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Joint Policy Advisory Committee on Transportation

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METRO

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

Agenda

Meeting: JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION
Date: January 14, 1988
Day: Thursday
Time: 7:30 a.m.
Place: Metro, Conference Room 330

- *A. MEETING REPORT OF DECEMBER 10, 1987 - APPROVAL REQUESTED.
- *B. TRANSPORTATION 2020 PROGRAM POSITION PAPER - APPROVAL REQUESTED - Andy Cotugno.
- *C. PROPOSED EAST BANK FREEWAY RELOCATION - INFORMATION - Andy Cotugno.
- D. STATUS REPORT ON PUBLIC-PRIVATE TASK FORCE ON TRANSIT FINANCE - Andy Cotugno/Grace Crunican.

*Material enclosed.

NEXT JPACT MEETING: FEBRUARY 11, 1988 - 7:30 A.M.

NOTE: Overflow parking is available at the City Center parking locations on the attached map, and may be validated at the meeting. Parking on Metro premises in any space other than those marked "Visitors" will result in towing of vehicle.

MEETING REPORT

DATE OF MEETING: December 10, 1987

GROUP/SUBJECT: Joint Policy Advisory Committee on
Transportation (JPACT)

PERSONS ATTENDING: Richard Waker, George Van Bergen, Marjorie
Schmunk, Dick Pokornowski, Ed Lindquist,
Earl Blumenauer, Pauline Anderson, Bonnie
Hays, and Lloyd Anderson

Guests: Denny Moore (Public Transit) and
Ted Spence, ODOT; Bebe Rucker, Port of
Portland; Susie Lahsene, Multnomah County;
Ray Polani, Citizens for Better Transit;
Jim Howell, Citizen; Richard Ross, City of
Gresham; Gary Spanovich, Clackamas County;
Bruce Warner, Washington County; Grace
Crunican, City of Portland; Len Simon,
Lobbyist for City of Portland; Doug Capps
and Lee Hames, Tri-Met; and Robert Rogers,
Portland Chamber of Commerce

Staff: Andrew Cotugno, Richard Brandman
and Lois Kaplan, Secretary

MEDIA: None

SUMMARY:

Lacking a quorum at the onset of the meeting, Chairman Waker dispensed with the meeting report and reversed the order of agenda considerations.

PORTLAND/LAKE OSWEGO CORRIDOR TRANSIT STUDY

Richard Brandman reported that the Jefferson Street Policy Advisory Committee (consisting of representatives from Multnomah and Clackamas Counties, City of Portland, Lake Oswego, Tri-Met and Metro) met on December 1 to consider options for the Jefferson Street rail line. At that meeting, a review was made of technical findings, the legal issues, a recommended financing plan and an interim trolley line report with unanimous consensus reached that the line be purchased if: 1) the circuit court finds in favor of the City in the Cummins case; and 2) if stripper well funds are approved. There is also consensus that the extension to Lake Oswego (originally part of the purchase agreement) should be pursued at a cost of \$400,000. Richard reported that the City and

Southern Pacific were victorious in the Cummins case. No funding is available for operations or maintenance for such operations for next year.

Activities being pursued include: how to fund operations for next year and a feasibility study to determine ridership from the Marquam Bridge to downtown Portland.

TRI-MET'S FIVE-YEAR TRANSIT DEVELOPMENT PLAN

Lee Hames reviewed the key Transit Development Plan concepts and objectives as: 1) commitment to financial stability; 2) greater reliability of existing service; and 3) commitment to high quality transit service. She explained that the plan is required by UMTA for transit agencies pursuing federal grants. She noted that the last TDP was prepared in 1980 and hasn't been revised since. The proposed draft is being reviewed and discussed throughout the region.

Lee stated that the system deficiencies have been identified and that there is a capital shortfall of \$14.5 million. The Tri-Met Board's directive was to have a plan that is fiscally stable and does not require a new revenue source.

In her overview, Lee noted that the TDP process has involved CAC and TAC review, that public hearings would be held on the plan on December 16 and 23, and that approval is anticipated at the board's January 23 meeting.

Lee noted that the plan calls for restoration of 280 buses over the life of the plan along with five LRT vehicles; initiation of Westside preliminary engineering; construction of major transit centers; and inclusion of park-and-ride lots in lower density areas.

