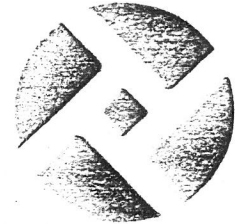


April 19, 1976



## Port of Portland

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

Box 3522 Portland, Oregon 97208  
503/233-5331  
TWX: 910-484-6151

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

William T. Coleman, Jr.

Page 2

April 19, 1976

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:



- 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/I-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.

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 16, 1976

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

Dear Mr. Patton:

SUBJECT: GREELEY STREET TO INTERSTATE FREEWAY I-5 RAMPS

I wrote to you on March 29th at the request of Mayor Goldschmidt transmitting certain information regarding this project. I discussed the project by telephone with Mr. Leroy Johnson of your office on April 7th and told him I would send him certain additional information when it was available. The material is enclosed.

You will recall from the previous information furnished you that the Oregon Division of Federal Highway Administration had recommended disapproval of the project based upon the technical analysis by their staff. The Oregon State Highway Division staff has reviewed this analysis and this is the attached document dated April 6th. I believe it will be apparent upon careful point by point review that each of the issues involving safety, capacity and environment that were raised by the Federal Highway Administration have been satisfactorily addressed and resolved.

For your additional information I am enclosing a copy of a staff memorandum dated February 5, 1976 which perhaps shows more clearly the actual conditions to be encountered. One feature that was not identified in earlier analysis is found at the bottom of Page 4 on the April 6th analysis. This states "two lanes for traffic would be provided on the ramp for the 6% grade portion to permit the passing of slow moving trucks by other vehicles". With this feature flowing into the additional freeway lane extending to the next off ramp, it appears that the safety and capacity issues have been resolved.

John Patton  
Page 2.

We appreciate your careful and continued interest in this project. Our local officials, as noted in my previous letter, stand ready to confer with Secretary Coleman whenever it is appropriate and can be arranged.

Very truly yours,

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

WILLIAM S. DIRKER  
TRANSPORTATION COORDINATOR

WSD:ce

Enclosures:



Diker

# NORTH PORTLAND CITIZENS COMMITTEE

8213 N. Denver Avenue  
Portland, Oregon 97217

RECEIVED

MAY 3 - 1976

City of Portland  
Bureau of Planning

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



April 12, 1976

Mr. Carl Sell  
801 S. W. Broadway  
Portland, Oregon

Dear Carl:

The attached is a copy of a letter Commissioner McCready has sent to Secretary Coleman regarding the Interstate Freeway I-5-North Greeley Avenue-Swan Island Ramp that I discussed with you on the telephone. On the second page, you will note that the State Highway Department alleges that the technical problems raised by the Federal Highway engineers are resolvable, so the President can feel comfortable in taking a positive position in favor of the project.

We have also sent letters on this to Mr. John Patton of 40-7th Street, S. W., Washington, D. C. Mr. Patton works directly under Secretary Coleman. Subsequently we have discussed this with a Mr. Leroy Johnson in Mr. Patton's office, so if Norman Watts wants to get some first-hand information on the situation, he might contact the two people above in Washington, D. C.

I can't accent enough the fact that the whole Swan Island industrial development is dependent upon this ramp and the whole community would certainly be impressed should President Ford announce when he is here that we will get this ramp.

It is my understanding that when he visited Florida, there were several projects there with which the local people were having problems with the Federal bureaucracy, and President Ford turned things around and announced favorable recommendation in one of his speeches. I have heard the President is interested in announcing "goodies" of this kind when he visits an area.

Sincerely,

William S. Lind  
Executive Assistant to  
Commissioner McCready

WSL:mg  
Enclosure











































RECEIVED  
APR 12 1976

City of Portland  
Bureau of Planning

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. Tiemann, Administrator  
Federal Highway Administration



## 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
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### 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.

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## 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

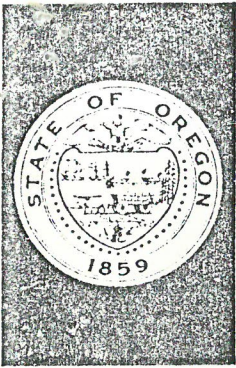
The recently completed 1975 Swan Island Transportation Study recommends a set of roadway and transit improvements to accommodate the employment level associated with full development of the industrial park. In terms of acreage and projected employment, Swan Island Industrial Park is one-half developed.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





## OREGON STATE HIGHWAY DIVISION

*Bill Dirker*

PREFIX NO:	74-5
FILE CODE:	100

HIGHWAY BUILDING • SALEM, OREGON • 97310

April 6, 1976

Mr. Glenn L. Jackson, Chairman  
Oregon Transportation Commission  
c/o Pacific Power & Light Company  
P. O. Box 1147  
Medford, OR 97501

Dear Mr. Jackson:

Greeley Ramps, I-5  
FHWA March 2, 1976 Analysis  
I-5-6(-)303

The Federal Highway Administration's Technical Analysis of the Oregon Highway Division's request for the Greeley Ramps on I-5 in Portland has been reviewed. Their stated reasons for not giving a favorable recommendation is based on the technical transportation issues of safety, capacity and, briefly, on environmental trade-offs.

The Highway Division has considered the issues of safety, capacity and environmental concerns as they relate to the construction of the Greeley Ramps. The impacts would be favorable for the Greeley On-ramp, Going and Greeley Streets, the Swan Island Industrial Park, the neighborhoods and the individual residents. The total impact on the I-5 Freeway would not be adverse and the impacts of the Greeley Off-ramp are a trade-off between favorable and unfavorable effects. It is our conclusion (based on the technical issues of safety, capacity and environmental) that there is no reason the proposed Greeley Ramps should not be approved and constructed.

A discussion of these issues as they relate to the individual areas of concern follows:

### GREELEY ON-RAMP (Safety, Capacity and Environment)

The on-ramp would have several hundred feet of six percent grade, followed by 300 feet of nearly flat grade, prior to the gore. Our analysis shows that the trucks will be going 15 to 25 MPH at the gore and will increase speed to between 27 and 38 MPH on the

Mr. Glenn L. Jackson  
April 6, 1976  
Page 2

acceleration lane before the merge with freeway traffic. The lower speeds are based on an AASHTO 1953 study and the higher speeds on 1961 information.

By adding an additional lane between the southbound on-ramp and the next off-ramp to the south, we will obtain four lanes of traffic. This provides more width for weaving maneuvers and due to the extra lane, we are able to take a two-lane off at the next exit ramp south. This will alleviate a present lane-drop and weave problem and will actually increase the level of service of I-5.

The Greeley On-ramp would not adversely affect the safe operation of the freeway, capacity would be increased slightly during peak hours and no adverse environmental impacts are apparent.

Weaving on I-5 at the Going Street On-ramp would be reduced, as some of the traffic presently using the Going Street On-ramp would be diverted to Greeley.

CONCLUSION: The total impacts on capacity, safety and environmental issues would be favorable.

GREELEY OFF-RAMP  
(Safety, Capacity and Environment)

The proposed exit ramp is introduced 800 feet beyond the junction between I-5 and I-405. Signing standards call for 1,000 feet between consecutive exits based on 70 MPH freeway speeds. The northbound additional exit in this case is in an urban environment at a reduced running speed and 800 feet is sufficient for signing. Having an off-ramp at this point removes traffic from the freeway which is currently involved in weaving across Fremont Bridge traffic to exit at the existing Going Street Off-ramp to the north. This will improve the operation of that section of I-5 during peak traffic periods.

CONCLUSION: Favorable and adverse impacts are balanced.

I-5 FREEWAY  
(Safety, Capacity and Environment)

Traffic volumes on I-5 will continue to increase over a period of time with or without the additional ramps to Swan Island. Due to the added lanes to I-5, the increased merging lane length south of the Broadway Off-ramp, two-laning of the Broadway Off-ramp and the reduction of the weaving conflicts between the Fremont

Mr. Glenn L. Jackson  
April 6, 1976  
Page 3

traffic and the Going Street Interchange traffic, congestion on I-5 should be reduced as a result of constructing the Greeley Ramps.

Because of the greater lengths and widths for weaving and the reduction of weaving conflicts for the Going Ramps, traffic safety conditions on I-5 will not be adversely affected. Impacts on noise levels and energy conservation will remain the same or may improve slightly.

CONCLUSION: The capacity, safety and environmental issues for I-5 will not be adversely affected by the construction of the Greeley Ramps.

GREELEY STREET - GOING STREET  
(Safety, Capacity and Environment)

Seventy percent of the truck traffic currently using Going Street would use Greeley Street when the ramps are constructed. Greeley Street has the capacity to handle the additional traffic without developing any capacity, safety or environmental problems.

With 70 percent of the truck traffic removed from Going Street, the capacity of that street and the signalized intersections will be much improved. Congestion will be reduced and safety aspects will be improved. The noise levels along Going Street will be reduced by some five or six decibels and reduced congestion will favor energy conservation.

CONCLUSION: The impacts on the street system are all favorable.

NEIGHBORHOODS AND RESIDENTS  
(Safety and Environment)

The neighborhood groups strongly support the diversion of the Going Street truck traffic to Greeley Street. Noise would be reduced to tolerable levels through much of the day. Air quality should improve in the area because of the reduction in the congestion on Going Street and the 79 percent reduction in total trucks. The safety for school children, pedestrians and local traffic would be much improved.

CONCLUSION: All impacts on the neighborhood and residential areas are favorable.



SWAN ISLAND  
(Safety, Capacity and Environment)

Access and capacity to and from Swan Island would be improved. Congestion would be reduced. Safety and energy conservation measures would be enhanced. By increasing the concentration of employment from 6,000 to 13,000 employees, mass transit becomes a more reasonable transportation alternate for Swan Island.

CONCLUSION: All impacts are favorable for Swan Island.

Selected statements from the FHWA Analysis have been chosen for individual review. The following statements and discussions are intended to provide better insight into the issues of capacity, safety and environmental trade-offs.

BACKGROUND FROM FHWA ANALYSIS

FHWA Statement:

The stated transportation purpose of these ramps would be to improve accessibility to the Swan Island Industrial Park through an increase in highway capacity.

OSHD Response:

*The purpose of the Greeley Ramps is to provide a second access to Swan Island via Greeley Street and to reduce truck traffic noise level and congestion on Going Street.*

PROPOSED DESIGN FROM FHWA ANALYSIS

FHWA Statement:

The proposed Greeley Entrance Ramp is shown on the attached layout sheet. It involves several factors which have a critical bearing on safe operations:

1. It will have major use by heavy trucks.

OSHD Response:

*The Greeley On-ramp is projected to carry 900 vehicles during the peak hours. During the peak hours, five percent of these would be trucks. Of the total ADT using the ramps, trucks would represent 12 percent of the vehicles. Two lanes for traffic would be provided on the ramp for the 6 percent grade portion to permit the passing of the slow-moving trucks by other vehicles.*

Mr. Glenn L. Jackson  
April 6, 1976  
Page 5

FHWA Statement:

A typical design truck using AASHTO Blue Book performance would be at crawl speed (about 8 MPH) at the point the ramps physically join. At higher volumes of mixed vehicles, the traffic could be expected to enter the freeway in slugs as slow-moving trucks retard the flow.

