

MEMORANDUM

February 22, 1978

TO: Steve Dotterer

FROM: Bill Dirker 

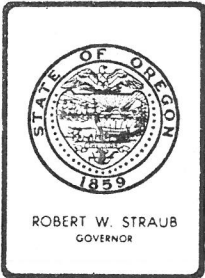
SUBJ: Swan Island Transportation Access DEIS

I have given this a cursory review and note the following:

1. Our earlier proposals for a Greeley to I-5 southbound on-ramp aroused considerable concern about grades and merging speeds of heavy trucks. The design then under consideration started east of Interstate Avenue and rose on an "S" curve to merge with I-5 between N. Borthwick and N. Russell Streets. The current design, grade separated over Interstate Avenue is apparently very superior and merges in the vicinity of N. Stanton Street. I did not find any discussion of this previous design or of the problem of vertical grade and merging speeds. Inasmuch as this was previously a major point of concern, it seems it should be dealt with in the DEIS.
2. The most important element of this DEIS is the transportation factor, a point sustained by the "Delphi" weighting (Vol. I, p. 6-4). The most important section is the Summary of Transportation Impacts (Vol. II, Sect. 1.5, pp. 1-75 thru 1-83). This is an excellent presentation and should be emphasized.

WSD:am

464.67  
404.24



*Department of Transportation*  
METROPOLITAN SECTION

5821 N.E. GLISAN, PORTLAND, OREGON 97213

November 16, 1977

Telephone 238-8244

LETTER TO CITIZENS ADVISORY COMMITTEE AND  
SWAN ISLAND TASK FORCE MEMBERS

Subject: Basin/Going and Greeley/I-5

A combined Citizens Advisory Committee and Swan Island Task Force meeting has been scheduled for 1:30 p.m., Tuesday, November 29, at the 13th floor conference room of the Port of Portland.

The agenda will include:

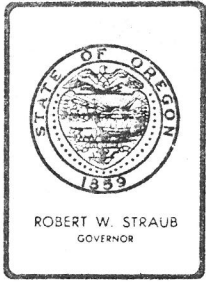
1. Status Report - Going Street Traffic Counts (Hudsick)
2. Ownerships at Proposed Willamette-Western Access Road (Dotterrer)
3. Discuss Rough Draft of the Environmental Impact Statement

Due to the limited printing of the preliminary EIS, I am unable to send each of you a copy for review. I do, however, have loan copies available at my office. Comments heard at the meeting will be evaluated for possible inclusion in the finalized report.

*Wayne Schulte*

WAYNE SCHULTE  
Project Coordinator

WS/Ido



*Department of Transportation*  
METROPOLITAN SECTION

5821 N.E. GLISAN, PORTLAND, OREGON 97213

November 2, 1977

Telephone 238-8244

LETTER TO CITIZENS ADVISORY COMMITTEE MEMBERS AND  
TECHNICAL ADVISORY COMMITTEE MEMBERS

Subject: Basin/Going and Greeley/I-5

After several months of intensive efforts, Dames & Moore, consultants, have completed the PRELIMINARY version of the Draft Environmental Impact Statement for subject projects. Copies of the report are now being printed and a limited number of the reports will be available on a loan basis by November 14.

If you would like to review the preliminary document, contact Wayne Schulte at the Metro office, phone 238-8244, or Donna Kilber, Environmental Section in Salem, phone 378-8486. We will need your review comments by November 28, so they may be evaluated for possible inclusion in the finalized report. There will be a large number of copies of the widely distributed, finalized statement available about late December. Each of you will be given copies at that time if you desire.

Development of the projects is on schedule and we are still striving to hold the public hearing in February, 1978. If I can be of further assistance regarding the projects, please don't hesitate to call.

WAYNE SCHULTE  
Project Coordinator

WS/ldo

May 21, 1976

Ms. Connie McCready  
Commissioner of Public Works  
City Hall  
Portland, Oregon 97204

Dear Ms. McCready:

This is in reply to your letter of April 8 regarding a request by the City of Portland and the Oregon Department of Transportation for approval to add ramps within the interchange of I-5 and I-405 to permit access to North Greeley Avenue and thereby contribute to the commercial and industrial development of Swan Island.

As you know, Mayor Neil Goldschmidt has also written me regarding this important matter. Enclosed is my reply to him which I would like to share with you since I believe it is responsive to your letter as well.

Both the Federal Highway Administration and my immediate office appreciate the opportunity to work with you and others in the City of Portland and the State of Oregon to see that the I-5 interchanges meet environmental, safety, and efficiency objectives as well as the broader objectives of greater employment, economic vitality, and full use of existing capital facilities. I want to express my appreciation to you and others for bringing this matter to my attention for reconsideration, and for your assistance in the constructive dialogue that should continue to occur.

Sincerely,

William T. Coleman, Jr.

May 21, 1976

Honorable Neil Goldschmidt  
Mayor of Portland  
Portland, Oregon 97204

Dear Neil:

On February 24th you wrote requesting reconsideration of an earlier regional Federal Highway Administration (FHWA) disapproval of a proposal to connect an arterial street, North Greeley Avenue, to the Interstate freeway system at the interchange of I-5 and I-405 at the east end of the Fremont Bridge. I acknowledged your letter on March 25th and assigned the matter to FHWA Administrator Tiemann for a thorough review.

Interstate Route 5 in Portland was built some years ago with Federal-aid Interstate funds and is the only major north-south route serving the Pacific Northwest in the area. The route was designed on the assumption that other freeways would be built in the area to serve various transportation needs, but these other facilities have been abandoned, relocated, or deferred. For this and other reasons, the route is currently carrying a far greater volume of traffic than planned for, resulting in reduced operational safety and efficiency, as well as severe congestion at times.

I am impressed by your assessment that the construction of the requested ramps to North Greeley Avenue would stimulate the commercial and industrial development of Swan Island. I also note that this Swan Island development is designed to retain the central city's economic vitality, mitigate a pressure for urban sprawl with its accompanying energy inefficiency, and build upon your existing streets, utilities, and other capital investments; I note further that your particular proposal is designed to preserve the character of an old and well established inner-city residential neighborhood. Lastly, I'm impressed by the unanimity displayed by the City of Portland, the Swan Island Task Force, and Oregon State officials. As you know, it is the presumption of this Administration that state and local officials know the needs and desires of the community they represent better than Federal officials.

I am certain, however, that you understand the earlier FHWA disapproval was based upon grounds of safety and efficiency. Traffic relief for I-5 cannot be expected until I-205 to the east is constructed and opened to traffic; and FHWA believed that the construction of the proposed ramps would have adversely affected I-5 safety and efficiency.

However, after a thorough review of this matter by Governor Tiemann and his staff together with Assistant Secretary Roger Meeker and his Office of Intergovernmental Affairs, I am persuaded that additional weight should be accorded to the broader considerations you mentioned in your letter. Accordingly, Governor Tiemann is recommending to the Oregon Department of Transportation that a preliminary engineering project be undertaken to study, in cooperation with the FHWA field office, the environmental, safety, and operational impacts along with the design of the proposed ramps to North Greeley Avenue. If the access is determined to be acceptable, as I hope it will be, a construction schedule for the ramps and any needed improvement of I-5 should be developed which will be in concert with the completion of I-205.

I appreciate your bringing this matter to my attention and hope that the cooperative workings of this federal system of ours will develop for your community a solution that promotes the economic development of Portland and is, at the same time, efficient, safe, and environmentally sound.

Sincerely,

William T. Coleman, Jr.

cc: Ms. Connie McCready

May 21, 1976

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Mayor of Portland  
Portland, Oregon 97204

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I appreciate your bringing this matter to my attention and hope that the cooperative workings of this federal system of ours will develop for your community a solution that promotes the economic development of Portland and is, at the same time, efficient, safe, and environmentally sound.

Sincerely,

William T. Coleman, Jr.

cc: Ms. Connie McCready



May 21, 1976

Ms. Connie McCready  
Commissioner of Public Works  
City Hall  
Portland, Oregon 97204

Dear Ms. McCready:

This is in reply to your letter of April 8 regarding a request by the City of Portland and the Oregon Department of Transportation for approval to add ramps within the interchange of I-5 and I-405 to permit access to North Greeley Avenue and thereby contribute to the commercial and industrial development of Swan Island.

As you know, Mayor Neil Goldschmidt has also written me regarding this important matter. Enclosed is my reply to him which I would like to share with you since I believe it is responsive to your letter as well.

Both the Federal Highway Administration and my immediate office appreciate the opportunity to work with you and others in the City of Portland and the State of Oregon to see that the I-5 interchanges meet environmental, safety, and efficiency objectives as well as the broader objectives of greater employment, economic vitality, and full use of existing capital facilities. I want to express my appreciation to you and others for bringing this matter to my attention for reconsideration, and for your assistance in the constructive dialogue that should continue to occur.

Sincerely,

William T. Coleman, Jr.

For Immediate Release  
May 24, 1976

*File  
Swan Island  
Book*

At a special Monday meeting of the Swan Island Task Force, Commissioner Connie McCready announced that Secretary of Transportation, William Coleman, has just sent word that Federal Highway Administrator, Norbert Tieman, has reversed Federal disapproval of the proposed access ramp from I-5 to Swan Island via N. Greeley Avenue. The Federal Government has authorized the preliminary engineering project needed to determine the environmental safety and operational impacts of ramp construction. This development follows long and intensive efforts by the Swan Island Citizens' Task Force, created by Commissioner McCready, who has also served as its Chairperson since the death of former Mayor Terry Schrunk.

The principal benefit the ramp brings to the City of Portland is in making possible the full expansion of the economic potential of Swan Island. There are now 6,000 people employed at the 600-acre Swan Island Industrial Park. Full expansion would mean an additional 7,000 jobs in the area. The payroll, under full development, would increase from the present \$50 million to an expected \$150 million. Real property taxes contributed to the City by tenants would increase from \$1.2 million to \$2.4 million.

The letter from Secretary of Transportation, William Coleman, to Commissioner McCready and Mayor Goldschmidt stated in part:

"I am impressed by your assessment that the construction of the requested ramps to North Greeley Avenue would stimulate the commercial and industrial development of Swan Island. I also note that this Swan Island development is designed to retain the central city's economic vitality, mitigate a pressure for urban sprawl with its accompanying energy in-

efficiency, and build upon your existing streets, utilities, and other capital investments; I note further that your particular proposal is designed to preserve the character of an old and well established inner-city residential neighborhood. Lastly, I'm impressed by the unanimity displayed by the City of Portland, the Swan Island Task Force, and Oregon State officials. As you know, it is the presumption of this Administration that state and local officials know the needs and desires of the community they represent better than Federal officials....If the access is determined to be acceptable, as, I hope it will be, a construction schedule for the ramps and any needed improvements of I-5 should be developed which will be in concert with the completion of I-205."

Commissioner McCready commented: "This is one of those rare projects that has had the support of everyone--Swan Island businessmen, area residents, neighborhood groups, truckers, teamsters, the Port of Portland, the Union Pacific Railway, Tri-Met, the State Department of Transportation and the City of Portland. The efforts of all these groups, along with our congressional delegation, the Governor, Glen Jackson of the State Transportation Commission, the Mayor, and especially the Task Force, are finally paying off. Swan Island has been only half developed. We can hopefully look forward to twice as many jobs, almost three times the payroll, and twice the property tax income here. This is without question one of the most important economic events in recent memory for the City of Portland."

For further information contact  
Bill Lind - 248-4139

May 21, 1976

To : Glenn Jackson  
From: Connie McGready  
Subject: Greeley Ramps

Attached are copies of the correspondence from Secretary Coleman notifying us of approval to proceed with preliminary engineering on the Greeley ramps.

After careful review of the language, I'm not as concerned as you indicated we might be in our phone conversation. Staff feels that we can work out construction scheduling as we develop the project and that we need not force an issue with the FHWA that may not be one. The words "---in concert with---" may not necessarily mean "at the same time" or "following". Other developments, such as implementing the recommendations of the I-5 Corridor Task Force, could cause this problem.



THE SECRETARY OF TRANSPORTATION  
WASHINGTON, D.C. 20590

MAY 21 1976

Ms. Connie McGready  
Commissioner of Public Works  
City Hall  
Portland, Oregon 97203

Dear Ms. McGready:

This is in reply to your letter of April 8 regarding a request by the City of Portland and the Oregon Department of Transportation for approval to add ramps within the interchange of I-5 and I-405 to provide access to North Gateway Avenue and thereby contribute to the commercial and industrial development of Swan Island.

As you know, Mayor Hall Goldschmidt has also written me regarding this important matter. Enclosed is my reply to him which I would like to share with you since I believe it is responsive to your letter as well.

Both the Federal Highway Administration and my immediate office appreciate the opportunity to work with you and others in the City of Portland and the State of Oregon to see that the I-5 interchange meet environmental, safety, and efficiency objectives as well as the broader objectives of greater employment, economic vitality, and full use of existing capital facilities. I wish to express my appreciation to you and others for bringing this matter to my attention for reconsideration, and for your assistance in the constructive dialogue that should continue to occur.

Sincerely,

William T. Coleman, Jr.

I am certain, however, that you understand the earlier FRA disapproval was based upon grounds of safety and efficiency. Traffic relief for I-5 cannot be expected until I-205 to the east is constructed and opened to traffic, and FRA believed that the construction of the proposed ramps would have adversely affected I-5 safety and efficiency.

However, after a thorough review of this matter by Governor Tieman and his staff together with Assistant Secretary Roger Parker and his Office of Intergovernmental Affairs, I am persuaded that additional weight should be accorded to the broader considerations you mentioned in your letter. Accordingly, Governor Tieman is recommending to the Oregon Department of Transportation that a preliminary engineering project be undertaken to study, in cooperation with the FRA field office, the environmental, safety, and operational impacts along with the design of the proposed ramps to Harb's Grovelly Avenue. If the review is determined to be acceptable, as I hope it will be, a construction schedule for the ramps and any needed improvement of I-5 should be developed which will be in concert with the completion of I-205.

I appreciate your bringing this matter to my attention and hope that the cooperative workings of this Federal system of ours will develop for your community a solution that promotes the economic development of Portland and its, at the same time, efficient, safe, and environmentally sound.

Sincerely,



William T. Coleman, Jr.

cc: Mr. Carmie McGee



THE SECRETARY OF TRANSPORTATION  
WASHINGTON, D.C. 20590

MAY 21 1973

Honorable Neil Goldschmidt,  
Mayor of Portland  
Portland, Oregon 97204

Dear Neil:

On February 24th you wrote requesting reconsideration of an earlier regional Federal Highway Administration (FHWA) disapproval of a proposal to construct an arterial street, North Greeley Avenue, to the Interstate freeway system at the interchange of I-5 and I-205 at the east end of the Vincent Bridge. I acknowledged your letter on March 25th and assigned the matter to FHWA Administrator Niemann for a thorough review.

Interstate Route 5 to Portland was built some years ago with Federal-aid Interstate funds and is the only major north-south route serving the Pacific Northwest in the area. The route was designed on the assumption that other freeways would be built in the area to serve various transportation needs, but these other facilities have been abandoned, deferred, or delayed. For this and other reasons, the route is currently carrying a far greater volume of traffic than planned for, resulting in reduced operational safety and efficiency, as well as severe congestion at times.

I am impressed by your assessment that the construction of the proposed route to North Greeley Avenue would retard the commercial and industrial development of Swan Island. I also note that this Swan Island development is designed to retain the central city's economic vitality, mitigate a pressure for urban sprawl with its accompanying energy inefficiency, and build upon your existing streets, utilities, and other capital investments. I note further that your particular proposal is designed to preserve the character of an old and well established inner-city residential neighborhood. Lastly, I'm impressed by the unanimity displayed by the City of Portland, the Swan Island Task Force, and Oregon State officials. As you know, it is the presumption of this Administration that state and local officials know the needs and desires of the community they represent better than Federal officials.



OFFICE OF THE SECRETARY OF TRANSPORTATION

WASHINGTON, D. C. 20590

May 21, 1976

FOR OFFICIAL USE ONLY


Honorable Robert Duncan  
U.S. House of Representatives  
Washington, D.C. 20545

Dear Mr. Duncan:

Because of your continuing interest in the construction of an arterial street, North Harbor Avenue, to the Interstate Freeway system at the interchange of I-5 and I-405 at the east end of the Fremont Bridge, I want to keep you advised of the results of the Department's reconsideration of this action.

Enclosed are copies of letters which Secretary Coleman sent today to Mayor Jeff Condo and Commissioner of Public Works Connie McCready indicating a determination on the part of this Department to attempt to resolve the problem without, of course, compromising Federal highway safety. In that connection, Federal Highway Administrator Hensler is recommending that the State undertake a preliminary engineering project study, in cooperation with FHWA, of the interchange proposal. It is, as the letters indicate, my hope that the proposal will be found acceptable for we believe that state and local officials are best qualified to determine comprehensive local community needs.

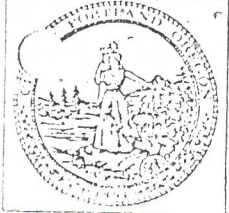
Sincerely,

  
Robert J. Hooker, Jr.  
Assistant Secretary for  
Congressional and  
Intergovernmental Affairs



Durbin

THE CITY OF  
PORTLAND



OREGON

April 29, 1976

OFFICE OF  
PLANNING AND DEVELOPMENT  
GARY E. STOUT  
ADMINISTRATOR

BUREAU OF  
PLANNING  
ERNEST R. BONNER  
DIRECTOR

124 S.W. MAIN STREET  
PORTLAND, OR. 97204

PLANNING  
503 248-4253

ZONING  
503 248-4250

John Patton  
Director of Intergovernmental Affairs  
Department of Transportation  
400 Seventh Street S.W.  
Washington, D.C. 20590

Dear Mr. Patton:

We are requesting the Secretary of Transportation to authorize the Federal Highway Administration and the Oregon State Highway Division to proceed with the preliminary engineering and environmental impact statement for the ramps connecting N. Greeley Avenue and the Interstate Freeway I-5. The need for this and the importance has been well documented in previous correspondence. However we cannot and do not expect the Secretary to act without all the facts. We wish to furnish reasonable justification to take the action we ask.

We note that the Federal Highway Administration has disapproved the project on certain grounds. We believe the information we can furnish you will substantiate that the FHWA's determination was unduly conservative and perhaps based upon inadequate information. We believe we can demonstrate that this project is technically satisfactory and that should be approved on broad public policy grounds. This project will have a major influence on fostering central city economic vitality and on residential environmental quality. Both of these objectives will be a significant step away from the promotion of urban sprawl and its attendant adverse environmental and energy consumption consequences. Furthermore the provision of this "missing link" will be consistent with policies to make better use of investments and facilities we already have in place. Specifically, these ramps will permit full utilization of the 600 acre industrial park in the heart of the city and a mile of good, 4-lane arterial street, N. Greeley Avenue. Both of these will be substantially underutilized without these ramps.

Oregon has enacted strong land use legislation. The State Land Conservation and Development Commission have adopted "Statewide Planning Goals and Guidelines", a copy of which is enclosed as Appendix A. These goals and guidelines have the force of state law. This authority and responsibility has been delegated by the state to our local council of governments, the Columbia Region Association of Governments (CRAG). I call your attention to Goal No. (1), Citizen Involvement, which has been pursued with diligence. Several of these goals are pertinent and guide the action we seek to undertake in this case. I call your attention specifically to Goal No. (9) Economy of the State, Goal No. (12) Transportation, Goal. (13) Energy Conservation and Goal No. (14) Urbanization.

We have included, for orientation, a map of "Portland and Vicinity", Appendix B and the "Project Area", Appendix C. CRAG has been designated as the metropolitan planning organization (MPO). It also has been certified by the FHWA and UMTA for transportation planning as evidenced by the letters in Appendix D. CRAG has adopted an Interim Transportation Plan which is enclosed in Appendix E. This plan provides for this project. CRAG has adopted a Transportation Improvement Program (TIP) which includes the annual element for FY 76. This TIP is enclosed as Appendix F. On the map following page I-3 you will note this project is identified as No. 17 and bears the title "Swan Island Access-Portland". The project is described in more detail on a project summary sheet, page III-41. This TIP has been revised by action of the Board of Director's on April 22, 1976 and that revision is included in Appendix F, and lists on line 37 "North Greeley Avenue PE". The project is "rescheduled to FY 77" as noted in columns 7, 8 and 9. The FY 77 TIP is in the process of preparation and is scheduled to be adopted by the CRAG Board in June. The obvious reason this project was moved from FY 76 to FY 77 is that it could not possibly be initiated before June 30.

The Swan Island Industrial Park and Ship Repair Yard has been under planning and development by the Port of Portland for over 20 years. The City of Portland, Multnomah County, State of Oregon and various citizen and industry groups have been involved in this process. Due to the peculiar topography, there is only a single access route to the area, N. Going Street, which connects to the I-5 Freeway.

It has long been recognized that this is a limiting factor and very extensive efforts have been made to provide what is usually termed a "second access". A large number of staff studies by several agencies have been undertaken as well as consultant studies and considerable citizen activity.

A number of complex problems and conflicts have attended this development, principally the provision of adequate access and the problem of environmental compatibility with the adjacent residential areas. To deal with this condition, the City Council on June 5, 1974 adopted an ordinance, in Appendix G, establishing a Swan Island Task Force. The first meeting of the Task Force was held on September 20, 1974 and I attach a notice of that meeting and additional material. You will note the Chairman was Mr. Terry Schrunk. Mr. Schrunk retired after having been mayor of Portland for 16 years and was succeeded by Mayor Goldschmidt. Mr. Schrunk subsequently died and Commissioner McCreedy succeeded as Chairman of the Task Force. I've also included in Appendix G a few items indicative of the activities of the Task Force. This is by no means all-inclusive.

The City has an Office of Neighborhood Associations which supports voluntary, recognized associations, including the Overlook Neighborhood Association. Overlook includes the area adjacent to Going Street and Swan Island. The North Portland Citizens Committee is very active, as indicated by the newsletter. It includes the Overlook Neighborhood Association.

A key technical issue is the evaluation of truck climbing performance on the up-ramp "A-A". (See project drawing, Appendix J) The FHWA evaluation indicated the trucks would achieve a speed of 8 miles per hour and that this would be a hazardous unsatisfactory condition upon merging. The State Highway Division's analysis indicated that the merge would actually occur at between 27 and 38 miles per hour. Upon analysis it appears a discrepancy arises from several sources. The FHWA did not consider that there would be a second truck climbing lane connecting into an additional freeway lane. Further the merge takes place not at the top of the 6 per cent grade but after 300 feet of level operation. Refer to the drawing "Project Profiles", Appendix K.

The key factor in determining the performance of trucks is the weight per horse power ratio. The FHWA used as a standard the AASHO Bluebook, the title of which is "A Policy on Geometric Design of Rural Highways, 1965". A copy of the pertinent sections are enclosed as Appendix H. It establishes a weight power ratio of 400 pounds per horsepower. AASHO has also published a Redbook entitled "A Policy On Design of Urban Highways and Arterial Streets, 1973". An extract is also enclosed in Appendix H which indicates the 400 pounds ratio has been retained and discusses climbing lanes. The State Engineers believe this is outdated and unduly conservative. A more appropriate standard is found in the "Highway Capacity Manual, 1965" published by the Highway Research Board. A copy of the pertinent sections are enclosed as Appendix I.

This establishes as a standard 200 pounds per horse power. Diesel engines have been improved resulting in a lowering of the weight per horsepower ratio. However there has also been an increase in the allowable gross vehicle weight and the current permissible limit in Oregon is 20,000 pounds. A recent check with a major truck manufacturer indicates that the smallest engine they are putting in large trucks is 290 horsepower which gives a pounds per horsepower ratio of 275. However the manufacturer indicated that a much greater preponderance of engines are in the 350 to 400 horsepower class which yields a standard much closer to the Highway Research Board's criteria than the outdated AASHO criteria. We should not obscure the fact that there are a certain percentage of trucks that are lower powered gasoline engine tractors, usually hauling trailers in local delivery operations or special vehicles such as concrete mixers that have lower performance characteristics than long-haul trucks. However we do not expect these to be commonplace and furthermore the addition of the climbing lane will accomodate safely these incidents.

Therefore, even if we accept what we believe to be is an unduly conservative standard used by the FHWA, the provision of a truck climbing lane, 300 feet of level acceleration before merging and the addition of 3200 feet of freeway lane, we believe, creates a safe condition.

Another contention of the FHWA analysis is that the FHWA noise standards could not be achieved on Going Street by the diversion of trucks to the proposed Greeley Ramps. Even if this standard of 70 DBA is not achieved, it does not seem sensible to disregard as justification for a project a major noise reduction in a residential area. The City's Acoustical Project Manager, Dr. Paul Herman, has calculated that at present and at forecast traffic levels a 5 to 7 decibel reduction will be achieved. A reduction of this magnitude will be very noticeable to the residents. Sleep interference is a function not only of noise levels but also of single peak noise incidents, i.e. trucks. Our noise study indicates that during the nighttime hours and with these ramps, 250 trucks will be diverted at present traffic levels and 500 trucks will be diverted at fully developed traffic levels. It will still be a relatively noisy area but this improvement will be very significant and worthwhile. This is a major local issue and has complex ramifications far beyond the immediate project.

The location and direction of the following photographs are shown on the Project Drawing, Appendix J.

Photograph "A" is an overview of the project area looking southeast. On the left is Interstate Avenue, on the right Greeley Avenue, straight ahead is the interchange of I-405 and I-5, and extending off to the right to the west is the Fremont Bridge. Key point of this picture is that additional

ramps would have a minimal environmental impact as land is already in public ownership and is an existing freeway interchange. In fact this project would be consistent with the general policy of making better use of facilities and investments that we already have.

Photograph "B" is taken from an island in the middle of Interstate Avenue looking up Morris Street. The down ramp, "B-B", would come down Morris Street either at grade or depressed under N. Mississippi Avenue. The existing grade of Morris Street is 8.8 per cent. The upramp, "A-A", would begin at the curb line by the light pole and make a 25-mile per hour right turn between the mowing machine and the pier of the north-to-west on-ramp of the bridge. Photograph "C" is taken from the vicinity of the parked car shown in Photograph "B" on Morris Street looking south generally along the alignment of the ramp "A-A". The first pier is the same one shown on Photograph "B". The new ramp extends on a level grade to a point past the second pier before beginning a 6 per cent grade. There is about 500 feet of level operation from the stop light on Greeley to the beginning of the climb. This ramp would then make a 28-mile per hour left turn and merge with the south side of the west-to-south off-ramp from the bridge. This off-ramp is the lowest of the structures shown on the left of the photo.

Photograph "D" -- The new ramp "A-A" would go just on the other side of the pier shown behind the parked car and extend up hill through the trees and building and merge into the bridge off-ramp just as it crosses Graham Street. A truck is shown on the off-ramp at about this point. The building is on State property and is leased by a lift truck company from the State. It does not appear that any additional private property will be required for this project. Some of the businesses on the south side of Graham Street have expressed concern that additional structures will adversely impact them.

Photograph "E" is looking west down Morris Street to the intersection of Greeley and Interstate Avenues. This is the reverse of Photograph "B". The passenger car on Greeley in front of the billboard is at the stop line.

Photograph "F" taken from the east side of the I-5 Freeway looking north at the bridge south-to-west on-ramp. The new exit for ramp "B-B" would begin just south of the pier seen directly over the truck headed for Seattle.

Photograph "G" is taken from the same position as Photograph "F" but looking in the opposite direction, south. A new lane would be added to the far side of the freeway to accommodate the two lanes of the up-ramp "A-A". This would extend about 2200 feet to the Broadway Bridge -- Lloyd Center exit seen in the distance and about 1000 feet beyond that point, a total of over one half

Page 6.  
John Patton

mile.

We realize it is an unusual step to bring this matter to the attention of the Secretary. We appreciate very much your careful attention and your understanding that the issues are much broader than just highway policy.

Very truly yours,

A handwritten signature in cursive script, reading "William S. Dirker".

WILLIAM S. DIRKER  
TRANSPORTATION COORDINATOR

WSD:ce

Enclosures:

### Appendices

- A Statewide Planning Goals and Guidelines
- B Map, Portland and Vicinity
- C Map, Project Area
- D Certification for Transportation Planning
- E CRAG Interim Transportation Plan
- F CRAG Transportation Improvement Program with Revision
- G Swan Island Task Force Ordinance and Material
- H AASHO Bluebook and Redbook
- I HRB, Highway Capacity Manual
- J Project Drawing and Photograph Locations
- K Project Profiles

### Photographs

- A Overview of Project Area
- B from Interstate and Morris, looking S.E.
- C from Morris, looking south
- D from Interstate and Graham, looking east
- E from Morris, looking west
- F on I-5, looking north
- G on I-5, looking south

# NORTH PORTLAND CITIZENS COMMITTEE

831 1/2 N. Denver Avenue  
Portland, Oregon 97217

April 15, 1976

William T. Coleman Jr.  
U.S. Secretary of Transportation  
Department of Transportation  
Washington D.C. 20590

Dear Mr. Coleman:

The North Portland Citizens Committee requests your support in obtaining funding for the ramp connection to Interstate Freeway #5 and North Greeley Street. We became involved in the issue of access to Swan Island because of the impact of industrial traffic on the neighborhood. We believe that the present economic base and the future of Swan Island are important to the entire Portland metropolitan region.