Lee acknowledged that the plan does not address growth, as emphasized by the transit advocacy groups.

Commissioner Lindquist asked for some recognition of where we are in the JPACT process in looking at future growth as it relates to the RTP. In response, Andy Cotugno indicated that the TDP faces the financial problem but doesn't go far enough to address growth and such comments are therefore reflected in the resolution/staff report before the Committee.

Ray Polani, representing Citizens for Better Transit, provided testimony and his concerns for endorsement of the Transit Development Plan. He did not believe that the TDP's efforts to maintain today's level of service and improve the quality of service, rather than seeking expansion of transit service, represented the "vision" recently adopted by JPACT.

In discussion on the resolution, Committee members emphasized the need to strengthen the resolution (by means of an attachment) that

relates the following: the need for annual and timely updates to the TDP; that endorsement of the TDP recognizes this plan as an important step in solving the financial instability problem of Tri-Met but that funds are needed for service expansion; that there is a strong commitment to assist in securing the needed transit funds; that adoption of the TDP represents a starting point, not an ending point; and there is need to develop community consensus for transit in this region.

A discussion followed on the possibility of ever reallocating highway funds for transit purposes. Andy Cotugno indicated there are state constitutional restrictions but that Interstate Transfer and FAU funds can be used for transit.

Commissioner Blumenauer commended Tri-Met for its efforts on the Transit Development Plan.

While Councilor Van Bergen was in support of endorsing Tri-Met's TDP, he expressed concern over the treatment accorded low productivity routes and the consequences. He noted that the service in his district was negligible.

Jim Howell, citizen and a member of Citizens for Better Transit, cautioned the committee over endorsement of the five-year plan, emphasizing the need for more money for transit. He felt there was a lot of money programmed for capital projects rather than for service improvements and questioned public reaction when there is need to generate public support for more transit funds. He felt there might be a backlash from the public when transit centers are being developed on a grand scale without noticeable improvement in service.

Action Taken: There was consensus to recommend approval of Resolution No. 87-833 endorsing the Tri-Met Five-Year Transit Development Plan with language strengthened as discussed above.

ESTABLISHING A JPACT FINANCE COMMITTEE

At the last JPACT meeting, agreement was reached on the need for a JPACT Finance Committee to be established to develop recommendations on a funding program for arterials and to monitor the progress of the Public-Private Task Force on Transit Finance and ODOT's Six-Year Highway Improvement Program. Andy reviewed the resolution introduced at the meeting, which was amended as follows:

- . Deletion of Committee charges 2a and 2b (pertaining to monitoring the progress of the Public-Private Task Force on Transit Finance and the development of ODOT's Six-Year Highway Improvement Program); and
- . To add and transit finance following the words "urban arterials" in Clause 2 so that the Committee's charge reads as follows:

"2. That the Committee charge is to develop a recommendation for JPACT's consideration on a funding program for urban arterials and transit finance."

PRESENTATIONS FOR OREGON TRANSIT STUDY

Denny Moore, Administrator of the Public Transit Division of ODOT, made two surprise presentations of marble paperweights to Richard Brandman and Andy Cotugno for the expertise and participation they provided the state on the Oregon Transit Finance Study Advisory Committee. Mr. Moore spoke of the importance of the study and their contribution on this statewide effort.

SURFACE TRANSPORTATION ACT

Andy Cotugno spoke of a nationwide effort to provide input into the Surface Transportation Act for the 1990's. The Transportation 2020 Program is an effort to update the transportation plan to meet the nation's mobility needs into the 21st century. Andy emphasized the importance of the metropolitan area representatives providing testimony at the hearing scheduled for January 21 in Salem, sponsored jointly by the Oregon Department of Transportation and the Oregon Highway Users Conference. Material for consideration will be readied for the January 14 JPACT meeting.