OSHD Response:

*Our analysis indicates that truck speeds would exceed 20 MPH where the Greeley Ramp joins the Fremont Ramp and 35 MPH some thousand feet south of there. At these speeds, the ramp traffic should merge and weave safely with the freeway traffic, which is anticipated to have a speed of 40 MPH during peak hours. The truck speeds used are based on 1961 information. If the current industry standards for weight-horsepower ratios were used, higher truck speeds could be projected.*

FHWA Statement:

The ramp is introduced as a connection to a directional freeway ramp immediately preceding (400 feet) the merging of two freeways and about 2,200 feet in advance of a local exit ramp to Broadway Street.

OSHD Response:

*The ramp is introduced with its own separate lane parallel to the directional freeway ramp preceding the merging of the Fremont Ramp to the I-5 Freeway. Weave or merging conflicts are minimized by this design and the level of service is improved.*

FHWA Statement:

An existing simple weaving section becomes a complex multiple weaving section. (Greeley On-ramp southbound.)

OSHD Response:

*To handle the weave, an additional lane approximately 2,200 feet long will be added to the existing three-lane section of I-5. The Broadway Off-ramp will be widened to accommodate two lanes to reduce congestion and weaving patterns. An acceleration lane would be extended 1,000 feet southerly of the Broadway Off-ramp to permit the safe, orderly merging of the Fremont traffic and the Greeley Ramp traffic with I-5 traffic.*



Mr. Glenn L. Jackson  
April 6, 1976  
Page 6

FHWA Statement:

The proposed exit ramp is introduced 800 feet beyond the junction between I-5 and I-405. To sign such an additional exit would add complexity to signing of both the freeway-to-freeway junction and the additional local connection. This added complexity increases the potential for driver error and confusion. The first advance sign for the major junction is currently at 3/4 mile because of space limitations.

The additional exit would result in a multiple weaving section on the affected northbound segment of I-5.

OSHD Response:

*The proposed Greeley Exit Ramp is an adequate distance from the I-405 junction for signing on an urban freeway. There is no greater potential for driver error or congestion at this location than on most other urban freeways.*

*The exit ramp does weave with the Broadway On-ramp traffic but a weave further north between the Fremont Ramp traffic and Going Street Off-ramp traffic is reduced.*

TRAFFIC BASE AND ANALYSIS FROM FHWA

FHWA Statement:

Some of the traffic assignment assumptions include completion of I-205 and I-505 (now several years in the future) and a major shift to work trips by transit. The State's analysis does not place major emphasis on the numbers and operating characteristics of heavy trucks at the on-ramp.

OSHD Response:

*There is nothing to indicate that I-205 and I-505 will not be completed and a major shift to work trips by transit will not be accomplished by 1996. The State's analysis does adequately consider traffic volumes in the operating characteristics of heavy trucks at the on-ramp. According to our analysis, speed differentials during peak hours will not be a significant factor in the safe operation of I-5. During the off-peak hours, the added fourth lane, some 2,200 feet in length, will provide a safe level of service for weaving and merging of the traffic streams.*

FHWA Statement:

The State's analysis indicates traffic noise would be reduced on

Mr. Glenn L. Jackson  
April 6, 1976  
Page 7

Going Street by addition of the Greeley Ramps but FHWA noise standards could not be achieved.

OSHD Response:

*Truck movements on Going Street would be reduced by 70 percent with a five to six decibel reduction in noise levels. This reduction in truck volumes and noise levels would give significant relief to the residents along Going Street, although we recognize Federal noise standards will not be met.*

CONCLUSION FROM FHWA

FHWA Statement:

From the above overview, three conclusions are indicated:

1. The addition of the Greeley ramps has significant adverse safety implications on I-5 and particularly at the entrance ramp. There are not specific means to quantify this safety issue, but the indicators are
  - (a) heavy volumes of large trucks at slow speed;
  - (b) complex merging and weaving maneuvers;
  - (c) heavy general traffic volumes.

OSHD Response:

*The Greeley On-ramp proposed design would not adversely affect the safe operation of the freeway. Adequate weaving and merging lengths are being provided for all traffic movements.*

- (a) *Peak-hour traffic volumes are expected to range from 50 to 60 trucks. Truck speeds in excess of 25 MPH are expected. Neither of these factors are considered significantly detrimental to reasonable traffic operations at the anticipated level of service.*
- (b) *Adequate number of lanes and lengths are being provided to safely handle the weaving and merging of the traffic flows.*
- (c) *A Level of Service of D or better is anticipated for this section of I-5, which is all that could be reasonably expected along this section of urban freeway.*

Mr. Glenn L. Jackson  
April 6, 1976  
Page 8

FHWA Statement:

As a secondary safety issue the Greeley Ramps would constitute a partial interchange which is contrary to the recommendation in the best safety reference.

OSHD Response:

*A partial interchange is not considered that unusual on a complex urban freeway system. The traffic patterns and signal system at the ramp terminals would prevent improper use of the Greeley Ramps. The existing street system at the ramp terminals provides adequate alternate traffic routes.*

FHWA Statement:

There are adverse safety implications at the exit ramp which would be introduced 800 feet beyond the junction of I-5 and I-405.

OSHD Response:

*No adverse safety impacts are anticipated. Signing will be adequate and for the weave introduced at this location, one is reduced with the Fremont On-ramp traffic further north.*

FHWA Statement:

2. It is highly improbable that I-5 can accommodate any significant increase in current traffic volumes without severely increasing major congestion. Congestion with stoppages are recurrent in the southbound lanes and also occur in the northbound lanes during peak periods. Major improvements to access facilities between Swan Island and I-5 do little in addressing the major issue of increased highway capacity or the ability to move the higher peak hour volumes generated by increased development.

OSHD Response:

*The Greeley Ramps are necessary to permit orderly expansion of the Swan Island Industrial Park. As stated before, we predict the level of service on I-5 will still be at the level of D with our proposed design. That is all one would expect out of an urban freeway.*

FHWA Statement:

Increased congestion on the freeway would be expected to have a net adverse effect on efforts to improve air quality and conserve energy.

Mr. Glenn L. Jackson  
April 6, 1976  
Page 9

OSHD Response:

*The operation of the Greeley Ramps will not significantly increase traffic congestion. Because of the improved weaving and merging conditions, the impact on air quality and energy conservation could be positive.*

FHWA Statement:

3. The Greeley Ramps would provide a direct alternate routing for trucks to the south and thereby reduce noise on Going Street. It is not indicated that an acceptable noise environment will result because of this project.

OSHD Response:

*Truck traffic on Going Street would be reduced by 70 percent and noise levels by five to six decibels. These reductions in traffic and noise levels are considered important steps in improving the livability of the residents along Going Street.*

Very truly yours,

ORIGINAL SIGNED BY  
E. B. KLABOE

F. B. Klaboe, Administrator  
and State Highway Engineer

Enc.

bc E. S. Hunter  
R. N. Bothman (enc.)  
R. L. Schroeder "  
L. W. Rulien "  
J. H. Versteeg

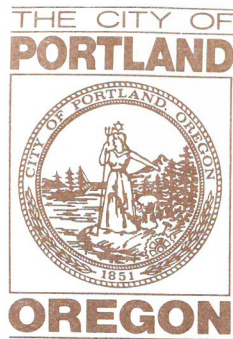
JHV:jh/FBK:ja

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

APR 7 1976

OE

FILE T/A



From the Desk of  
MARJIE LUNDELL

Administrative Assistant  
Bureau of Planning  
424 S.W. Main St. • 503/248-4495  
Portland, Oregon 97204

Calvin Banks

DOT

Patton

---

CALVIN BANKS<sup>3/31</sup>  
US DOT

ASSOC. OF JOHN PATTON

INQUIRED IF DATA ON GRINCH

PROVIDED ENROUTE - ~~YES~~

Yes - SCUM



## GRACEY TO I-5 Ramps

H

3/18 Jackson to HARRIS

4/2 Vestley Report to Jackson - OSHA Analysis  
via Ed Hunter - May not be sent per Bottoman 4/7

---

4/7 Phone call from LEROY JOHNSON in JOHN PATTEN'S  
office. - REVIEWED OUR MATERIAL IN SOME  
DETAIL. - DISCUSSED OUR TECHNICAL REVIEW OF  
I-HWA'S ANALYSIS - AGREED TO SEND HIM  
OSHA'S ANALYSIS WHEN AVAILABLE

4/7 DISCUSSED ALL THIS WITH BOTTOMAN - ASKED FOR  
COPY OF VESTLEY ANALYSIS - HE'LL TALK TO HUNTER  
4/8



4/6

Croley - I-5 Ramps

Per John Hanks - ODOT Planner.  
378-4546

Proposed rebuttal to FHWA Analysis:

1. Truck Merging Speeds - FHWA used ASHO "Blue Book" to get 8 mph. - This obsolete based on 1952± data @ 400 lb/HP. - also 8 mph is slowest point on grade - Not merging speed at gore point. - Hanks gets about 15 mph using same tools. -

But the current data is in Highway Capacity Manual, p. 96 [same Fig. I used] @ 200 lb/HP. This indicates slowest speed @ 15 mph and merge @ 27 mph.

2. Harbor Dr. was an alternate access to I-5 south only in case of failure of East Bank freeway - Not Consequential.

3. Percent of Trucks at peak hour only 3-5%. The 12% mix is for ADT

4. Report being assembled by Hal Versteeg, Design Section.  
378-6558





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

March 30, 1976

MEMORANDUM

TO: Mayor's Office  
Cowles Mallory  
Lloyd Anderson

FROM: Bill Dirker *BD*

SUBJECT: Greeley to I-5 Ramps

Attached is letter to Patton from Dirker.

Note two, alternate page fours (attached) regarding visit to Secretary Coleman.

Options:

1. Send letter as is - select one of the page fours.
2. Rewrite for Commissioner McCready's signature.
3. Draft new letter.

Process:

1. Cowles Mallory, Mayor's Office, Lloyd Anderson; review letter and options.
2. Call each other or Dirker (248-4253) and advise of preference.

BD:ww



OFFICE OF  
PLANNING AND DEVELOPMENT  
GARY E. STOUT  
ADMINISTRATOR

BUREAU OF  
PLANNING  
ERNEST R. BONNER  
DIRECTOR

424 S.W. MAIN STREET  
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503 248-4253

ZONING  
503 248-4250

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

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.

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.

Mayor Goldschmidt, Commissioner McCready, Chairman of the Swan Island Task Force, and Port Director Anderson 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

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Federal Highway Administration Transmittal and Analysis,  
March 2, 1976



THE CITY OF  
**PORTLAND**



**OREGON**

OFFICE OF  
THE MAYOR

NEIL GOLDSCHMIDT  
MAYOR

1220 S. W. FIFTH AVE.  
PORTLAND, OR. 97204  
503 248-4120

24 February 1976

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

Dear Secretary Coleman:

The City of Portland has proposed to connect an arterial street, N. 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 understand you must approve any new connection to the freeway system. I ask that you approve this connection. The grounds are much broader than just highway considerations.

This project was initiated primarily to provide adequate access to the Port of Portland's Swan Island Industrial Park and ship repair yard located in the heart of Portland. Development and employment are limited due to capacity limitations of the access route, even with substantial transit, carpool and staggered hour programs. Full development, curtailed without adequate access, will provide 7,000 additional job opportunities within the central city. Otherwise this development, if it occurs at all, will spread out to the suburbs. I believe this project strongly supports the goals of urban conservation and energy efficiency.