The issue of more traffic on the freeway, as pointed out by Glen Greene, seems to be an absurd point if you take into consideration other developments along I-5 that have expanded using existing ingress and egress. The proposed project would not congest the existing access area, but would tend to have the opposite effect. The obvious relief to Going Street and the surrounding neighborhood that the new access would afford must be one of the first considerations. Entrance speed onto the freeway was another concern expressed. To those of us who must use the freeway daily this seems to be a little ridiculous. Actual versus theory is always debateable, and this particular freeway has consistently ignored theories.

As participants in the Swan Island Task Force, we addressed a wide variety of alternatives and gained an insight into the impact that the industrial development on Swan Island has had and will have if that development is not impeded by lack of access to the freeway. The implication that the Task Force looked only at a small area is both untrue and unwarranted. The membership of the Task Force should be taken into consideration before such judgments are made. It would be difficult to find a more diversified group of people working together toward mutual goals. The individual members did not try nor would they have been allowed the privilege of forcing a narrow point of view.

NPCC is concerned about the entire North Portland area and will continue to work for solutions to problems that are acceptable to all the parties concerned.

Sincerely,

Si Stanich  
Swan Island Task Force  
Overlook - NPCC

Barbara Jaeger  
Swan Island Task Force  
Planning Committee, NPCC

Steve Roso  
President  
NPCC

Letters to: Robert Duncan, Bob Packwood, Mark Hatfield, Norbert Tiemann

May 1 1976

WORKS



MARK O. HATFIELD  
OREGON

*we sent  
letter on 4/8/76*

United States Senate

WASHINGTON, D.C.

April 26, 1976

The Honorable Connie McCreedy  
Commissioner of Public Works  
Portland, Oregon 97205

Dear Connie:

Thanks for your recent note and the enclosed copy of your letter to Secretary William Coleman concerning the Greeley Avenue access to Swan Island from Interstate-5.

At the request of the Oregon Transportation Commission, I have been in contact with Mr. Norbert Tiemann, Administrator of the Federal Highway Administration, on this matter. Copies of my first letter and the response of the FHWA are enclosed.

Please be assured that I stand by to be of whatever assistance I can in this matter, and I appreciate your informing me of the City of Portland's activities in this regard.

Warmest personal regards.

Sincerely,



Mark O. Hatfield  
United States Senator

MOH:chm  
Enclosures

APR 2

United States Senate

WASHINGTON, D.C.

March 26, 1976

Mr. Norbert T. Tiemann  
Administrator  
Federal Highway Administration  
U.S. Department of Transportation  
400 7th Street, S.W.  
Washington, D.C. 20590

Dear Administrator Tiemann:

Enclosed you will find a copy of a letter I have received recently from Mr. Glenn Jackson, Chairman of the Oregon Transportation Commission regarding a proposal for a second access from Interstate 5 to the Swan Island Industrial Park in Portland, Oregon. Also, enclosed are several exhibits providing background on this matter.

At the request of Mr. Jackson, I request that you review the Greeley Avenue - I-5 ramp proposal and provide an analysis of the Federal Highway Administration's position on the project. It is my understanding that there are time constraints involved and, therefore, I respectfully ask that this matter be given consideration at your earliest possible convenience.

I look forward to hearing from you and am greatly appreciative of your office's fine work on matters affecting transportation policy in my State of Oregon. It would also be appreciated if you would return the enclosed material with your reply.

Thank you very much.

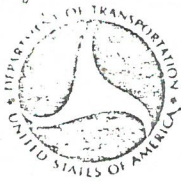
Warmest regards.

Sincerely,



Mark O. Hatfield  
United States Senator

MOH:chm



U.S. DEPARTMENT OF TRANSPORTATION  
FEDERAL HIGHWAY ADMINISTRATION  
WASHINGTON, D.C. 20590

APR 6 1976

OFFICE OF THE ADMINISTRATOR

IN REPLY REFER TO:

HNG-11

Honorable Mark O. Hatfield  
United States Senate  
Washington, D.C. 20510

Dear Senator Hatfield:

This is in reply to your letter of March 26, 1976, enclosing a letter from Mr. Glenn Jackson, Chairman of the Oregon Transportation Commission. You request our review of Oregon's proposal for a second access from Interstate Route 5 to the Swan Island Industrial Park in Portland, Oregon.

Interstate Route 5 in Portland was built some years ago with Federal-aid Interstate funds and is the only north-south route serving the Pacific Northwest in the Portland area. The route was designed on the assumption that other freeways would be built in the area to serve various transportation needs, but these other facilities have been abandoned, relocated, or deferred. For this and other reasons, the route is currently carrying far greater volumes of traffic than planned for, resulting in reduced operation safety and efficiency.

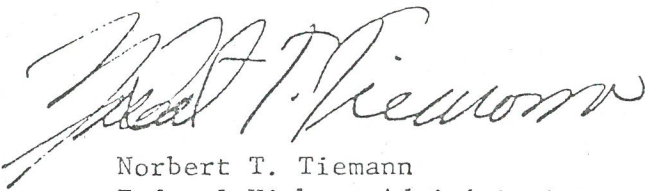
The construction of the requested ramps to Greeley Avenue would undoubtedly stimulate the commercial and industrial development of Swan Island. However, their construction as proposed would seriously and adversely affect the safety and efficiency of I-5, as shown by experience nationwide. Southbound trucks could only enter the Interstate highway at very low speeds, thus creating further congestion and a safety hazard. The addition of an exit ramp to serve traffic from the south in the existing section, which has a complex configuration, is contrary to established design practice for the Interstate System. Further, these ramps would provide only partial directional interchange service.

Although we commend the city of Portland for its efforts to stimulate and revitalize the central city area and for its study to provide satisfactory transportation for Swan Island, we believe it would be premature, at best, to approve the addition of these ramps to

Greeley Avenue in the I-5/I-405 interchange at this time. The Federal Highway Administration will work with the State and city to find a means of improving access to Swan Island which is mutually satisfactory to the city, State and Federal Governments.

We are providing a similar reply to an inquiry on this subject from Representative Robert B. Duncan.

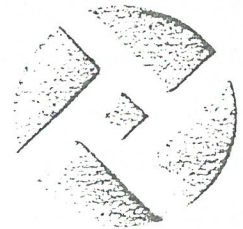
Sincerely yours,



Norbert T. Tiemann  
Federal Highway Administrator

Enclosure:  
Transmitted Correspondence

April 19, 1976



*Bel*

Port of Portland

Box 3523 Portland, Oregon 97208  
503/233-8031  
TWX: 910-54-6151

The Honorable William T. Coleman, Jr.  
Secretary of Transportation  
U. S. Department of Transportation  
Washington, D. C. 20001

Dear Secretary Coleman:

I am writing concerning the proposed City of Portland project to connect N. Greeley Avenue to the I-5 freeway. Given the substantial benefits associated with the access to be provided by the ramps and the firm local and state support of the project, the Port urges your approval of the project request.

General Background

A primary purpose of the Greeley ramp project is to provide access to the Port of Portland's developing Swan Island Industrial Park. The project is a key element of the recommendations of the 1975 Swan Island Transportation Study which was endorsed by the Port Commission last November. Your office has a copy of this study. The recommendations of the study will accommodate full development of the industrial park. The recommendations include roadway, transit and policy improvements.

Attached to this letter is a brief summary of information concerning Swan Island Industrial Park. The industrial park, roughly one-half developed in terms of acreage and projected employment, contributes substantial benefits in terms of jobs and taxes, and performs an important role in the economic growth and diversity of the region. It is in close proximity to a district having the highest unemployment in the metropolitan area. Access improvements, such as the Greeley/I-5 ramps, are required if the Portland region is to accrue the benefits from a fully developed Swan Island.

Project Benefits

Briefly, I would like to further outline some of the major reasons for the Port's support of the Greeley ramp project.

- o Portland's economic strength as a distribution center continues to grow. A 1975 survey conducted by Handling and Shipping magazine

APR 21 1976

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ranks Portland as the eleventh highest city in the United States in terms of distribution locations (Handling and Shipping, November, 1975). This compares to a nationally ranked position of 16 in their 1965 survey.

Swan Island Industrial Park has played an important role in this growth. Major truckline firms located at Swan Island such as Pacific Intermountain Express, ONC Motor Freight System, System 99, Interstate Motor Lines, Silver Eagle Freightline and the Freightliner Corporation sales and truck manufacturing plant contribute to over one-half of the present employment level at the industrial park.

- o The Port of Portland's Swan Island Ship Repair Yard is another major element of the activities of the industrial park. The ship repair yard already accounts for the inflow of \$30 million a year of outside money from shipowners to the local economy through payrolls and subcontracts with firms located in the tri-county area. A proposal for a new dry dock and support facilities at the ship repair yard which is under consideration by the Port Commission, would boost this impact to well above \$50 million annually. The proposed ship repair yard expansion, a project of national significance, would cost \$86 million and be financed by general obligation bonds. Debt service would be paid by an increase in local property taxes. The ship repair yard contributes to the growth and utilization of the most energy efficient mode of transportation for many products.

At the present time, the only direct access from Swan Island to I-5 is via N. Going Street. The Greeley ramp project would provide substantial relief to the residential neighborhoods adjacent to N. Going Street. Since a majority of Swan Island truck traffic is to and from the south, the Greeley ramps would eliminate a good share of the nighttime truck traffic on N. Going; a major concern of the adjacent neighborhoods.

The existing access system could accommodate the projected employment increase associated with the proposed ship repair yard expansion, but if the Greeley ramp project is not provided:

William T. Coleman, Jr.  
Page 3  
April 19, 1976

- Full development of the entire industrial park would still be in question.

The Port staff has recommended that the proposed ship repair yard expansion be financed by a general obligation bond issue to be put before the voters in November of this year. Citizen representatives, who continue to serve on the city's Swan Island Task Force, have indicated that the very important economic benefits of the ship repair yard expansion should not be clouded by a delay in the implementation of the Greeley ramps. As will be discussed below, the Greeley ramp project and the other recommendations of the 1975 Swan Island Transportation Study have a broad base of local support. The Port urges swift federal approval of the Greeley project so the issue of access to Swan Island can be resolved, and will not cloud the regional economic benefits associated with the proposed ship repair yard expansion.

- o In addition to serving Swan Island proper, the Greeley ramps will also provide additional access to the Union Pacific rail yards adjacent to the industrial park. This rail yard includes a TOFC-COFC facility and employs approximately 875 workers.
- o The Greeley project has a broad base of local support. The City of Portland's Swan Island Task Force, which endorsed the recommendations of the Swan Island Transportation Study, is made up of representatives from the City of Portland, firms of Swan Island, the trucking industry, railroads, Tri-Met (the local transit operator), citizen groups, the Oregon State Highway Division and the Port.


Providing financially feasible access to a fully developed Swan Island, taking into account the adjacent neighborhoods on N. Going Street, has long been a concern of the groups represented on the Swan Island Task Force. The recommendations of the Swan Island Transportation Study, which includes roadway and policy and transit improvements, were endorsed by the Task Force last October. It was recognized that Swan Island, because of its location close to the central business district, provides the City of Portland with an opportunity to promote local, state and federal, energy and urban conservation goals.

William T. Coleman, Jr.  
Page 4  
April 19, 1976

The recommendations of the Swan Island Transportation Study are interdependent and the Greeley ramp project is an important element of the recommendations. This letter does not address the operational aspects of the project, but the Port has been assured by state and local officials and engineers that the questions raised by the regional FHWA office concerning the ramps can be adequately addressed in the engineering and design of the project. The years of local and state cooperation, which finally resulted in the Task Force endorsement of the Swan Island Transportation Study, should be taken into account by your office in your review of the Greeley ramp project.

Given the substantial benefits associated with the access to be provided by the Greeley ramps and the firm local and state support of the project, the Port urges your approval of the project request. If you feel additional discussion of the project's benefits is warranted, a personal visit to your office by Port and other local officials can be arranged at your convenience.

Sincerely,



Lloyd Anderson  
Executive Director

cc: Norbert T. Tiemann, FHWA  
Oregon Congressional Delegation  
Governor Straub  
Members, City Council  
Members, Swan Island Task Force  
Port Commissioners

P19D



## SWAN ISLAND INDUSTRIAL PARK

Swan Island Industrial Park includes approximately 600 acres of prime industrial land in the center of the metropolitan region. Swan Island's transportation and distribution firms perform an important role in the economic growth and diversification of the Portland area. Following is information related to the overall economic activity at the industrial park.

### ACREAGE

o Sold, leased or Ship Repair Yard	300 acres
o Marketable	
- Land preparation complete	100 acres
- Land preparation incomplete	50 acres
- Mocks Bottom (land preparation not yet begun)	<u>145 acres</u>
	TOTAL
	<u>595 acres</u>

### PORT INVESTMENT

- o Investment to date - Since 1921, an estimated \$22.5 million in original costs has been invested by the Port at Swan Island for the land purchase and preparation, and existing roadways, utilities and Port facilities. In today's dollars this figure would be well over \$50 million.
- o Future investment - An estimated \$7 million will be invested by the Port to complete land preparation at Swan Island. In addition, the construction of a new dry dock and berthing facilities at the Swan Island Ship Repair Yard at an estimated cost of \$78 million is presently under consideration by the Port Commission.

### PRIVATE INVESTMENT

The Multnomah County assessed valuation of the real property (land and improvements) of Swan Island tenants is approximately \$42 million. This does not include an assessed valuation for personal property of the tenants.

## TAXES

Based upon an assessed valuation of \$42 million and the tax rate at Swan Island of \$28.65 per \$1,000, the present tenants contributed \$1.2 million in real property taxes last year.

## EMPLOYMENT

- o Present employment - Approximately 6,000 people are employed at Swan Island Industrial Park. This includes roughly 1,500 employees at the Swan Island Ship Repair Yard.
- o Future employment - It is projected that full development of the industrial park would result in an additional 7,000 employees for a total of 13,000 employees.

## PAYROLL

- o The Swan Island Ship Repair Yard already accounts for the inflow of \$30 million a year from world shipowners to the local economy through payrolls and sub-contracts with firms located throughout the tri-county area. The new dry dock under consideration by the Port Commission would boost this impact well above \$50 million annually.
- o For the remainder of the industrial park, over \$50 million in direct payrolls is accrued by employees at Swan Island.

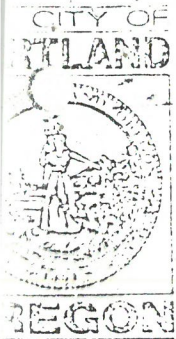
## TRANSPORTATION DEVELOPMENT PROGRAM

The recently completed 1975 Swan Island Transportation Study recommends a set of roadway and transit improvements to accommodate the employment level associated with full development of the industrial park. In terms of acreage and projected employment, Swan Island Industrial Park is one-half developed. Thus, at full development the estimated community benefits would be:

### Projected Level with Full Development

- o Employment - 13,000
- o Real Property Taxes - \$2.4 million
- o Payrolls - over \$150 million

The Greeley/1-5 ramp project is a key element of the transportation development program for Swan Island. If access improvements are not implemented and development is restrained, many of the benefits associated with full development will not be achieved.



March 29, 1976

Mr. John W. Patton  
Director of Intergovernmental  
Affairs  
Department of Transportation  
407th Street SW  
Washington, D.C. 20590

Dear Mr. Patton:

Mayor Goldschmidt has asked me to provide you with information regarding the City of Portland's request of Secretary Coleman for approval of an additional connection to the Interstate Freeway, I-5, at N. Greeley Avenue. The enclosures to this letter contain the pertinent information.

The essential broad issue is the function of a freeway in the City. Urban freeways are commonly understood to be a mixed blessing. The negative aspects include not only their immediate impact but also the urban sprawl that freeways foster. This sprawl includes not only residential development but also widespread dispersal of places of employment making it increasingly difficult to serve with an efficient freight transportation system. This industrial dispersion and the economic vitality of the central City are the specific issues regarding this highway project. We believe the Secretary will find adequate justification to approve this project from his broader perspective.

In its simplest terms the problem is peak hour access to the Swan Island Industrial Park. Without this project, 7000 job opportunities in the heart of the City will not occur and millions of dollars already invested in land development and in road, rail and water transportation facilities will be seriously underutilized and wasted. Much of this economic activity will then occur in the suburbs and will require additional investment in utility and transportation facilities. Not only for economic but also for environmental and energy considerations, we are sure the Secretary will recognize this is poor public policy and one the nation and this State and locality can no longer afford. It is upon these grounds, that are broader than the Federal Highway Administration's

OFFICE OF  
PLANNING AND DEVELOPMENT  
GARY E. STOUT  
ADMINISTRATOR

BUREAU OF  
PLANNING  
EST R. BONNER  
DIRECTOR

1200 W. MAIN STREET  
PORTLAND, OR. 97204

PLANNING  
503 248-4253

ZONING  
48-4250

Mr. John W. Patton  
March 29, 1976  
Page 2

concern with freeway operations, that we believe the Secretary will base his approval of this additional freeway connection.

The Swan Island Industrial Park has been developed by the Port of Portland. It includes, in addition to other industries and commercial facilities, many significant transportation elements including a major ship repair yard with three dry docks, a large truck manufacturing plant, and the principal concentration of truck terminals in the State. Adjacent and served by the same roads, is a large rail yard including a TOFC-COFC facility. All of these will be directly benefitted by the proposed new access to the freeway.

In addition the Port is proposing an \$86 million dollar locally financed addition to the ship repair yard, a development of national significance.

About three years ago the City established a Swan Island Task Force consisting of representatives of all concerned public and private interest groups. A wide range of proposals regarding access have been considered. These ranged from unfundable tunnels and bridges to suspension of economic development. After extensive consideration the Task Force recommended the proposed freeway connection along with several other projects and programs. This project, however, is the crucial keystone to all of the other proposals as a review of the data will indicate. The enclosed "Swan Island Transportation Study" contains all feasible combinations of options and policies and makes recommendations.

Federal Highway Administration appears to have two concerns about this project. First it does not wish to introduce additional traffic into an already crowded freeway system. Second there is concern about the adequacy of the design of the proposed facility.

The first objection is one that may possibly be justified if the only criteria was freeway operations. The letter from Mayor Goldschmidt and Commissioner McCready of November 20, especially the third paragraph, expresses the broader view quite well. The commitment of this City and region to a balanced transportation system is well established. The local governments of this area

Mr. John W. Patton  
March 29, 1976  
Page 3

in cooperation with Governor Straub are developing a program to use funds "traded in" from the Mount Hood Freeway, I-80N, to achieve a more balanced system. We have allocated over one-third of our available federal-aid urban highway fund to transit projects. Under the auspices of the Columbia Region Association of Governments (C.R.A.G.) a study of the Interstate Bridge Corridor was undertaken to address the problems of capacity on the I-5 freeway. This report was adopted and the recommendations are being implemented. We believe the second objection can be overcome. The Federal Highway Administration's analysis, transmitted on March 2, 1976, may be subject to professional disagreement which should be resolved in further analysis.

The immediate request is approval to proceed with preliminary engineering and an environmental impact statement to demonstrate this.

I would like to call your attention to certain elements of the "Swan Island Transportation Study." The recommendations are listed on page 5 and you will note are a combination of policy actions and construction projects, one of which is the Greeley/I-5 ramps. These do not stand alone but are interdependent to achieve the required level of transportation service to the Swan Island area and in turn the resulting economic vitality.

This community and the state have made great exertions to attainment of that goal.

A careful review of the data indicate that there are two road construction projects in this package of projects and policies that are interdependent. One is the Basin/Going Street interchange and the second is the Greeley/I-5 ramps. The additional capacity provided by the grade separated interchange may not be warranted unless the Greeley to I-5 ramp project is also constructed inasmuch as the interchange would provide more capacity than could be handled by the Going Street and Greeley Street connections to the interchange. These two projects together coupled with the policy options recommended provide a level of service that will permit full development.

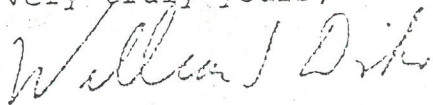
The State of Oregon through its Land Conservation and Development Commission has adopted certain land use goals and guidelines which carry the force of State law.

Mr. John W. Patton  
March 29, 1976  
Page 4

A pertinent goal is one that calls for the filling in of undeveloped land before new land is urbanized. This project clearly is in pursuit of this goal.

Our responsible officials from the city and the Port will undoubtedly wish to discuss this project with Secretary Coleman personally when he has the decision under consideration. We would appreciate being advised of appropriate dates.

Very truly yours,



William S. Dirker  
Transportation Coordinator

BT:pa

Enclosures:

Swan Island Transportation Study  
Interstate Bridge Corridor Project, Executive Summary  
Letter to Secretary Coleman, Feb. 24, 1976 w/attachments  
Letter to Robert Bothman, Feb. 20, 1976  
Letter to C.R.A.G., Nov, 19, 1975  
Letter to Robert Bothman, Nov. 20., 1976  
Federal Highway Administration Transmittal and Analysis,  
March 2, 1976.

April 8, 1976

William T. Coleman, Jr.  
U. S. Secretary of Transportation  
Department of Transportation  
Washington, D. C.

Dear Mr. Coleman:

The City of Portland has proposed an additional connection to Interstate Freeway I-5, at North Greeley Avenue. The Oregon State Highway Department has approved this connection, but I understand that the regional office of the Federal Highway Administration has recommended against its approval.

For the City of Portland, the factors involved in the final decision on this matter go far beyond simple traffic considerations. I am writing to ask that these factors be given serious consideration when the matter is reviewed by the appropriate staffs in Washington.

Portland is developing the Swan Island Industrial Park close to the center of our city. The connection to I-5 is proposed to serve this industrial park adequately. If we do not obtain approval for the access, the industrial area will not develop and the resulting economic losses will be disastrous to our city. We will lose 7,000 jobs. Millions of dollars already invested in land development and in road, rail and water transportation will be wasted and the land and facilities seriously under-utilized. Much of the expected economic activity will then occur in the suburbs and will require additional investment in utility and transportation facilities.

The Swan Island Industrial Park is adjacent to a low and moderate income residential area which contains a high percentage of minority population. These Portland citizens are among the hardest hit by the current economic decline and need jobs close to their residential community.

William T. Coleman, Jr.  
April 8, 1976  
Page 2

I think it is now commonly understood that the economic vitality of our central cities is of paramount public importance. The policy expressed by President Ford is to support and encourage this vitality. For Portland, the Swan Island development means more than 70 million dollars in payroll and 42 million dollars in additional cash flow. It also means about 3 million dollars in new taxes for the City. We know you are familiar not only with the economic value of retaining jobs in our cities, but also with the environmental and energy considerations. A copy of an economic paper prepared by the staff of the Port of Portland is attached and contains more detailed information.

It seems to me undesirable that sensible public policy now demands the development of the Swan Island Industrial Park. We have looked at a lot of options for providing adequate access and concluded that the freeway connection at North Greeley Avenue is absolutely critical. The State Highway Department concurs in this opinion and your regional office has offered no alternate suggestions.

The proposed highway connection is somewhat unique among public projects. There is overwhelming support from all segments of our community. It is supported by all of the business and industrial interests. It is supported by all of the labor unions. It is supported by the local neighborhood associations. It is supported by associations of minority citizens. It is supported by all elected officials in the City and the State. Indeed, the only opposition to the project is lodged with the engineers in the Federal Highway Administration.

As with any project, there are problems that need to be solved. The FHWA has raised several. First, they say there is a technical safety problem. However, our city engineers and the State engineers advise us that this problem can be resolved. I am sure there can be an adequate engineering solution if your office establishes a basic policy of providing adequate access to the industrial area. Second, there is an objection to increased congestion on I-5. However, if the alternative is the development of these jobs in the suburbs, the ultimate congestion on I-5 will be much greater, as will the effect on the environment and the cost of providing a solution.

It distresses me to see that the FHWA is in the process of approving an additional interchange on this same I-5 freeway just outside of Portland to serve a suburban shopping center. Not only is such highway access policy discouraging development in the inner city, it is actively encouraging development in the suburbs. The result can only be increased traffic and increased congestion.



William T. Coleman, Jr.  
April 8, 1976  
Page 3

Because of the unique importance this freeway access has for the City of Portland, we ask you to allow us to present our case to the Federal Highway Administration and the Department of Transportation in person prior to a final decision on our request.

I look forward to your early reply.

Sincerely,

Connie McCready  
Commissioner of Public Works

CM:bm

Enclosure

cc: Senator Mark O. Hatfield  
Senator Bob Packwood  
Congressman Robert B. Duncan  
Norbert T. Timmann, Administrator  
Federal Highway Administration

404.24

File  
Swan Island  
Book

For Immediate Release  
May 21, 1976

At a special Monday meeting of the Swan Island Task Force, Commissioner Connie McCready announced that Secretary of Transportation, William Coleman, has just sent word that Federal Highway Administrator, Norbert Tieman, has reversed Federal disapproval of the proposed access ramp from I-5 to Swan Island via N. Greeley Avenue. The Federal Government has authorized the preliminary engineering project needed to determine the environmental safety and operational impacts of ramp construction. This development follows long and intensive efforts by the Swan Island Citizens' Task Force, created by Commissioner McCready, who has also served as its Chairperson since the death of former Mayor Terry Schunk.

The principal benefit the ramp brings to the City of Portland is in making possible the full expansion of the economic potential of Swan Island. There are now 6,000 people employed at the 600-acre Swan Island Industrial Park. Full expansion would mean an additional 7,000 jobs in the area. The payroll, under full development, would increase from the present \$50 million to an expected \$150 million. Real property taxes contributed to the City by tenants would increase from \$1.2 million to \$2.4 million.

The letter from Secretary of Transportation, William Coleman, to Commissioner McCready and Mayor Goldschmidt stated in part:

"I am impressed by your assessment that the construction of the requested ramps to North Greeley Avenue would stimulate the commercial and industrial development of Swan Island. I also note that this Swan Island development is designed to retain the central city's economic vitality, mitigate a pressure for urban sprawl with its accompanying energy in-

efficiency, and build upon your existing streets, utilities, and other capital investments; I note further that your particular proposal is designed to preserve the character of an old and well established inner-city residential neighborhood. Lastly, I'm impressed by the unanimity displayed by the City of Portland, the Swan Island Task Force, and Oregon State officials. As you know, it is the presumption of this Administration that state and local officials know the needs and desires of the community they represent better than Federal officials....If the access is determined to be acceptable, as, I hope it will be, a construction schedule for the ramps and any needed improvements of I-5 should be developed which will be in concert with the completion of I-205."

Commissioner McCreedy commented: "This is one of those rare projects that has had the support of everyone--Swan Island businessmen, area residents, neighborhood groups, truckers, teamsters, the Port of Portland, the Union Pacific Railway, Tri-Met, the State Department of Transportation and the City of Portland. The efforts of all these groups, along with our congressional delegation, the Governor, Glen Jackson of the State Transportation Commission, the Mayor, and especially the Task Force, are finally paying off. Swan Island has been only half developed. We can hopefully look forward to twice as many jobs, almost three times the payroll, and twice the property tax income here. This is without question one of the most important economic events in recent memory for the City of Portland."

For further information contact  
Bill Lind - 248-4139

May 21, 1970

To : Glen Jackson  
From : Gerald G. Gandy  
Subject: Greer's Traps

Attached are copies of the correspondence from Secretary Coleman notifying us of approval to proceed with preliminary engineering on the Greer ramps.

After careful review of the language, I'm not as concerned as you indicated we might be in our phone conversation. Staff feels that we can work out construction scheduling as we develop the project and that we need not force an issue with the FWA that may not be one. The words "in concert with" may not necessarily mean "at the same time" or "following". Other developments, such as implementing the recommendations of the 2-11 Greer Task Force, could solve this problem.



THE SECRETARY OF WAR  
WASHINGTON, D. C.

MAY 21 1916

Mr. Charles Coffey  
Commissioner of Public Works  
City Hall  
Portland, Oregon 97204

Dear Mr. Coffey:

This is in reply to your letter of April 8 regarding a request by the City of Portland and the Oregon Department of Transportation for approval to take possession of the interchange of I-5 and I-505 to provide access to North Harbor Avenue and thereby contribute to the economic and industrial development of Swan Island.

As you know, Harry Hall Goldschmidt has also written me regarding this proposed interchange. Portland is my ally in this matter and I would like to discuss with you the following: It is my hope to see you before the 31st.

Both the Federal Military Administration and my immediate office appreciate the opportunity to work with you and others in the City of Portland and the State of Oregon. I am glad that the I-5 interchange work described in your report, and other work objectives as well as the proposed interchange and access to North Harbor Avenue, will be of benefit to the community. I am glad to express my appreciation for your interest in this project and for your attention to the proposed interchange and access to North Harbor Avenue. I am glad to express my appreciation for your interest in this project and for your attention to the proposed interchange and access to North Harbor Avenue.

Very truly,  
The Secretary of War  
Washington, D. C.



THE SECRETARY OF THE INTERIOR  
WASHINGTON, D.C. 20240

MAY 21 1969

Mr. Robert H. ...  
Director of ...  
Portland, Oregon 97209

Dear Sir:

On February 19, 1969, a ...  
request ...  
proposed to ...  
interstate ...  
for a thorough review.

Interstate ...  
Federal ...  
serving the ...  
the ...  
abandoned ...  
planned ...  
as well as ...

I am impressed by your statement that the construction of the ...  
and ...  
vitality ...  
and other ...  
program ...  
is ...  
interstate ...  
production ...  
the ...

I am certain, however, that you understand the earlier HISA disapproval and based upon a matter of safety and efficiency. In the event that you should be required to return to the HISA office, you should be advised that the HISA office is currently closed and that you should not attempt to enter the office until further notice.