TRIBUTE TO LLOYD ANDERSON

This being Lloyd Anderson's last meeting, Chairman Waker recognized his contribution and longstanding efforts on behalf of JPACT, presenting him with a caricature and wishing him well in his new endeavor. Lloyd, in turn, recalled his early associations in planning in the Metro region (Bureau of Municipal Research, Multnomah County, CRAG and MSD) and commented on its growth and the influential and important role JPACT has assumed in the region in the allocation of transportation dollars. He extended his best wishes for JPACT's continued success in their efforts.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma
Dick Engstrom
JPACT Members



METRO

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

Memorandum

Date: January 7, 1988

To: JPACT/Metro Council

From: *AC* Andrew C. Cotugno, Transportation Director

Regarding: Transportation 2020 Program

ODOT and the Oregon Highway Users Federation will be conducting a public hearing in Salem on January 21, 1988 on the Transportation 2020 Program. There is a major nationwide effort to define the future direction for the federal role in highways and transit. Although the Surface Transportation Act is not due for renewal until 1991, it will be a significant one because one-fourth of the highway program (\$3 billion/year) associated with completion of the Interstate highway system will be terminated. Proposals for use of the funds involve a very broad range from dropping the federal gas tax to reprogramming the \$3 billion into other categories.

Attached is a proposed position paper for submittal to the hearing on behalf of the metropolitan area.

ACC:lmk

Attachment

TRANSPORTATION 
America's Future Depends on it **2020**

**Announcing
a Public Forum
in Oregon
on the**

**Future of Transportation
into the 21st Century**

Date: Thursday, January 21, 1988

Location: Hearing Room A
State Capitol
Salem

Hours: 9:00 a.m. - 11:30 a.m.
1:15 p.m. - 4:15 p.m.

Sponsored by the
Oregon Department of Transportation
and the
Oregon Highway Users Conference
in cooperation with the
Advisory Committee on Highway Policy
of the
2020 Consensus Transportation Program

TRANSPORTATION

America's Future Depends on it **2020**



What is "Transportation 2020?"

The Transportation 2020 project is a multi-year multi-faceted effort to develop a transportation plan that will meet the nation's mobility needs well into the 21st Century.

Under the project, people representing the public and private sector interest groups will work together to:

1. Assess America's surface transportation requirements through the Year 2020
2. Develop alternative proposals for meeting those requirements at the federal, state and local levels; and
3. Achieve a consensus on the best means of getting the job done.

The forum announced by this folder, and your participation in the forum, is vital to the assessment process.

Who is involved?

A broad range of organizations and agencies has been invited to participate in the Transportation 2020 project. They represent every segment of society that uses and relies on our national transportation system for economic prosperity and social mobility. They represent the managers of highway systems. Included are state and local government officials, highway users organizations, trade and industry associations, civic groups and interested private citizens.

An Advisory Committee on Highway Policy of more than 100 organizations has been created by the American Association of State Highway and Transportation Officials specifically to obtain the perspectives of these organizations, agencies and individuals on the nation's transportation needs. The committee is chaired by Lester P. Lamm, President of the Highway Users Federation, and former Deputy Administrator of the Federal Highway Administration.

What is the goal?

The Transportation 2020 goal is to reach agreement on the needs picture and the public and private sector roles in a national surface transportation plan for the 1990s and beyond . . . a consensus transportation program that will keep America moving well into the 21st Century.

What is the process?

Transportation 2020 will entail four distinct phases over the next two years:

1. Information gathering to identify surface transportation needs.
2. Defining alternatives for meeting the needs.
3. Reaching agreement on the best plan.
4. Securing enactment on the plan through state and federal legislation.

What are the state forums all about?

A key component of the Transportation 2020 project is to obtain from the users and managers of the highway system their perspectives on transportation needs in every state.

This particular forum is your opportunity to present your opinion. You are urged to participate through an oral statement, or by submitted written testimony.

The state forums are meant to be open-ended on the subject of ground transportation. For example, topics might include the following:

- Does traffic congestion impact delivery of materials to places of business?
- Are workers burdened by long commuting times?
- Is there adequate access to state or regional recreation areas?

A questionnaire addressing some of these issues is included with the registration form to gather opinion in advance of the forum. Please complete and return it by the deadline indicated.

The Transportation 2020 forums are not intended to produce the answers to the transportation problems each state or the nation as a whole may face. Solutions and the subject of financing will come later in the project. But it is important that the concerns of responsible people in the states be known if there is to be a realistic, fully-supported plan to meet truly America's future transportation needs.

The Nation's Highway Transportation System

The U.S. has nearly 4 million miles of roads, streets, and highways. In 1985, total travel on that system reached a record 1.77 trillion vehicle miles, an increase of 7.6 percent since 1983. Urban travel increased by 10.1 percent during the period and now represents nearly 60 percent of total highway travel. Travel is increasing in every region of the country, and congestion has worsened since 1983.