Enclosed are supplementary materials that may assist your review. The letter of November 20, 1975 from Commissioner McCready and myself resulted from an earlier disapproval. Governor Straub directed the State Highway Division to reconsider the project with modifications to meet previous objections. This has been done and the revised proposal will come to you for consideration.

I urge you to approve this project. It is essential to our combined efforts to enhance the vitality of the existing city.

Very truly yours,

Neil Goldschmidt  
Mayor

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

February 20, 1976

Mr. Robert Bothman  
Asst. Highway Engineer  
Oregon State Highway Division  
5821 N.E. Glisan  
Portland, Oregon

Subject: Greeley to I-5 Ramp Project

Dear Mr. Bothman:

The city has filed a request for preliminary engineering for the Federal Aid Urban project connecting North Greeley Ave. to the I-5 freeway, at the east connection with the Fremont Bridge. We understand this is now being reviewed by the Federal Highway Administration, and that they have expressed concern about authorizing an additional connection to the Interstate Freeway system.

There are apparently two issues concerned with the approval of this preliminary engineering project. The first issue is the adequacy of design regarding grades, weaving and merging movements. We believe these matters can be thoroughly studied in the preliminary engineering project, and therefore, hope that the funds for this will be approved. The second issue is a matter of authorizing additional entries into the freeway system. We believe the following information is pertinent.

Attached is a letter of November 19, 1975 from the Clark County Dept. of Public Works and also a map showing the as-built interchange of I-205 and SR500 in Clark County. Item 4 of the letter describes on and off ramps between I-205 and the principal arterial street, Fourth Plain Road. These ramps serve a major regional shopping center, Vancouver Mall, to be located in the N.W. quadrant of this interchange.

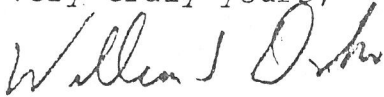
We understand there are two principal considerations in the approval of these I-205 ramps and the ramps connecting Greeley to I-5. One is procedural and the second substantive. If the ramps are considered spurs to an existing interchange it may be that they can be approved at a lower level within the Federal Highway Administration than if they are deemed to be a new connection to the freeway. We do not presume to make this determination but the conditions of the two projects do seem similar so that whatever determination applies to one may logically be applied to the other.



The first substantive issue is one we do wish to comment on. Both projects propose additional connections between a freeway interchange and an arterial street. The arterial street to be connected to I-205 is Fourth Plain Road, a much more heavily used arterial than is N. Greeley Ave. The second substantive issue we consider very important. The explicit purpose of the I-205 ramps is to serve a new shopping center to be built in a relatively undeveloped suburban area. We are not objecting to this development but the criteria applied for approval of the I-205 ramps make even more compelling approval of the Greeley Ave. to I-5 ramps. This project is essentially in support of inner city economic development at Swan Island and adjacent industrial areas. This is clearly consistent with expressed national, state, regional and local goals.

We ask that you present these views to the FHWA officials and request that the preliminary engineering project be approved and initiated.

Very truly yours,

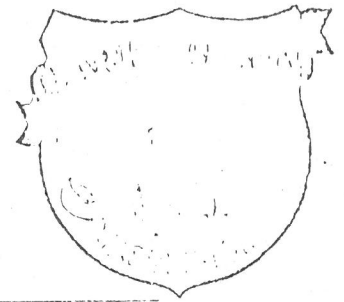
A handwritten signature in dark ink, appearing to read "William I. Dirker". The signature is fluid and cursive, with the first name "William" and last name "Dirker" clearly distinguishable.

William Dirker  
Transportation Coordinator

CLARK COUNTY

DEPARTMENT OF PUBLIC WORKS

COURT HOUSE - 1200 Franklin Street  
VANCOUVER, WASHINGTON 98660



November 19, 1975

Columbia Region Association of Governments  
527 Southwest Hall  
Portland, Oregon 97201

Attention: Dick Etherington, Transportation Director

SUBJECT: Change To T.I.P.

Gentlemen:

Clark County has recently entered into a financial agreement with the developers of the Vancouver Mall for the construction of several streets and roads designed to serve as access to the Mall. The Vancouver Mall is designed as a regional shopping center having at least three major department stores and located north and adjacent to SR-500 and west of I-205.

As a condition of the zone change for land use, the developers were required to make a traffic study and design adequate access streets to minimize congestion that would occur on the existing and planned street system. The street system as herewith enclosed is the result of this traffic study. The Plan has been approved by the Consolidated Transportation Staff and the Board of County Commissioners as meeting the requirements of the zone change and as described as follows:

1. Vancouver Mall West - (approximately N. E. 49th Street) will connect the existing Andresen Road to the Mall. This is a new facility eliminating the problem of reconstruction of the existing residential street of N. E. 51st. The new facility is planned as a two-way street 44 feet curb to curb allowing for two 12 foot traveling lanes and two 10 foot parking lanes. Sidewalks are planned.
2. N. E. 82nd Avenue - designed as the major access to the Mall parking area and extends from its intersection with SR-500 north to a connection to the existing N. E. 51st Street. It is planned that this route will be extended north to intersect the designated arterial of N. E. 63rd Street (N. E. Minnehaha Street) at some future date. Vancouver



Mall West (N. E. 49th Street) will intersect this street. It is planned to be constructed 65 feet curb to curb with two traveling lanes in each direction with a median and left turn channelizations at intersections. Sidewalks are planned with parking prohibited.

3. Vancouver Mall East - is the existing connection between N. E. 94th Avenue and Fourth Plain Road (existing SR-500). This street will be widened to 48 feet curb to curb with a raised median at the intersection of Fourth Plain and will have four lanes with no parking. A sidewalk is also planned.
4. On and Off Ramps to I-205
  - a. An off-ramp is planned from the south to west ramp of the clover leaf interchange between SR-500 and I-205. This off-ramp will connect to the existing Fourth Plain at the intersection of Vancouver Mall East (described under No. 3). It is planned to have two lanes of storage at Fourth Plain with signalization of the intersection to insure the proper function of the off-ramp.
  - b. An on-ramp from Fourth Plain to merge with the west to north ramp of the interchange of SR-500 and I-205. The intersection with Fourth Plain is located approximately 600 feet east of the overpass and will be a single lane on-ramp.

It is planned to complete the construction of these streets by August 1, 1977.

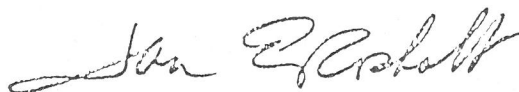
Clark County has accepted the responsibility for construction of Vancouver Mall Way West and N. E. 82nd Avenue with the construction of Vancouver Mall Way East and the ramps to I-205 to be accomplished by the Washington State Department of Highways through a finance agreement with Clark County. The estimated costs of construction for the facilities herein described is \$1,020,000.

Because of the high employment of unskilled and semi-skilled labor by the Mall, an application for fifty percent funding of the roads has been made by Clark County to the Overall Economic Development Program for assistance. (This project is the number one priority on the County OEDP Plan.)

Columbia Region Association of Governments  
November 19, 1975  
Page three

It is requested that these projects be added to the Transportation Improvement Program as a part of Clark County's system. Please advise if additional information or clarification is required.

Sincerely,

A handwritten signature in dark ink, appearing to read "Jan E. Rosholt". The signature is fluid and cursive, with the first name "Jan" being more prominent.

JAN E. ROSHOLT, P. E.  
Public Works Director

JER:kg

cc: Board of County Commissioners  
Pierre Henrickson, District Location Engineer, WSHD  
Paul Yang, Director, Regional Planning



November 20, 1975

Mr. Robert Bothman  
Assistant State Highway Engineer  
Oregon State Highway Division  
5821 NE Glisan Street  
Portland, OR 97213

Dear Mr. Bothman:

Your notice of disapproval of the project to connect North Greeley Avenue to I-5 is extremely disappointing to the City and simply cannot be left to stand unchallenged. The staff report of September 16th bases this rejection on very narrow grounds, principally the conflict of trucks entering the freeway at this point.

The issues involved in this project are much broader than the operational characteristics of the freeway and deserve consideration at the highest policy level. This project came to the City Council as a recommendation of the Swan Island Task Force as a part of a package of recommendations with the purpose of permitting the full development of the Swan Island Industrial Park and at the same time mitigating the environmental impact, mainly truck noise, of this development. This project does not stand alone but makes feasible other elements of that package. Thus the issues in reality are the economic vitality of the central city, preservation of the residential neighborhood, a step away from urban sprawl toward a much more energy efficient urban organization and also to a much better use of sunk investments in streets, utilities and other parts of the capital framework that we simply cannot afford to duplicate in the suburbs. The Oregon Transportation Commission has recognized this as evidenced by its commitment of substantial state funds in the current improvement of North Going Street.

The Transportation Commission and the Federal Highway Administration have already been willing to modify their traffic standards for broader public goals as illustrated by recent modifications to the Marquam Bridge and the Banfield Freeway. In fact the issue might be phrased--"Shall the freeway be degraded for the benefit of the City or shall the City be degraded for the benefit of the freeway?" The full answer to their problems lies in the aggressive completion of a balanced transportation system including a substantial transit element.

Mr. Robert Bothman

-2-

November 20, 1975

The City requests the opportunity to make a presentation of this project request to the full Transportation Commission at a mutually agreeable time. In preparation for this we ask that copies be made available to us of all of the technical data referred to in the staff report and also any other pertinent data.

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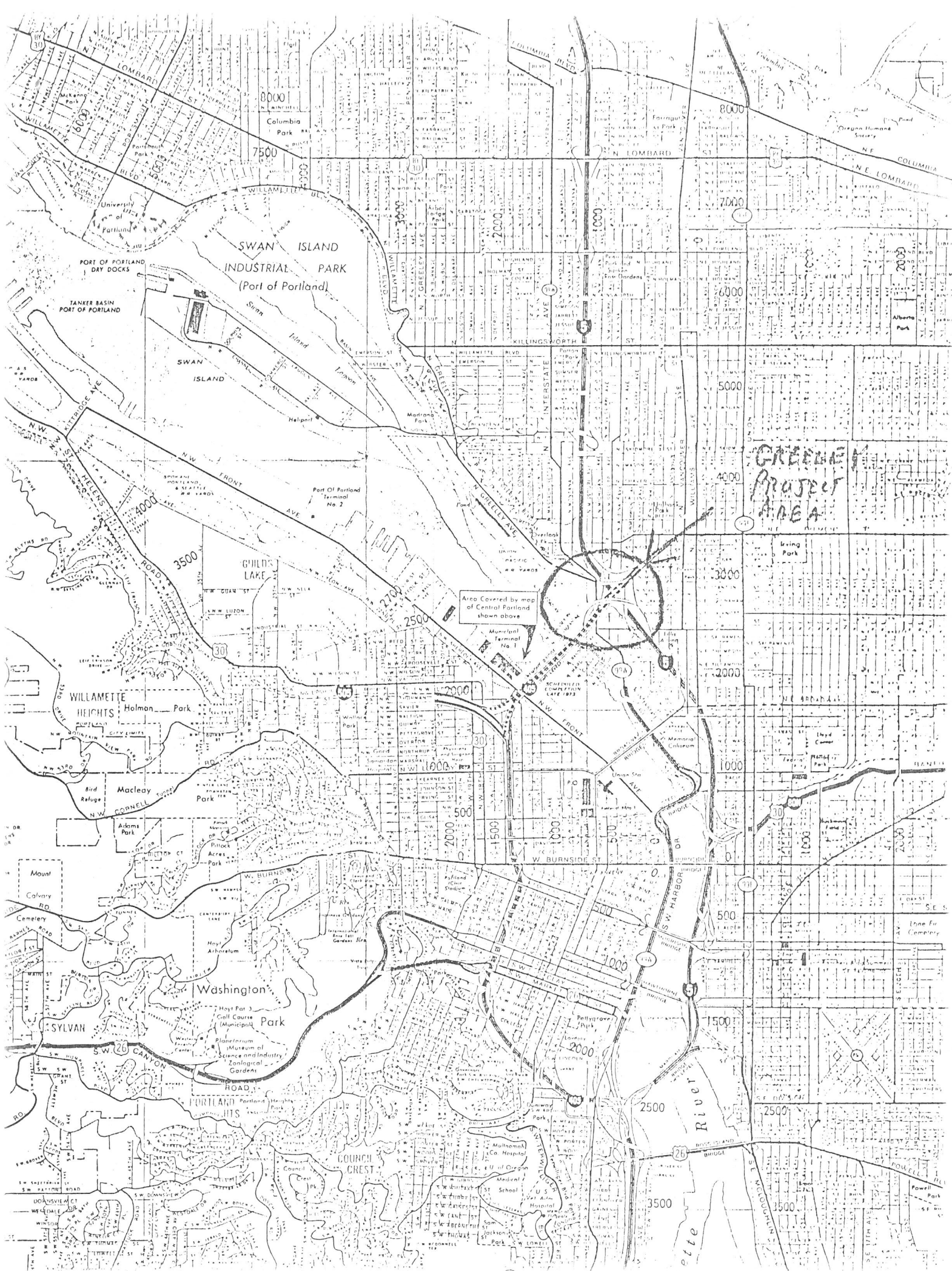
Very truly yours,