However, after a thorough review of this matter by George W. Brown and the other members of the Assistant Secretary's staff and the Office of Information Management, I am pleased to advise you that the HISA office is currently open and that you may return to the office as of the date of this letter. As a result, I am sure that you will find the HISA office to be a most helpful and efficient one. In the event that you should have any questions regarding the HISA office, you should contact the HISA office at the address listed above. The HISA office is currently open and that you may return to the office as of the date of this letter. As a result, I am sure that you will find the HISA office to be a most helpful and efficient one. In the event that you should have any questions regarding the HISA office, you should contact the HISA office at the address listed above.

I am sure that you will find this review to be most helpful and that the HISA office is currently open and that you may return to the office as of the date of this letter. As a result, I am sure that you will find the HISA office to be a most helpful and efficient one. In the event that you should have any questions regarding the HISA office, you should contact the HISA office at the address listed above.

Sincerely,

*[Signature]*  
WALTER W. GILBERT, JR.

cc: Mr. George W. Brown



OFFICE OF THE SECRETARY OF TRANSPORTATION

Washington, D. C. 20530

May 21, 1968

Honorable Earl Warren  
U.S. House of Representatives  
Washington, D.C. 20543

Dear Mr. Warren:

Because of your long-standing interest in the improvement of the national  
airport, particularly in connection with the Interstate Commerce Commission of the  
interchange of I-4 and I-405 at the gate and in the vicinity of the bridge, I  
want to keep you advised of the results of the Department's  
reconsideration of this matter.

Increased air traffic volume, which Secretary Tolson and today to  
the Federal Aviation Board Commission of Public Works and  
to the Federal Aviation Board Commission on the part of this Department  
to assist in solving the problem of air traffic congestion, and  
Federal Aviation Board. In that connection, Federal Aviation  
Administration is recommending that the Secretary of the  
provisionary airport project study, in cooperation with IATA,  
of the interchange proposal. It is, as the letter indicates, our  
hope that the proposal will be found acceptable for we believe that  
state and local officials are best qualified to determine comprehensive  
local community needs.

Sincerely,

Robert J. Griffin, Jr.  
Assistant Secretary for  
Transportation and  
Intergovernmental Affairs



Dublin



OFFICE OF  
PLANNING AND DEVELOPMENT  
GARY E. STOUT  
ADMINISTRATOR

BUREAU OF  
PLANNING  
EST R. BONNER  
DIRECTOR

S.W. MAIN STREET  
PORTLAND, OR. 97204

PLANNING  
503 248-4253

ZONING  
503 248-4250

April 29, 1976

John Patton  
Director of Intergovernmental Affairs  
Department of Transportation  
400 Seventh Street S.W.  
Washington, D.C. 20590

Dear Mr. Patton:

We are requesting the Secretary of Transportation to authorize the Federal Highway Administration and the Oregon State Highway Division to proceed with the preliminary engineering and environmental impact statement for the ramps connecting N. Greeley Avenue and the Interstate Freeway I-5. The need for this and the importance has been well documented in previous correspondence. However we cannot and do not expect the Secretary to act without all the facts. We wish to furnish reasonable justification to take the action we ask.

We note that the Federal Highway Administration has disapproved the project on certain grounds. We believe the information we can furnish you will substantiate that the FHWA's determination was unduly conservative and perhaps based upon inadequate information. We believe we can demonstrate that this project is technically satisfactory and that should be approved on broad public policy grounds. This project will have a major influence on fostering central city economic vitality and on residential environmental quality. Both of these objectives will be a significant step away from the promotion of urban sprawl and its attendant adverse environmental and energy consumption consequences. Furthermore the provision of this "missing link" will be consistent with policies to make better use of investments and facilities we already have in place. Specifically, these ramps will permit full utilization of the 600 acre industrial park in the heart of the city and a mile of good, 4-lane arterial street, N. Greeley Avenue. Both of these will be substantially underutilized without these ramps.

Oregon has enacted strong land use legislation. The State Land Conservation and Development Commission have adopted "Statewide Planning Goals and Guidelines", a copy of which is enclosed as Appendix A. These goals and guidelines have the force of state law. This authority and responsibility has been delegated by the state to our local council of governments, the Columbia Region Association of Governments (CRAG). I call your attention to Goal No. (1), Citizen Involvement, which has been pursued with diligence. Several of these goals are pertinent and guide the action we seek to undertake in this case. I call your attention specifically to Goal No. (9) Economy of the State, Goal No. (12) Transportation, Goal. (13) Energy Conservation and Goal No. (14) Urbanization.

We have included, for orientation, a map of "Portland and Vicinity", Appendix B and the "Project Area", Appendix C. CRAG has been designated as the metropolitan planning organization (MPO). It also has been certified by the FHWA and UMTA for transportation planning as evidenced by the letters in Appendix D. CRAG has adopted an Interim Transportation Plan which is enclosed in Appendix E. This plan provides for this project. CRAG has adopted a Transportation Improvement Program (TIP) which includes the annual element for FY 76. This TIP is enclosed as Appendix F. On the map following page I-3 you will note this project is identified as No. 17 and bears the title "Swan Island Access-Portland". The project is described in more detail on a project summary sheet, page III-41. This TIP has been revised by action of the Board of Director's on April 22, 1976 and that revision is included in Appendix F, and lists on line 37 "North Greeley Avenue PE". The project is "rescheduled to FY 77" as noted in columns 7, 8 and 9. The FY 77 TIP is in the process of preparation and is scheduled to be adopted by the CRAG Board in June. The obvious reason this project was moved from FY 76 to FY 77 is that it could not possibly be initiated before June 30.

The Swan Island Industrial Park and Ship Repair Yard has been under planning and development by the Port of Portland for over 20 years. The City of Portland, Multnomah County, State of Oregon and various citizen and industry groups have been involved in this process. Due to the peculiar topography, there is only a single access route to the area, N. Going Street, which connects to the I-5 Freeway.

It has long been recognized that this is a limiting factor and very extensive efforts have been made to provide what is usually termed a "second access". A large number of staff studies by several agencies have been undertaken as well as consultant studies and considerable citizen activity.

A number of complex problems and conflicts have attended this development, principally the provision of adequate access and the problem of environmental compatibility with the adjacent residential areas. To deal with this condition, the City Council on June 5, 1974 adopted an ordinance, in Appendix G, establishing a Swan Island Task Force. The first meeting of the Task Force was held on September 20, 1974 and I attach a notice of that meeting and additional material. You will note the Chairman was Mr. Terry Schrunk. Mr. Schrunk retired after having been mayor of Portland for 16 years and was succeeded by Mayor Goldschmidt. Mr. Schrunk subsequently died and Commissioner McCready succeeded as Chairman of the Task Force. I've also included in Appendix G a few items indicative of the activities of the Task Force. This is by no means all-inclusive.

The City has an Office of Neighborhood Associations which supports voluntary, recognized associations, including the Overlook Neighborhood Association. Overlook includes the area adjacent to Going Street and Swan Island. The North Portland Citizens Committee is very active, as indicated by the newsletter. It includes the Overlook Neighborhood Association.

A key technical issue is the evaluation of truck climbing performance on the up-ramp "A-A". (See project drawing, Appendix J) The FHWA evaluation indicated the trucks would achieve a speed of 8 miles per hour and that this would be a hazardous unsatisfactory condition upon merging. The State Highway Division's analysis indicated that the merge would actually occur at between 27 and 38 miles per hour. Upon analysis it appears a discrepancy arises from several sources. The FHWA did not consider that there would be a second truck climbing lane connecting into an additional freeway lane. Further the merge takes place not at the top of the 6 per cent grade but after 300 feet of level operation. Refer to the drawing "Project Profiles", Appendix K.

The key factor in determining the performance of trucks is the weight per horse power ratio. The FHWA used as a standard the AASHO Bluebook, the title of which is "A Policy on Geometric Design of Rural Highways, 1965". A copy of the pertinent sections are enclosed as Appendix H. It establishes a weight power ratio of 400 pounds per horsepower. AASHO has also published a Redbook entitled "A Policy On Design of Urban Highways and Arterial Streets, 1973". An extract is also enclosed in Appendix H which indicates the 400 pounds ratio has been retained and discusses climbing lanes. The State Engineers believe this is outdated and unduly conservative. A more appropriate standard is found in the "Highway Capacity Manual, 1965" published by the Highway Research Board. A copy of the pertinent sections are enclosed as Appendix I.

This establishes as a standard 200 pounds per horse power. Diesel engines have been improved resulting in a lowering of the weight per horsepower ratio. However there has also been an increase in the allowable gross vehicle weight and the current permissible limit in Oregon is 80,000 pounds. A recent check with a major truck manufacturer indicates that the smallest engine they are putting in large trucks is 290 horsepower which gives a pounds per horsepower ratio of 275. However the manufacturer indicated that a much greater preponderance of engines are in the 350 to 400 horsepower class which yields a standard much closer to the Highway Research Board's criteria than the outdated AASHO criteria. We should not obscure the fact that there are a certain percentage of trucks that are lower powered gasoline engine tractors, usually hauling trailers in local delivery operations or special vehicles such as concrete mixers that have lower performance characteristics than long-haul trucks. However we do not expect these to be commonplace and furthermore the addition of the climbing lane will accomodate safely these incidents.

Therefore, even if we accept what we believe to be is an unduly conservative standard used by the FHWA, the provision of a truck climbing lane, 300 feet of level acceleration before merging and the addition of 3200 feet of freeway lane, we believe, creates a safe condition.

Another contention of the FHWA analysis is that the FHWA noise standards could not be achieved on Going Street by the diversion of trucks to the proposed Greeley Ramps. Even if this standard of 70 DBA is not achieved, it does not seem sensible to disregard as justification for a project a major noise reduction in a residential area. The City's Acoustical Project Manager, Dr. Paul Herman, has calculated that at present and at forecast traffic levels a 5 to 7 decibel reduction will be achieved. A reduction of this magnitude will be very noticeable to the residents. Sleep interference is a function not only of noise levels but also of single peak noise incidents, i.e. trucks. Our noise study indicates that during the nighttime hours and with these ramps, 250 trucks will be diverted at present traffic levels and 500 trucks will be diverted at fully developed traffic levels. It will still be a relatively noisy area but this improvement will be very significant and worthwhile. This is a major local issue and has complex ramifications far beyond the immediate project.

The location and direction of the following photographs are shown on the Project Drawing, Appendix J.

Photograph "A" is an overview of the project area looking southeast. On the left is Interstate Avenue, on the right Greeley Avenue, straight ahead is the interchange of I-405 and I-5, and extending off to the right to the west is the Fremont Bridge. Key point of this picture is that additional

ramps would have a minimal environmental impact as land is already in public ownership and is an existing freeway interchange. In fact this project would be consistent with the general policy of making better use of facilities and investments that we already have.

Photograph "B" is taken from an island in the middle of Interstate Avenue looking up Morris Street. The down ramp, "B-B", would come down Morris Street either at grade or depressed under N. Mississippi Avenue. The existing grade of Morris Street is 8.8 per cent. The upramp, "A-A", would begin at the curb line by the light pole and make a 25-mile per hour right turn between the mowing machine and the pier of the north-to-west on-ramp of the bridge. Photograph "C" is taken from the vicinity of the parked car shown in Photograph "B" on Morris Street looking south generally along the alignment of the ramp "A-A". The first pier is the same one shown on Photograph "B". The new ramp extends on a level grade to a point past the second pier before beginning a 6 per cent grade. There is about 500 feet of level operation from the stop light on Greeley to the beginning of the climb. This ramp would then make a 28-mile per hour left turn and merge with the south side of the west-to-south off-ramp from the bridge. This off-ramp is the lowest of the structures shown on the left of the photo.

Photograph "D" -- The new ramp "A-A" would go just on the other side of the pier shown behind the parked car and extend up hill through the trees and building and merge into the bridge off-ramp just as it crosses Graham Street. A truck is shown on the off-ramp at about this point. The building is on State property and is leased by a lift truck company from the State. It does not appear that any additional private property will be required for this project. Some of the businesses on the south side of Graham Street have expressed concern that additional structures will adversely impact them.

Photograph "E" is looking west down Morris Street to the intersection of Greeley and Interstate Avenues. This is the reverse of Photograph "B". The passenger car on Greeley in front of the billboard is at the stop line.

Photograph "F" taken from the east side of the I-5 Freeway looking north at the bridge south-to-west on-ramp. The new exit for ramp "B-B" would begin just south of the pier seen directly over the truck headed for Seattle.

Photograph "G" is taken from the same position as Photograph "F" but looking in the opposite direction, south. A new lane would be added to the far side of the freeway to accommodate the two lanes of the up-ramp "A-A". This would extend about 2200 feet to the Broadway Bridge -- Lloyd Center exit seen in the distance and about 1000 feet beyond that point, a total of over one half

Page 6.  
John Patton

mile.

We realize it is an unusual step to bring this matter to the attention of the Secretary. We appreciate very much your careful attention and your understanding that the issues are much broader than just highway policy.

Very truly yours,

A handwritten signature in cursive script that reads "William S. Dirker". The signature is written in dark ink and is positioned above the typed name.

WILLIAM S. DIRKER  
TRANSPORTATION COORDINATOR

WSD:ce

Enclosures:

### Appendices

- A Statewide Planning Goals and Guidelines
- B Map, Portland and Vicinity
- C Map, Project Area
- D Certification for Transportation Planning
- E CRAG Interim Transportation Plan
- F CRAG Transportation Improvement Program with Revision
- G Swan Island Task Force Ordinance and Material
- H AASHO Bluebook and Redbook
- I HRB, Highway Capacity Manual
- J Project Drawing and Photograph Locations
- K Project Profiles

### Photographs

- A Overview of Project Area
- B from Interstate and Morris, looking S.E.
- C from Morris, looking south
- D from Interstate and Graham, looking east
- E from Morris, looking west
- F on I-5, looking north
- G on I-5, looking south

# NORTH PORTLAND CITIZENS COMMITTEE

3711 N. Lowell Avenue  
Portland, Oregon 97217

April 15, 1976

William T. Coleman Jr.  
U.S. Secretary of Transportation  
Department of Transportation  
Washington D.C. 20590

Dear Mr. Coleman:



The North Portland Citizens Committee requests your support in obtaining funding for the ramp connection to Interstate Freeway #5 and North Greeley Street. We became involved in the issue of access to Swan Island because of the impact of industrial traffic on the neighborhood. We believe that the present economic base and the future of Swan Island are important to the entire Portland metropolitan region.

The issue of more traffic on the freeway, as pointed out by Glen Greene, seems to be an absurd point if you take into consideration other developments along I-5 that have expanded using existing ingress and egress. The proposed project would not congest the existing access area, but would tend to have the opposite effect. The obvious relief to Going Street and the surrounding neighborhood that the new access would afford must be one of the first considerations. Entrance speed onto the freeway was another concern expressed. To those of us who must use the freeway daily this seems to be a little ridiculous. Actual versus theory is always debateable, and this particular freeway has consistently ignored theories.

As participants in the Swan Island Task Force, we addressed a wide variety of alternatives and gained an insight into the impact that the industrial development on Swan Island has had and will have if that development is not impeded by lack of access to the freeway. The implication that the Task Force looked only at a small area is both untrue and unwarranted. The membership of the Task Force should be taken into consideration before such judgments are made. It would be difficult to find a more diversified group of people working together toward mutual goals. The individual members did not try nor would they have been allowed the privilege of forcing a narrow point of view.

NPCC is concerned about the entire North Portland area and will continue to work for solutions to problems that are acceptable to all the parties concerned.

Sincerely,

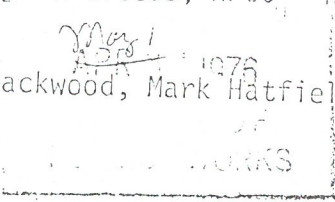
Si Stanich  
Swan Island Task Force  
Overlook - NPCC

Barbara Jaeger  
Swan Island Task Force  
Planning Committee, NPCC

Steve Roso  
President  
NPCC

May 1 1976

Letters to: Robert Duncan, Bob Packwood, Mark Hatfield, Norbert Tiemann





MARK O. HATFIELD  
OREGON

*we sent  
letter on 4/8/76*

008

United States Senate  
WASHINGTON, D.C.

April 26, 1976

The Honorable Connie McCready  
Commissioner of Public Works  
Portland, Oregon 97205

*Bill*

Dear Connie:

Thanks for your recent note and the enclosed copy of your letter to Secretary William Coleman concerning the Greeley Avenue access to Swan Island from Interstate-5.

At the request of the Oregon Transportation Commission, I have been in contact with Mr. Norbert Tiemann, Administrator of the Federal Highway Administration, on this matter. Copies of my first letter and the response of the FHWA are enclosed.

Please be assured that I stand by to be of whatever assistance I can in this matter, and I appreciate your informing me of the City of Portland's activities in this regard.

Warmest personal regards.

Sincerely,



Mark O. Hatfield  
United States Senator

MOH:chm  
Enclosures

APR 2

United States Senate

WASHINGTON, D.C.

March 26, 1976

Mr. Norbert T. Tiemann  
Administrator  
Federal Highway Administration  
U.S. Department of Transportation  
400 7th Street, S.W.  
Washington, D.C. 20590

Dear Administrator Tiemann:

Enclosed you will find a copy of a letter I have received recently from Mr. Glenn Jackson, Chairman of the Oregon Transportation Commission regarding a proposal for a second access from Interstate 5 to the Swan Island Industrial Park in Portland, Oregon. Also, enclosed are several exhibits providing background on this matter.

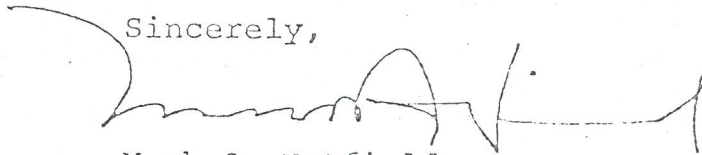
At the request of Mr. Jackson, I request that you review the Greeley Avenue - I-5 ramp proposal and provide an analysis of the Federal Highway Administration's position on the project. It is my understanding that there are time constraints involved and, therefore, I respectfully ask that this matter be given consideration at your earliest possible convenience.

I look forward to hearing from you and am greatly appreciative of your office's fine work on matters affecting transportation policy in my State of Oregon. It would also be appreciated if you would return the enclosed material with your reply.

Thank you very much.

Warmest regards.

Sincerely,



Mark O. Hatfield  
United States Senator

MOH:chm



U.S. DEPARTMENT OF TRANSPORTATION  
FEDERAL HIGHWAY ADMINISTRATION  
WASHINGTON, D.C. 20590

APR 6 1976

OFFICE OF THE ADMINISTRATOR

IN REPLY REFER TO:  
HNC-11

Honorable Mark O. Hatfield  
United States Senate  
Washington, D.C. 20510

Dear Senator Hatfield:

This is in reply to your letter of March 26, 1976, enclosing a letter from Mr. Glenn Jackson, Chairman of the Oregon Transportation Commission. You request our review of Oregon's proposal for a second access from Interstate Route 5 to the Swan Island Industrial Park in Portland, Oregon.

Interstate Route 5 in Portland was built some years ago with Federal-aid Interstate funds and is the only north-south route serving the Pacific Northwest in the Portland area. The route was designed on the assumption that other freeways would be built in the area to serve various transportation needs, but these other facilities have been abandoned, relocated, or deferred. For this and other reasons, the route is currently carrying far greater volumes of traffic than planned for, resulting in reduced operation safety and efficiency.

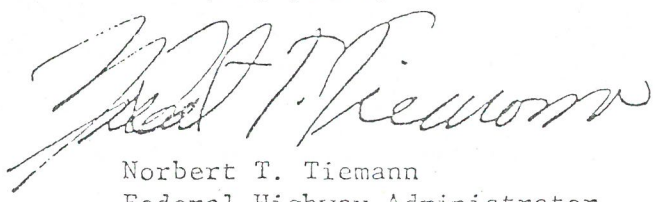
The construction of the requested ramps to Greeley Avenue would undoubtedly stimulate the commercial and industrial development of Swan Island. However, their construction as proposed would seriously and adversely affect the safety and efficiency of I-5, as shown by experience nationwide. Southbound trucks could only enter the Interstate highway at very low speeds, thus creating further congestion and a safety hazard. The addition of an exit ramp to serve traffic from the south in the existing section, which has a complex configuration, is contrary to established design practice for the Interstate System. Further, these ramps would provide only partial directional interchange service.

Although we commend the city of Portland for its efforts to stimulate and revitalize the central city area and for its study to provide satisfactory transportation for Swan Island, we believe it would be premature, at best, to approve the addition of these ramps to

Creeley Avenue in the I-5/I-405 interchange at this time. The Federal Highway Administration will work with the State and city to find a means of improving access to Swan Island which is mutually satisfactory to the city, State and Federal Governments.

We are providing a similar reply to an inquiry on this subject from Representative Robert B. Duncan.

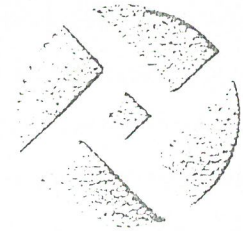
Sincerely yours,



Norbert T. Tiemann  
Federal Highway Administrator

Enclosure:  
Transmitted Correspondence

April 19, 1976



The Honorable William T. Coleman, Jr.  
Secretary of Transportation  
U. S. Department of Transportation  
Washington, D. C. 20001

*Bel*

Port of Portland

Box 3523 Portland, Oregon 97203  
503/233-8331  
TWX: 913-464-9151

Dear Secretary Coleman:

I am writing concerning the proposed City of Portland project to connect N. Greeley Avenue to the I-5 freeway. Given the substantial benefits associated with the access to be provided by the ramps and the firm local and state support of the project, the Port urges your approval of the project request.

General Background

A primary purpose of the Greeley ramp project is to provide access to the Port of Portland's developing Swan Island Industrial Park. The project is a key element of the recommendations of the 1975 Swan Island Transportation Study which was endorsed by the Port Commission last November. Your office has a copy of this study. The recommendations of the study will accommodate full development of the industrial park. The recommendations include roadway, transit and policy improvements.

Attached to this letter is a brief summary of information concerning Swan Island Industrial Park. The industrial park, roughly one-half developed in terms of acreage and projected employment, contributes substantial benefits in terms of jobs and taxes, and performs an important role in the economic growth and diversity of the region. It is in close proximity to a district having the highest unemployment in the metropolitan area. Access improvements, such as the Greeley/I-5 ramps, are required if the Portland region is to accrue the benefits from a fully developed Swan Island.

Project Benefits

Briefly, I would like to further outline some of the major reasons for the Port's support of the Greeley ramp project.

- o Portland's economic strength as a distribution center continues to grow. A 1975 survey conducted by Handling and Shipping magazine

APR 21 1976

(S)

ranks Portland as the eleventh highest city in the United States in terms of distribution locations (Handling and Shipping, November, 1975). This compares to a nationally ranked position of 16 in their 1965 survey.

Swan Island Industrial Park has played an important role in this growth. Major truckline firms located at Swan Island such as Pacific Intermountain Express, ONC Motor Freight System, System 99, Interstate Motor Lines, Silver Eagle Freightline and the Freightliner Corporation sales and truck manufacturing plant contribute to over one-half of the present employment level at the industrial park.

- o The Port of Portland's Swan Island Ship Repair Yard is another major element of the activities of the industrial park. The ship repair yard already accounts for the inflow of \$30 million a year of outside money from shipowners to the local economy through payrolls and subcontracts with firms located in the tri-county area. A proposal for a new dry dock and support facilities at the ship repair yard which is under consideration by the Port Commission, would boost this impact to well above \$50 million annually. The proposed ship repair yard expansion, a project of national significance, would cost \$86 million and be financed by general obligation bonds. Debt service would be paid by an increase in local property taxes. The ship repair yard contributes to the growth and utilization of the most energy efficient mode of transportation for many products.

At the present time, the only direct access from Swan Island to I-5 is via N. Going Street. The Greeley ramp project would provide substantial relief to the residential neighborhoods adjacent to N. Going Street. Since a majority of Swan Island truck traffic is to and from the south, the Greeley ramps would eliminate a good share of the nighttime truck traffic on N. Going; a major concern of the adjacent neighborhoods.

The existing access system could accommodate the projected employment increase associated with the proposed ship repair yard expansion, but if the Greeley ramp project is not provided:

William T. Coleman, Jr.

Page 3

April 19, 1976

- Full development of the entire industrial park would still be in question.

The Port staff has recommended that the proposed ship repair yard expansion be financed by a general obligation bond issue to be put before the voters in November of this year. Citizen representatives, who continue to serve on the city's Swan Island Task Force, have indicated that the very important economic benefits of the ship repair yard expansion should not be clouded by a delay in the implementation of the Greeley ramps. As will be discussed below, the Greeley ramp project and the other recommendations of the 1975 Swan Island Transportation Study have a broad base of local support. The Port urges swift federal approval of the Greeley project so the issue of access to Swan Island can be resolved, and will not cloud the regional economic benefits associated with the proposed ship repair yard expansion.

- o In addition to serving Swan Island proper, the Greeley ramps will also provide additional access to the Union Pacific rail yards adjacent to the industrial park. This rail yard includes a TOFC-COFC facility and employs approximately 875 workers.
- o The Greeley project has a broad base of local support. The City of Portland's Swan Island Task Force, which endorsed the recommendations of the Swan Island Transportation Study, is made up of representatives from the City of Portland, firms of Swan Island, the trucking industry, railroads, Tri-Met (the local transit operator), citizen groups, the Oregon State Highway Division and the Port.


Providing financially feasible access to a fully developed Swan Island, taking into account the adjacent neighborhoods on N. Going Street, has long been a concern of the groups represented on the Swan Island Task Force. The recommendations of the Swan Island Transportation Study, which includes roadway and policy and transit improvements, were endorsed by the Task Force last October. It was recognized that Swan Island, because of its location close to the central business district, provides the City of Portland with an opportunity to promote local, state and federal, energy and urban conservation goals.

William T. Coleman, Jr.  
Page 4  
April 19, 1976

The recommendations of the Swan Island Transportation Study are interdependent and the Greeley ramp project is an important element of the recommendations. This letter does not address the operational aspects of the project, but the Port has been assured by state and local officials and engineers that the questions raised by the regional FHWA office concerning the ramps can be adequately addressed in the engineering and design of the project. The years of local and state cooperation, which finally resulted in the Task Force endorsement of the Swan Island Transportation Study, should be taken into account by your office in your review of the Greeley ramp project.

Given the substantial benefits associated with the access to be provided by the Greeley ramps and the firm local and state support of the project, the Port urges your approval of the project request. If you feel additional discussion of the project's benefits is warranted, a personal visit to your office by Port and other local officials can be arranged at your convenience.

Sincerely,



Lloyd Anderson  
Executive Director

cc: Norbert T. Tiemann, FHWA  
Oregon Congressional Delegation  
Governor Straub  
Members, City Council  
Members, Swan Island Task Force  
Port Commissioners

P19D



## SWAN ISLAND INDUSTRIAL PARK

Swan Island Industrial Park includes approximately 600 acres of prime industrial land in the center of the metropolitan region. Swan Island's transportation and distribution firms perform an important role in the economic growth and diversification of the Portland area. Following is information related to the overall economic activity at the industrial park.

### ACREAGE

o Sold, leased or Ship Repair Yard	300 acres
o Marketable	
- Land preparation complete	100 acres
- Land preparation incomplete	50 acres
- Mocks Bottom (land preparation not yet begun)	<u>145 acres</u>
	TOTAL
	595 acres

### PORT INVESTMENT

- o Investment to date - Since 1921, an estimated \$22.5 million in original costs has been invested by the Port at Swan Island for the land purchase and preparation, and existing roadways, utilities and Port facilities. In today's dollars this figure would be well over \$50 million.
- o Future investment - An estimated \$7 million will be invested by the Port to complete land preparation at Swan Island. In addition, the construction of a new dry dock and berthing facilities at the Swan Island Ship Repair Yard at an estimated cost of \$78 million is presently under consideration by the Port Commission.

### PRIVATE INVESTMENT

The Multnomah County assessed valuation of the real property (land and improvements) of Swan Island tenants is approximately \$42 million. This does not include an assessed valuation for personal property of the tenants.

## TAXES

Based upon an assessed valuation of \$42 million and the tax rate at Swan Island of \$28.65 per \$1,000, the present tenants contributed \$1.2 million in real property taxes last year.

## EMPLOYMENT

- o Present employment - Approximately 6,000 people are employed at Swan Island Industrial Park. This includes roughly 1,500 employees at the Swan Island Ship Repair Yard.
- o Future employment - It is projected that full development of the industrial park would result in an additional 7,000 employees for a total of 13,000 employees.

## PAYROLL

- o The Swan Island Ship Repair Yard already accounts for the inflow of \$30 million a year from world shipowners to the local economy through payrolls and sub-contracts with firms located throughout the tri-county area. The new dry dock under consideration by the Port Commission would boost this impact well above \$50 million annually.
- o For the remainder of the industrial park, over \$50 million in direct payrolls is accrued by employees at Swan Island.