The Federal-aid System consists of 843,309 highway miles, including the Interstate System. When completed in the early 1990s, the Interstate will comprise more than 43,000 miles and will carry more than 20 percent of all highway travel. Yet more than one of every 10 Interstate miles is rated in "poor" condition, and the percentage of Interstate bridges classified as deficient rose from 10.6 in 1982 to 13.1 in 1986.

Although reconstruction and resurfacing improvements have been made, less than one-fourth of non-

Interstate urban and rural arterials are considered in "very good" condition.

Looking to the future, the cost to maintain 1983 overall highway conditions on non-local roads through the year 2000 is estimated at \$315 billion, or \$19.7 billion a year. Estimated cost to bring all deficient bridges up to current standards is \$51.4 billion.

But these estimates do not allow for expansion of the highway system to accommodate present and future travel increases. Even though travel will double in many states and metropolitan areas after the turn of the century, there is no national plan for shaping a highway program to meet these demands in the 1990s and beyond. Because today's decisions will influence highway transportation well into the next century, the time to begin shaping such a program is now.

Oregon's Transportation System

The Oregon Department of Transportation is a diverse agency that administers programs that are designed to contribute to the growth and economy of the state by providing for the safe, efficient and economic movement of people, goods, and services.

There are more than 100,000 miles of roadways in Oregon. The Highway Division is responsible for the construction, improvement, maintenance, and operation of the state highway system. This system totals 7,600 miles; 750 of these are Interstate. The state highway network carries about 60 percent of total vehicle miles of travel and nearly 70 percent of ton-miles of travel in the state.

Additionally, the Highway Division provides technical and financial assistance to local governments. Oregon counties have 28,000 miles of roads, and Oregon cities have 7,000 miles of roads under their jurisdictions.

There are 6,800 bridges in the state; 2,500 maintained by the state and 4,300 maintained by local jurisdictions. Of these bridges, 250 are currently deficient and 490 are predicted to become deficient within the next 20 years. Total bridge improvements over the next 20 years are predicted to cost \$785 million.

In December 1986, the Oregon Department of Transportation, the Association of Oregon Counties, and the League of Oregon Cities published a landmark study called "Making the Right Turn," which

detailed the road funding gap between needs and available revenues. This report identified \$21 billion (\$6 billion state, \$11 billion county, and \$4 billion city) of unfunded needs. An increase in the state highway user fees enacted by the 1987 legislature will help fund some of these improvements.

In the major urban areas, public transit significantly supplements the capacity of the road network. The Public Transit Division plays an important role in the development of local public transit systems, particularly in small communities and rural areas. Funding transit needs is a continuing high priority in Oregon.

The Aeronautics Division operates a system of 36 state owned airports and provides guidance and assistance to municipal, county, and port district airport sponsors. The Division maintains and refines a continuous aviation system plan included as a part of the national plan of integrated airports.

Railroads and ports also play a vital role in the state's transportation network. Oregon is served by three major railroad companies and twenty-three port districts.

A good transportation infrastructure is essential for fostering economic development throughout the state. The Oregon Department of Transportation will continue to support these efforts working with local jurisdictions to maintain a balanced transportation network.