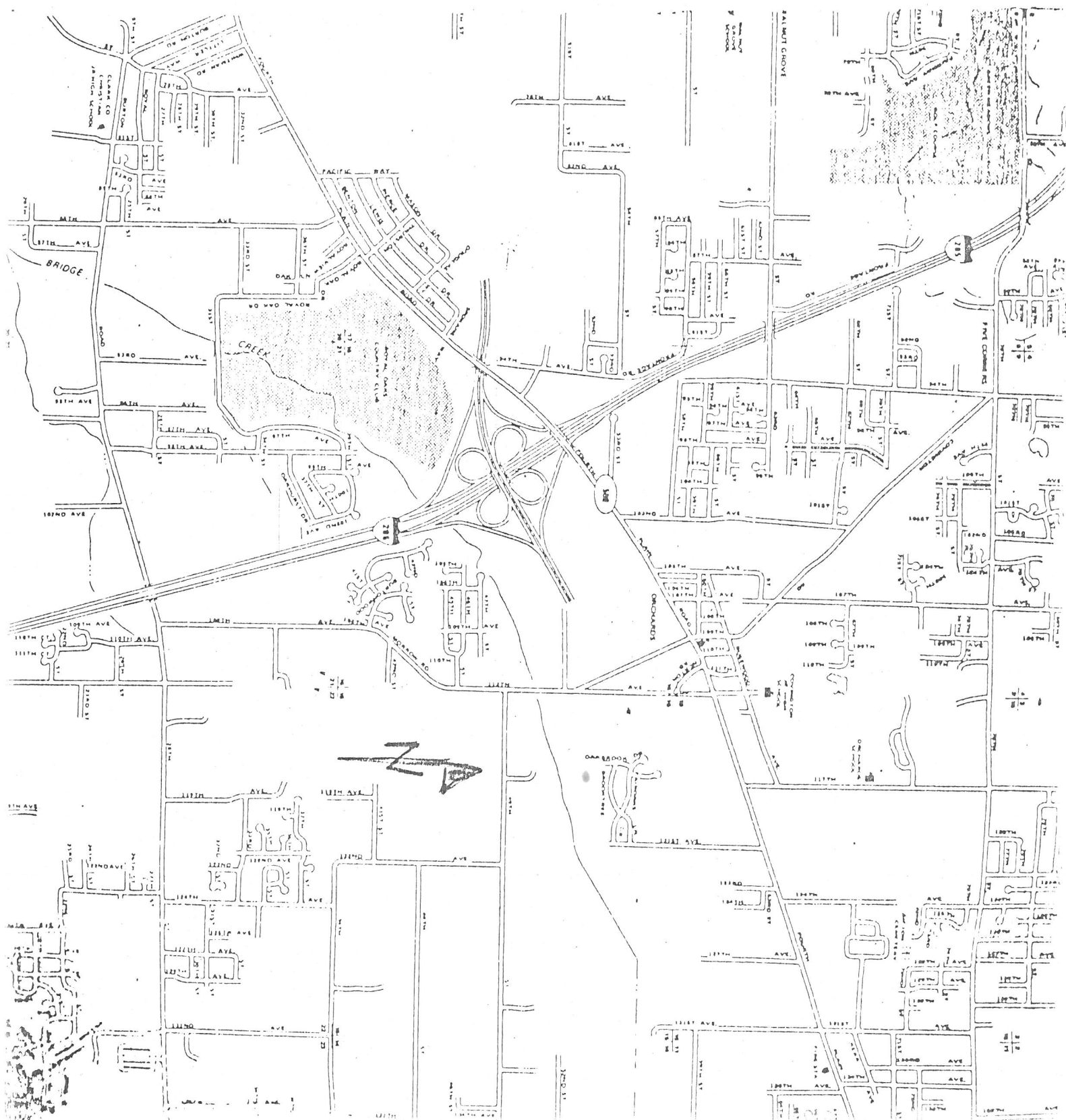
Neil Goldschmidt  
Mayor

Connie McCready  
Chairman, Swan Island Task Force

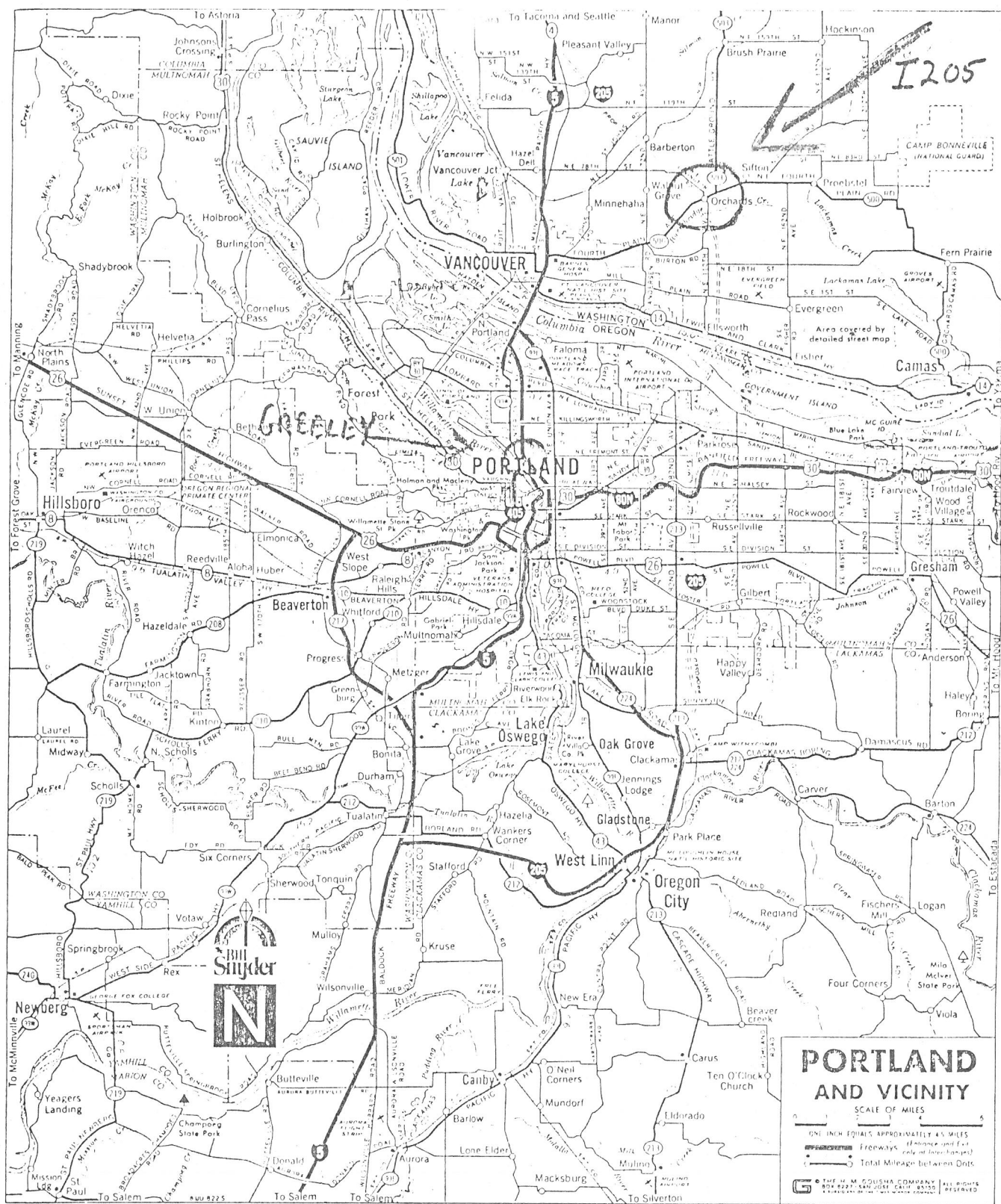
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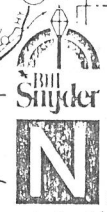








I205



**PORTLAND AND VICINITY**

SCALE OF MILES

ONE INCH EQUALS APPROXIMATELY 4.5 MILES

— Freeways (double and triple lines)

— Major Roads (single lines)

— Total Mileage between Dots

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1  
State Request to Add Greeley Ramps  
to I-5 in Portland - Refer Mr. Lamm's  
February 25, 1976 Letter to  
Congressman Duncan

Box 300  
Salem OR 97308  
March 2, 1976  
*I-5-6(-)303*  
~~21000~~ - x ref Inq 604/  
10410A

G. L. Green, Division Administrator

Mr. L. E. Lybecker, Regional Administrator  
Portland, Oregon

Attached is my analysis of the State's request to add a pair of ramps to existing I-5 in Portland. This submission is to serve as background information for reply to Congressman Duncan and also to solicit review and comment by other offices of FHWA. Interest in the addition of the Greeley ramps is widespread. Both Governor Straub and Portland Mayor Goldschmidt have taken a personal interest and I expect that a local disapproval by FHWA would require review by Region and Washington offices.

A review of all supporting information has been made and, in addition, we have made thorough field reviews and an assessment of existing operating conditions on I-5. I conclude that a favorable recommendation to the Federal Highway Administrator cannot be made. It is my intent to advise the State that the ramps cannot be approved and the reasons for the denial. Before taking this action I would appreciate your review and comment.

Attachments furnished only in one copy have previously been sent to the Regional Office.