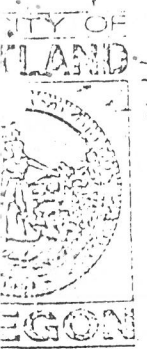
## TRANSPORTATION DEVELOPMENT PROGRAM

The recently completed 1975 Swan Island Transportation Study recommends a set of roadway and transit improvements to accommodate the employment level associated with full development of the industrial park. In terms of acreage and projected employment, Swan Island Industrial Park is one-half developed. Thus, at full development the estimated community benefits would be:

### Projected Level with Full Development

- o Employment - 13,000
- o Real Property Taxes - \$2.4 million
- o Payrolls - over \$150 million

The Greeley/1-5 ramp project is a key element of the transportation development program for Swan Island. If access improvements are not implemented and development is restrained, many of the benefits associated with full development will not be achieved.



March 29, 1976

Mr. John W. Patton  
Director of Intergovernmental  
Affairs  
Department of Transportation  
407th Street SW  
Washington, D.C. 20590

Dear Mr. Patton:

Mayor Goldschmidt has asked me to provide you with information regarding the City of Portland's request of Secretary Coleman for approval of an additional connection to the Interstate Freeway, I-5, at N. Greeley Avenue. The enclosures to this letter contain the pertinent information.

The essential broad issue is the function of a freeway in the City. Urban freeways are commonly understood to be a mixed blessing. The negative aspects include not only their immediate impact but also the urban sprawl that freeways foster. This sprawl includes not only residential development but also widespread dispersal of places of employment making it increasingly difficult to serve with an efficient freight transportation system. This industrial dispersion and the economic vitality of the central City are the specific issues regarding this highway project. We believe the Secretary will find adequate justification to approve this project from his broader perspective.

In its simplest terms the problem is peak hour access to the Swan Island Industrial Park. Without this project, 7000 job opportunities in the heart of the City will not occur and millions of dollars already invested in land development and in road, rail and water transportation facilities will be seriously underutilized and wasted. Much of this economic activity will then occur in the suburbs and will require additional investment in utility and transportation facilities. Not only for economic but also for environmental and energy considerations, we are sure the Secretary will recognize this is poor public policy and one the nation and this State and locality can no longer afford. It is upon these grounds, that are broader than the Federal Highway Administration's

OFFICE OF  
LAND DEVELOPMENT  
W. E. STOUT  
ADMINISTRATOR

DEPARTMENT OF  
PLANNING  
R. BONNER  
DIRECTOR

1000 MAIN STREET  
PORTLAND, OR. 97204

TELEPHONE  
ANNING  
248-4253

TELEPHONE  
ANNING  
48-4250

Mr. John W. Patton  
March 29, 1976  
Page 2

concern with freeway operations, that we believe the Secretary will base his approval of this additional freeway connection.

The Swan Island Industrial Park has been developed by the Port of Portland. It includes, in addition to other industries and commercial facilities, many significant transportation elements including a major ship repair yard with three dry docks, a large truck manufacturing plant, and the principal concentration of truck terminals in the State. Adjacent and served by the same roads, is a large rail yard including a TOFC-COFC facility. All of these will be directly benefitted by the proposed new access to the freeway.

In addition the Port is proposing an \$86 million dollar locally financed addition to the ship repair yard, a development of national significance.

About three years ago the City established a Swan Island Task Force consisting of representatives of all concerned public and private interest groups. A wide range of proposals regarding access have been considered. These ranged from unfundable tunnels and bridges to suspension of economic development. After extensive consideration the Task Force recommended the proposed freeway connection along with several other projects and programs. This project, however, is the crucial keystone to all of the other proposals as a review of the data will indicate. The enclosed "Swan Island Transportation Study" contains all feasible combinations of options and policies and makes recommendations.

Federal Highway Administration appears to have two concerns about this project. First it does not wish to introduce additional traffic into an already crowded freeway system. Second there is concern about the adequacy of the design of the proposed facility.

The first objection is one that may possibly be justified if the only criteria was freeway operations. The letter from Mayor Goldschmidt and Commissioner McCready of November 20, especially the third paragraph, expresses the broader view quite well. The commitment of this City and region to a balanced transportation system is well established. The local governments of this area

Mr. John W. Patton  
March 29, 1976  
Page 3

in cooperation with Governor Straub are developing a program to use funds "traded in" from the Mount Hood Freeway, I-80N, to achieve a more balanced system. We have allocated over one-third of our available federal-aid urban highway fund to transit projects. Under the auspices of the Columbia Region Association of Governments (C.R.A.G.) a study of the Interstate Bridge Corridor was undertaken to address the problems of capacity on the I-5 freeway. This report was adopted and the recommendations are being implemented. We believe the second objection can be overcome. The Federal Highway Administration's analysis, transmitted on March 2, 1976, may be subject to professional disagreement which should be resolved in further analysis.

The immediate request is approval to proceed with preliminary engineering and an environmental impact statement to demonstrate this.

I would like to call your attention to certain elements of the "Swan Island Transportation Study." The recommendations are listed on page 5 and you will note are a combination of policy actions and construction projects, one of which is the Greeley/I-5 ramps. These do not stand alone but are interdependent to achieve the required level of transportation service to the Swan Island area and in turn the resulting economic vitality.

This community and the state have made great exertions to attainment of that goal.

A careful review of the data indicate that there are two road construction projects in this package of projects and policies that are interdependent. One is the Basin/Going Street interchange and the second is the Greeley/I-5 ramps. The additional capacity provided by the grade separated interchange may not be warranted unless the Greeley to I-5 ramp project is also constructed inasmuch as the interchange would provide more capacity than could be handled by the Going Street and Greeley Street connections to the interchange. These two projects together coupled with the policy options recommended provide a level of service that will permit full development.

The State of Oregon through its Land Conservation and Development Commission has adopted certain land use goals and guidelines which carry the force of State law.

Mr. John W. Patton

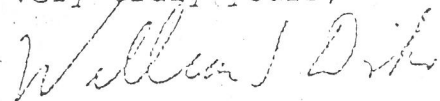
March 29, 1976

Page 4

A pertinent goal is one that calls for the filling in of undeveloped land before new land is urbanized. This project clearly is in pursuit of this goal.

Our responsible officials from the city and the Port will undoubtedly wish to discuss this project with Secretary Coleman personally when he has the decision under consideration. We would appreciate being advised of appropriate dates.

Very truly yours,



William S. Dirker  
Transportation Coordinator

BT:pa

Enclosures:

Swan Island Transportation Study  
Interstate Bridge Corridor Project, Executive Summary  
Letter to Secretary Coleman, Feb. 24, 1976 w/attachments  
Letter to Robert Bothman, Feb. 20, 1976  
Letter to C.R.A.G., Nov. 19, 1975  
Letter to Robert Bothman, Nov. 20, 1976  
Federal Highway Administration Transmittal and Analysis,  
March 2, 1976.

April 8, 1976

William T. Coleman, Jr.  
U. S. Secretary of Transportation  
Department of Transportation  
Washington, D. C.

Dear Mr. Coleman:

The City of Portland has proposed an additional connection to Interstate Freeway I-5, at North Greeley Avenue. The Oregon State Highway Department has approved this connection, but I understand that the regional office of the Federal Highway Administration has recommended against its approval.

For the City of Portland, the factors involved in the final decision on this matter go far beyond simple traffic considerations. I am writing to ask that these factors be given serious consideration when the matter is reviewed by the appropriate staffs in Washington.

Portland is developing the Swan Island Industrial Park close to the center of our city. The connection to I-5 is proposed to serve this industrial park adequately. If we do not obtain approval for the access, the industrial area will not develop and the resulting economic losses will be disastrous to our city. We will lose 7,000 jobs. Millions of dollars already invested in land development and in road, rail and water transportation will be wasted and the land and facilities seriously under-utilized. Much of the expected economic activity will then occur in the suburbs and will require additional investment in utility and transportation facilities.

The Swan Island Industrial Park is adjacent to a low and middle income residential area which contains a high percentage of minority population. These Portland citizens are among the hardest hit by the current economic decline and need jobs close to their residential community.

William T. Coleman, Jr.  
April 8, 1976  
Page 2

I think it is now commonly understood that the economic vitality of our central cities is of paramount public importance. The policy expressed by President Ford is to support and encourage this vitality. For Portland, the Swan Island development means more than 70 million dollars in payroll and 42 million dollars in additional cash flow. It also means about 3 million dollars in new taxes for the City. We know you are familiar not only with the economic value of retaining jobs in our cities, but also with the environmental and energy considerations. A copy of an economic paper prepared by the staff of the Port of Portland is attached and contains more detailed information.

It seems to me undesirable that sensible public policy now demands the development of the Swan Island Industrial Park. We have looked at a lot of options for providing adequate access and concluded that the freeway connection at North Greeley Avenue is absolutely critical. The State Highway Department concurs in this opinion and your regional office has offered no alternate suggestions.

The proposed highway connection is somewhat unique among public projects. There is overwhelming support from all segments of our community. It is supported by all of the business and industrial interests. It is supported by all of the labor unions. It is supported by the local neighborhood associations. It is supported by associations of minority citizens. It is supported by all elected officials in the City and the State. Indeed, the only opposition to the project is lodged with the engineers in the Federal Highway Administration.

As with any project, there are problems that need to be solved. The FHWA has raised several. First, they say there is a technical safety problem. However, our city engineers and the State engineers advise us that this problem can be resolved. I am sure there can be an adequate engineering solution if your office establishes a basic policy of providing adequate access to the industrial area. Second, there is an objection to increased congestion on I-5. However, if the alternative is the development of these jobs in the suburbs, the ultimate congestion on I-5 will be much greater, as will the effect on the environment and the cost of providing a solution.

It distresses me to see that the FHWA is in the process of approving an additional interchange on this same I-5 freeway just outside of Portland to serve a suburban shopping center. Not only is such highway access policy discouraging development in the inner city, it is actively encouraging development in the suburbs. The result can only be increased traffic and increased congestion.



William T. Coleman, Jr.  
April 8, 1975  
Page 3

Because of the unique importance this freeway access has for the City of Portland, we ask you to allow us to present our case to the Federal Highway Administration and the Department of Transportation to a person prior to a final decision on our request.

I look forward to your early reply.

Sincerely,

Connie McCready  
Commissioner of Public Works

Cl:bm

Enclosure

cc: Senator Mark O. Hatfield  
Senator Bob Packwood  
Congressman Robert B. Duncan  
Herbert T. Tamm, Administrator  
Federal Highway Administration



THE SECRETARY OF LABOR  
WASHINGTON, D. C. 20540

JULY 21 1978

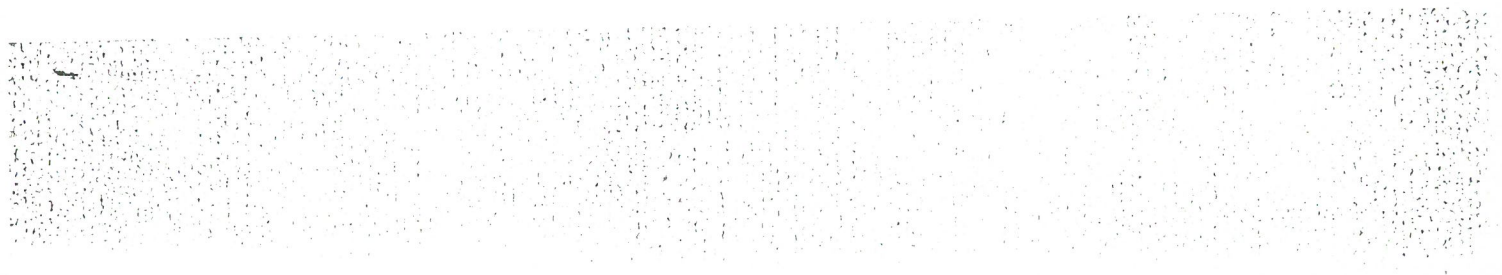
Mr. [Name],  
[Address]  
Portland, Oregon 97203

Dear Sir:

On [Date], [Name] was [Action] [Location]. [Details of the incident, including dates and locations mentioned in the original text.]

[Name] is a [Title] at [Company] and is [Action] [Location]. [Details of the second incident, including dates and locations.]

[Name] is a [Title] at [Company] and is [Action] [Location]. [Details of the third incident, including dates and locations.]





THE SECRETARY OF TRANSPORTATION  
WASHINGTON, D.C. 20590

MAY 21 1973

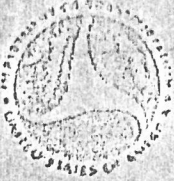
Honorable Neil Goldschmidt,  
Mayor of Portland  
Portland, Oregon 97204

Dear Neil:

On February 24th you wrote requesting reconsideration of an earlier regional Federal Highway Administration (FHWA) disapproval of a proposal to convert an arterial street, North Greeley Avenue, to the Interstate freeway system at the interchange of I-5 and I-405 at the east end of the Fremont Bridge. I acknowledged your letter on March 25th and assigned the matter to FHWA Administrator Tiedmann for a thorough review.

Interstate Route 5 in Portland was built some years ago with Federal-aid Interstate funds and is the only major north-south route serving the Pacific Northwest in the area. The route was designed on the assumption that other freeways would be built in the area to serve various transportation needs, but these other facilities have been abandoned, postponed, or deferred. For this and other reasons, the route is currently carrying a far greater volume of traffic than planned for, resulting in reduced operational safety and efficiency, as well as severe congestion at times.

I am impressed by your assessment that the construction of the requested roads to North Greeley Avenue would stimulate the commercial and industrial development of Swan Island. I also note that this Swan Island development is designed to retain the central city's economic vitality, mitigate a pressure for urban sprawl with its accompanying energy inefficiency, and build upon your existing streets, utilities, and other capital investments. I note further that your particular proposal is designed to preserve the character of an old and well-established inner-city residential neighborhood. Lastly, I'm impressed by the unanimity displayed by the City of Portland, the Swan Island Task Force, and Oregon State officials. In your favor, it is the presumption of this Administration that state and local officials know the needs and desires of the community they represent better than Federal officials.



THE SECRETARY OF TRANSPORTATION

WASHINGTON, D.C. 20590

MAY 21 1973

Honorable Neil Goldschmidt,  
Mayor of Portland  
Portland, Oregon 97204

Dear Neil:

On February 24th you wrote requesting reconsideration of an earlier regional Federal Highway Administration (FHWA) disapproval of a proposal to connect an arterial street, North Greeley Avenue, to the Interstate freeway system at the interchange of I-5 and I-405 at the east end of the Fremont Bridge. I acknowledged your letter on March 28th and assigned the matter to FHWA Administrator Tiemann for a thorough review.

Interstate Route 5 in Portland was built some years ago with Federal-aid Interstate funds and is the only major north-south route serving the Pacific Northwest in the area. The route was designed on the assumption that other freeways would be built in the area to serve various transportation needs, but these other facilities have been abandoned, relocated, or deferred. For this and other reasons, the route is currently carrying a far greater volume of traffic than planned for, resulting in reduced operational safety and efficiency, as well as severe congestion at times.

I am impressed by your assessment that the construction of the requested ramp to North Greeley Avenue would stimulate the commercial and industrial development of Swan Island. I also note that this Swan Island development is designed to retain the central city's economic vitality, mitigate a pressure for urban sprawl with its accompanying energy inefficiency, and build upon your existing streets, utilities, and other capital investments. I note further that your particular proposal is designed to preserve the character of an old and well established inner-city residential neighborhood. Lastly, I'm impressed by the unanimity displayed by the City of Portland, the Swan Island Task Force, and Oregon State officials. As you know, it is the presumption of this Administration that state and local officials know the needs and desires of the community they represent better than Federal officials.

## SWAN ISLAND TASK FORCE

Meeting Notes, February 4, 1977

The Chairman noted that the task force was now constituted as the Citizens Advisory Committee for the Joint Preliminary Engineering Project for the Basin/Going Interchange and the Greeley I5 ramps.

It was noted that the Court Hearing on the Night Time Truck Route was February 23rd.

Minutes of the Technical Advisory Committee Meeting of January 12th were passed out and reviewed. State representatives noted that due to other priorities, such as Banfield, the project was deferred to some degree.

A discussion of the 4500 peak hour vehicle limitation brought out the concern it could be interpreted to rule out certain desirable features. There was also concern that this criteria should not be altered without City Council approval. The consensus was that this limitation applied to the Corridor, not any particular component.

The FHWA indicated they want the traffic analysis carried to the Marquam Bridge. The committee concurred as long as general freeway system deficiencies were not interpreted as a barrier for this project.

Glenn Odell stressed that every effort should be made to accelerate the projects and that 8 months seemed long for the EIS. The Highway Division will re-examine the schedule and try to shorten it.

The Committee then considered the objectives proposed by the TAC. It was agreed that the objectives should be restated:

1. "Provide for full Swan Island development through better peak hour access and other measures consistent with the adopted Swan Island Transportation Study."
2. "Strive for minimal adverse neighborhood impacts."

Chairman McCready stated that she questioned the advisability of herself, as a City Commissioner, continuing as chairman of what was now a citizens advisory committee. She indicated she would be glad to support and participate. The Committee expressed understanding and appreciation for this view. Bruce Bosch was selected as chairman.

Page 2-

The Highway Staff reviewed several design alternatives for each project. Copies of the information will be distributed soon. It was stressed that the EIS should cover the full range of alternatives for access improvements that had been considered through the years and document the reasons they were not recommended. The Committee expressed preference for full grade separation in both directions of Greeley and Interstate but that other alternatives should not be abandoned until funding options were determined. The chairman will ask Kaiser Hospital to participate.

Next meeting, 2 pm, Friday, February 10th at the Water Bureau.

WD:hj

CONNIE McCREADY  
COMMISSIONER



DEPARTMENT OF  
PUBLIC WORKS

CITY OF PORTLAND  
OREGON

*Bill*  
*Jan. 24*

RECEIVED  
JAN 25 1977

January 24, 1977

City of Portland  
Bureau of Planning

MEMORANDUM

TO: Basin/Going - Greeley/I-5 Citizens Advisory Committee  
Members and Interested Persons

FROM: Commissioner Connie McCreedy *CM*

SUBJECT: Informational Material on Proposed Basin/Going and  
Greeley/I-5 Ramp Projects

I have attached informational material concerning the proposed Basin/Going and Greeley/I-5 ramp projects for your review in preparation for the upcoming Citizens Advisory Committee meeting.

This material has been prepared by the Highway Division in cooperation with the project Technical Advisory Committee. It includes a brief project history, development schedule, preliminary list of objectives, and an agenda for the meeting scheduled at 2:00 p.m., Friday, February 4, Water Services Building, 1800 Southwest Sixth Avenue.

You should be prepared to discuss and adopt objectives to initiate this project.

CM:bm

## Greeley/I-5 & Basin/Going Projects

### A Brief History

12/10/76

An important asset of the Swan Island Industrial Park is its central location and accessibility. The area is served by a navigable waterway, railroads, and is favorably located near the I-5 Freeway. Because of these attributes, businesses are attracted which are transportation and distribution oriented.

Approximately 300 of the 600 acres of developable land on the island has been sold to industrial firms. The Port of Portland owns the island and they, along with others, have long recognized the present single street access, North Going, will not adequately handle all traffic generated by full development of the remaining land. For this reason, various traffic planning studies have been undertaken since the early 1960's.

In 1973, the City of Portland, Port of Portland, and Oregon State Highway Commission entered into an agreement to widen Going Street to better handle Swan Island traffic. A citizens committee, however, submitted a petition after work had started which directed that construction activity be stopped and a review of the project be made by the City. As a result of the City's review, a Swan Island Task Force was formed to further study a permanent solution to transportation needs in the area. After examination of virtually all conceivable options, the Task Force recommended in 1975 the construction of a grade separation structure at the Basin-Going Street intersection and building access/egress ramps from Greeley Avenue to I-5.

Both of these projects were subsequently approved by CRAG and included in the Transportation Improvement Program for the region. Initial plans for the Greeley/I-5 ramps were disapproved, however, by the Oregon State Highway Division. They were then revised to satisfy the OSHD and in turn, a request was submitted to the Federal Highway Administration for preliminary engineering approval. FHWA representatives denied the request due to the adverse impacts they felt the ramp traffic would have on operations of I-5. The Basin/Going project meanwhile had gained OSHD and FHWA preliminary engineering approval.

Later the FHWA reversed their decision on the Greeley/I-5 project and they now approve a study in depth to determine the environmental, safety, and operational impacts of the project. This effort is now underway and upon its completion, a re-evaluation of the project will occur.

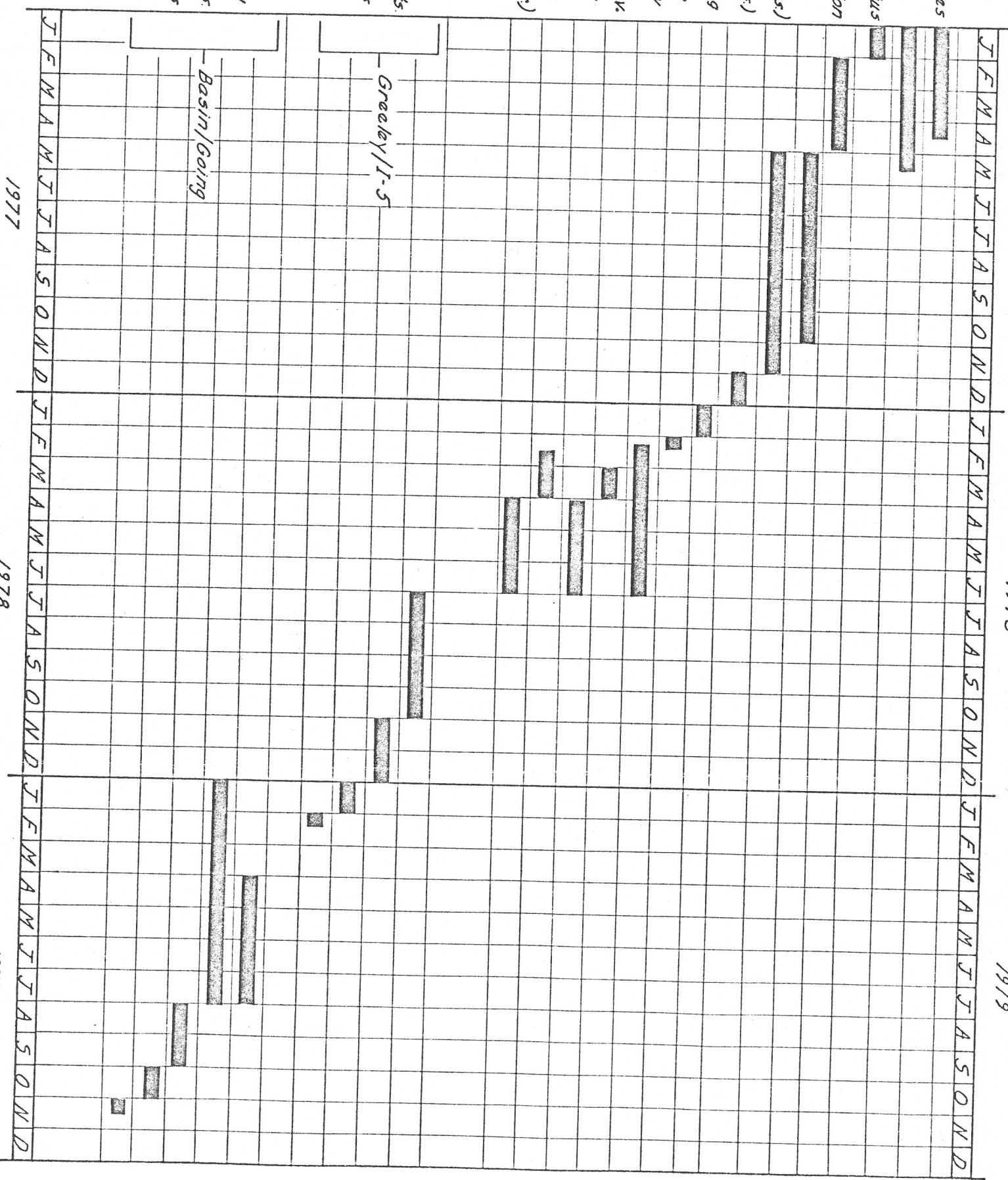


PROJECT SCHEDULE 1977

1978

1979

- Select Alternatives
- Traffic Studies
- Consultant Prospectus DEIS
- Consultant Selection
- Prelim. Design
- Prepare DEIS (Cons.)
- Print DEIS (Cons.)
- Advertise Hearing
- Public Hearing
- Design Input (City Bureaus)
- City, State, Approv.
- FHWA Approval
- Complete FEIS
- Prelim Design (Br.)
- Final Design
- Plans, Specs & Ests.
- Advertise For Bids
- Bid Letting
- Final Design
- Railroad Approval
- Plans, Specs & Ests.
- Advertise For Bids
- Bid Letting



Basin/Going & Greeley/I-5

Objectives

Provide for Full Swan Island Development

Strive for Auto and Truck Access That Minimizes Neighborhood  
Adverse Noise and Safety Impacts

AGENDA

Basin/Going & Greeley/I-5 Citizens Advisory Committee

Meeting  
February 4, Friday, 2:00 p.m.  
Water Services Building

1. Introductions
2. Project Status
3. Project Development Schedule
4. Discuss Project Objectives
5. Discussion of Alternatives

ORDINANCE NO.

142561

704.24

J.L.

GRP

An Ordinance authorizing the Mayor and the Commissioner of Public Works to sign an agreement on behalf of the City, between the City and the Oregon Department of Transportation, State Highway Division providing for performance of preliminary engineering for ramps to connect North Greeley Avenue (FAU route 9945) to I-5; authorizing payment of the estimated City share of the preliminary engineering costs and declaring an emergency.

The City of Portland ordains:

Section 1. The Council finds:

1. That by Resolution No. 31543 passed March 19, 1975, the City requested inclusion of the N. Greeley Avenue ramps (FAU route 9945) to I-5 in the Columbia Region Association of Governments Transportation Improvement Program.
2. That CRAG included preliminary engineering for the Greeley ramps in the 1975-76 element of the Transportation Improvement Program adopted August 28, 1975.
3. That in order for the State to authorize the City to proceed with preliminary engineering, the State must provide the Federal Highway Administration with a City/State agreement describing the responsibilities and the scope of work to be performed by each party and also obtain a deposit from the City covering the City share of estimated preliminary engineering costs.
4. That \$26,600 is in object 619 of the budget of the Bureau of Street and Structural Engineering (RU 159) for payment for the advance deposit for the city share of preliminary engineering for the Greeley Ramps to I-5.

NOW THEREFORE, the Council directs:

- a. That by this Ordinance the Mayor and the Commissioner of Public Works are authorized to sign on behalf of the City an agreement in the form of the agreement attached to the original of this Ordinance, marked Exhibit 1 and by this reference made a part hereof.
- b. The Mayor and the Auditor hereby are authorized to draw and deliver a warrant chargeable to 1976-77 budget General Fund; Bureau of Street and Structural Engineering, Misc. Services (159.260) when demand is presented approved by the proper authorities.

RECEIVED  
OCT 4 1976

BUREAU OF STREET AND  
STRUCTURAL ENGINEERING

# ORDINANCE No.

Section 2. The Council declares that an emergency exists in order to avoid undue delay in obtaining Federal approval to begin preliminary engineering for this project, and therefore, this Ordinance shall be in force and effect from and after its passage by the Council.

Passed by the Council,

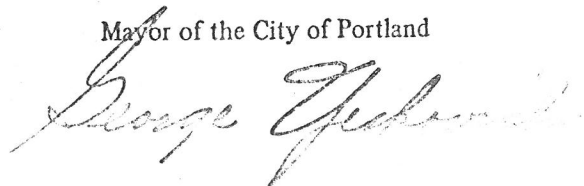
SEP 29 1976

Commissioner McCreedy  
S. T. Ridell:cj  
September 22, 1976

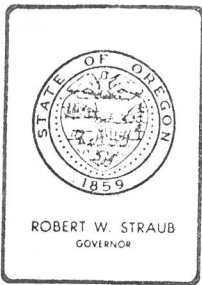


Mayor of the City of Portland

Attest:



Auditor of the City of Portland



**OREGON STATE  
HIGHWAY DIVISION**

METROPOLITAN SECTION • 5821 N.E. GLISAN • PORTLAND, OREGON 97213

September 27, 1976

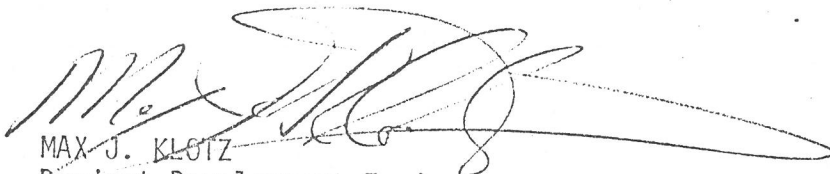
Telephone 238-8226

GLEN PIERCE, Associate Civil Engineer  
Bureau of Street & Structural Engineering  
400 Southwest Sixth Avenue  
Portland, OR 97204

Subject: Greeley/I-5 Connection and  
Basin/Going Interchange

Your understanding that the state will handle the preparation of a Draft and Final Environmental Impact Statement covering both Swan Island access projects listed above is correct.

The state will expect the city to supply assistance and information as necessary for the preparation of the documents.