Transportation 2020

Advisory Committee on Highway Policy Participating Organizations

- | | |
|---|--|
| <p>Airport Operators Council International
Aluminum Association
American Association of Motor Vehicle Administrators
American Association of Port Authorities
American Association of Retired Persons
American Automobile Association
American Bus Association
American Coal Ash Association
American Concrete Pavement Association
American Concrete Pipe Association
American Consulting Engineers Council
American Driver and Traffic Safety Education Association
American Farm Bureau Federation
American Hotel and Motel Association
American Institute of Steel Construction
American Petroleum Institute
American Planning Association
American Public Transit Association
American Public Works Association
American Recreation Coalition
American Retreaders Association
American Road & Transportation Builders Association
American Society of Civil Engineers
American Traffic Safety Services Association
American Trucking Associations, Inc.
Asphalt Emulsion Manufacturers Association
Asphalt Recycling & Reclaiming Association
Associated Builders and Contractors
Associated Equipment Distributors
Associated General Contractors of America
Association of American Railroads
Association for Commuter Transportation
Automotive Safety Foundation
Automotive Service Industry Association
Better Roads & Transportation Council
Bicycle Federation
Coalition of Northeastern Governors
Coalition for Scenic Beauty
Concrete Reinforcing Steel Institute
Construction Industry Manufacturers Association
Council of University Transportation Centers
Dealers Safety and Mobility Council
Eno Foundation for Transportation
Hazardous Materials Advisory Council
Highway Users Federation for Safety and Mobility
Institute of the Ironworking Industry
Institute of Transportation Engineers
International Bridge, Tunnel and Turnpike Association
Motor Vehicle Manufacturers Association
National Aggregates Association
National Asphalt Pavement Association
National Association of Counties</p> | <p>National Association of County Engineers
National Association of Governors Highway Safety Representatives
National Association of Manufacturers
National Association of Railroad Passengers
National Association of Regional Councils
National Association of State Aviation Officials
National Association of Towns and Townships
National Association of Truck Stop Operators
National Automobile Dealers Association
National Coal Association
National Conference of State Legislatures
National Corrugated Steel Pipe Association
National Council on Public Works Improvement
National Electrical Manufacturers Association
National Governors' Association
National Grange
National Joint Highway and Highway Construction Committee
National League of Cities
National Lime Association
National Milk Producers Federation
National Parking Association
National Ready Mix Concrete Association
National Rural Letter Carriers' Association
National Safety Council
National School Transportation Association
National Society of Professional Engineers
National Stone Association
National Tire Dealers and Retreaders Association
National Tour Association
Outdoor Advertising Association of America
Portland Cement Association
Private Truck Council of America
Recreation Vehicle Industry Association
Rubber Manufacturers Association
Salt Institute
Service Station and Automotive Repair Association
The Asphalt Institute
The National Industrial Transportation League
The Road Information Program
The Urban Institute
The Urban Land Institute
Transportation Research Board—National Research Council
Travel Industry Association of America
Truck Trailer Manufacturers Association
U.S. Chamber of Commerce
U.S. Conference of Mayors
United Bus Owners of America
United Fresh Fruit & Vegetable Association
Western Governors' Association
Wire Reinforcement Institute</p> |
|---|--|

Transportation 2020

Testimony from the Portland Metropolitan Area

1. Federal Role in Transportation - Despite completion of the Interstate system, there remains a need for a strong federal role in providing and improving surface transportation systems. Transportation is key to economic prosperity and federal programs should be strengthened. Federal funding for transportation should not be eliminated or diverted toward deficit reduction.
2. Federal/State/Local Partnership - The Federal Government should continue as a partner with state and local governments to ensure a viable surface transportation system is maintained. While state and local governments bear the greatest burden for ongoing operations and maintenance of state and local systems, the federal role is important in providing assistance on high-cost improvements and providing funds for improvements to further economic objectives.
3. Focus on Transportation Systems - Federal funding programs should be primarily focused on three major systems:
 - . Primary highways serving interstate and intrastate commerce;
 - . Urban systems including transit and highway improvement to provide mobility within urban and suburban areas; and
 - . Rural systems.

In general, the current multiplicity for funding categories and demonstration projects should be simplified and targeted toward these overall categories. This would recognize these different but important components of the transportation system while allowing for state and local flexibility for planning and improvement.

4. Urban/Suburban Mobility - Federal transportation programs should continue to recognize the importance of urban and suburban mobility to national economic prosperity. Improvements to maintain and improve urban and suburban mobility should recognize the need for a balanced highway and transit investment program to both meet the needs and not introduce a federal funding bias into local improvement decisions. Suburban areas are growing beyond the capacity of their transportation systems and require a major upgrade of their transportation systems. Similarly, transportation improvements in established urban areas are complex and expensive to implement. Sufficient local, state and federal funding to meet these needs together with sufficient flexibility are essential.
5. Transit - Transit is an important complement to the urban road system, providing mobility in heavily traveled, restricted corridors and to the transit-dependent population. Federal capital and operating funds are key to meeting these needs. Of particular importance to the Portland region is increased federal funding for transit capital expansion, both bus and LRT. These high-cost improvements are essential in major regional corridors and will not be possible without federal assistance.