Original Signed By  
G. L. Green  
Division Administrator

G. L. Green

Attachments

ESJValach:pn

*2 copies - plan profile  
1 copies - consultant report  
copies of State's 12/15 & 2/16 letters with attachments  
1 copy aerial mosaic of area  
2 copies of FHWA Analysis*



ANALYSIS OF REQUEST FROM OREGON HIGHWAY DIVISION TO ADD A PAIR OF RAMPS  
TO EXISTING INTERSTATE 5 IN PORTLAND  
"GREELEY RAMPS"

Background:

The Oregon Highway Division by letter of December 24, 1975 and February 10, 1976 submitted a request to FHWA for approval to add a pair of ramps to existing I-5 in Portland. The ramps are located in the middle of the interchange between I-5 and I-405 and are referred to as the Greeley ramps after their local street terminals with N. Greeley Avenue.

The stated transportation purpose of these ramps would be to improve accessibility to the Swan Island Industrial Park through an increase in highway capacity and to reduce the noise problem on Going Street from the large volume of heavy trucks which are generated by the industrial park during all hours of the day. Current daily truck volumes are 1200 to 1400 trucks in one direction. Access between Swan Island and I-5 south of Portland was restricted 2 years ago by the closure of Harbor Drive. That facility formerly provided high type access as an alternative to Going Street.

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The importance of Swan Island to Portland's economic base is clear and explains the general feeling by local and State groups and agencies that addition of the Greeley ramps transcends any purely technical transportation issues.

The following evaluations concentrate on the technical transportation issues of safety, capacity, and briefly on environmental tradeoffs.

#### Proposed Design:

The proposed Greeley entrance ramp is shown on the attached layout sheet. It involves several factors which have a critical bearing on safe operations:

1. It will have major use by heavy trucks.
2. The ramps involve approximately 750 feet of 6% adverse grade before physically joining the directional I-405 ramp. A typical design truck using AASHO Blue Book performance would be at crawl speed (about 8 mph) at the point the ramps physically join. At higher volumes of mixed vehicles, the traffic could be expected to enter the freeway in slugs as slow moving trucks retard free flow.
3. The ramp is introduced as a connection to a directional freeway ramp immediately preceding (400 feet) the merging of two freeways and about 2200 feet in advance of a local exit ramp to Broadway Street. An existing simple weaving section becomes a complex multiple weaving section.



The proposed exit ramp is introduced 900 feet beyond the junction between I-5 and I-405. To sign such an additional exit would add complexity to signing of both the freeway to freeway junction and the additional local connection. This added complexity increases the potential for driver error and confusion. The first advance sign for the major junction is currently at 3/4 mile because of space limitations.

The additional exit would result in a multiple weaving section on the affected Northbound segment of I-5.

#### Traffic Base & Analysis:

The State's evaluation concludes that the increased traffic in 1996 with Swan Island expanded to "Phase One" could be accommodated at level of service "D". An auxilliary lane extended beyond the Broadway exit is recommended. Some of the traffic assignment assumptions include completion of I-205 and I-505 (now several years in the future) and a major shift to work trips by transit. The State's analysis does not place major emphasis on the numbers and operating characteristics of heavy trucks at the on-ramp.

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Going Street:

The high volumes of traffic and especially heavy trucks on Going Street have caused major complaints from adjoining neighborhoods. Recently heavy trucks to and from the south have been routed away from Going Street during late night hours.

The States analysis indicates traffic noise would be reduced on Going Street by addition of the Greeley ramps, but FHWA noise standards could not be achieved. For example, trucks destined to the north would still use Going Street to avoid major indirection. Increased noise would result from increased development.

Conclusion:

From the above overview, three conclusions are indicated:

1. The addition of the Greeley ramps has significant adverse safety implications on I-5 and particularly at the entrance ramp. There are not specific means to quantify this safety issue, but the indicators are
  - (a) heavy volumes of large trucks at slow speed;
  - (b) complex merging and weaving maneuvers;
  - (c) heavy general traffic volumes.

As a secondary safety issue the Greeley ramps would constitute a partial interchange which is contrary to the recommendation in the basic safety reference, "Highway Design and Operational Practices Related to Highway Safety".

*\* A recent injunction has delayed this action*



There are adverse safety implications at the exit ramp which would be introduced 800 feet beyond the junction of I-5 and I-405.

2. It is highly improbable that I-5 can accommodate any significant increase in current traffic volumes without severely increasing major congestion. Congestion with stoppages are recurrent in the southbound lanes and also occur in the northbound lanes during peak periods. Major improvements to access facilities between Swan Island and I-5 do little in addressing the major issue of increased highway capacity or the ability to move the higher peak hour volumes generated by increased development. Relief to existing I-5 traffic in the form of increased work trips by transit and the completion of such facilities as I-205 and I-505 are several years in the future.

Increased congestion on the freeway would be expected to have a net adverse affect on efforts to improve air quality and conserve energy.

3. The Greeley ramps would provide a direct alternate routing for trucks to the south and thereby reduce noise on Going Street. It is not indicated that an acceptable noise environment will result because of this project.

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

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

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.

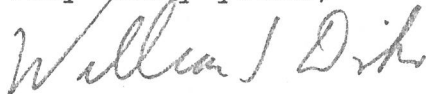
The State of Oregon through its Land Conservation and Development Commission has adopted certain land use goals and guidelines which carry the force of State law.

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,



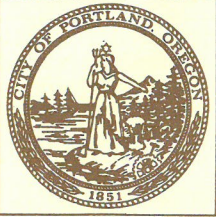
William S. Dirker  
Transportation Coordinator

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.

THE CITY OF  
**PORTLAND**



**OREGON**

OFFICE OF  
PLANNING AND DEVELOPMENT  
GARY E. STOUT  
ADMINISTRATOR

March 30, 1976

BUREAU OF  
PLANNING  
ERNEST R. BONNER  
DIRECTOR

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

PLANNING  
503 248-4253

ZONING  
503 248-4250

MEMORANDUM

TO: Mayor's Office  
Cowles Mallory  
Lloyd Anderson

FROM: Bill Dirker *BD*

SUBJECT: Greeley to I-5 Ramps

Attached is letter to Patton from Dirker.

Note two, alternate page fours (attached) regarding visit to Secretary Coleman.

Options:

1. Send letter as is - select one of the page fours.
2. Rewrite for Commissioner McCready's signature.
3. Draft new letter.

Process:

1. Cowles Mallory, Mayor's Office, Lloyd Anderson; review letter and options.
2. Call each other or Dirker (248-4253) and advise of preference.

BD:ww



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.

Mayor Goldschmidt, Commissioner McCready, Chairman of the Swan Island Task Force, and Port Director Anderson 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

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March 2, 1976

41,  
*This Version NOT SENT*

## ROUTE SLIP

DATE

3/25/76

TO:

NAME

ORG/RTG SYMBOL

Bill Dirker, City of Portland  
424 S.W. Main

- ☐ PER YOUR REQUEST  
☐ FOR YOUR INFORMATION  
☐ PER OUR CONVERSATION  
☐ NOTE AND RETURN  
☐ DISCUSS WITH ME  
☐ FOR YOUR APPROVAL

- ☐ FOR YOUR SIGNATURE  
☐ COMMENT  
☐ TAKE APPROPRIATE ACTION  
☐ PLEASE ANSWER  
☐ PREPARE REPLY FOR SIGNATURE  
OF \_\_\_\_\_

REMARKS:

FROM:

Christianson  
FHWA OREGON DIVISION

TELEPHONE NO.

ORG/RTG SYMBOL

State Request to Add Greeley Ramps  
to I-5 in Portland - Refer Mr. Lamm's  
February 25, 1976 Letter to  
Congressman Duncan

Box 300  
Salem OR 97308  
March 2, 1976

*I-5-6(-)303*  
~~State~~ x ref Inq 604/  
1041DA

G. L. Green, Division Administrator

Mr. L. E. Lybecker, Regional Administrator  
Portland, Oregon

Attached is my analysis of the State's request to add a pair of ramps to existing I-5 in Portland. This submission is to serve as background information for reply to Congressman Duncan and also to solicit review and comment by other offices of FHWA. Interest in the addition of the Greeley ramps is widespread. Both Governor Straub and Portland Mayor Goldschmidt have taken a personal interest and I expect that a local disapproval by FHWA would require review by Region and Washington offices.

A review of all supporting information has been made and, in addition, we have made thorough field reviews and an assessment of existing operating conditions on I-5. I conclude that a favorable recommendation to the Federal Highway Administrator cannot be made. It is my intent to advise the State that the ramps cannot be approved and the reasons for the denial. Before taking this action I would appreciate your review and comment.

Attachments furnished only in one copy have previously been sent to the Regional Office.

Original Signed By  
G. L. Green  
Division Administrator

G. L. Green

Attachments

EJValach:pn

*2 copies - plan profile  
1 copies - consultant report  
copies of State's 12/4/75 & 2/10/76 letters with attachments  
1 copy aerial mosaic of area  
2 copies of FHWA Analysis*



ANALYSIS OF REQUEST FROM OREGON HIGHWAY DIVISION TO ADD A PAIR OF RAMPS  
TO EXISTING INTERSTATE 5 IN PORTLAND  
"GREELEY RAMPS"

Background:

The Oregon Highway Division by letter of December 24, 1975 and February 10, 1976 submitted a request to FHWA for approval to add a pair of ramps to existing I-5 in Portland. The ramps are located in the middle of the interchange between I-5 and I-405 and are referred to as the Greeley ramps after their local street terminals with N. Greeley Avenue.

The stated transportation purpose of these ramps would be to improve accessibility to the Swan Island Industrial Park through an increase in highway capacity and to reduce the noise problem on Going Street from the large volume of heavy trucks which are generated by the industrial park during all hours of the day. Current daily truck volumes are 1200 to 1400 trucks in one direction. Access between Swan Island and I-5 south of Portland was restricted 2 years ago by the closure of Harbor Drive. That facility formerly provided high type access as an alternative to Going Street.

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The following evaluations concentrate on the technical transportation issues of safety, capacity, and briefly on environmental tradeoffs.

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The proposed Greeley entrance ramp is shown on the attached layout sheet. It involves several factors which have a critical bearing on safe operations:

1. It will have major use by heavy trucks.
2. The ramps involve approximately 750 feet of 6% adverse grade before physically joining the directional I-405 ramp. A typical design truck using AASHO Blue Book performance would be at crawl speed (about 8 mph) at the point the ramps physically join. At higher volumes of mixed vehicles, the traffic could be expected to enter the freeway in slugs as slow moving trucks retard free flow.
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\* A recent injunction has delayed this action

There are adverse safety implications at the exit ramp which would be introduced 800 feet beyond the junction of I-5 and I-405.

2. It is highly improbable that I-5 can accommodate any significant increase in current traffic volumes without severely increasing major congestion. Congestion with stoppages are recurrent in the southbound lanes and also occur in the northbound lanes during peak periods. Major improvements to access facilities between Swan Island and I-5 do little in addressing the major issue of increased highway capacity or the ability to move the higher peak hour volumes generated by increased development. Relief to existing I-5 traffic in the form of increased work trips by transit and the completion of such facilities as I-205 and I-505 are several years in the future.

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GARY I. PULLEN

2712  
2412 N. Mississippi Ave. / Portland, Oregon 97227 / 287-7696

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**ART BOURNE**  
GENERAL MANAGER

845 N. GRAHAM STREET  
PORTLAND, OREGON 97227





**OREGON STATE  
HIGHWAY DIVISION**

March 9, 1976

Telephone 238-8226

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

ROBERT W. STRAUB  
GOVERNOR

F. B. KLABOE  
Administrator and  
State Highway Engineer

DARRELL C. ARNOLD  
WILLIAM B. BOSCH  
KATHLEEN BOURNE  
GARY I. PULLEN

**RECEIVED**  
MAR 11 1976

City of Portland  
Bureau of Planning

This letter will confirm our second meeting to discuss the proposed ramps from Greeley Street to I-5, and more particularly alternatives to that solution to provide access to Swan Island.