MAX J. KLOTZ  
Project Development Engineer

l do

cc: H. S. Coulter  
E. S. Hunter  
E. L. Hardt  
G. A. Potter

**RECEIVED**  
SEP 23 1976

BUREAU OF STREET AND  
STRUCTURAL ENGINEERING

PORTLAND



OREGON

September 22, 1976

DEPARTMENT OF  
PUBLIC WORKS

CONNIE McCREADY  
COMMISSIONER

OFFICE OF  
PUBLIC WORKS  
ADMINISTRATOR

400 S.W. SIXTH AVE.  
PORTLAND, OR. 97204

Max Klotz, Planning Engineer  
Oregon State Highway Division  
5821 NE Glisan Street  
Portland, Oregon 97213

Re: Greeley to I-5 and  
Basin/Going Project Agreements

Dear Max:

As we discussed on the phone, an agreement between the Oregon State Highway Division and the League of Oregon Cities makes it necessary for the above subject agreements to contain a provision that the City ". . . prepare the rough draft of any necessary preliminary environmental impact statements for the project . . ."; however, it is my understanding from a previous meeting that the City will not be responsible for preparing any rough draft impact statements for either of these projects. The State Highway Division will assume this responsibility and will coordinate the effort so that one impact statement is prepared covering both projects. The City will supply information and assistance as appropriate.

If my understanding as noted above is correct, I will proceed to process the project agreements for Council action. If my understanding is incorrect, please let me know as soon as possible.

Sincerely,

*Glen R. Pierce*

GLEN R. PIERCE, ASSOCIATE CIVIL ENGINEER  
Bureau of Street and Structural Engineering

GRP:lr

cc: John M. Lang

THE CITY OF  
**PORTLAND**



**OREGON**

OFFICE OF  
PLANNING AND DEVELOPMENT  
GARY E. STOUT  
ADMINISTRATOR

MEMORANDUM

TO: Glen Pierce, Bureau of Streets & Structures  
FROM: Bill Dirker, Transportation Coordinator  
SUBJ: Greeley - I-5 and Basin/Going Project Agreements

BUREAU OF  
PLANNING  
ERNEST R. BONNER  
DIRECTOR

424 S.W. MAIN STREET  
PORTLAND, OR. 97204

PLANNING  
503 248-4253

ZONING  
503 248-4250

The Basin/Going agreement under "Recital's", Paragraph 5 on Page 1 indicates the scope of work will consist of "Constructing". This is obviously in error and it should read the same as the Greeley - I-5 project paragraph.

In both agreements under "Things to be done by the City", Paragraph 1, indicates the City will prepare a rough draft of the E.I.S. This is not my understanding although I would agree that we had planned to conduct the public hearing.

In both agreements under "General Provisions", Paragraph 7, there appears to be a typographical error. The word "authority" probably should be "authorizing".

The following are enumerated comments on the Greeley - I-5 Environmental Assessment dated August 4, 1976.

1. Page 1 Section "B" Purpose: To improve the utility of public investments already made in the Swan Island Industrial Park, and Greeley Street arterial. The broad purpose is to provide employment opportunities for up to 7,000 additional workers, and enhance the economic vitality of the central city, and resist the expensive, environmentally unsound and economically inefficient urban industrial sprawl.
2. Page 1 and 1A Item "C"--...The statement, "In this same year, access between Swan Island and I-5 was restricted by the closure of Harbor Drive. That facility formerly provided a high-grade alternative to the Industrial Park. This left north Going Street as the sole access to Swan Island." This observation is not supported by the facts, and the closure of Harbor Drive is not an issue with this project or with the development of Swan Island. I have reviewed the E.I.S. dated May 1972 on the "Closure of Harbor Drive Project" and find no mention of its impact on the access to Swan Island.



The summary of comments of the public hearing of June, 1971 is found on page 30 and states "Port of Portland: Endorses the closure, but expresses concern over traffic impidence at west end of Steel Bridge. Suggest over-crossing structure to serve terminal facilities north of Bridge."

Thus, Swan Island access was not and is not concerned with Harbor Drive closure. Traffic analysis will sustain this.

3. Page 1B Section "D". I cannot identify the location of the point indicated under 1975 A.D.T. "0.40-mile of south of Stadium Freeway (I-405)--92, 100." This is probably not of any real consequence, I just cannot locate it.
4. Page 2, the sections on materials, source and type of structures, might well note that the natural slope and ground lines minimize requirements for fill and structures.
5. Page 2 indicates that local city, county, or state priority is to be determined. In fact, I believe these projects are already listed as either No. 1 or 2 of city priorities.
6. Page 2, I believe the FHWA and the OSHD have given approval to proceed with preliminary engineering.
7. Page 2 under the section "Other Descriptive Information or Comments." This is described as a "second access to Swan Island." This is not correct, but is, in fact, an improved access. This section might further stress the importance to the Union Pacific Railroad Yards, which is a major rail container and trailer on flat-car (TOFC) facility.
8. Page 2A Section "D" Other Projects (1) "----when the access projects are completed, I-205 will be completed, ---" I would be very careful not to agree or concede in any document that these access projects will not be completed until after I-205 is completed. This is not a prerequisite as indicated in the letter from the FHWA, Washington D.C. office dated May 20, 1976, which recommends that the projects be completed "in concert with the completion of I-205", but not necessarily in advance.
9. Page 2A Section "D" Other Projects: add Item 5, indicate the recommended capacity improvements to I-5 resulting from the implementation of the recommendations of the Interstate Bridge Corridor Report. I would not let this document drift from view but keep forcing it in front of the responsible parties attention.

10. Page 4 Section "B3" "Estimated Impact on Land Use." Again stress that the real purpose of access capacity is to permit the creation of 7,000 job opportunities in support of a major local public program to improve the central city economic vitality, and resist inefficient and expensive industrial urban sprawl."
11. Item 5 "Expected impact on cultural and scenic resources." The last sentence regarding the Willamette River is not a sentence, and doesn't seem to have any meaning. This section continues on to page 4A, and the sentence regarding the Willamette River seems out of context.
12. Page 5 Section 8 Sub. "d": This should be noted as being consistent with the LCDC goals as noted in my letter to John Patton dated April 29, 1976, and also with the CRAG ITP and TIP, and also the proposed "CRAG Goals and Objectives" dated July, 1976.
13. Page 5 "Proposed Project Category." This recommends Category (2). Attached is a chart from the Oregon Action Plan showing the "Relationships between the Action Plan and Federal Regulations." I can't specifically quarrel with the selection of Category (2), but it does not exactly fit. For example, this project is in effect "limited to design alternatives", which is a Category (3) classification. However, I must agree that environmental significance is "significant", particularly in view of the broad regional consequences. Therefore, perhaps an added statement in Item "D" stating consideration is limited to choice of design alternatives.

WSD:bn

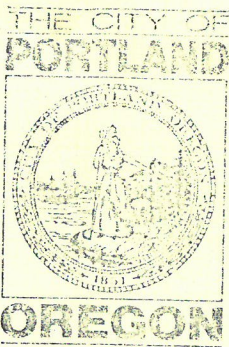
## Relationships Between the Action Plan And Federal Regulations

Category	Typical Projects Include:	Federal Action	Environmental Significance	Environmental Statement	Project Citizen's Committee	Public Hearing(s)
1*	Choice of Corridors	Major	Significant	EIS: Draft/Final	Yes	Yes
2*	Choice of Designs and Alignment Alternatives	Major	Significant	EIS: Draft/Final	Yes	Yes
3**	Limited to Design Alternatives	Major	Not Significant	Negative Declaration Draft/Final	No	Generally Required ****
	Minor Design Alternatives	Non-Major	Not Significant	None (Assessment only)	No	Generally Not Required ****

\* The basic difference between category 1 and 2 is whether a corridor choice is involved. Category 1 includes corridor alternatives, requiring the two-hearing process. Both categories require citizen committee input at the project development level.

\*\* A determination of whether an assessment is sufficient or a negative declaration is required must be made for all category 3 projects. Citizen's committees are not required.

\*\*\* Subject to a determination of "significant" right-of-way.



August 3, 1976

MEMORANDUM

DEPARTMENT OF  
PUBLIC WORKS  
-----  
CONNIE MCCREADY  
COMMISSIONER

OFFICE OF  
PUBLIC WORKS  
ADMINISTRATOR

400 S.W. SIXTH AVE.  
PORTLAND, OR. 97204

TO: ✓ Ernie Bonner, Bureau of Planning  
Joe Niehuser, Bureau of Sanitary Engineering  
Bob Hyle, Water Bureau  
Don Bergstrom, Bureau of Traffic Engineering  
Bill Oberhue, Street Lighting Division  
Wayne Oberding, Construction Division  
Les Davis, Maintenance Bureau

FROM: John M. Lang, Chief *gml ray*  
Bureau of Street & Structural Engineering

Enclosed for your information, review, and comment is a copy of the proposed City-State agreement for Phase I Preliminary Engineering for the N. Greeley Avenue to I-5 Ramp at the East Fremont Interchange and for the N. Basin Avenue-Going Street Interchange. Prior to filing these agreements, Glen Pierce of this office will telephone to arrange a meeting to discuss any concerns you may have.

If you have any questions or comments, please contact Glen at 4643.

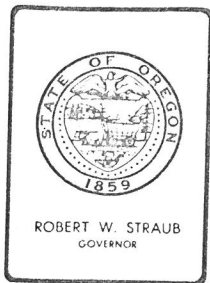
STR:lr

Encl.

RECEIVED  
AUG 5 1976

City of Portland  
Bureau of Planning

Doug.  
FYI  
Dirker  
FYI



**OREGON STATE  
HIGHWAY DIVISION**

METROPOLITAN SECTION • 5821 N.E. GLISAN • PORTLAND, OREGON 97213

July 27, 1976

Telephone 238-8226

JOHN LANG  
Bureau Chief  
Street and Structural Engineering  
City of Portland  
400 Southwest Sixth Avenue  
Portland, OR 97204

GRP

Re: City/State PE agreements  
N. Greeley Ave. to I-5 connection  
N. Basin St./N. Going St. interchange

Attached are four bound, and one unbound, copies of the city/state preliminary engineering agreements for each of the subject projects.

Please have the agreements signed in behalf of the city, and return the bound copies to me.

MAX J. KLOTZ  
Metro Planning Engineer

ebg

attachments

cc: F. B. Klaboe  
H. S. Coulter  
E. S. Hunter  
L. W. Rulien  
E. L. Hardt

RECEIVED  
JUL 28 1976

BUREAU OF STREET AND  
STRUCTURAL ENGINEERING

RECEIVED  
AUG 5 1976

City of Portland  
Bureau of Planning

JUL 22 1976

FILE 57A

URBAN SYSTEM PROJECT  
AGREEMENT

THIS AGREEMENT, made and entered into by and between the STATE OF OREGON, by and through its Department of Transportation, Highway Division, hereinafter called "State"; and the CITY OF PORTLAND, a municipal corporation of the State of Oregon, by and through its City officials, hereinafter called "City".

W I T N E S S E T H

RECITALS

1. The Federal Government, through its Department of Transportation and Federal Highway Administration, pursuant to Title 23, U.S. Code, has established a program of federal aid to the states designated as the "Urban System Program". The general purpose of this program is to aid the development of the Federal aid Urban System network in urban areas.
2. State has made Federal and State funds available to the various urban areas of the state for the development of the Urban System Program in Oregon. Local officials have determined that the hereinafter described project is of a high priority need for the urban area, and have approved the use of Urban System funds for the project.
3. City desires to construct a grade-separated interchange at the intersection of N. Basin Avenue and N. Going Street under the Urban System program. N. Basin Avenue and N. Going Street are part of the Federal Aid Urban System under the jurisdiction and control of City, and have been designated FAU 9930 and FAU 9926, respectively.
4. Under ORS 336.730, State shall enter into such contracts, appoint such officers, and do any other act or thing necessary to meet the requirements of the United States and its officers acting under the Federal statutes concerning highways or federal aid. Under ORS 366.775, State and City may enter into agreements for the construction, reconstruction, improvement, or repair of any street, highway, or road upon such terms and conditions as are mutually agreeable. Under such authority, State and City propose and plan to undertake that certain project known as the N. Basin Avenue (FAU 9930) at N. Going Street (FAU 9926) Section, hereinafter called "project". The location and limits of said project are approximately as shown on the attached print marked "Exhibit A", and by this reference made a part hereof. Said project shall be a Federal Aid Urban System project under Title 23, U.S.C.
5. It is proposed that the project will consist of constructing a grade-separated interchange including structure, ramps, illumination, and other associated work.

6. Recognizing the benefits which will accrue to the residents of City by reason of this project, and to promote the safety and welfare of the public in general, City and State are desirous of entering into this agreement in order to accomplish successfully the project described herein, and to that end State shall contribute federal aid and State funds, and City shall contribute City funds, as hereinafter set forth.

NOW, THEREFORE, the premises being in general as stated in the foregoing RECITALS, it is agreed by and between the parties hereto as follows:

#### THINGS TO BE DONE BY STATE

1. State shall submit a program to the Federal Highway Administration for approval of all phases of preliminary engineering for the project. Said program shall include preliminary engineering services of both State and City.

2. State shall, at its own initial cost and upon approval from the Federal Highway Administration, perform all preliminary engineering necessary to review and process all environmental impact statements, prepare all plans and specifications, determine right-of-way limits, and prepare the project for contract bids.

3. State shall submit project plans to City for their review and approval prior to preparing the project for contract bids.

4. Subject to audit State shall, in the first instance and upon receipt from City of an itemized statement of such expenses, reimburse City for their actual preliminary engineering expense.

5. State shall pay for and contribute toward the final total preliminary engineering expenses as provided in paragraph 4 under GENERAL PROVISIONS of this agreement.

#### THINGS TO BE DONE BY CITY

1. City shall as a preliminary engineering function, prepare the rough draft of any necessary preliminary environmental impact statements for the project and conduct any required public hearings in conformance to Federal statutes, regulations and the Oregon Aciton Plan.

2. City shall not undertake any preliminary engineering prior to receiving written authorization from State. All preliminary engineering and records of such work shall be in conformance to Federal statutes, regulations and the Oregon Aciton Plan.

3. City shall, prior to commencement of any preliminary engineering under this section, deposit with State a sum of money as stipulated in paragraph 2 under GENERAL PROVISIONS of this agreement.

4. City shall submit to State billings of preliminary engineering expenses incurred by City under this section for periods of not less than two months' duration based on actual expenses to date.

5. City shall pay for and contribute toward the final total preliminary engineering expenses as provided in paragraph 4 under GENERAL PROVISIONS of this agreement.

#### GENERAL PROVISIONS

1. State and City hereby mutually approve the RECITALS herein, THINGS TO BE DONE BY STATE, THINGS TO BE DONE BY CITY, Exhibit A, GENERAL PROVISIONS and all other provisions of this agreement.

2. City shall, prior to the commencement of any phase or work covered by this agreement, deposit with State a sum of money equal to 11 percent of the estimated total cost of said phase or work that is anticipated to be subject to federal aid participation. In addition to said 11 percent, City shall deposit with State a sum of money equal to 100 percent of any anticipated costs that will not be subject to federal aid participation. When the actual total cost figures of the project are available an adjustment in City's share of the cost shall be made in accordance with the terms set forth in paragraph 4 of the GENERAL PROVISIONS.

3. State, in the first instance, shall pay all costs of the project, collect federal aid funds from the Federal Highway Administration in the usual manner, and furnish City with an itemized statement of the actual total cost of the project as soon as the same is available.

4. It is expressly understood that State and City shall contribute to the Actual total cost of the project as follows:

State and City shall each contribute 50 percent of the difference between the actual total cost, less any 100 percent City costs, and the amount contributed by the Federal Government. City shall contribute 100 percent of the cost of any portion of the project in which federal funds do not participate.

It is further understood and agreed that nonparticipation of federal funds in any portion of the project occurs when federal rules and regulations exclude an item or portion from eligible federal aid participation, or the available federal funds are depleted.

5. City agrees that should it cancel or terminate the project prior to its completion, it will reimburse State for any costs that have been incurred by State in behalf of the project.



6. The parties hereto agree and understand that they will comply with all applicable Federal and State statutes and regulations, including but not limited to: Title 6, U.S.C., Civil Rights Act; Title 18, U.S.C., Anti-Kickback Act; Title 23, U.S.C., Federal Aid Highway Act; and Titles 2 and 3 of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970.

7. City shall adopt an ordinance authority its City Officials to enter into this agreement and the same shall be a part hereof and attached hereto.

IN WITNESS WHEREOF, the parties hereto have caused this agreement to be signed by their respective officials and have caused their respective seals to be affixed hereto as of the day and year hereinafter written. City's Mayor and Commissioner of Public Works have acted in this matter pursuant to Ordinance No. \_\_\_\_\_ passed by its City Council on the \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_.

This project was approved by the Oregon Transportation Commission on June 29, 1976, at which time the State Highway Engineer was authorized and directed to sign said agreement for and on behalf of the Commission. Said authority is set forth in Voluem \_\_\_\_\_, Page \_\_\_\_\_, Minute Book of the Oregon Transportation Commission.

APPROVED

\_\_\_\_\_  
Assistant State Highway Engineer

APPROVED

\_\_\_\_\_  
City Engineer

APPROVED AS TO FORM

\_\_\_\_\_  
City Attorney

STATE OF OREGON, by and through its  
Department of Transportation  
Highway Division

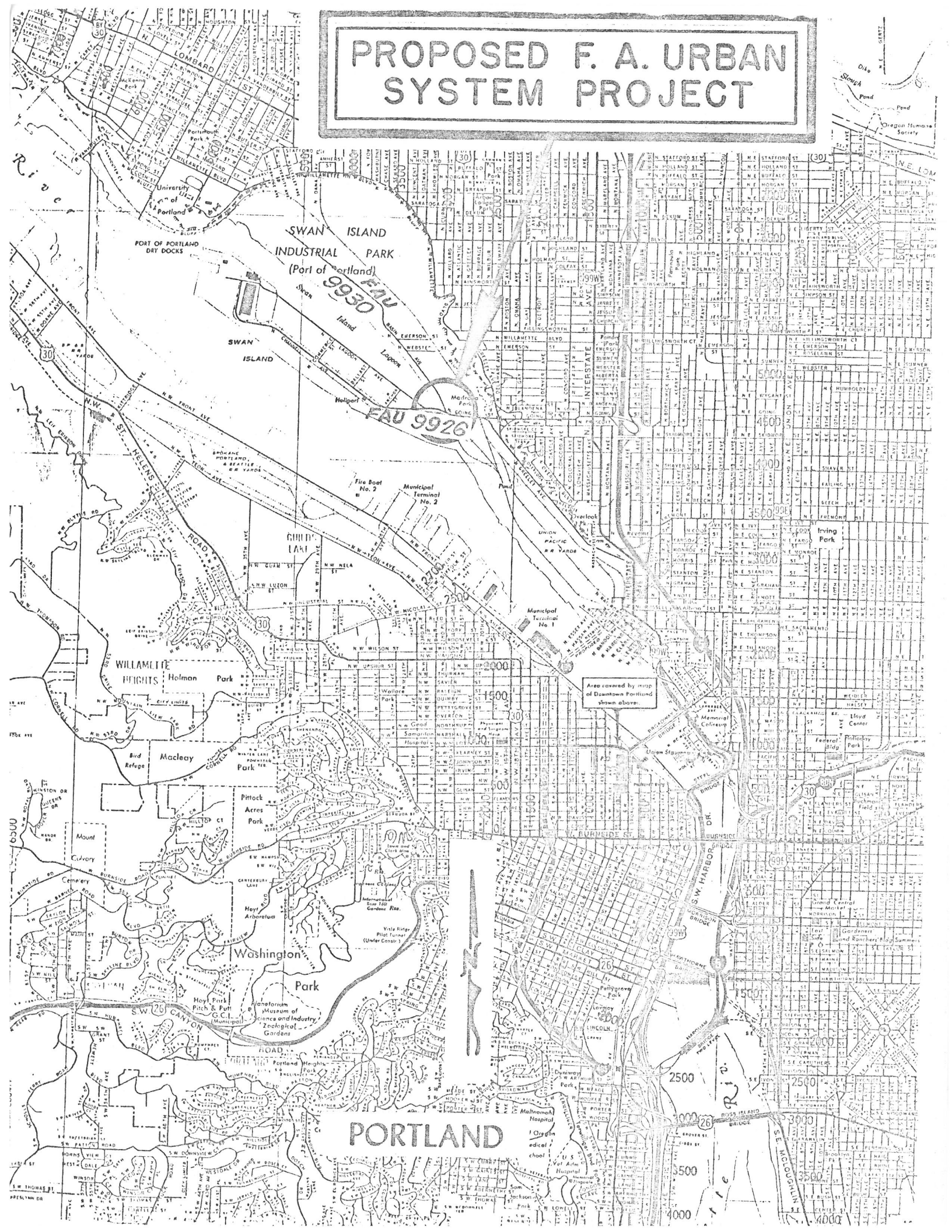
\_\_\_\_\_  
State Highway Engineer  
Date \_\_\_\_\_

CITY OF PORTLAND, by and through its  
City Officials

By \_\_\_\_\_  
Mayor

By \_\_\_\_\_  
Commissioner of Public Works

# PROPOSED F. A. URBAN SYSTEM PROJECT



SWAN ISLAND INDUSTRIAL PARK (Port of Portland)

FAU 9930

FAU 9926

Area covered by map of Downtown Portland shown above.

PORTLAND

ME PE PR1 PR2  
O.S.H.D. - METRO

URBAN SYSTEM PROJECT  
AGREEMENT

OK

JUL 22 1976

FILE T/A

THIS AGREEMENT, made and entered into by and between the STATE OF OREGON, by and through its Department of Transportation, Highway Division, hereinafter called "State"; and the CITY OF PORTLAND, a municipal corporation of the State of Oregon, by and through its City officials, hereinafter called "City".

W I T N E S S E T H

RECITALS

1. The Federal Government, through its Department of Transportation and Federal Highway Administration, pursuant to Title 23, U.S. Code, has established a program of federal aid to the states designated as the "Urban System Program". The general purpose of this program is to aid the development of the Federal aid Urban System network in urban areas.
2. State has made Federal and State funds available to the various urban areas of the state for the development of the Urban System Program in Oregon. Local officials have determined that the hereinafter described project is of a high priority need for the urban area, and have approved the use of Urban System funds for the project.
3. City desires to connect N. Greeley Avenue to I-5 at the E. Fremont Interchange under the Urban System program. N. Greeley Avenue is a part of the Federal Aid Urban System under the jurisdiction and control of City, and has been designated FAU Route 9945.
4. Under ORS 366.730, State shall enter into such contracts, appoint such officers, and do any other act or thing necessary to meet the requirements of the United States and its officers acting under the Federal statutes concerning highways or federal aid. Under ORS 366.775, State and City may enter into agreements for the construction, reconstruction, improvement, or repair of any street, highway, or road upon such terms and conditions as are mutually agreeable. Under such authority, State and City propose and plan to undertake that certain project known as the N. Greeley Avenue Connection to I-5 Section, FAU 9945, hereinafter called "project". The location and limits of said project are approximately as shown on the attached print marked "Exhibit A", and by this reference made a part hereof. Said project shall be a Federal Aid Urban System project under Title 23, U.S.C.
5. It is proposed that the project will consist of all the work necessary to study the environmental, safety and operational impacts along with the design of proposed ramps connecting N. Greeley Avenue to I-5 at the E. Fremont Interchange. The work will include field surveys, environmental statements, public hearings and final design elements.

6. Recognizing the benefits which will accrue to the residents of City by reason of this project, and to promote the safety and welfare of the public in general, City and State are desirous of entering into this agreement in order to accomplish successfully the project described herein, and to that end State shall contribute federal aid and State funds, and City shall contribute City funds, as hereinafter set forth.

NOW, THEREFORE, the premises being in general as stated in the foregoing RECITALS, it is agreed by and between the parties hereto as follows:

THINGS TO BE DONE BY STATE

1. State shall submit a program to the Federal Highway Administration for approval of all phases of preliminary engineering for the project. Said program shall include preliminary engineering services of both State and City.

2. State shall, at its own initial cost and upon approval from the Federal Highway Administration, perform all preliminary engineering necessary to review and process all environmental impact statements, prepare all plans and specifications, determine right-of-way limits, and prepare the project for contract bids.

3. State shall submit project plans to City for their review and approval prior to preparing the project for contract bids.

4. Subject to audit State shall, in the first instance and upon receipt from City of an itemized statement of such expenses, reimburse City for their actual preliminary engineering expense.

5. State shall pay for and contribute toward the final total preliminary engineering expenses as provided in paragraph 4 under GENERAL PROVISIONS of this agreement.

THINGS TO BE DONE BY CITY

1. City shall as a preliminary engineering function, prepare the rough draft of any necessary preliminary environmental impact statements for the project and conduct any required public hearings in conformance to Federal statutes, regulations and the Oregon Action Plan.

2. City shall not undertake any preliminary engineering prior to receiving written authorization from State. All preliminary engineering and records of such work shall be in conformance to Federal statutes, regulations and the Oregon Action Plan.

3. City shall, prior to commencement of any preliminary engineering under this section, deposit with State a sum of money as stipulated in paragraph 2 under GENERAL PROVISIONS of this agreement.

4. City shall submit to State billings of preliminary engineering expenses incurred by City under this section for periods of not less than two months' duration based on actual expenses to date.

5. City shall pay for and contribute toward the final total preliminary engineering expenses as provided in paragraph 4 under GENERAL PROVISIONS of this agreement.

#### GENERAL PROVISIONS

1. State and City hereby mutually approve the RECITALS herein, THINGS TO BE DONE BY STATE, THINGS TO BE DONE BY CITY, Exhibit A, GENERAL PROVISIONS, and all other provisions of this agreement.

2. City shall, prior to the commencement of any phase or work covered by this agreement, deposit with State a sum of money equal to 11 percent of the estimated total cost of said phase or work that is anticipated to be subject to federal aid participation. In addition to said 11 percent, City shall deposit with State a sum of money equal to 100 percent of any anticipated costs that will not be subject to federal aid participation. When the actual total cost figures of the project are available an adjustment in City's share of the cost shall be made in accordance with the terms set forth in paragraph 4 of the GENERAL PROVISIONS.

3. State, in the first instance, shall pay all costs of the project, collect federal aid funds from the Federal Highway Administration in the usual manner, and furnish City with an itemized statement of the actual total cost of the project as soon as the same is available.

4. It is expressly understood that State and City shall contribute to the actual total cost of the project as follows:

State and City shall each contribute 50 percent of the difference between the actual total cost, less any 100 percent City costs, and the amount contributed by the Federal Government. City shall contribute 100 percent of the cost of any portion of the project in which federal funds do not participate.

It is further understood and agreed that nonparticipation of federal funds in any portion of the project occurs when federal rules and regulations exclude an item or portion from eligible federal aid participation, or the available federal funds are depleted.

5. City agrees that should it cancel or terminate the project prior to its completion, it will reimburse State for any costs that have been incurred by State in behalf of the project.

6. The parties hereto agree and understand that they will comply with all applicable Federal and State statutes and regulations, including but not limited to: Title 6, U.S.C., Civil Rights Act; Title 18, U.S.C., Anti-Kickback Act; Title 23, U.S.C., Federal Aid Highway Act; and Titles 2 and 3 of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970.

7. City shall adopt an ordinance authority its City Officials to enter into this agreement and the same shall be a part hereof and attached hereto.

IN WITNESS WHEREOF, the parties hereto have caused this agreement to be signed by their respective officials and have caused their respective seals to be affixed hereto as of the day and year hereinafter written. City's Mayor and Commissioner of Public Works have acted in this matter pursuant to Ordinance No. \_\_\_\_\_ passed by its City Council on the \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_.

This project was approved by the Oregon Transportation Commission on June 29, 1976, at which time the State Highway Engineer was authorized and directed to sign said agreement for and on behalf of the Commission. Said authority is set forth in Voluem \_\_\_\_\_, Page \_\_\_\_\_, Minute Book of the Oregon Transportation Commission.