6. Federal Funding Level - The current federal 9-cent gas tax should be continued and measures to ensure an equitable share of funding from trucks should be pursued. General increases in funding should be tied to a comprehensive needs study similar to the Oregon Roads Study, taking into consideration needs throughout the state and local transportation systems. Increased funding should be considered for new rail starts.
7. Federal Tax Code - Tax code provision for employer-provided benefits to encourage carpooling, vanpooling and transit should be treated comparably to provisions affecting employer-provided parking.



METRO

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

Memorandum

Date: January 7, 1988

To: JPACT

From:  Andrew C. Cotugno, Transportation Director

Regarding: Proposed East Bank Freeway Relocation

Attached is a joint letter from ODOT and the City of Portland regarding proposals to relocate I-5 on the east bank of the Willamette River together with a letter submitted to the Portland City Council on behalf of TPAC.

ACC:lmk

Attachments



Department of Transportation
HIGHWAY DIVISION

Region I

9002 SE McLOUGHLIN, MILWAUKIE, OREGON 97222 PHONE 653-3090

RECEIVED DEC 9 1987

In Reply Refer To
File No.:

December 4, 1987

Dear Interested Party:

You may have seen recent media coverage of a proposal to relocate a portion of the eastside I-5 Freeway a few blocks to the east. Such a proposal would delay construction of new access ramps to I-5 at Water Avenue and to the Marquam Bridge from the eastside. We expect you may have questions and concerns about the immediate impact of the proposal on Portland and crucial development projects such as the Convention Center and OMSI. The purpose of this letter is to provide you with background information and to inform you of upcoming decisions.

A number of operational and access problems have long existed on I-5 between the Fremont and Marquam Bridges. In order to remove these problems, ODOT was authorized by the Federal Highway Administration (FHWA) to develop two specific projects. The first, the East Marquam Project, covers I-5 south of the Banfield Freeway. It was previously approved by the City Council, is fully funded by FHWA and right of way has already been purchased. The second project, the I-5 (Greeley to Banfield) Project extends north of the Banfield Interchange past the Convention Center to the Fremont Bridge. This project is approved for study only, and no approvals have been given by the City Council and no funding has been committed.

During the development of the Central City Plan, various groups called for the restudy or cancellation of these projects and urged consideration of various relocations of the freeway away from the riverfront. The Planning Commission, at the time it adopted the Central City Plan, called for a study of these relocation options, to be completed by January 1989.

To address the concerns of various interest groups, the Portland Planning Commission and other decision makers, Senator Cease is convening a group to examine the possibilities of such a relocation project. Commissioner Earl Blumenauer, who oversees the Portland Office of Transportation, and Robert Bothman, director of Oregon Department of Transportation, have discussed the possibility of relocation and will direct their staffs to participate in this study. Any product of that study that is intended as a substitute for the funded East Marquam Project will have to meet the following criteria:

(Con't)

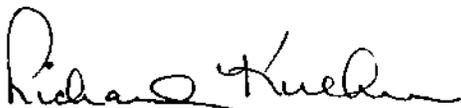
- o The project must meet the objectives of the existing East Marquam Project.
- o The project must consider opening up new areas of riverbank for non-vehicular use.
- o The project must meet highway design standards.
- o The construction must be eligible for federal highway funding.
- o The construction cost must not exceed \$54 million.
- o The revised project development must allow construction by FY 1989.

It is the intent of the city and the state to continue to pursue the land use permits for the existing East Marquam Project. The City Council is scheduled to consider these permits at a public hearing on December 23, 1987. It is expected, however, that the Council's decision will be appealed to the Land Use Board of Appeals (LUBA) and to the Court of Appeals, as the previous approvals were. This will likely delay project bidding to late 1988.

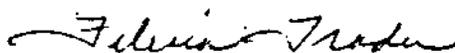
In early February of 1988, the Council will begin hearings on the Central City Plan. It is hoped that Senator Cease's group will have identified whether or not a project is feasible by that time. If so, ODOT and the city will consider that project within the constraints identified above. If no feasible alternative proposal is advanced, the city and ODOT intend to proceed with the East Marquam Project. The existing problems of this important segment of I-5 and the growing access requirements of the Central Eastside dictate immediate action.

We encourage your participation in the upcoming Council hearings and in the work of Senator Cease's study group. The attachment provides additional background on the current projects, freeway relocation costs and funding options. If you have questions, please call either of us, ODOT's information officer Janis Collins (653-3217), or Bob Stacey, executive assistant to Commissioner Blumenauer (243-7991).