I have invited Bill Dirker from the Bureau of Planning, and Bill Lind from Commissioner McCready's office to attend in order to express to you the ground covered by the Swan Island Task Force in considering development of Going Street, and for you to present your ideas on the subject. I would appreciate it if you would advise any other interested parties. Although no project development has occurred, the initial planning is being done.

The meeting will be March 16, at 2 p.m., at the above address.

ROBERT N. BOTHMAN  
Ass't. State Highway Engineer

ebg

cc: F. B. Klaboe  
Bill Dirker  
Bill Lind

## OREGON STATE HIGHWAY DIVISION

INTER-OFFICE CORRESPONDENCE

FILE: 74-5

March 8, 1976

Portland, OR 97213

FROM: ROBERT N. BOTHMAN *sk*  
Ass't. State Highway Engineer

SUBJECT: Greeley Street ramps to I-5

TO: MEMO TO THE FILE

I met with Darrell Arnold, William Bosch, and Gary Pullen on the subject. I presented five preliminary schemes on photographs for connecting Greeley to I-5, as well as the sketch design presented to FHWA.

I indicated that no design was underway on the project, although several schemes shown had been developed in order to request authorization to proceed with design of a project. I further indicated that the final design scheme presented to FHWA in order to receive authorization to proceed with the project makes the most sense to those concerned, and it would most likely be close to a design to be pursued. I explained the problems with existing ramps, elevations, columns, and restrictions to other alternatives.

I reviewed the effort of the Swan Island Task Force, briefly going through that report with the three gentlemen, for background data.

They presented a scheme as an alternative to developing Greeley, that being to acquire the one block of residential property on the eastside of Going at an assessed value of \$900,000. Their proposal was that this would be a less expensive alternative than providing the ramps which would only be a short-term solution as the traffic picked up on Greeley with the further development of Swan Island.

I set a second meeting for March 16, to review their proposal and the Swan Island Task Force effort with Dirker and Lind who were unable to attend the meeting on March 8.

ebg

cc: F. B. Klaboe  
Bill Dirker  
Bill Lind

RECEIVED  
MAR 11 1976

City of Portland  
Bureau of Planning

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

18 March 1976

Gary I. Pullin  
Oregon Re-Tinners Co.  
2712 N. Mississippi Avenue  
Portland, Oregon 97227

Dear Mr. Pullin:

Enclosed is a copy of the "Swan Island Transportation Study" dated July 31, 1975. At our meeting at the Highway Division Office yesterday regarding Greeley to I-5 ramp project, I indicated I would try to get copies for your neighbors and associates. Unfortunately I was only able to find one spare copy and so by a copy of this letter I am indicating to your associates that you have the copy available to them. As we discussed at the meeting, the Swan Island Task Force also reviewed a number of other options such as additional bridges or tunnels and had rejected them as outside the realm of feasibility. A careful review of the attached study will give you an understanding of the options that are within the realm of feasibility and the basis for the recommendations.

We understand very well your concerns resulting from indecision and possible impacts. Please be assured we will keep you advised of developments so you may have the best information available.

Very truly yours,

William S. Dirker, Jr.  
Transportation Coordinator

cc: Mr. Art Bourne  
A. M. Lift Truck Co.  
845 N. Graham Street  
Portland, Oregon 97227

Mr. W. Bruce Bosch  
Superior Machine Products, Inc.  
PO Box 12171  
Portland, Oregon 97212

WSD:bn

FILE COPY





*John W. Patton*

~~ROBERT C. VEIT~~

*Dir.*

INTERGOVERNMENTAL RELATIONS ~~OFFICER~~

DEPARTMENT OF TRANSPORTATION  
400 7TH STREET, S.W.  
WASHINGTON, D.C. 20590

(202) 426-1524

OF  
TION

*Alan* 135  
**NEWS**

*Doug Wright*

RECEIVED

THE SECRETARY

WASHINGTON, D.C. 20590

MAR 5 1976

MAYOR'S OFFICE

FOR RELEASE MONDAY  
February 23, 1976

DOT R-08-76  
Phone: (202) 426-4321

EX-WYOMING LEGISLATOR  
NAMED DOT LIAISON

John W. Patton of Sheridan, Wyoming, will be named Director of Intergovernmental Affairs for the Department of Transportation, Secretary William T. Coleman, Jr., said today.

The appointment will become effective March 8.

For 20 years a self-employed businessman in Sheridan, Patton served 10 years in the Wyoming Legislature. For the past three years, he has been director of operations for Legis 50 -- the Center for Legislative Improvement in Denver, Colorado. In that position he was responsible for the organization's field programs, including those in legislative improvement, health, and drug abuse and alcoholism. He also provided assistance to citizen commissions and service to state legislatures.

Patton served four years in the Wyoming House of Representatives and six years in the Senate, and in the upper chamber chaired the committees on health, education and welfare; judiciary; and joint legislative management.

As Director of Intergovernmental Affairs under Assistant Secretary of Transportation for Congressional and Intergovernmental Affairs Roger W. Hooker, Jr., Patton will head the office that provides the channel of communication between the secretary and state and local governments. He will coordinate at those levels announcements of policy change, proposed legislation, relocation or termination of facilities, grants and contract awards. He will consult with members of state and local governments and seek opinions and proposals to improve transportation policy and procedures.

#####

For further information contact:  
William W. Bishop  
202-426-4321

THE CITY OF  
**PORTLAND**



**OREGON**

OFFICE OF  
THE MAYOR

NEIL GOLDSCHMIDT  
MAYOR

1220 S. W. FIFTH AVE.  
PORTLAND, OR. 97204  
503 248-4120

24 February 1976

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

Dear Secretary Coleman:

The City of Portland has proposed to connect an arterial street, N. 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 understand you must approve any new connection to the freeway system. I ask that you approve this connection. The grounds are much broader than just highway considerations.

This project was initiated primarily to provide adequate access to the Port of Portland's Swan Island Industrial Park and ship repair yard located in the heart of Portland. Development and employment are limited due to capacity limitations of the access route, even with substantial transit, carpool and staggered hour programs. Full development, curtailed without adequate access, will provide 7,000 additional job opportunities within the central city. Otherwise this development, if it occurs at all, will spread out to the suburbs. I believe this project strongly supports the goals of urban conservation and energy efficiency.

Enclosed are supplementary materials that may assist your review. The letter of November 20, 1975 from Commissioner McCreedy and myself resulted from an earlier disapproval. Governor Straub directed the State Highway Division to reconsider the project with modifications to meet previous objections. This has been done and the revised proposal will come to you for consideration.

I urge you to approve this project. It is essential to our combined efforts to enhance the vitality of the existing city.

Very truly yours,

Neil Goldschmidt  
Mayor

THE CITY OF  
**PORTLAND**



**OREGON**

OFFICE OF  
PLANNING AND DEVELOPMENT

GARY E. STOUT  
ADMINISTRATOR

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ERNEST R. BONNER  
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424 S.W. MAIN STREET  
PORTLAND, OR. 97204

PLANNING  
503 248-4253

ZONING  
503 248-4250

February 20, 1976

Mr. Robert Bothman  
Asst. Highway Engineer  
Oregon State Highway Division  
5821 N.E. Glisan  
Portland, Oregon

Subject: Greeley to I-5 Ramp Project

Dear Mr. Bothman:

The city has filed a request for preliminary engineering for the Federal Aid Urban project connecting North Greeley Ave. to the I-5 freeway, at the east connection with the Fremont Bridge. We understand this is now being reviewed by the Federal Highway Administration, and that they have expressed concern about authorizing an additional connection to the Interstate Freeway system.

There are apparently two issues concerned with the approval of this preliminary engineering project. The first issue is the adequacy of design regarding grades, weaving and merging movements. We believe these matters can be thoroughly studied in the preliminary engineering project, and therefore, hope that the funds for this will be approved. The second issue is a matter of authorizing additional entries into the freeway system. We believe the following information is pertinent.

Attached is a letter of November 19, 1975 from the Clark County Dept. of Public Works and also a map showing the as-built interchange of I-205 and SR500 in Clark County. Item 4 of the letter describes on and off ramps between I-205 and the principal arterial street, Fourth Plain Road. These ramps serve a major regional shopping center, Vancouver Mall, to be located in the N.W. quadrant of this interchange.

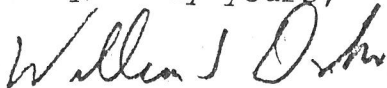
We understand there are two principal considerations in the approval of these I-205 ramps and the ramps connecting Greeley to I-5. One is procedural and the second substantive. If the ramps are considered spurs to an existing interchange it may be that they can be approved at a lower level within the Federal Highway Administration than if they are deemed to be a new connection to the freeway. We do not presume to make this determination but the conditions of the two projects do seem similar so that whatever determination applies to one may logically be applied to the other.



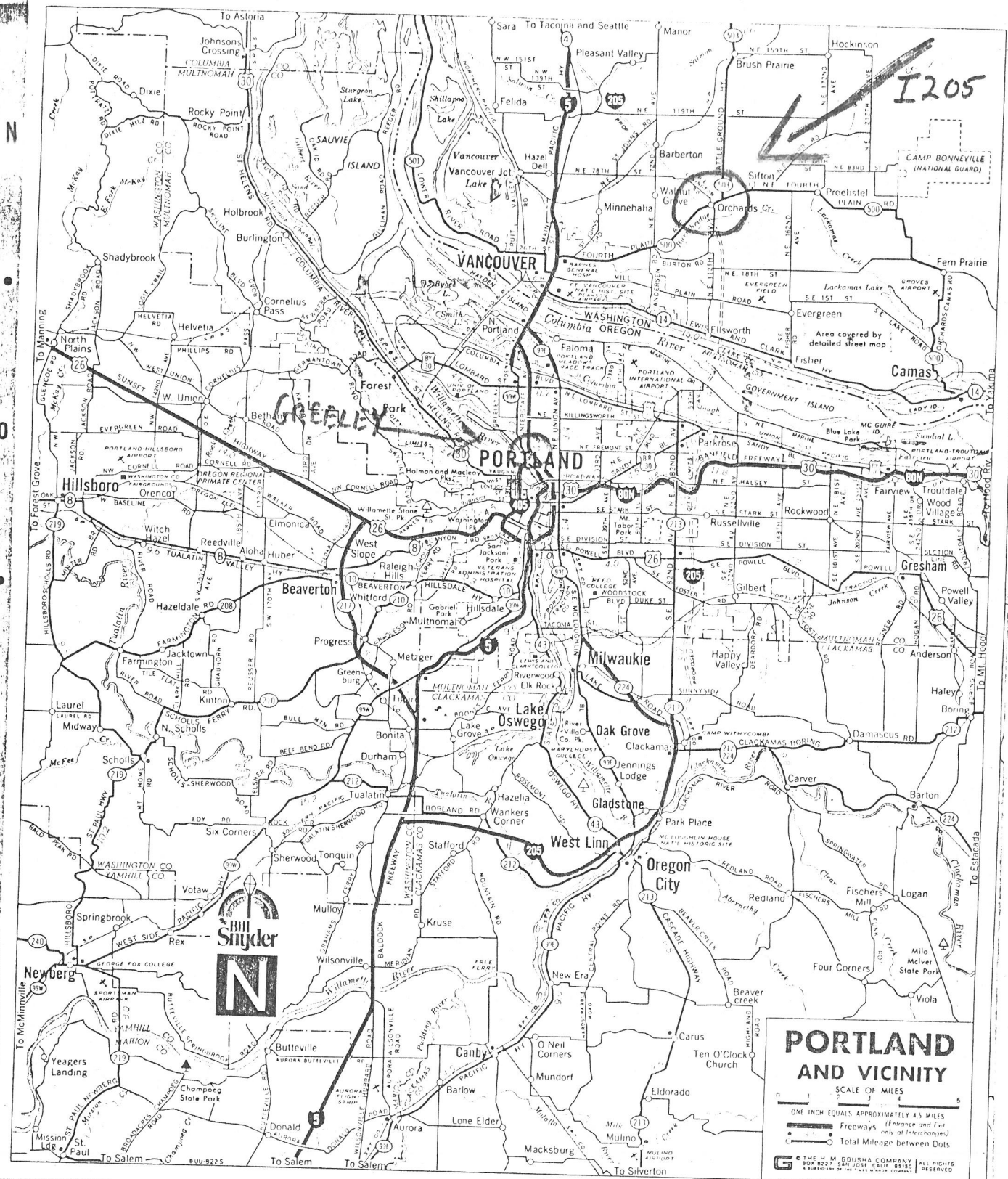
The first substantive issue is one we do wish to comment on. Both projects propose additional connections between a freeway interchange and an arterial street. The arterial street to be connected to I-205 is Fourth Plain Road, a much more heavily used arterial than is N. Greeley Ave. The second substantive issue we consider very important. The explicit purpose of the I-205 ramps is to serve a new shopping center to be built in a relatively undeveloped suburban area. We are not objecting to this development but the criteria applied for approval of the I-205 ramps make even more compelling approval of the Greeley Ave. to I-5 ramps. This project is essentially in support of inner city economic development at Swan Island and adjacent industrial areas. This is clearly consistent with expressed national, state, regional and local goals.