APPROVED

\_\_\_\_\_  
Assistant State Highway Engineer

APPROVED

\_\_\_\_\_  
City Engineer

APPROVED AS TO FORM

\_\_\_\_\_  
City Attorney

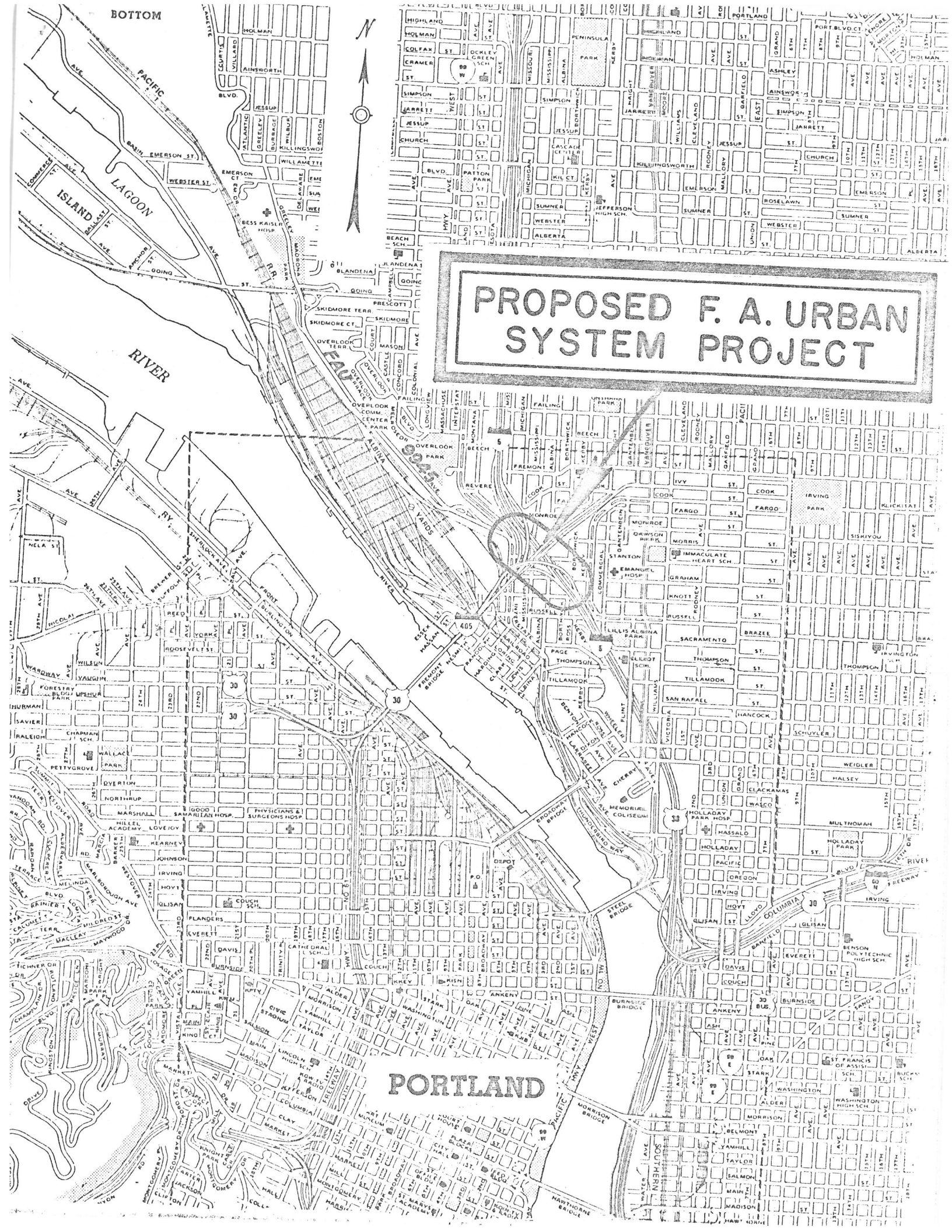
STATE OF OREGON, by and through its  
Department of Transportation  
Highway Division

\_\_\_\_\_  
Date \_\_\_\_\_ State Highway Engineer

CITY OF PORTLAND, by and through its  
City Officials

By \_\_\_\_\_  
Mayor

By \_\_\_\_\_  
Commissioner of Public Works



BOTTOM



# PROPOSED F. A. URBAN SYSTEM PROJECT

PORTLAND

BUREAU OF STREET AND  
STRUCTURAL ENGINEERING  
400 S.W. 6TH AVENUE

# MEMO

TO DON BERGSTROM OF BILL DIRKER  
DOUG WRIGHT  
FROM GLEN PIERCE OF STREETS  
DATE 8/10/76  
SUBJECT GREELEY TO I-5

MESSAGE ATTACHED IS THE STATE'S  
ASSESSMENT FOR YOUR INFORMATION.  
ANY CHANGES / ADDITIONS?

RECEIVED

AUG 11 1976

City of Portland  
Bureau of Planning

COPIES TO:



OREGON STATE HIGHWAY DIVISION

FILE: 74-5 (220)

INTER-OFFICE CORRESPONDENCE

Portland, Oregon 97213

August 6, 1976

FROM: JEF KAISER  
Environmental Planner

SUBJECT: Greeley/I-5 Ramps  
Environmental Assessment

TO: GARY POTTER, Manager  
Environmental Section

The attached assessment, which supercedes the October 9, 1975 assessment,  
if forwarded for your action.

mb  
attachment

cc: J. H. Versteeg  
Glen Pierce  
F. Bresnan

RECEIVED  
AUG 10 1976

BUREAU OF STREET AND  
STRUCTURAL ENGINEERING

OREGON STATE HIGHWAY DIVISION  
PROJECT ASSESSMENT  
(Or Request)

PART 1. GENERAL INFORMATION

A. Project Identification:

Date August 4, 1976  
Section Greeley Ave./I-5 Unit (if appl) \_\_\_\_\_  
County Multnomah City Portland  
Highway Interstate 5, FAU 0895 State Hwy. No. 1  
Termini: M.P.(if appl) \_\_\_\_\_ Length \_\_\_\_\_  
Region Metro Construction Estimate To be determined  
Program Amount \_\_\_\_\_

B. Purpose of Project:

To improve access to Swan Island Industrial Park, and to reduce truck traffic noise and congestion on N. Going Street.

C. Origin & History of Project:

The Swan Island access issue was revived in 1974 when the Portland City Council held a series of hearings for the N. Going Street widening project. As a result, a Swan Island Task Force was created and charged with developing an alternative second-access for consideration. In this same year,

(Continued on Page 1A)

D. General Description of Project:

The project consists of two ramps which would provide traffic, having a southerly origin or destination on I-5, with a connection to Greeley Avenue at the Fremont Bridge interchange (Fig. No. 1). An additional traffic lane on I-5 is proposed

(Continued on Page 1A)

Alignment: New XX Existing \_\_\_\_\_ Combined \_\_\_\_\_

Typical Section: Existing: No. Lanes \_\_\_\_\_; Med. \_\_\_\_\_; Shldrs. \_\_\_\_\_; Parking \_\_\_\_\_

Proposed: No. Lanes 2; Med. N/A; Shldrs. N/A; Parking N/A

Traffic: Existing Facility: Existing ADT N/A; Projected ADT N/A; Yr. \_\_\_\_\_

Existing Level of Service N/A

Proposed Facility: Projected ADT To be determined; Yr. \_\_\_\_\_

Projected Level of Service To be determined

(Continued on Page 1B)

C. Origin & History of Project, cont.

access between Swan Island and I-5 was restricted by the closure of Harbor Drive. That facility formerly provided a high grade alternative route to the industrial park. This left N. Going Street as the sole access to Swan Island.

Further development of Swan Island Industrial Park, which is currently only 50 percent developed, is precluded by the lack of additional access capacity. A study prepared by a Port of Portland consultant (System Design Concepts, Inc., Skidmore, Owings & Merrill) identified a multi-component means of providing additional capacity, among which, the Greeley/I-5 Ramps and Basin/Going Interchange are recommended as a two-phase proposal. The Swan Island Task Force adopted this recommendation early in 1975. Subsequently, both projects were submitted to CRAG for inclusion in the Regional Transportation Improvement Program.

An application and environmental assessment were prepared for both projects in October 1975. The Basin/Going project gained administrative and federal PE approval, however, the Greeley ramps were denied approval at the federal level due to the project's adverse impacts to the performance of I-5.

The city of Portland persisted in their request for this project, resulting in the development of a new preliminary design which would significantly reduce the adverse effects to I-5 identified in the first design proposal.

The city and OSHD requested federal reconsideration of the Greeley project based on the new design. FHWA responded by approving preliminary engineering for the development of a draft and final environmental impact statement, from which FHWA re-evaluation of the project would occur.

Noise generated by heavy truck traffic using this access is incompatible with adjacent residential land use and has resulted in a history of resident complaints and organized neighborhood efforts to halt the use of Going Street as a major truck route. The affected neighborhoods have generally supported the Greeley ramp project for this reason.

D. General Description of Project, cont.

between the southbound on-ramp and the Broadway Bridge off-ramp in order to mitigate possible weaving problems created by adding the Greeley connection.

The Greeley off-ramp would necessitate the closure of Stanton Street from the ramp westward to Interstate Avenue.

A grade separation is proposed for Mississippi Avenue.

D. Traffic, cont.

1975 ADT for I-5:

- A) 0.30 mile south of Going Street interchange - 106,900
- B) 0.40 mile south of Stadium Freeway (I-405) - 92,100

1975 ADT for Greeley Avenue between N. Going Street and Interstate Avenue - 8,386.

1975 traffic volume on N. Going Street at Swan Island Industrial Park point of entry - 26,000 vehicles per day (trucks account for approximately 16 percent of daily traffic).

Right of Way: Additional anticipated No; if yes, give approx. No. Parcels \_\_\_\_\_  
Yes, No

Acres \_\_\_\_\_; Type of Relocation Req. \_\_\_\_\_; No. \_\_\_\_\_

Materials Source, Borrow, Waste Disposal Requirements, if any:

To be determined.

Type of Structure(s):

Two elevated freeway ramps and one grade separation.

Brief Description of River or Stream and Type of Involvement, if any:

No direct involvement.

Local City, County or COG priorities of project:

To be determined.

FHWA and/or OSHD approvals given, if any:

None.

Location or Design Alternatives (identify and describe):

- A) No build.
- B) Other alternatives, which will be determined after additional investigation, are limited to minor design variations of the proposal.

Other Descriptive Information or Comments:

In addition to providing a second access to Swan Island, this project will allow access to I-5 for traffic from the Union Pacific Railroad yards (Fig. No. 2) and other adjacent industrial operations. Truck volumes generated by this area are in the neighborhood of 200 vehicles

(Attach project sketch map.)

(Continued on Page 2A)

D. Other Descriptive Information or Comments, cont.

per day. It is not known what portion of the total traffic generated by these areas would use the proposed ramps.

Other projects, currently under investigation, which may affect or will be affected by this proposal are:

- 1) I-205, Columbia River-Foster Blvd. - The eventual goal of the Port of Portland is to increase the access capacity of Swan Island to 4,500 vehicles during the peak hour, hence it is anticipated that the timing will be such that when the access projects are completed, I-205 will be completed, and I-5 will then be able to accommodate the 4,500 peak hour demand.
- 2) Basin/Going Street Interchange - The construction of a grade separation to increase intersection capacity.
- 3) East Fremont Bridge Interchange Multi-Use Project - An effort to improve, landscape, and develop the vacant land under the East Fremont interchange through the "multi-use" concept. The inclusion of mini-parks, vegetation, parking lots, etc. is being studied.
- 4) Swan Island Nighttime Truck Route - A proposed temporary truck route, which will affect all Swan Island truck traffic traveling southbound to I-5 or northbound from I-5, until the Greeley/I-5 ramps are available for use. The proposed route is shown in Figure No. 3.

## PART II. ENVIRONMENTAL ASSESSMENT

## A. Brief Environmental Setting of Project Area:

1. Natural:

The project area consists of a variably sloped, man-modified topography lying immediately adjacent to the Willamette River floodplain. Elevation ranges from 50 to 110 feet above mean sea level. The East Fremont Bridge interchange overlies the project site with columns supporting the elevated structure occurring throughout. Vegetation in the interchange/project area is limited to infrequently mowed grass cover and several low trees and shrubs. On the periphery, however, planted trees and shrubs occur in a greater abundance. Bare dirt areas are evident under the lower portions of the interchange where inadequate sunlight discourages the growth of vegetation.

2. Cultural:

Land use in the immediate project area is entirely dominated by the elevated East Fremont Bridge interchange and I-5. Neighboring railroad and industrial land use occurs to the southwest on the Willamette River floodplain. A hospital and a school occur within a radius of several blocks from the project site. The city of Portland has two equipment and maintenance yards which abut the interchange area to the east and north. The remaining land use is a mix of commercial, light industrial, and degraded residential. Traffic noise from the overhead interchange and I-5 is excessive and dominates other emission sources in the area. Air quality is probably poor due primarily to the heavy traffic volume overhead. The project area has generally little aesthetic appeal.

B. Preliminary Assessment of Environmental Impacts:

1. Consequences and Significance of Right-of-Way Acquisition:

No right-of-way will be required.

2. Estimated Impact on Traffic Patterns:

- A) Swan Island traffic with a southern or eastern origin/destination (approximately 70 percent of the existing truck traffic) would use

(Continued on Page 4A)

Consequences--Air Quality, Noise, Safety, etc.:

- A) Given the intended expansion of Swan Island development, this pattern change would result in a short-term improvement in noise impacts and air quality for residents along Going Street access.

(Continued on Page 4A)

3. Estimated Impact on Land Use:

Project will assist in increasing the land access capacity to Swan Island.

Consequences:

Expanded industrial and commercial land use on Swan Island is expected to result.

4. Expected Impact on Natural Ecological Resources:

The project will increase the likelihood of industrial expansion on Swan Island, which is currently only 50 percent developed.

Consequences:

Consequent environmental impacts from increased industrial expansion.

5. Expected Impact on Cultural and Scenic Resources:

- A) The project will promote industrial and commercial expansion on Swan Island.  
B) Additional traffic will be introduced into an existing weave section of I-5.

Consequences:

- A) Generally, the expansion may adversely impact adjacent neighborhoods, Willamette River water quality, and air quality for the metropolitan area.

(Continued on Page 4A)



B-2. Estimated Impact on Traffic Patterns, cont.

Greeley Avenue access rather than the currently used Going Street, leaving only traffic traveling to and from the north on Going Street.

- B) The project may attract some traffic from the Union Pacific yards and adjacent industrial areas, hence, changing their current patterns of travel.
- C) Stanton Street will be closed east of Albina Avenue.

Consequences, cont.

- B) Added traffic volumes for proposed ramps.
- C) Traffic between the city's Stanton and Albina yards will have to use the Graham Street-Mississippi Avenue route, which will add approximately one block of additional travel one way.

B-5 Expected Impact on Cultural and Scenic Resources, Consequences, cont.

Specifically, as a result of implementing the Greeley ramps and Basin/Going Interchange, expanded use of Swan Island would generate additional traffic volumes for Going Street, hence, tending to negate the initial benefit of reduced truck traffic received by residents in the corridor.

- B) The project may degrade the performance of I-5 by increasing the existing weaving problem and creating hazardous conflicts between slow moving, accessing trucks and high speed freeway traffic. The design, which this assessment addresses, serves to mitigate this problem to a degree with additional weaving and merging space; however, further investigation will be required to determine if the design adequately reduces hazardous impacts of the ramps to an acceptable level.

6. Preliminary Identification of Areas of Critical Concern:

- A) The impact of the Greeley ramps on the performance of I-5.
- B) The project's influence on Swan Island expansion.

7. Potential for Controversial Issues:

Same as No. 6

8. Potential for Consistency of Proposal With:

a. Clean Air Implementation Plans

b. Noise Standards

c. Water Quality Standards

Although the project does not have a direct adverse impact on air, noise, or water quality; and may have a short term positive effect for Going Street residents; the resulting expansion of Swan Island is expected to contribute negatively to these three areas of environmental concern.

d. Area Land Use and Transportation Plans, and Zoning

Project is in compliance with existing zoning, and is contained in the Transportation Improvement Program for the CRAG region.

C. Recommended Type of Action and Documentation:

-----MAJOR ACTION-----

----NON-MAJOR ACTION----

SIGNIFICANT:

NON-SIGNIFICANT:

XX D & FEIS

\_\_\_ D & F Neg.Dec.

\_\_\_ ASSESSMENT ONLY

\_\_\_ Section 4(f)

\_\_\_ Section 4(f)

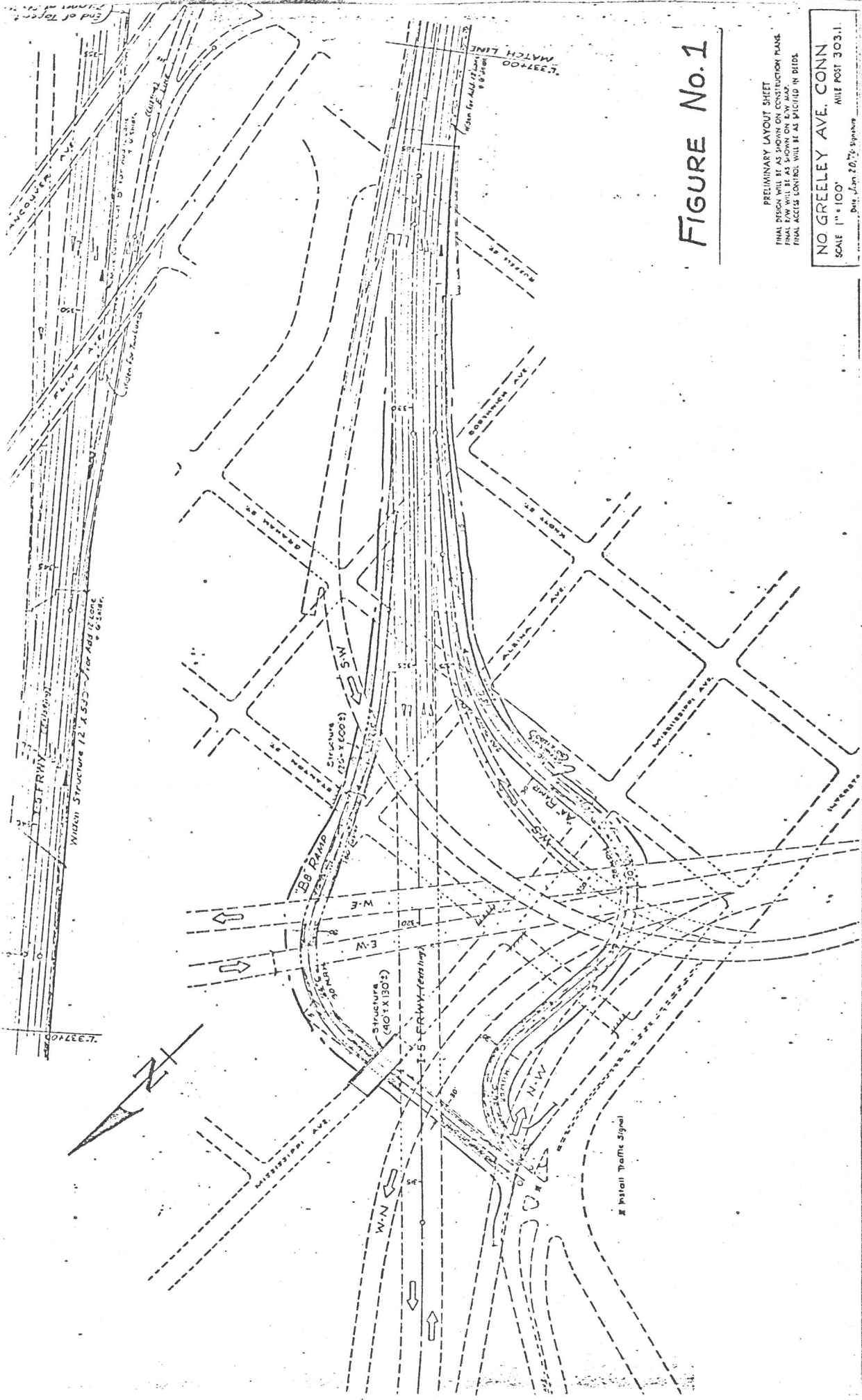
\_\_\_ STATEWIDE ASSESSMENT

Basis for Type of Action and Documentation:

Due to the interrelationship of the Greeley Ramps project with the proposed Basin/Going Interchange, it was concluded that both should be covered under one environmental impact statement. This assessment recommends a category two, major action classification based on the total impacts of providing additional access to Swan Island, rather than

focusing only on the Greeley connection impacts.

D. Recommended Project Category:    \_\_\_ 1    XX 2    \_\_\_ 3    \_\_\_ 4



**FIGURE No. 1**

PRELIMINARY LAYOUT SHEET  
 FINAL DESIGN WILL BE AS SHOWN ON CONSTRUCTION PLANS  
 FINAL ACCESS CONTROL WILL BE AS PICTURED IN PLOTS

**NO GREELEY AVE, CONN**  
 SCALE 1" = 100'  
 DATE: Jan 20, 1976  
 MILE POST 303.1

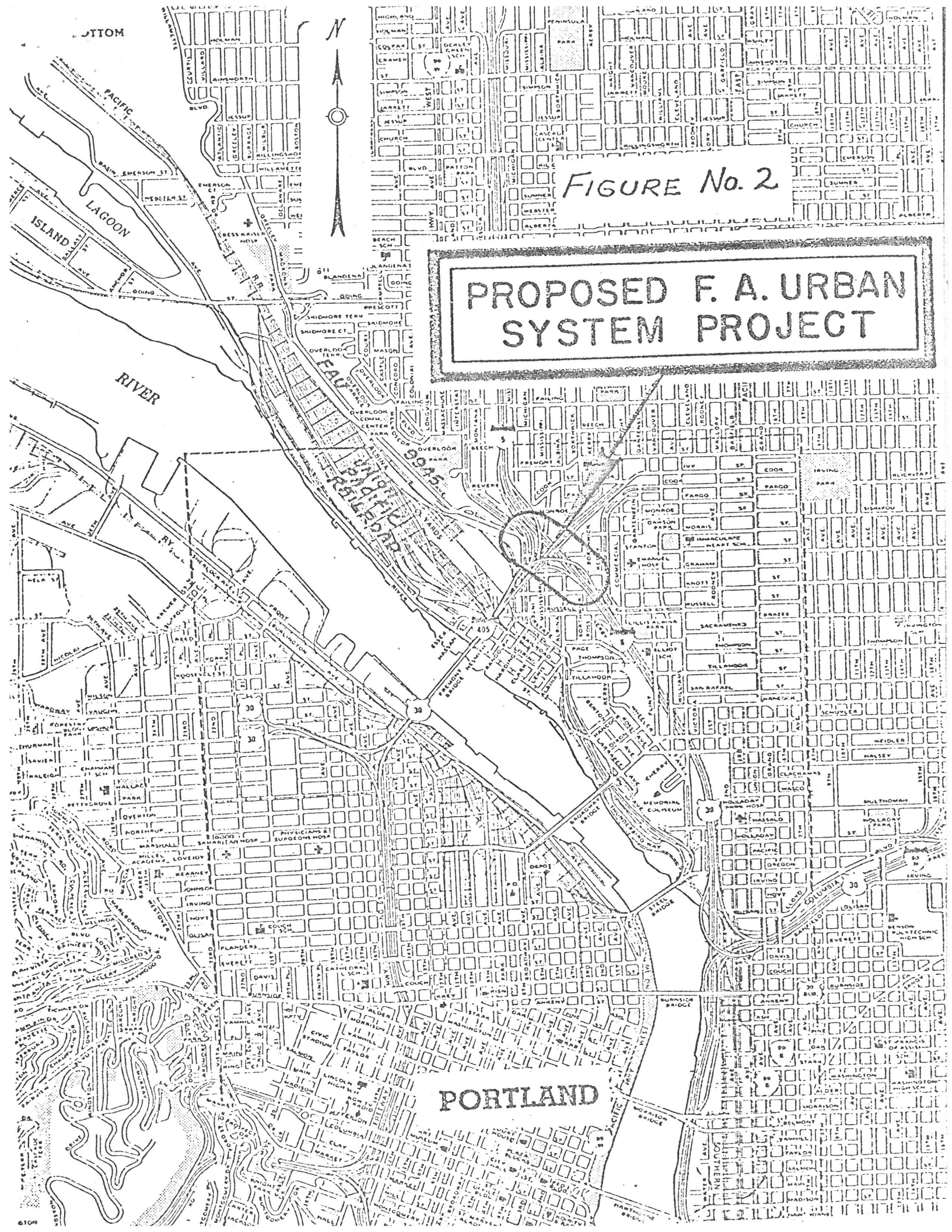


FIGURE No. 2

**PROPOSED F. A. URBAN SYSTEM PROJECT**

**PORTLAND**

TRUCK  
ROUTES

SWAN ISLAND  
TO  
INTERSTATE FREEWAY  
11 P.M. TO 6 A.M.

REVISED 5/6/75

CITY OF PORTLAND, OREGON  
DEPT. OF FINANCE & ADMINISTRATION  
BUREAU OF TRAFFIC ENGINEERING

NEIL GOLDSCHMIDT.....COMMISSIONER  
D. E. BERGSTROM.....TRAFFIC ENGINEER  
6-74

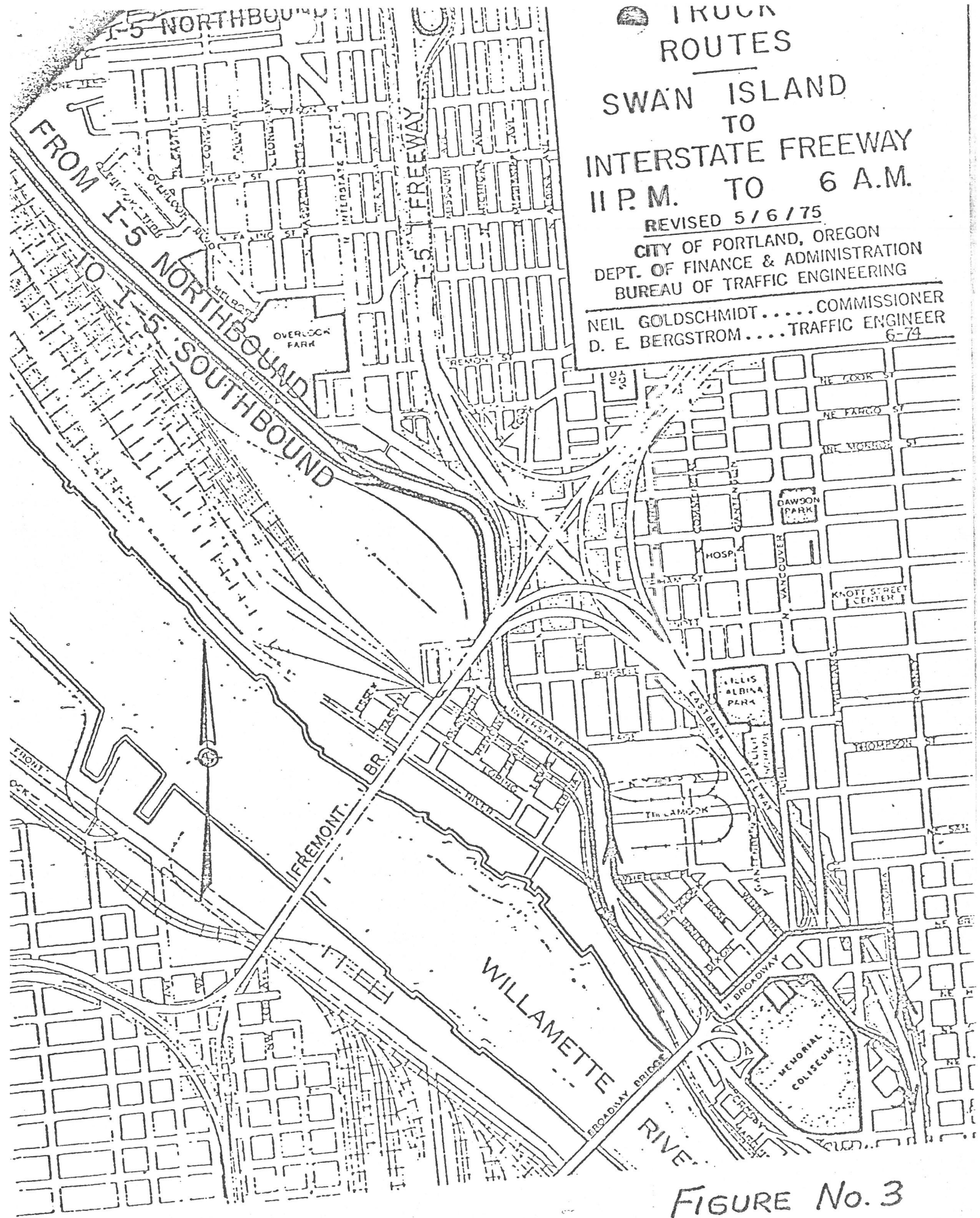


FIGURE No. 3

Boston & Hamilton  
PDC > East Permit

9/21

Creely - IS > Basin/Coiriv

Bosham, Brothaus, Versteeg - Potts - Klotz, Cairn

Christena - Ken Johnson - Murch - WSD

Chris. - Creely - Influence area - TO Maguan Prod. aIS

single EIS

Revis Creely Agreement > Submit - Basin/Coiriv agreement on  
agreement - single - backed up by Port/City or local

EIS by State w/ city help.

SI Task Force - Proj Admin, <sup>T. E.</sup> Committee

Begin - OCT.

+ 6 mos. To Hearing.

6 mos + Final EIS > Location approval.

early '78.

file copy

THE CITY OF  
**PORTLAND**



**OREGON**

4 June 1976

OFFICE OF  
PLANNING AND DEVELOPMENT  
GARY E. STOUT  
ADMINISTRATOR

BUREAU OF  
PLANNING

MEMORANDUM

ERNEST R. BONNER  
DIRECTOR

TO: Doug Wright, Bureau of Planning  
Dick Speer, Traffic Engineering  
Glenn Pierce, Public Works  
Ken Johnson, Port of Portland

424 S.W. MAIN STREET  
PORTLAND, OR. 97204

FROM: Bill Dirker, Transportation Coordinator

PLANNING  
503 248-4253

SUBJECT: Meeting, Greeley Project

ZONING  
503 248-4250

The conference to initiate the Greeley to I-5 ramp and the Basin-Going Interchange Preliminary Engineering has been changed from Tuesday, June 8, 1 p.m. to Friday, June 11, 1:30 p.m. at OSHD Metro Office.

WSD:bn

UNITED STATES GOVERNMENT

# Memorandum

DEPARTMENT OF TRANSPORTATION

FEDERAL HIGHWAY ADMINISTRATION

Box 300

Salem OR 97308

74-5  
150

DATE: May 28, 1976

In reply refer to: 1041DA

SUBJECT: Oregon I-5-6(-)  
N. Greeley Connections  
East Fremont Interchange

FROM : G. L. Green, Division Administrator

NOTED  
E. S. HUNTER

DEPT. OF TRANSPORTATION  
FEDERAL HIGHWAY ADMINISTRATION  
S.A.H.D. - METRO

TO : Mr. F. B. Klaboe, Administrator & State Highway Engineer  
Salem, Oregon

JUN 2 1976

FILE 87A

Our April 16 memorandum indicated that we were unable to approve your request for the addition of interchange ramps from N. Greeley Avenue to Interstate 5. Subsequent to that time a considerable amount of information has been supplied to our Washington office and a number of contacts have been made by Oregon Legislators and local officials.