Sincerely,



Richard Kuehn, P. E.
OSHD Region 1 Engineer



Felicia Trader, Director
Portland Office of Transportation

BACKGROUND INFORMATION ON I-5 (EASTBANK) ISSUES

Current Projects.

The need for the East Marquam Project was first identified in the Central Eastside Revitalization Study (1977). The project's objectives are to correct:

- o Narrow lanes on the Marquam Bridge ramps.
- o A poor connection to I-84.
- o Partial, temporary and inefficient access between I-5 and the Central Eastside.
- o Traffic congestion on the Grand-Union couplet.

Over the last ten years, a project known as the East Marquam Interchange has been developed in answer to these deficiencies. It would cost about \$54 million and would be built in three phases:

Phase 1, Water Avenue Ramps, \$23 million.

- o Widens lanes on east end of Marquam Bridge.
- o Builds south portion of collector-distributor system.
- o Improves Water Avenue exit.
- o Provides new Water Avenue on-ramp southbound.

Phase 2, Banfield Access, \$10 million.

- o Continues collector-distributor roads north to Banfield.
- o Provides two lane off-ramp to Banfield northbound.

Phase 3, Grand/Union Ramps, \$21 million.

- o Provides ramps that connect I-5 on the north to McLoughlin Boulevard on the south.

There is a second proposal for a section of I-5 north of the Banfield Interchange known as I-5 Greeley-Banfield. The problems it addresses are different than those stated above. It would revise ramps in the Banfield Interchange to ease congestion, improve the surface street traffic pattern in the Weidler/Broadway area and provide for six freeway lanes south of the Fremont Bridge. None of this work is funded. The total cost is roughly estimated at \$80-90 million, but if any of this is built, it will have to be done in phases.

The proposed improvements to I-5 and adjacent roadways are timely. Several land use changes will occur in the next few years. The Station "L" property at the east end of the Marquam Bridge will be redeveloped as the new Oregon Museum of Science and Industry. It will need access to I-5 via the Morrison and the new Water Avenue ramps. The Convention Center is under construction at the junction of I-5 and I-84. The Convention Center will provide improvements to adjacent streets. Funding is being

sought for a \$5 million Phase 1 of Greeley-Banfield on I-5 to better serve that area. Extensive redevelopment is planned for the Lloyd Center area. These new developments would benefit from state proposals to optimize the freeway system in the area.

The environmental study for the East Marquam project was completed in 1980. In April 1986, during the design phase, major improvements to the city's riverfront esplanade were added to the project. During the rest of 1986, a hearings officer and the City Council approved a conditional use permit allowing construction in the greenway. That action was appealed to the Land Use Board of Appeals by the Citizens for Better Transit. LUBA determined that a goal exception was required for both the ramp construction and the esplanade fill. In September 1987, the Court of Appeals agreed with the city that a goal exception is not required for the esplanade fill. In November a hearings officer granted the goal exception for the ramp construction. An appeal of that action is pending before the City Council.

Freeway Relocation Options.

As part of the Central City Plan, ODOT was asked to participate in a study of possible freeway relocation options. The study group identified a relocation of I-5 to SE 8th/9th Avenues as the most worthy of design and cost analysis. ODOT estimated that this relocation would cost about \$325 million, with engineering costs and design refinements adding as much as 50 percent to that figure.

During hearings in 1987, freeway relocation alternatives were advanced by Riverfront For People II. One of the group's latest proposals would move the freeway to the area now occupied by 1st and 2nd Avenues, extending north past the Coliseum. That specific proposal costs \$275 million, plus or minus 10 percent. However, it has a number of design features that do not meet federal design standards. More detailed study would be needed to determine if these flaws could be fixed at a higher cost. In any case, it is likely a workable design would have a higher cost.

Funding.

Two categories of federal funds are available for use on I-5. The East Marquam project is funded with FAI (interstate completion funding). FAI was used for construction of I-5. It can be used ONLY to complete the interstate system. A document called the Interstate Cost Estimate (ICE) contains a congressionally approved description of all of the work that can be funded with this kind of money. Beside East Marquam there are only two other project areas in Oregon eligible for this kind of funding: I-5 at Delta Park and I-84 between I-205 and Troutdale. The ICE has not been open for additions or amendments since 1978.

