worsening traffic condition.

Sunrise Corridor - We are encouraged by ODOT's initial commitment to the Sunrise Corridor but had hoped that ODOT could go a bit farther. In particular, project development is included for the segment east of I-205 (to U.S. 26) but not

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Mr. Michael Hollern
July 7, 1988
Page 2

west of I-205 (to McLoughlin Boulevard). Project development should proceed for both segments to ensure they are compatible with one another. In addition, the priority segment for implementation is the segment east of I-205 and an initial commitment toward right-of-way acquisition should be included in the Six-Year Program. This area is constrained by existing development and will become more constrained by further development.

It is very important that a specific alignment be quickly defined and right-of-way acquisition be undertaken soon thereafter to avoid increased costs due to development and to not cause undue hardship on private properties due to uncertainty.

I-405 Reconnaissance - We had requested a relatively minor funding commitment to conduct a reconnaissance engineering study of I-405 in central Portland to assist in defining the long-term improvement requirements in this area. It is particularly important to clearly define these improvements soon because of the interrelationship with a) the Southeast Corridor Study and the issue of Willamette River bridge capacity; b) the Sunset LRT project and traffic connections between the Sunset Highway and I-405; and c) impacts on I-5 and I-405 due to planned development in the north Macadam Avenue area. Assistance from ODOT in conducting the I-405 Reconnaissance study will ensure proper coordination with these other efforts.

I-84 - 181st to Troutdale - As proposed in the draft, this project has been divided in two units with the first scheduled for construction and the second dropped from consideration (included in the "Considered" section). With the cutbacks in federal funds, we understand the necessity to segment this project but we don't think that you intend to drop Unit 2. Instead, we recommend retaining it in the "Development" section and proceeding with right-of-way acquisition.

Gresham Parkway - Like the Sunrise Corridor, the proposed connector between I-84 and U.S. 26 is one of the major corridor priorities for the region and we are pleased at ODOT commitment to begin preliminary engineering. However, like the Sunrise Corridor, this area is constrained by existing development and will become more constrained by further development. As such, we recommend including an initial commitment toward right-of-way acquisition to avoid increased costs due to development and to not cause undue hardship on private properties due to uncertainty.

Bridge Replacement Funds (HBR) - Although not directly included in the draft Six-Year Program, ODOT is currently proposing a change in the method of allocating HBR funds to "off-system" bridges. Rather than prioritizing bridge projects based upon the sufficiency rating, a funding cap per jurisdiction is proposed that would penalize the Portland region. Specifically, the funding amount previously

Mr. Michael Hollern
July 7, 1988
Page 3

committed to the Terwilliger and Hawthorne Bridges would be reduced. We feel that a cap inappropriately singles out the Portland region because of the size of the bridges under the responsibility of these jurisdictions. We recommend that you retain the current method that strictly considers the merits of the projects.

State Operations Fund - We previously recommended that ODOT establish an Operations Fund on a regional basis to be used for small scale intersection and other operation improvements. We again urge you to consider this to allow each region to be responsive to small project needs as they arise. In this manner, small cost-effective improvements can be used to better manage the operation of the highway system and gain better usage of other major project investments. Similar funding priority to park-and-ride lots and a freeway traffic management program are cost-effective methods of managing the transportation system.

ODOT Arterials - Although we recognize that the major corridors are the priority emphasis in the Six-Year Program, smaller ODOT facilities are also in need of improvements for which other funding remains inadequate. If ODOT is not going to consider funding these types of improvements through the Six-Year Program, then support and assistance in developing alternate funding programs are essential. Some key priorities that were requested but not included are as follows:

Powell Boulevard - east of I-205
Graham Road in Troutdale
Farmington Road
Scholls Ferry Road
NE 60th Avenue @ NE Portland Highway

Other Priorities - In addition to the above noted recommendations, the "high" priority recommendations adopted by JPACT and previously presented to the Oregon Transportation Commission are as follows:

- . I-5/Highway 217/Kruse Way Interchange - CON
- . I-205/Sunnyside/Sunnybrook Interchange - CON
- . I-5/Capitol Highway Interchange - PE
- . U.S. 26/185th Avenue Interchange - CON

Any consideration and assistance that ODOT could provide in advancing these projects would be appreciated.

Sincerely,

Richard Waker, Chair
JPACT

CC: Rick Kuehn, ODOT Regional Engineer



METRO

2000 S.W. First Avenue
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DRAFT

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Sincerely,

George Van Bergen, Acting Chair
Joint Policy Advisory Committee
on Transportation

CC: Rick Kuehn, ODOT Regional Engineer

COMMITTEE MEETING TITLE

JPACT

DATE

7/14/88

NAME

AFFILIATION

NAME	AFFILIATION
G- Ted James	ODOT
M- Wade Bickers	Cities of Clackamas County
M- Bob Dushman	ODOT
MA- Carter MacNicol	PORT OF PORTLAND
M- Jim Gardner	Metro Council
M- Marge Schump	City of Mult. County
S- Andy Coty	Metro
M- George Van Bergen	Metro
M- Bob Post	TRI-MET
M- Gladys Mc Coy	Mult. County
M- Earl Blumauer	Portland
G- Anne McLaughlin	Portland - PDOT
G- Neil Jalsene	Mult. Co.
G- Dick Steerey	Tri-Met
G- Mike Rogdale	METRO
S- Karen Shackleton	Metro
M- Bonnie Hays	Washington Co.
G- Grace Crunican	Pdx
G- Lee Hames	TRI-MET
G- Marcie Buel	Udon Wagon
S- Richard Brandman	Metro
G- Venny Moore	ODOT - Transit Div.
G- Peter Fry	CEIC
G- Gary Spornich	Clackamas County

COMMITTEE MEETING TITLE JPACT

DATE 7.14.88

NAME

AFFILIATION

G- Roy Polami

C.B.T.

G- Babe Rucker

Port

G- SEAN GHERZI

MULT Co

/G- Brian McLaughlin

Pacific Parliament, Inc

/G- David Knudsen

Pacific Development

G- Bill Stark

Clackamas Cities Alternate

/G- ~~Ed~~ Rick Kuehn

ODOT

/M Ed Lindquist

Clackamas Co.

G- Janis Collins

ODOT