On the basis of all of the information supplied we are now suggesting that you program a Preliminary Engineering project to study in depth the environmental, safety, and operational impacts of the proposed ramps to N. Greeley Avenue as well as the design of the ramps themselves. Included in this study should be a consideration of other alternatives, if any, which would solve the transportation problems in this area. Also included should be a consideration of the impacts of constructing these ramps prior to the completion of I-205. The results of these studies will then be evaluated to determine whether the new access points can be approved.

The Preliminary Engineering project to complete the above studies should be financed with other than Federal-aid Interstate funds.

As we previously indicated we are willing to work closely with you and the City of Portland in attempting to develop a satisfactory transportation solution to the problems in this area.

G. L. Green

b-1  
cc Klaboe

cc POTTER  
~~DICKER~~  
BATHMAN

NOTED  
cc ~~Boalman~~  
Cupini (Program P.E.)  
Versteg

RECEIVED  
JUN 1 1976  
DOT Operations



UNITED STATES GOVERNMENT

# Memorandum

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Salem OR 97308

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DEPT. OF TRANSPORTATION  
U.S. HIGHWAY ADMINISTRATION

TO : Mr. F. B. Klaboe, Administrator & State Highway Engineer  
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JUN 2 1976  
FILE T/A

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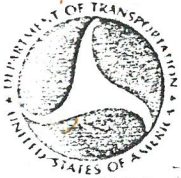
G. L. Green

b-1  
cy Klaboe

cc POTTER  
DICKER  
BATTMAN

cc [Handwritten signature]  
[Handwritten signature] (Program P.E.)  
[Handwritten signature]

RECEIVED  
JUN 1 1976  
DOT Operations



U.S. DEPARTMENT OF TRANSPORTATION  
FEDERAL HIGHWAY ADMINISTRATION  
WASHINGTON, D.C. 20590

1503-2  
1010

*Bill,  
As you requested...*

70 JUN 1 A 7: 43

MAY 27 1976  
IN REPLY REFER TO:  
HNG-11

*Zen*

PORT OF PORTLAND

Mr. Lloyd Anderson  
Executive Director  
Port of Portland  
P.O. Box 3529  
Portland, Oregon 97208

*Act: K Johnson  
Inf: L Anderson  
C Hudock  
D Barney  
A. Cothcott  
(Ball)*

Dear Mr. Anderson:

Your letter of April 19 to Secretary of Transportation William T. Coleman, Jr., has been referred to the Federal Highway Administration (FHWA) for reply. You support a request by the Oregon Department of Transportation for approval to add ramps within the interchange of I-5 and I-405 to permit access to North Greeley Avenue and thereby improve the access to expanded commercial and industrial development on Swan Island.

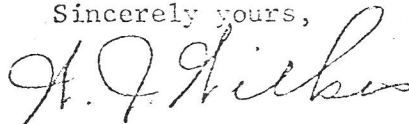
Interstate Route 5 in Portland was built some years ago with Federal-aid Interstate funds and is the only major north-south route serving the Pacific Northwest in the area. The route was designed on the assumption that other freeways would be built in the area to serve various transportation needs, but these other facilities have been abandoned, relocated, or deferred. For this and other reasons, the route is currently carrying far greater volumes of traffic than planned for, resulting in reduced operational safety and efficiency, as well as severe congestion at times.

The construction of the requested ramps to North Greeley Avenue would undoubtedly stimulate the commercial and industrial development of Swan Island and increase traffic on I-5. Traffic relief for I-5 cannot be expected until I-205 to the east is constructed and opened to traffic. Further, the FHWA believes that the construction of the ramps as proposed would have an adverse effect on the safety and efficiency of I-5.

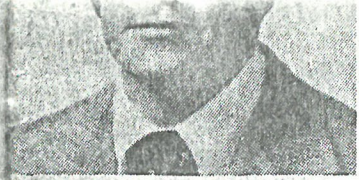
Although we appreciate the desires of the Port of Portland to further develop Swan Island and commend it for initiating a study to provide satisfactory transportation for Swan Island, we believe that it would be premature to approve the addition of these ramps to North Greeley Avenue in the I-5/I-405 interchange at this time. We are recommending to our

field offices and the Oregon Department of Transportation that a preliminary engineering project be undertaken to study the environmental, safety, and operational impacts along with the design of the proposed ramps to North Greeley Avenue. We are also recommending that, if the access is determined to be acceptable, a construction schedule for the ramps and any needed improvement of I-5 should be developed which will be in concert with the completion of I-205.

Sincerely yours,

A handwritten signature in cursive script, appearing to read "W. J. Wilkes".

W. J. Wilkes, Director  
Office of Engineering



**JERRY JONES**  
Named to board of directors

## National council selects Portlander

Jerry Jones, president of J & J Construction Co of Portland, has been named to the board of directors of the National Home Improvement Council, in New York City, according to Dave Taylor, executive director of the Oregon Remodelers Association.

Jones is a former president of the Oregon association. His firm is the largest residential remodeling contractor in the Pacific Northwest.

Jones will be table host for the Oregon Congressional delegation at a special Congressional breakfast in the Ryburn House Office Building in Washington, D.C. on June 8. Legislative concerns of the home improvement industry will be discussed.

## Council to provide EEO requisite info

The Associated General Contractors' Portland Metro Area Council will hold a seminar to provide information on Equal Employment Opportunity regulations, Wednesday at 10 a.m. in the Home Builders Assn auditorium, 310 NE Broadway, Portland.

Companies not recognized as EEO employers and operating without workable affirmative action plans can lose the right to obtain building permits in Portland, and the seminar will discuss the acquisition of such recognition.

Attendance at the seminar is designed to satisfy some of the EEO requirements held by 19 government agencies.

Cost for the conference, which will feature panel speakers, is \$10, and information is available from the Associated General Contractors.

Some of the damage is deliberately caused by vandals but some of it is caused by accident, Anderson said.

He said the Department is concerned about the damage for several reasons. There is the expense of repairing the damage, the inconvenience to motorists and a potential safety hazard caused by the damage.

"Even though the total damage is up, we are pleased that vandalism damage to the Department's rest areas is down from \$10,890 in fiscal year 1974 to \$6,026 in fiscal year 1975," Anderson said. He attributed this drop to a concern of a large majority of motorists to keep rest areas usable and efforts by the department to make the rest areas and buildings vandalproof.

Anderson said motorists are becoming more aware of the value of the conveniences of rest areas and are helping the department keep vandalism down.

"The majority of our damage reports do not concern large amounts of money as most are less than \$10,000. But as more motorists utilize the highway system, the total damage costs tend to increase," Anderson said.

Some of the numerous maintenance repairs throughout the state included a \$348 expense when vandals broke a warning flasher light north of Spokane on State Highway 291 and \$3,381 when a truck became high centered on a guard rail and tore out about half of the guard rail on Interstate 90 near Ritzville, Wash.

## Guaranty company net income jumps

American Guaranty Financial Co has reported net income of \$319,119 for the first quarter ended March 31, up from \$216,351 reported for the same period in 1975.

The company also reported total assets jumped to \$66.50 million during the quarter, an increase from last quarter's \$66.08 mark.

Total liabilities of \$55.08 were reported by the company, down from the last quarter figure of \$55.45 million.

Image Licenses ..... 3  
Public Notices ..... 7  
Stock Quotations ..... 2

DJC 4/1/76  
**I-5 access ramp ruling reversed, econ boom eyed**

Federal Highway Administrator Norbert Tieman has reversed federal disapproval of the proposed access ramp from I-5 to Swan Island via North Greeley Avenue.

The federal government has also authorized a preliminary engineering project to determine the environmental safety and operational impacts of ramp construction.

The development follows a campaign by the Swan Island Citizens Task Force, created by Portland Commissioner Connie McCready.

The ramp will bring to Portland the possibility of full expansion of the economic potential of Swan Island. About 6,000 people are employed at the 600-acre Swan Island Industrial Park.

Full expansion would mean an additional 7,000 jobs in the area, while the payroll would increase from \$50 million to about \$150 million.

Secretary of Transportation William Coleman, in a letter to Commissioner McCready and Portland Mayor Neil Goldschmidt, said "If the access is determined to be acceptable, as I hope it will be, a construction schedule for the ramps and any needed improvements of I-5 should be developed which will be in concert with the completion of I-205."

## Huntley Big Sky four summers old

BIG SKY, Mt. — Big Sky, the 11,000-acre mountain resort founded by the late newscaster Chet Huntley, is entering its fourth Summer season, offering to the overnight or week-long visitor a full banquet of lodging and recreation facilities.

Big Sky is nestled in the mountains of southwestern Montana on U.S. 191, 48 miles north of the West entrance to Yellowstone National Park, and 43 miles south of Bozeman.

March volume  
Karen Merisko of the Federal Home Loan Bank of Seattle's research center attributed the decline in savings from March to income taxes. "April is always a slow month for savings since yearly and quarterly income taxes are due," she said.

Seasonal factors were cited for the increase in lending. "With warmer weather, more people are apt to start building now," Merisko explained.

The combined mortgage portfolio of these financial institutions increased by \$59.7 million during April.

Commitments for funds for future lending rose to \$157.9 million compared to \$149.6 million in March.

The savings flow in the 12th Federal Home Loan Bank District also showed an increase according to the Seattle bank.

District-wide net savings gained \$93.2 million, a drop from the gain of \$204.6 million in March.

New lending volume for April totalled \$426.7 million, up from \$368.5 million in March. Year-to-date total of new lending volume is nearly double that for the same period last year.

The Federal Home Loan Bank of Seattle is a reserve credit bank serving member savings and loan associations and mutual savings banks in the states of Alaska, Hawaii, Idaho, Montana, Oregon, Utah, Washington, Wyoming and the Territory of Guam.

## Postal service to observe holiday

The U.S. Postal Service announced today that a holiday mail schedule will be in effect on Memorial Day, Monday.

There will be no regular residential or business area mail delivery during the day.

However, in some areas, limited window service will be provided, and special delivery service will be available on a holiday schedule. Lockbox service will be available on a Sunday schedule.

Mail will be collected from U.S. mail boxes designated with one or two white stars as late in the day as possible to meet established first-class mail service standards.

**OPENING**  
For one girl office. Long established construction company. Secretarial, bookkeeping, typing, etc. Insurance coverage. Reply Box 310 D.J.C.

**COLUMBIA RIVER**  
Executive Showplace. Magnificent river frontage. C. eg. side near Yacht & Country Clubs. Gracious 3-level home. 100x-250+ lot. 3 or 4 BR. 3 Fireplaces. 3 Baths. Den or Family Room. Formal Dining Rm. Gourmet, tiled kitchen. Maple Bk. Cabinets.

**Senior Estimator/Project Managers**  
Major building contractor needs capable and experienced senior estimator / project managers in Portland and Seattle. Resume & salary requirements to P.O. Box 8342, Federal Station, Portland, OR 97207.

**IMMEDIATE OPENING**  
Grading Supt-Estimator. Small Portland based contractor needs a person able to manage several small projects & help with estimating. Min. 2 yrs. college. Box 311 D.J.C.

5/12

John Patten

F.H.W.A. turned around.

Ant bety Roger Hooker direct interest

Con Trieman - very reasonable.

---

6/4/76

Called LARRY JOHNSON 202-426-1116  
OFF. OF INTERGOVERNMENTAL AFFAIRS U.S. DOT

THANKED HIM FOR HIS HELP - BROUGHT HIM UP TO DATE  
(INTERESTED) IN MS TRUCK TRANSFER  
HE OFFERED TO HELP IN FUTURE.

5/11

Call LB Day on Andy - Pr Mayer.  
378-1444

I did - he will contact Ford political  
organization - Rogers Merton in particular.

I so advise McCreedy, Bonar, Anderson, Bothman

Cruly - I. J.

5/7/76

Talked to LEROY JOHNSON in INTERGOVERNMENTAL  
Affairs Office in US Dept. of Transp. Office  
Phone (202) 426-1116

Pin Conroy Mallory suggestion I reminded him our  
officials were willing and anxious to visit WASH. DC and  
confer with Secy - especially if a TANDOWN is contemplated.  
He assured me that their request would be considered  
in any letter reply. No decision had yet been made.

Our general discussion was affirmative and somewhat  
reassuring. He was receptive to the ideas that we  
were really doing something for ourselves - Transit Taxes,  
Fund Transfer, Busways, HOV Lanes, Transit Mall, etc.

He commented that our efforts and case had some  
recognition and support in the Dept.

THE CITY OF  
PORTLAND



OREGON

OFFICE OF  
PLANNING AND DEVELOPMENT

GARY E. STOUT  
ADMINISTRATOR

BUREAU OF  
PLANNING

ERNEST R. BONNER  
DIRECTOR

424 S.W. MAIN STREET  
PORTLAND, OR, 97204

PLANNING  
503 248-4253

ZONING  
503 248-4250

April 29, 1976

John Patton  
Director of Intergovernmental Affairs  
Department of Transportation  
400 Seventh Street S.W.  
Washington, D.C. 20590

Dear Mr. Patton:

We are requesting the Secretary of Transportation to authorize the Federal Highway Administration and the Oregon State Highway Division to proceed with the preliminary engineering and environmental impact statement for the ramps connecting N. Greeley Avenue and the Interstate Freeway I-5. The need for this and the importance has been well documented in previous correspondence. However we cannot and do not expect the Secretary to act without all the facts. We wish to furnish reasonable justification to take the action we ask.

We note that the Federal Highway Administration has disapproved the project on certain grounds. We believe the information we can furnish you will substantiate that the FHWA's determination was unduly conservative and perhaps based upon inadequate information. We believe we can demonstrate that this project is technically satisfactory and that should be approved on broad public policy grounds. This project will have a major influence on fostering central city economic vitality and on residential environmental quality. Both of these objectives will be a significant step away from the promotion of urban sprawl and its attendant adverse environmental and energy consumption consequences. Furthermore the provision of this "missing link" will be consistent with policies to make better use of investments and facilities we already have in place. Specifically, these ramps will permit full utilization of the 600 acre industrial park in the heart of the city and a mile of good, 4-lane arterial street, N. Greeley Avenue. Both of these will be substantially underutilized without these ramps.

WSD COPY

ATTACHMENTS IN LEGAL  
SIZE FILE DRAWER - TOP  
DRAWER - WITH MIX FILES.



Oregon has enacted strong land use legislation. The State Land Conservation and Development Commission have adopted "Statewide Planning Goals and Guidelines", a copy of which is enclosed as Appendix A. These goals and guidelines have the force of state law. This authority and responsibility has been delegated by the state to our local council of governments, the Columbia Region Association of Governments (CRAG). I call your attention to Goal No. (1), Citizen Involvement, which has been pursued with diligence. Several of these goals are pertinent and guide the action we seek to undertake in this case. I call your attention specifically to Goal No. (9) Economy of the State, Goal No. (12) Transportation, Goal. (13) Energy Conservation and Goal No. (14) Urbanization.

We have included, for orientation, a map of "Portland and Vicinity", Appendix B and the "Project Area", Appendix C. CRAG has been designated as the metropolitan planning organization (MPO). It also has been certified by the FHWA and UMTA for transportation planning as evidenced by the letters in Appendix D. CRAG has adopted an Interim Transportation Plan which is enclosed in Appendix E. This plan provides for this project. CRAG has adopted a Transportation Improvement Program (TIP) which includes the annual element for FY 76. This TIP is enclosed as Appendix F. On the map following page I-3 you will note this project is identified as No. 17 and bears the title "Swan Island Access-Portland". The project is described in more detail on a project summary sheet, page III-41. This TIP has been revised by action of the Board of Director's on April 22, 1976 and that revision is included in Appendix F, and lists on line 37 "North Greeley Avenue PE". The project is "rescheduled to FY 77" as noted in columns 7, 8 and 9. The FY 77 TIP is in the process of preparation and is scheduled to be adopted by the CRAG Board in June. The obvious reason this project was moved from FY 76 to FY 77 is that it could not possibly be initiated before June 30.

The Swan Island Industrial Park and Ship Repair Yard has been under planning and development by the Port of Portland for over 20 years. The City of Portland, Multnomah County, State of Oregon and various citizen and industry groups have been involved in this process. Due to the peculiar topography, there is only a single access route to the area, N. Going Street, which connects to the I-5 Freeway.

It has long been recognized that this is a limiting factor and very extensive efforts have been made to provide what is usually termed a "second access". A large number of staff studies by several agencies have been undertaken as well as consultant studies and considerable citizen activity.

A number of complex problems and conflicts have attended this development, principally the provision of adequate access and the problem of environmental compatibility with the adjacent residential areas. To deal with this condition, the City Council on June 5, 1974 adopted an ordinance, in Appendix G, establishing a Swan Island Task Force. The first meeting of the Task Force was held on September 20, 1974 and I attach a notice of that meeting and additional material. You will note the Chairman was Mr. Terry Schrunk. Mr. Schrunk retired after having been mayor of Portland for 16 years and was succeeded by Mayor Goldschmidt. Mr. Schrunk subsequently died and Commissioner McCready succeeded as Chairman of the Task Force. I've also included in Appendix G a few items indicative of the activities of the Task Force. This is by no means all-inclusive.

The City has an Office of Neighborhood Associations which supports voluntary, recognized associations, including the Overlook Neighborhood Association. Overlook includes the area adjacent to Going Street and Swan Island. The North Portland Citizens Committee is very active, as indicated by the newsletter. It includes the Overlook Neighborhood Association.

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The key factor in determining the performance of trucks is the weight per horse power ratio. The FHWA used as a standard the AASHO Bluebook, the title of which is "A Policy on Geometric Design of Rural Highways, 1965". A copy of the pertinent sections are enclosed as Appendix H. It establishes a weight power ratio of 400 pounds per horsepower. AASHO has also published a Redbook entitled "A Policy On Design of Urban Highways and Arterial Streets, 1973". An extract is also enclosed in Appendix H which indicates the 400 pounds ratio has been retained and discusses climbing lanes. The State Engineers believe this is outdated and unduly conservative. A more appropriate standard is found in the "Highway Capacity Manual, 1965" published by the Highway Research Board. A copy of the pertinent sections are enclosed as Appendix I.

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Page 6.  
John Patton

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We realize it is an unusual step to bring this matter to the attention of the Secretary. We appreciate very much your careful attention and your understanding that the issues are much broader than just highway policy.

Very truly yours,

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WILLIAM S. DIRKER  
TRANSPORTATION COORDINATOR

WSD:ce

Enclosures:

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THE CITY OF  
PORTLAND



OREGON

OFFICE OF  
PLANNING AND DEVELOPMENT

GARY E. STOUT  
ADMINISTRATOR

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ERNEST R. BONNER  
DIRECTOR

424 S.W. MAIN STREET  
PORTLAND, OR. 97204

PLANNING  
503 248-4253

ZONING  
503 248-4250

April 29, 1976

John Patton  
Director of Intergovernmental Affairs  
Department of Transportation  
400 Seventh Street S.W.  
Washington, D.C. 20590

Dear Mr. Patton:

We are requesting the Secretary of Transportation to authorize the Federal Highway Administration and the Oregon State Highway Division to proceed with the preliminary engineering and environmental impact statement for the ramps connecting N. Greeley Avenue and the Interstate Freeway I-5. The need for this and the importance has been well documented in previous correspondence. However we cannot and do not expect the Secretary to act without all the facts. We wish to furnish reasonable justification to take the action we ask.

We note that the Federal Highway Administration has disapproved the project on certain grounds. We believe the information we can furnish you will substantiate that the FHWA's determination was unduly conservative and perhaps based upon inadequate information. We believe we can demonstrate that this project is technically satisfactory and that should be approved on broad public policy grounds. This project will have a major influence on fostering central city economic vitality and on residential environmental quality. Both of these objectives will be a significant step away from the promotion of urban sprawl and its attendant adverse environmental and energy consumption consequences. Furthermore the provision of this "missing link" will be consistent with policies to make better use of investments and facilities we already have in place. Specifically, these ramps will permit full utilization of the 600 acre industrial park in the heart of the city and a mile of good, 4-lane arterial street, N. Greeley Avenue. Both of these will be substantially underutilized without these ramps.

Oregon has enacted strong land use legislation. The State Land Conservation and Development Commission have adopted "Statewide Planning Goals and Guidelines", a copy of which is enclosed as Appendix A. These goals and guidelines have the force of state law. This authority and responsibility has been delegated by the state to our local council of governments, the Columbia Region Association of Governments (CRAG). I call your attention to Goal No. (1), Citizen Involvement, which has been pursued with diligence. Several of these goals are pertinent and guide the action we seek to undertake in this case. I call your attention specifically to Goal No. (9) Economy of the State, Goal No. (12) Transportation, Goal. (13) Energy Conservation and Goal No. (14) Urbanization.

We have included, for orientation, a map of "Portland and Vicinity", Appendix B and the "Project Area", Appendix C. CRAG has been designated as the metropolitan planning organization (MPO). It also has been certified by the FHWA and UMTA for transportation planning as evidenced by the letters in Appendix D. CRAG has adopted an Interim Transportation Plan which is enclosed in Appendix E. This plan provides for this project. CRAG has adopted a Transportation Improvement Program (TIP) which includes the annual element for FY 76. This TIP is enclosed as Appendix F. On the map following page I-3 you will note this project is identified as No. 17 and bears the title "Swan Island Access-Portland". The project is described in more detail on a project summary sheet, page III-41. This TIP has been revised by action of the Board of Director's on April 22, 1976 and that revision is included in Appendix F, and lists on line 37 "North Greeley Avenue PE". The project is "rescheduled to FY 77" as noted in columns 7, 8 and 9. The FY 77 TIP is in the process of preparation and is scheduled to be adopted by the CRAG Board in June. The obvious reason this project was moved from FY 76 to FY 77 is that it could not possibly be initiated before June 30.

The Swan Island Industrial Park and Ship Repair Yard has been under planning and development by the Port of Portland for over 20 years. The City of Portland, Multnomah County, State of Oregon and various citizen and industry groups have been involved in this process. Due to the peculiar topography, there is only a single access route to the area, N. Going Street, which connects to the I-5 Freeway.

It has long been recognized that this is a limiting factor and very extensive efforts have been made to provide what is usually termed a "second access". A large number of staff studies by several agencies have been undertaken as well as consultant studies and considerable citizen activity.



A number of complex problems and conflicts have attended this development, principally the provision of adequate access and the problem of environmental compatibility with the adjacent residential areas. To deal with this condition, the City Council on June 5, 1974 adopted an ordinance, in Appendix G, establishing a Swan Island Task Force. The first meeting of the Task Force was held on September 20, 1974 and I attach a notice of that meeting and additional material. You will note the Chairman was Mr. Terry Schrunk. Mr. Schrunk retired after having been mayor of Portland for 16 years and was succeeded by Mayor Goldschmidt. Mr. Schrunk subsequently died and Commissioner McCready succeeded as Chairman of the Task Force. I've also included in Appendix G a few items indicative of the activities of the Task Force. This is by no means all-inclusive.

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TRANSPORTATION COORDINATOR

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The FHWA unfavorable recommendation is partly based upon the statement that "It is not indicated that an acceptable noise environment will result because of this project". The following tables indicate the extent of noise reduction on Going Street, expected to result from construction of the Greeley Ramps, under present, and two future anticipated traffic load ("3300" and "4500")<sup>\*\*</sup> conditions. All values are L<sub>10</sub> values in dBA; data has been obtained and derived from standard equipment, procedures and techniques.

Hr.	Present		"3300" <sup>up R.</sup>		"4500" <sup>no R.</sup>	
	No ramps	Ramps	No ramps	Ramps	ramps	ramps
8P	77	73	73	69* 80	75	80 70*
9P	76	69*	72	68* 78	75	82 80*
10	76	70*	73	70* 78	75	80 71
11	76	69*	73	68* 78	75	80 70*
12M	78 ✓	72 ✓	76	71 81	78	83 73
1A	76	72	73	68* 78	75	80 69*
2A	75	70*	72	67* 78	74	78 68*
3	75	70*	71	67* 78	73	78 67*
4	75	70*	72	67* 77	73	78 80*
5	76	73	74	68* 80	73	78 69*

5-7 Red.

6 Red.

\* Indicates compliance with FHWA PPM-90-2 design criterion guideline of L<sub>10</sub> = 70 dBA (or less).

~~It is apparent from an examination of these data that none of the "no ramp" conditions achieve the FHWA guideline but that between 60% and 90% of these same traffic condition/hours do achieve the guideline with the addition of the ramps.~~

It is also apparent that the average improvement between the "no ramp" and the "ramp" conditions amounts to 5 dBA (range of 3-7 dBA), which is not only readily detectable, but which represents a significant improvement in traffic noise conditions.

The statement that an acceptable noise environment will not result from this project is not tenable in view of these data.

\*\* these figures refer to expected peak vehicle/hr.

also see notes on attached yellow sheet.

Paul Herman

4/29/76

Since sleep interruption is highly correlated with peak noise events, rather than h.o., it is also important to note that a reduction ~~is~~ of <sup>250-500</sup> 260 such (truck) events occurs as a result of the addition of these ramps. ~~This~~ This also represents a significant improvement in the noise environment.

CITY OF PORTLAND  
INTER-OFFICE CORRESPONDENCE  
(NOT FOR MAILING)

April 25, 1975

**From** Paul Herman, Acoustical Project Manager, B.N.E.  
**To** Planning and Development  
**Addressed to** Bill Dirker  
**Subject** Noise levels, Going and Greeley Streets, evening hours,  
based on revised traffic volume estimates

Bill:

The revised traffic volumes have been received, digested, and used to generate estimated noise levels ( $L_{10}$ ) on Going and Greeley Streets between 8 p.m. and 6 a.m. As before, two assumptions are made:

1. Traffic flow at 35 m.p.h.
2. Observer at 50 feet from traffic.

Also as before, the method of estimation is the nomograph from Report #117, F.H.R.A.

A. Going Street

1. Present condition: e.g., 390 vehicles at 8 - 9 p.m.; 46 of which are trucks, etc.
2. Present condition, but all trucks diverted: i.e., 8 - 9 p.m. =  $390 - 46 = 344$  vehicles, 0 trucks.
3. I have followed the same procedure throughout the "3300" and the "4500" conditions.
4. Thus, we have 6 columns--Present with trucks (PT), present, no trucks (P), 3300 T, 3300, 4500T, 4500.  $L_{10}$  values are given for each in Table 1 below. (ps) (!)
5. Differences between T and no T conditions, i.e., (PT-P), (3300T-3300), and (4500T-4500), vary. Range of 12-18 for PT-P, and 8-13 for others.
6. With trucks - comparison of present, 3300 and 4500 conditions gives drop from present to 3300, and increase from 3300 to 4500. We wind up (4500T) with absolute levels about 1-2 dB less than present.
7. All of the no truck conditions are pretty good for noise.  $L_{10}$ 's from 57-67 with most being about 62-ish.



B. Greeley Street - See Table 2 (p6) (!)

COMMENTS

1. "Present" condition differs from previous (April 9) report, being, on the whole, about 5 dB quieter. (Greeley)
2. "3300" and "4500" conditions about the same as previous report. (Greeley)
3. Same assumption of model. Same possible correction, e.g., if residential property 200 feet away rather than 50, subtract 6 dB from each value.
4. Data, given to me by Traffic Engineering, calls "Greeley, between Going and Interstate" -- ?
5. I have used data as it was given to me, i.e., no 30% - 70% "correction factor" applied by me to data.

C. Model

1. I've attached a copy of the nomograph for whatever value it may be. It works like this:
2. Assume 30 m.p.h., 10% truck mix, 1000 V/hr, 50 foot distance.
  - a. draw line from pivot pt., to line A, through 10%, 30 m.p.h.
  - b. from the point on line A, draw line to 1000 V/hr., through line B.
  - c. from the point on line B, draw line to 50 foot distance.
  - d. resultant line passes through  $L_{10}$  dB line at 82 dB.
3. That's it.

In addition, I have computed the following --

Of the 390 vehicles (8 p.m.) presently on Going Street, 46 are trucks. Of the 46, 70%, or 32, are southbound.  
a) What are the anticipated noise levels on Going Street, if only the northbound  $46-32=14$  trucks remain? and b) If the 32 southerlies are now on Greeley, we have, for the same hour,  $8+32$  or 40 trucks.

Hour	L <sub>10</sub> Going, present, northbound T only	L <sub>10</sub> Greeley, present, plus southbound T's
8-9P	73	77
9	69	77
10	70	75
11	69	75
12	72	77
1	72	75E
2	70	74E
3	70	74E
4	70	74E
5-6A	73	77E

The comparison that is needed now is what's the estimated effect of barring southbound trucks from Going, on both Going and Greeley? And so...

TABLE 3

Hour	Going, present	Going, N.bound T's only	D-dB	Greeley, present	Greeley,+ S.boundr's	D in dB
8-9P	77	73	-4	70	77	+7
9	76	69	-7	70	77	+7
10	76	70	-6	68	75	+7
11	76	69	-7	67	75	+8
12	78	72	-6	66	77	+11
1	76	72	-4	65E	75E	+10E
2	75	70	-5	62E	74E	+12E
3	75	70	-5	62E	74E	+12E
4	75	70	-5	60E	74E	+14E
5-6A	76	73	-3	65E	77E	+12E

Bill Dirker  
April 25, 1975  
Page 4

The same logic can be applied to the 3300 and 4500 condition, but I have not done the calculations.