We ask that you present these views to the FHWA officials and request that the preliminary engineering project be approved and initiated.

Very truly yours,

A handwritten signature in dark ink, appearing to read "William J. Dirker". The signature is fluid and cursive, with the first name "William" being the most prominent.

William Dirker  
Transportation Coordinator

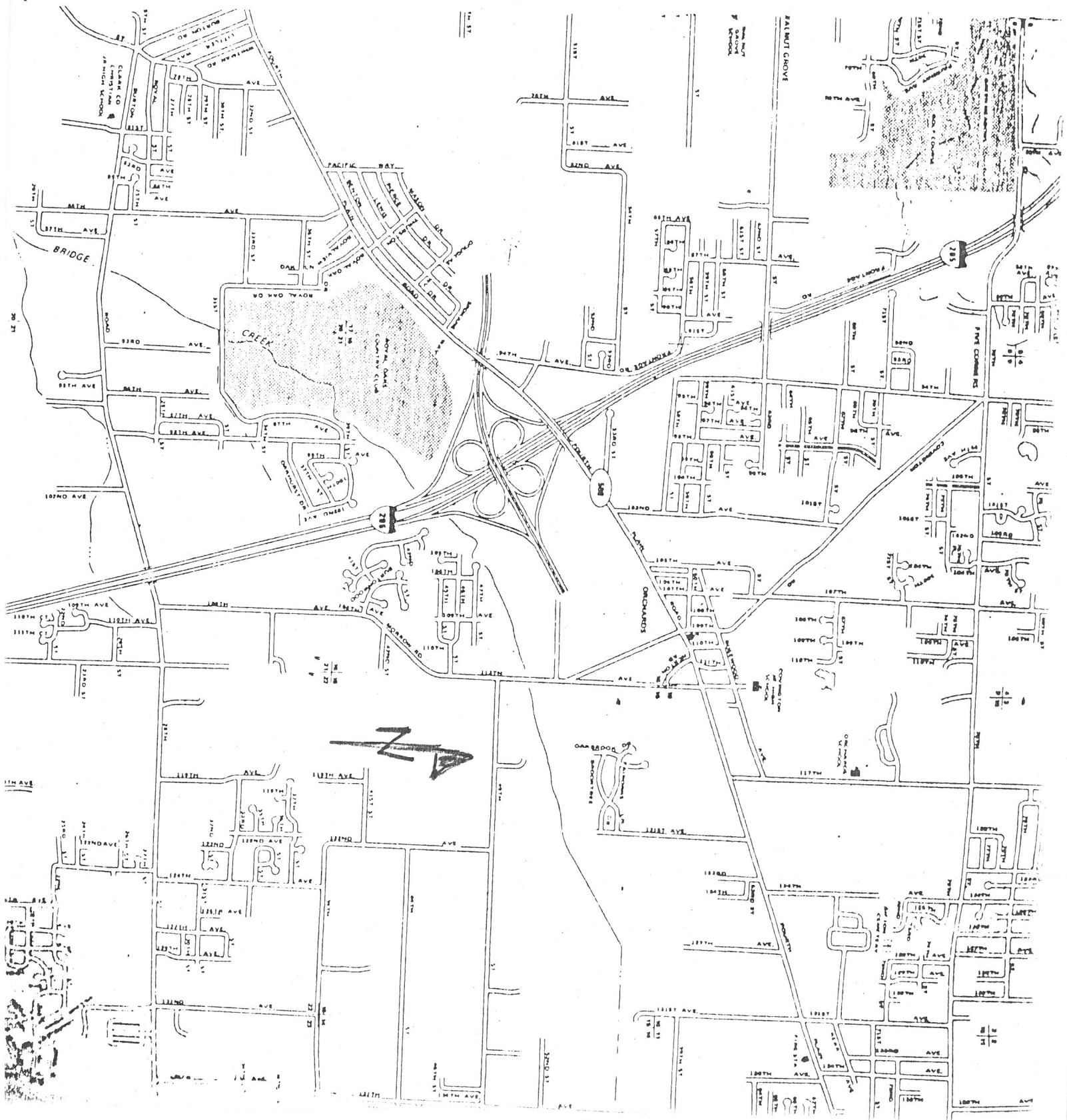


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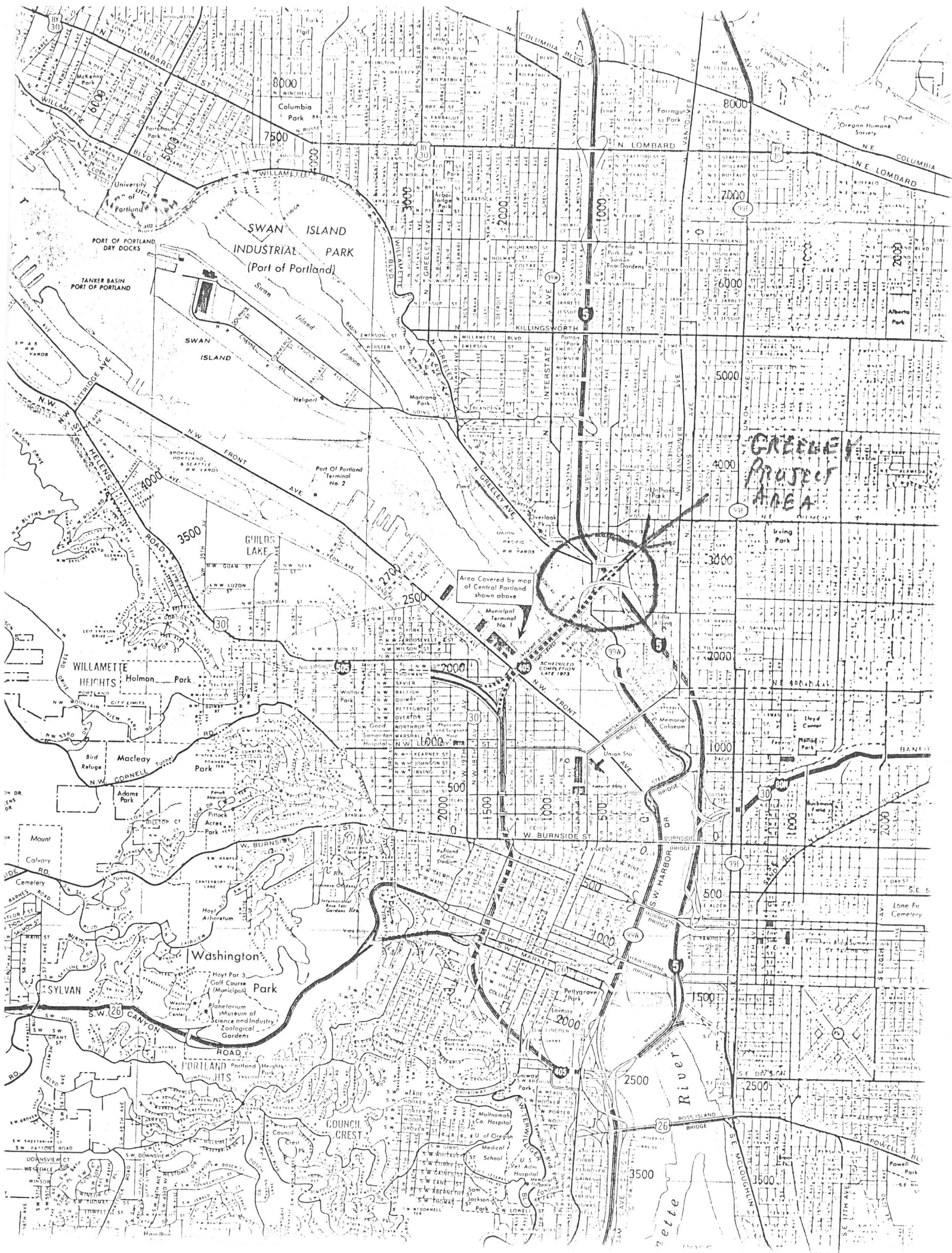
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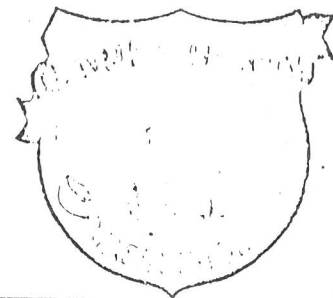


CLARK COUNTY

DEPARTMENT OF PUBLIC WORKS

COURT HOUSE - 1200 Franklin Street

VANCOUVER, WASHINGTON 98660



November 19, 1975

Columbia Region Association of Governments  
527 Southwest Hall  
Portland, Oregon 97201

Attention: Dick Etherington, Transportation Director

SUBJECT: Change To T.I.P.

Gentlemen:

Clark County has recently entered into a financial agreement with the developers of the Vancouver Mall for the construction of several streets and roads designed to serve as access to the Mall. The Vancouver Mall is designed as a regional shopping center having at least three major department stores and located north and adjacent to SR-500 and west of I-205.