When East Marquam, Phase 1, could not be contracted in FY 1987, another project was accelerated. It is possible another project can be accelerated to take advantage of the funding in FY 1988. But if East Marquam is not underway by FY 1989, there is no guarantee Oregon will retain the federal funding allocated for that project.

The three phases of East Marquam must be contracted separately. They are currently scheduled for 1988, 1991 and 1992. The current highway bill is expected to be the last bill to contain funding for interstate completion. Any further delay puts the funding for Phase 3 in jeopardy.

The other freeway funding available is I-4R, which is used for rehabilitation and reconstruction projects on the interstate system all around the state. In this category, Oregon receives \$38 million per year. Whether looking statewide or locally at the Portland area, the cost of needed projects is four times Oregon's allotment over the next ten years, without spending any I-4R money on I-5 in the East Marquam area.

The \$80-90 million for the Greeley-Banfield section of I-5 would be eligible for I-4R funding. But it is not a "bird-in-the-hand." That project is unfunded and the likelihood of fully funding it over the next ten years is remote, given competing regional and state priorities for freeways.

Before a new project could become a reality, the Metropolitan area would have to decide that it was a top transportation priority. Then the project would have to compete with all other needs statewide. Considering the size of the existing shortfall and the cost of most of the proposals made to date, that kind of priority consensus does not seem likely. Before any federal aid could be spent to construct a redesigned I-5, the Federal Highway Administration would have to agree that the public was receiving the project's value in transportation benefits. If the main benefit was the reclamation of the east riverbank for a new land use, the cost of the project would have to be born by some means other than the federal or state gasoline tax.



METRO

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

December 23, 1987

The Honorable J.E. (Bud) Clark
City of Portland
City Hall
1220 SW Fifth Avenue
Portland, Oregon 97204

Dear Mayor Clark:

Metro's Transportation Policy Alternatives Committee (TPAC) is concerned that several aspects of the study of East Bank Freeway alternatives are of regional significance and will require regional involvement:

1. I-5 is a very important element of the regional transportation system and any alternative improvement must meet the project objectives of the current East Marquam project. In particular, improved operation of I-5, improved access from I-5 to the Banfield Freeway and a direct connection for the Sunrise Corridor (via McLoughlin Boulevard) to I-5 are important transportation objectives of the region. The region will not be interested in approving an alternate project that does not meet these objectives.
2. The effect of the proposed study as well as any alternative that results from the study on federal highway funding is of regional concern:
 - . If a proposed alternative requires funding in excess of that currently committed to the East Marquam project, the region is concerned that insufficient resources are available. The region has established Interstate priorities for the next 10 years that will require a majority of statewide Interstate funding without the need for increased funding on the East Bank Freeway. Approving increased funds for the East Bank Freeway at the expense of other priorities is not likely.
 - . If the process for consideration of alternatives to the East Marquam project threatens to cause the loss of the currently committed funds, the region is concerned. Loss of these funds would be a severe financial impact and would damage the region's long-term ability to secure funding in the future.

Metro Council

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The Honorable J.E. (Bud) Clark
December 23, 1987
Page 2

3. June, 1988 and April, 1989 have been identified as critical decision points for the consideration of alternatives. Please provide a status report to the Joint Policy Advisory Committee on Transportation (JPACT) at these decision points and expect regional involvement in the decisions if any of these regional issues are affected.

Please be aware that TPAC and JPACT must approve the use of all federal highway and transit funding in the region and any alternatives to the East Marquam project should be consistent with these regional concerns.

Sincerely,



Andrew C. Cotugno, Chairman
Metro's Transportation Policy Alternatives Committee

ACC:lmk

CC: TPAC
JPACT

COMMITTEE MEETING TITLE JPACT

DATE 1-14-88

NAME

AFFILIATION

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✓ <u>Peter F Fry</u>	<u>Self</u>
✓ <u>Robert Rogers</u>	<u>Chamber of Commerce</u>
✓ <u>JIM HOWELL</u>	<u>RIVERFRONT FOR PEOPLE</u>

COMMITTEE MEETING TITLE JDACT

DATE 1.14.1988

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Citizens for Better Transit

✓ Robert Goldfield

Daily Journal of Commerce

✓ Carol L. Nielsen

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✓ Richard Ross

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