Criteria: 1) A drop of 3-4-5-6-7 dB would be noticed, and appreciated; the absolute levels would be OK, though not super. 2) The increase on Greeley is big and the absolute levels at fifty feet are too high. But if, as I expect, most residential property is not 50, but 200 to 400 feet away, the absolute levels are at least 6 dB down from these estimates, bringing them to about 70 dBA. So, this says to me--"go" on the alternate truck route for southbound traffic. Also, note that there are no present measured levels along Greeley. This is a double edged sword. My gut says that since noises come from many different sources to this area, the ambient is fairly high, and the anticipated increases will not be as sore a thumb as they might at first glance appear.

Remember, the model predicts an increase only if that is the sole source of noise--if the present ambient were 70-ish along Greeley, the effective increased level would not be  $70 + 8 = 10$  dB or about 80 dB. If a 75dB source were added to a 70 dB source, the total would be about 76.2 dB or only a 1.2 dB increase. This is the point that Mildred kept getting hung up on before.

So, a "recommended" tactic again" could be" (how's that for qualifiers?) a 6 month trial, and before and during measurements taken on both Going and Greeley.

Still with me? Good...

PH:db

*Sorry about the typos and discontinuity and jumping back and forth to Tables - new typist -*

*Paul*

TABLE 1, estimated  $L_{10}$  values, Going Street  
Condition

Hour	PT	P	3300T	3300	4500T	4500
8-9P	77	62	72	63	75	65
9	76	62	71	63	75	64
10	76	64	73	65	75	65
11	76	62	72	63	75	65
12	78	65	76	66	78	67
1	76	60	72	60	75	62
2	75	59	71	60	72	60
3	75	57	71	58	72	59
4	75	59	71	60	73	60
5-6A	76	60	73	61	74	63

TABLE 2, estimated L<sub>10</sub> values, Greeley Street

Hour	"present"	"3300"	"4500"
8-9P	70	77	79
9	70	77	78
10	68	77	79
11	67	76	78
12	66	80	82
1	65E *	75	78
2	62E	75	75
3	62E	74E	75
4	60E	75E	76
5-6A	65E	78	77

\* E after level means "super" estimate--the model normally does not consider volumes below 100 V/hr. ~~explanations~~ *Extrapolations* can be, and are here made, but they're shaky. With low volumes, an L<sub>10</sub> loses some of its significance. Peak events are a better way of viewing it, but we can't get to that description from these data.

Distance correction, possible on Greeley:

- at 50 foot - 0
- at 100 foot - 3-4
- at 200 foot - 6
- at 400 foot - 10
- i.e., about 3-4 dB per doubling

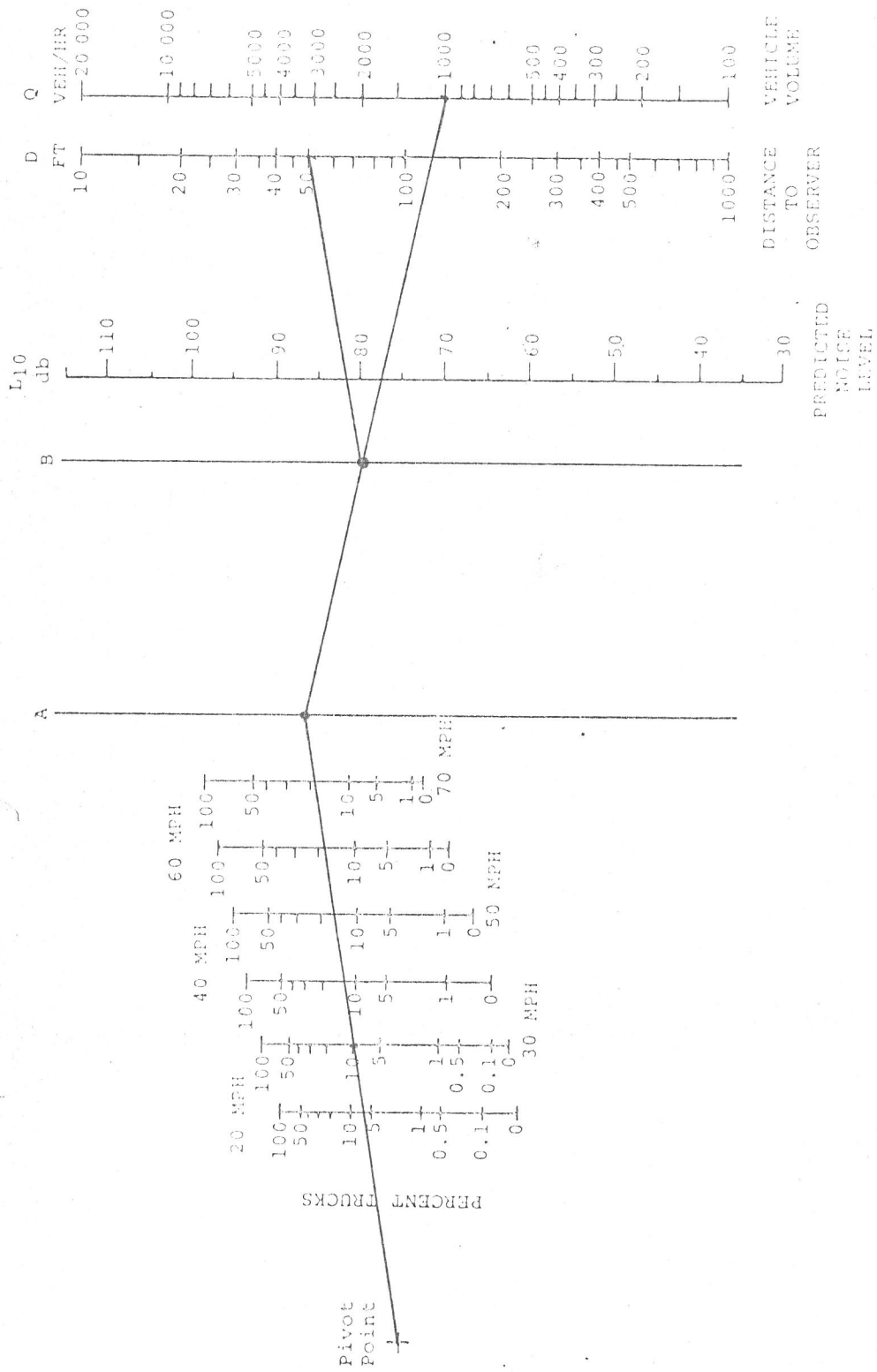


Figure 4. Nomograph for Approximate Prediction of Highway Noise Levels (Conventional Trucks).

# TRAFFIC COUNT TAB

Date APR. 22, 19

Day \_\_\_\_\_

Weather \_\_\_\_\_

ON Going  
Present Vol

@ 3300

ON West of Interstate  
@ 4500

DIRECT- TIME ION	Total	Trucks		Total	Trucks		Total	Trucks
A.M.								
7-8								
8-9								
9-10								
10-11								
11-12								
P.M.								
12-1								
1-2								
2-3								
3-4								
4-5								
5-6								
6-7								
7-8			%T			%T		
8-9	390	46	12	443	20	4	602	26
9-10	350	33	9	438	15	3	546	21
10-11	470	31	7	552	16	3	734	25
11-12	370	34	9	426	16	4	579	21
A.M.								
12-1	710	54	8	814	30	4	1094	46
1-2	220	41	19	236	16	7	327	20
2-3	172	26	15	190	11	6	256	14
3-4	124	25	20	133	10	8	181	12
4-5	161	27	17	174	11	6	239	14
5-6	280	50	18	299	20	7	432	16
6-7								
TOTAL	3247	367		3705	165		4990	215
GRAND								

Assume 100% of Trucks use these lanes

Assume 50% of Trucks

Assume 30% of Trucks

10/40

# TRAFFIC COUNT TAB

Day \_\_\_\_\_

Weather \_\_\_\_\_

ON Greeley  
Present Vol. @ 3300

ON Blwin. Going E Interstate  
@ 4500

DIRECT-ION	Total	Trucks		Total	Trucks		Total	Trucks	
A.M.									
7-8									
8-9									
9-10									
10-11									
11-12									
P.M.									
12-1									
1-2									
2-3									
3-4									
4-5									
5-6									
6-7									
7-8			%T			%T			%T
8-9	255	8	3	417	47	11	478	69	14
9-10	248	7	3	387	42	11	444	57	13
10-11	175	5	3	343	41	12	416	66	16
11-12	138	4	3	279	40	14	331	53	16
A.M.									
12-1	99	3	3	360	74	21	466	109	23
1-2	53	2	4	150	29	19	181	48	27
2-3	25	1	4	96	26	27	122	33	27
3-4	26	1	4	80	23	29	102	30	29
4-5	17	1	6	86	27	31	110	35	32
5-6	54	2	4	178	49	28	195	40	20
6-7									
TOTAL	1090	34		2376	398		2548	40	
GRAND TOTAL									

Assume 30% of Trucks Use This Route During these Hours

Assume 70% of Trucks Use This Route to I-5 & S.

Assume 70% of Trucks Use This Route to I-5 & S.

1/11/82



SWAN ISLAND TRUCK ROUTE  
(All values in DBA at 50', L10)

A-Present Conditions

1. Present Condition
  - Going 75-78 (Table 1 P. 5)
  - Greeley 60-70 (Table 2 P. 6)
2. Southbound Trucks Diverted
  - Going 69-73 (page 3)
  - Greeley 74-77 (page 3)
3. All Trucks Diverted
  - Going 57-65 (Table 4)
  - Greeley 76-79 (Table 7)

B-At 3300 PHV - Greeley To I-5 Ramps In,

1. All Southbound Trucks Diverted
  - Going 65-71 (Table 5)
  - Greeley 74-80 (Table 2)
2. All Trucks Diverted
  - Going 58-66 (Table 5)
  - Greeley 76-81 (Table 8)

C-At 4500 PHV - Grade Separation At Basin and Going

1. Southbound Trucks Diverted
  - Going 67-73 (Table 6)
  - Greeley 75-82 (Table 2)
2. All Trucks Diverted
  - Going 59-67 (Table 6)
  - Greeley 77-84 (Table 9)

Table 4  
DBA  
GOING STREET

(1.) Present

	<u>Present North and South Trucks</u>	<u>Present Northbound trucks only</u>	<u>Present No Trucks</u>
8-9P	77	73	62
9	76	69	62
10	76	70	64
11	76	69	62
12	78	72	65
1	76	72	60
2	75	70	59
3	75	70	57
4	75	70	59
5-6A	76	73	60

Table 5  
DBA - Going Street

(2.) 3300 PHV

	<u>North and South Trucks</u>	<u>Northbound trucks only</u>	<u>No Trucks</u>
8-9A	72	68	63
9	71	68	63
10	73	70	65
11	72	68	63
12	76	71	66
1	72	68	60
2	71	67	60
3	71	65	58
4	71	67	60
5-6A	73	68	61

Table 6  
DBA  
GOING STREET

(3.) 4500 PHV

	<u>Northbound trucks only</u>	<u>No Trucks</u>
8-9	70	65
9	70	64
10	71	65
11	70	65
12	73	67
1	69	62
2	68	60
3	67	59
4	70	60
5-6A	69	63

- Concl: 1) Present - 3-7 db drop between all trucks and North only  
a further 6-12 db drop if all trucks eliminated  
ambient in that area can get below 55 dba ,  
therefore, I believe the data.
- 2) 3300 Condition 4-5 db drop between all trucks and North  
only. Further 5-7 db drop if all trucks eliminated.
- 3) 4500 Condition 4-6 db drop between all trucks and North  
only. Another 5-6 db if all trucks eliminated.
- 4) Northbound condition acceptable to federal law "std."

Table 7

Greeley &amp; all trucks from Going

30 mph at 50'

	<u>Present Total</u>	<u>Trucks</u> +	<u>Going Trucks</u>	=	<u>New Present Total</u>	<u>Trucks</u>	<u>% Trucks</u>	<u>DBa</u>
8-9P	255	8	46		301	54	18%	79
9-10	248	7	33		281	40	14	77
10-11	175	5	31		206	36	17	77
11-12	138	4	34		172	38	22	77
12-1A	99	3	54		153	57	37	79
1-2	53	2	41		94	43	46	78
2-3	25	1	26		51	27	53	76
3-4	26	1	25		51	26	51	76
4-5	17	1	27		44	28	64	76
5-6	54	2	50		104	52	50	77

Table 8  
Greeley

		<u>At 3300 PHV</u>				<u>NEW 3300</u>		
8-9	417	47	20	=	437	67	15%	79
9-10	387	42	15		402	59	14	79
10-11	343	41	16		459	57	12	79
11-12	279	40	16		295	56	19	79
12-1	360	74	30		390	104	27	81
1-2	150	29	11		166	45	27	78
2-3	96	26	11		107	37	35	77
3-4	80	23	10		90	33	37	76
4-5	86	27	11		97	38	39	78
5-6	178	49	20		198	69	35	80

Table 9  
Greeley + all trucks from Going

	<u>At 4500 PHV</u>			<u>New 4500</u>			<u>DBa</u>
	<u>Total</u>	<u>Trucks</u>	<u>Going Trucks</u>	<u>Total</u>	<u>% Trucks</u>		
8-9	478	69	26	504	95	19%	81
9-10	444	57	21	465	78	17	81
10-11	416	66	25	482	91	19	82
11-12	331	53	21	352	74	21	80
12-1	466	109	46	512	155	30	84
1-2	181	48	20	201	68	34	80
2-3	122	33	14	136	47	35	78
3-4	102	30	12	114	42	37	77
4-5	110	35	14	124	49	40	79
5-6	196	40	16	214	56	26	78

GOING STREET TRUCK ROUTES

Added Truck Costs

Present Conditions - 11 p.m. to 6 a.m.

Truck Counts as of April 22, 1975

$$367 - (46+33+31=110) = 257 \text{ trucks}$$

Data per OSHD dated September 23, 1974

$$+ 3 \text{ minutes each trip @ } \$9.00/\text{hr.} = 5\% = \$0.450$$

$$- 0.2 \text{ miles @ } 28\text{¢}/\text{mile} = \underline{- 0.056}$$

$$\text{Net increase per trip} \quad \quad \quad +\$0.39.4$$

$$257 \text{ trips @ } \$0.39.4 = \$101.26 \text{ per day}$$

$$300 \text{ days @ } \$101.26 = \$30,378$$

say \$30,000

GREELEY NOISE IMPACT ON OVERLOOK RESIDENTIAL AREA

Greeley Ave. elevation      70' near Skidmore Terrace

30' near Overlook Park

50' average

Top of bluff at homes      180' average

Vertical distance            130' average

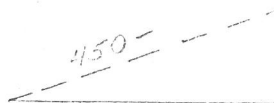
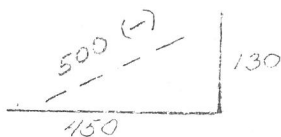
Closest home horizontally:

at Skidmore Ct.            400' +

at Overlook Terr.         400' +

Worst Case = Skidmore Ct. - Vertical =  $(180-70)=110$   
Horizontal = 400+

Some Cases:



Most cases shielded by bluff - noise from railroad yard and river.

Noise reduction from Tables 12 to 15 DBA at residences.

---

Note: There are 5 residences on Greeley in vicinity of Albina railroad yard and one three-story apartment at Interstate and Russell.

4/27

Comm. McCready contacted

Norman Watts - Matt Adams <sup>man for Pres.</sup> - ~~Director~~

na - Carl Fell - Org. Republican - Ford's Pattern Office  
see letter 4/12

Call LEROY JOHNSON in Dir. of Envtl. Gov. Affairs,

Content of Call

DATA Coming

will Ask Secty to Approve Project

BUT NOT Act irresponsible - Solid Basis

HAVE REACHED TECH. DATA WITH Local Issues

Most Conservative Criteria, Did Not Have All info

Climbing Low

Low 4th Floor Low - on 1/2 mi

THOROUGH REVIEW of ALL MET.

TECH. NOISE ANALYSIS - RESULTS MEET STANDARD

202-424-1524 - 8:30 AM - REACHED A SECRETARY - JOHNSON >

PATTON OUT TODAY - JOHNSON TO CALL ME TOMORROW 4/28



DRAFT MEMORANDUM

TO: Cowles Mallory, City Engineer  
Ken Johnston, Port of Portland  
Bob Bothman, OSHD

FROM: Bill Dirker

SUBJECT: Greeley to I-5 Ramps  
April 26, 1976  
page 1

Problem: FHWA up to the administrator (Tiemann) has disapproved the project.

Objective: To provide adequate justification and then cause Secretary of Transportation Coleman to approve the project.

Much material has already been forwarded to the Secretary of Transportation either directly or through Mr. John Patten, Director of Intergovernmental Affairs. His Associate, Mr. Leroy Johnson is familiar with the project and I have talked to him at some length by telephone on two occasions. I suggest we prepare a presentation that focusses on certain key points. We cannot expect the Secretary to act irresponsibly and therefore the key points should be selected as the ones in which we believe the FHWA is in error or has made judgements that are not favorable.

Major key point is the truck speed on the "on" ramp. FHWA use the AASHO Bluebook and the State used the Highway Capacity Manual. Our presentation could include the graphs and other data from both references and point out the justification for using the one that we used.

MEMO

SUBJECT: Greeley to I-5 Ramps  
April 26, 1976  
page 2

I believe the AASHO Manual is based upon 400 pounds per horse power, a 1953 criteria. Our manual is based upon 200 pounds per horse power, a 1962 criteria. And they are manufacturing trucks today for 76,000 gross vehicle weight with the minimum engine of 290 horse power, but most at 340- or 400 horse power. This yields pounds per horse power ratios respectively of 262, 224 and 190. It may be appropriate to get a letter from Freightliner to include in our presentation.

Weaving is a problem to FHWA. The state has done a technical weave analysis and deems the conditions satisfactory with the added lanes they recommend. The FHWA does not appear to have produced any technical calculations beyond the concern they express for complex weaving maneuvers. The drawings attached to John Hank's analysis of February 5, show the volumes and weave maneuvers pretty well. A more accurate scale may possibly be more informative. Also this drawing does not show the Greeley on-ramp as two lanes which in fact it will be. These drawings might well be related to some photographs that we can provide.

Regarding capacity, the State's analysis of April 6 deals with this pretty well and indicated I-5 will operate at level "D". However this does not quite jibe with the traffic

MEMO

SUBJECT: Greeley to I-5 Ramps  
April 26, 1976  
page 3

evaluation of the Interim Transportation Plan which show level E and F along the East Bank Freeway. I suspect however this later analysis is valid and that we should not be troubled by this. I suspect our presentation should not dwell on the capacity problems but simply must note that this employment and traffic growth will occur somewhere else if it doesn't occur on Swan Island then will probably enter the freeway system on the outer fringe of the region and travel long distances.

Regarding noise, Paul Herman's report of April 25, 1976, with an appendix is a good basis and indicates a substantial improvement approximating the FHWA standards. If possible I'd like to get him to rewrite this in a little more finished form and include it as an appendix to our presentation.

Energy conservation and air pollution both are related to the total vehicle miles traveled (VMT).

One scenario might be to put our presentation together next week and figure on visiting Washington DC the week following. I could visit Mr. Johnson ahead of time as I believe he has been assigned the responsibility to make a recommendation. The visit should take place with the Secretary not later than the first week in May. A variation of this scenario

MEMO

SUBJECT: Greeley to I-5 Ramps  
April 26, 1976  
page 4

might be to prepare the presentation and send a copy to Mr. Johnson followed by a phone call, going through it point by point. I will get photo prints from Bill Bryan early next week.

A hope for result might be a favorable action by Mr. Coleman. He could then endorse the project, stressing conservation of the cities, conservation of energy, and careful attention to design to mitigate the potential adverse problems and stress that it is consistent with the general policy of making better use of the facilities we already have (TSM Project).

BD:js

THE CITY OF  
**PORTLAND**



**OREGON**

OFFICE OF  
PLANNING AND DEVELOPMENT  
GARY E. STOUT  
ADMINISTRATOR

BUREAU OF  
PLANNING  
ERNEST R. BONNER  
DIRECTOR

424 S.W. MAIN STREET  
PORTLAND, OR. 97204

PLANNING  
503 248-4253

ZONING  
503 248-4250

April 23, 1976

FILE COPY

Ernest Valeck  
Federal Highway Administration  
P.O. Box 360  
Salem, Oregon

Dear Ernie:

I enjoyed our discussion Tuesday regarding the Greeley ramps. I indicated that I would send you some additional information and I'm enclosing it herewith. First is a copy of a letter from Lloyd Anderson of the Port of Portland to Secretary Coleman dated April 19.

So you may better understand the functioning of the Swan Island Task Force, I'm enclosing a few items pertinent to this group. A membership list is attached. The document dated August 13, 1974 lists three objectives assigned to the Task Force and three outline work programs to accomplish these objectives. I've included copies of the minutes of a few meetings selected at random which will indicate the range of considerations that the Task Force gave to various solutions, including many of those that we discussed last Tuesday. Appreciate that considerable agency staff work backed up most of these considerations. Also enclosed is an outline of a comprehensive report dated November 6 that will document these activities. This has not yet been written but is in our work program.

Next is a noise report by Dr. Herman dated April 25, 1975. The last seven pages are an addendum. The table of interest, Table 6, indicates that when Swan Island is fully developed with all the access components that are programmed, the traffic level will reach 4500 peak-hour vehicles. With the Greeley ramps and 70 percent of the trucks diverted in this direction leaving only the north bound 30 percent of the trucks on Going, the noise levels will meet or be below the federal standard of 70 DBA in

Page 2.  
Ernest Valeck

almost all cases. These calculations have been calibrated by field checks and we believe are very reliable.

I stress the importance that the City Council attaches to this development and to their strong desire to maintain the vitality of the City. Attached is a letter to the Interstate Commerce Commission of April 14, 1976 from Mayor Goldschmidt expressing his view on urban sprawl in a current ICC proceeding which recommends expansion of the motor carrier commercial zones.

In fact we believe this entire program related to Swan Island is consistent with the current Highway Legislation which stresses the Transportation Systems Management Element which is generally aimed at making better use of those facilities and investments that we already have. In this case we have a very significant investment in an economic center at Swan Island and a large arterial, N. Greeley Street, which is substantially underused. A missing link to full utilization of both of these facilities is the ramp to I-5.

I understand that the technical data used in your evaluation came from the ASSHO Blue Book. The State and our people used another source, The Highway Capacity Manual, 1965, with different results. Do other FHWA Divisions and regions use only the AAHSO Blue Book or is the Highway Capacity Manual also used. Is there a national policy directive on this matter?

Your suggestion regarding innovative programs is excellent. This may be the appropriate time, while the subject has the attention of responsible officials, to seek more effective ways to resolve environmental conflicts such as the Going Street residential corridor presents.

Again, thanks for your time. I enjoyed the lunch with you and Dick Arenz.

Very truly yours,



WILLIAM S. DIRKER  
TRANSPORTATION COORDINATOR

WSD:ce

Enclosures:

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WILLIAM S. DIRKER  
TRANSPORTATION COORDINATOR

WSD:ce

Enclosures:



# AASTHO Blue Book

## A Policy on Geometric Design of Rural Highways, 1965

- 1. P. 13 - Length of Grade -  $6\% = 600'$  - Curve of 15 mph reduction.
- 2. P. 193 -> P. 197 Fig III-14  $6\%$  grade = 8 mph max  
 P. 194 - "Weight-Power ratios of 400"  
 But - add 300' @  $0\%$  - ~~to~~ =  $\pm 17$  mph + 8 mph start = 25 mph max.
- 3. P. 198 Fig III-15 WEIGHT-POWER RATIO 1963  
 $@ 7600 \text{ W} = 400$   
 $8000 = 420$

4/19/74

~~400 HP      40000 lbs. = 100 LBS/HP.~~

~~200 HP      40000 lbs = 200 LBS/HP.~~

Dick Ball, FREIGHTLINER      285-5251

290 HP ~~for~~ <sup>GVW</sup> 76000      250 ±  
MINIMUM      1  
ENGINE      = 190 / LBS / HP

UP TO 400 HP.

240  
220 } OBSOLETE  
190 }

Some lower powered gas rigs - Riviera, United Arab

4/5

# Greely - I-5 Ramp Traffic Analysis Comparison

FHWA - 750' @ 6% = 8 MPH Trucks  
STATE 25 MPH

Actually, - 750' @ 6% grade ends on intersection of  
N. Graham & N. Albia St. - Then grade  
into merge is almost level.  
Merging section is about 300' of level

Assume 8 mph is correct @ 750 ft. Then level -  
(Power Req. <sup>200 f</sup> / hr.) Highway Capacity Manual P. 96, Fig 5.16. (Multi Lane)  
Achieves about 25 mph in 300 ft.

But (same Fig.) - Worst Case

Standing Start AT INTERSTATE - Greely

0 mph - Level for next 100 ft. - should achieve

at least 5 mph - Then 750' @ 6% = 16 mph

Then Level for 300 ft - begin @ 16 mph = 25 mph.

Cowley to I-5

1/5

Ref: Transportation & Traffic Engineering Handbook, ITE, 1976

A. P. 23 Table 2.6 Max acceleration rates - Tractor Semi 45000#  
 Speed Change 0 - 15 mph. - 6% grade  
 = 0.7 mph per sec.

B. P. 22 Table 2.4 Acceleration rate from Standby Starts  
 Semi - 45000# To 15 mph. = 2.0 mph per sec.

1. feet - Stoplight To grade - level : 100 ft

			Dist Travel	cumul
1 sec	= 2 mph	@ 1.5 FPS/mph	= 3.0 ft	
1 sec	= 4 mph	@ 1.5	= 6.0	9.0
1 sec	6	1.5	9.0	15.0
1 sec	8	1.5	12	27
	10		15	42
	12		18	60
	14		21	81
START OF GRADE @ sec.	15		22	93

2. feet - +6% grade for 750 LF. - Begin @ 15 mph.

1 sec = 15.7 mph.

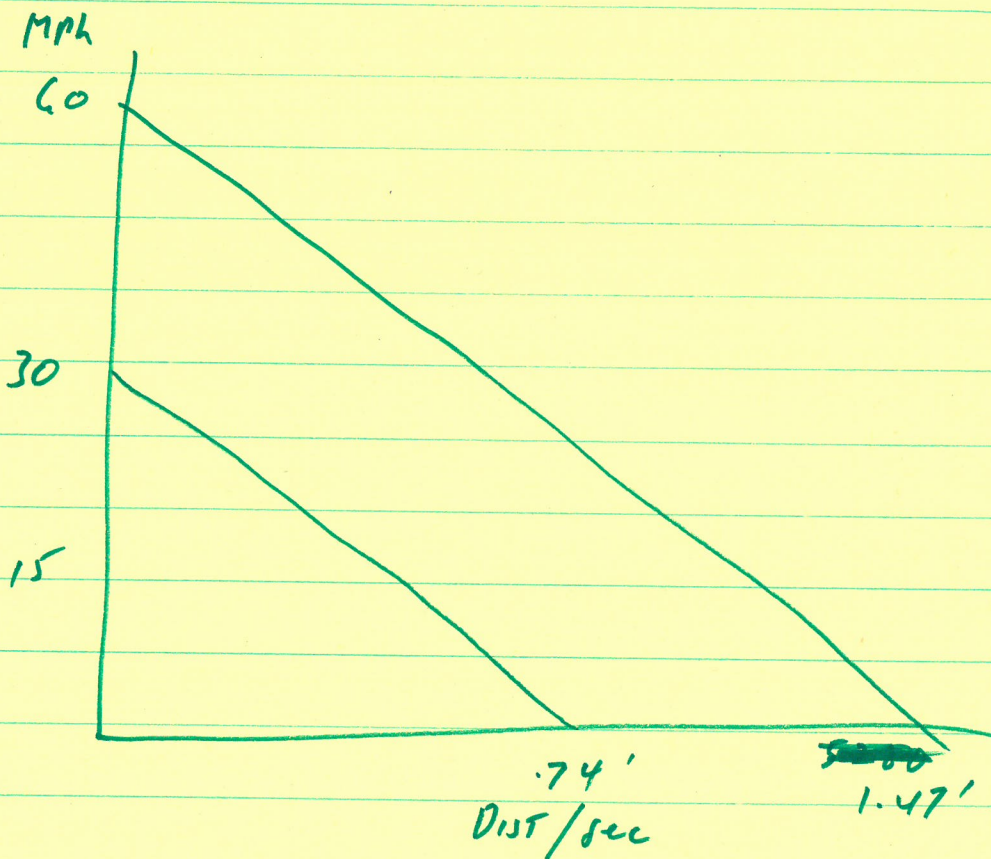
Speed Change - 15 to 30 mph @ 6% = 23 mph max

1 sec      1 mph.

$$1 \text{ MPH} = 5280' \text{ per } 3600 \text{ sec.}$$

$$1 \text{ MPH} = 5280 \div 3600 = 1.47 \text{ ft./sec.} - \text{APPROX } 1.5 \text{ FT/SEC}$$

@ 60 mph = 1 mi in 1 hr or 5280' in 60 min or 3600 sec.



19 mph.