As a condition of the zone change for land use, the developers were required to make a traffic study and design adequate access streets to minimize congestion that would occur on the existing and planned street system. The street system as herewith enclosed is the result of this traffic study. The Plan has been approved by the Consolidated Transportation Staff and the Board of County Commissioners as meeting the requirements of the zone change and as described as follows:

1. Vancouver Mall West - (approximately N. E. 49th Street) will connect the existing Andresen Road to the Mall. This is a new facility eliminating the problem of reconstruction of the existing residential street of N. E. 51st. The new facility is planned as a two-way street 44 feet curb to curb allowing for two 12 foot traveling lanes and two 10 foot parking lanes. Sidewalks are planned.
2. N. E. 82nd Avenue - designed as the major access to the Mall parking area and extends from its intersection with SR-500 north to a connection to the existing N. E. 51st Street. It is planned that this route will be extended north to intersect the designated arterial of N. E. 63rd Street (N. E. Minnehaha Street) at some future date. Vancouver

Mall West (N. E. 49th Street), will intersect this street. It is planned to be constructed 65 feet curb to curb with two traveling lanes in each direction with a median and left turn channelizations at intersections. Sidewalks are planned with parking prohibited.

3. Vancouver Mall East - is the existing connection between N. E. 94th Avenue and Fourth Plain Road (existing SR-500). This street will be widened to 48 feet curb to curb with a raised median at the intersection of Fourth Plain and will have four lanes with no parking. A sidewalk is also planned.
4. On and Off Ramps to I-205
  - a. An off-ramp is planned from the south to west ramp of the clover leaf interchange between SR-500 and I-205. This off-ramp will connect to the existing Fourth Plain at the intersection of Vancouver Mall East (described under No. 3). It is planned to have two lanes of storage at Fourth Plain with signalization of the intersection to insure the proper function of the off-ramp.
  - b. An on-ramp from Fourth Plain to merge with the west to north ramp of the interchange of SR-500 and I-205. The intersection with Fourth Plain is located approximately 600 feet east of the overpass and will be a single lane on-ramp.

It is planned to complete the construction of these streets by August 1, 1977.

Clark County has accepted the responsibility for construction of Vancouver Mall Way West and N. E. 82nd Avenue with the construction of Vancouver Mall Way East and the ramps to I-205 to be accomplished by the Washington State Department of Highways through a finance agreement with Clark County. The estimated costs of construction for the facilities herein described is \$1,020,000.


Because of the high employment of unskilled and semi-skilled labor by the Mall, an application for fifty percent funding of the roads has been made by Clark County to the Overall Economic Development Program for assistance. (This project is the number one priority on the County OEDP Plan.)



Columbia Region Association of Governments  
November 19, 1975  
Page three

It is requested that these projects be added to the Transportation Improvement Program as a part of Clark County's system. Please advise if additional information or clarification is required.

Sincerely,



JAN E. ROSHOLT, P. E.  
Public Works Director

JER:kg

cc: Board of County Commissioners  
Pierre Henrickson, District Location Engineer, WSHD  
Paul Yang, Director, Regional Planning

November 20, 1975

Mr. Robert Bothman  
Assistant State Highway Engineer  
Oregon State Highway Division  
5821 NE Glisan Street  
Portland, OR 97213

Dear Mr. Bothman:

Your notice of disapproval of the project to connect North Greeley Avenue to I-5 is extremely disappointing to the City and simply cannot be left to stand unchallenged. The staff report of September 16th bases this rejection on very narrow grounds, principally the conflict of trucks entering the freeway at this point.

The issues involved in this project are much broader than the operational characteristics of the freeway and deserve consideration at the highest policy level. This project came to the City Council as a recommendation of the Swan Island Task Force as a part of a package of recommendations with the purpose of permitting the full development of the Swan Island Industrial Park and at the same time mitigating the environmental impact, mainly truck noise, of this development. This project does not stand alone but makes feasible other elements of that package. Thus the issues in reality are the economic vitality of the central city, preservation of the residential neighborhood, a step away from urban sprawl toward a much more energy efficient urban organization and also to a much better use of sunk investments in streets, utilities and other parts of the capital framework that we simply cannot afford to duplicate in the suburbs. The Oregon Transportation Commission has recognized this as evidenced by its commitment of substantial state funds in the current improvement of North Going Street.

The Transportation Commission and the Federal Highway Administration have already been willing to modify their traffic standards for broader public goals as illustrated by recent modifications to the Marquam Bridge and the Banfield Freeway. In fact the issue might be phrased--"Shall the freeway be degraded for the benefit of the City or shall the City be degraded for the benefit of the freeway?" The full answer to their problems lies in the aggressive completion of a balanced transportation system including a substantial transit element.

Mr. Robert Bothman

-2-

November 20, 1975

The City requests the opportunity to make a presentation of this project request to the full Transportation Commission at a mutually agreeable time. In preparation for this we ask that copies be made available to us of all of the technical data referred to in the staff report and also any other pertinent data.

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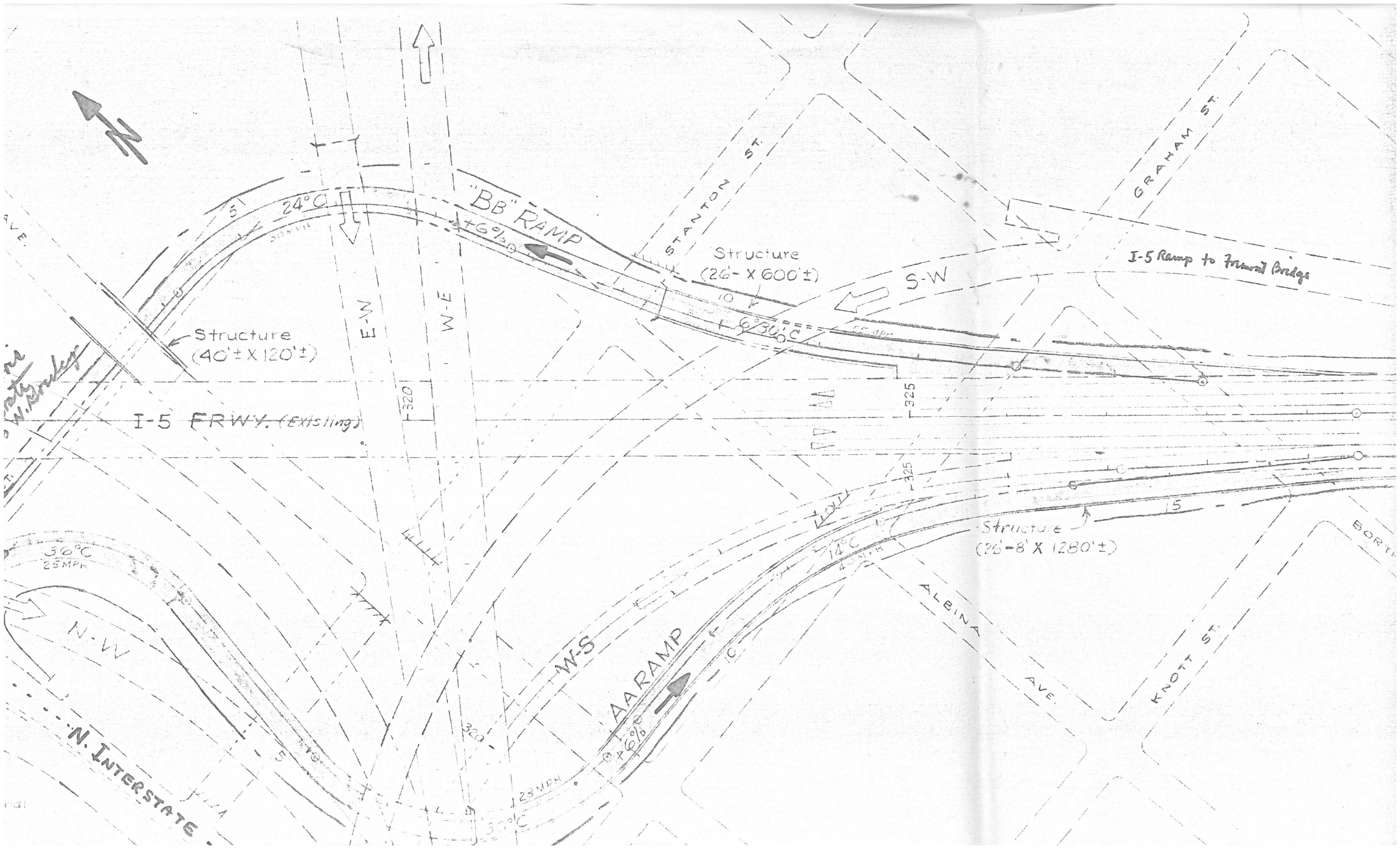
Very truly yours,

Neil Goldschmidt  
Mayor

Connie McCready  
Chairman, Swan Island Task Force

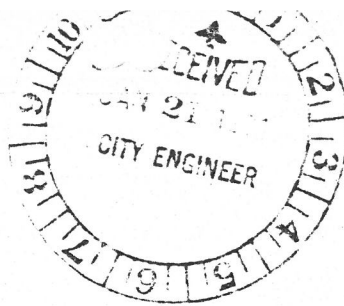
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## OREGON STATE HIGHWAY DIVISION



HIGHWAY BUILDING • SALEM, OREGON • 97310 January 20, 1971

Mr. James L. Apperson  
City Engineer  
City Hall  
Portland, Oregon 97204

Dear Mr. Apperson:

Your submittal of December 4, 1970 requesting approval under the Federal Aid TOPICS program for the improvement of the N. Basin Avenue-N. Greeley Avenue Section of N. Going Street has been reviewed in detail by the State and Federal Highway Administration. The Federal Highway Administration has concluded that this proposal is ineligible for improvement under the TOPICS program.

Attached for your information are their comments regarding this proposal.

Very truly yours,

R. L. Porter  
State Highway Engineer

By

H. S. Cox  
County and City Engineer

RU:ljt

Att.

OFFICE OF THE CITY ENG.		
NO.	SUBJECT	
24914	TOPICS	
FOR ATTN. OF:	RECEIVED	DATE
JLA	JLA	1/22
WIM	WIM	1/22
RNC		
SENT TO FILES BY		DATE

Memorandum

☐ ENGR. ☒ COOR. ☐ OE ☐ AE ☒ UE  
☐ UPE ☐ CE ☐ RE ☐ HPE

TO : Mr. R. L. Porter, State Highway Engineer  
Salem, Oregon

DATE: January 13, 1971

FROM : R. E. Simpson, Division Engineer  
Salem, Oregon

In reply refer to: 08-35-DA/  
T-5025  
Portland

SUBJECT: Proposed TOPICS Project  
N. Basin Ave - N. Greeley Ave Section  
North Going Street

RECEIVED  
JAN 15 1971  
OFFICE OF  
STATE HIGHWAY ENGINEER

The subject proposal from the City of Portland for a TOPICS project on North Going Street as well as the supplemental information submitted with your December 22, 1970 and January 4, 1971 letters have been reviewed in detail.

PPM 21-18 requires that each TOPICS project provide for the improvement of a sufficient number and combination of features to improve traffic flow and/or to increase safety on routes for either the entire study area, for major subareas, or for a significant length of a single major route. As a minimum the study area for this project should include that section of North Going Street between N. Basin Avenue and the existing connections to Interstate 5, including intermediate major street intersections.

As outlined in the proposal, present (1969) traffic volumes indicate a need for only one additional traffic lane in the eastbound direction between N. Basin Avenue and the N. Greeley Avenue southbound ramp. For a project of this nature and magnitude the study should include a complete traffic analysis, based on design year volumes, along the entire study area.

The report indicates that North Going Street east of Greeley Avenue is adequate for present and near future traffic demands, that future capacity can be provided by channelization and signal revisions within the existing right of way, and that future increases in traffic volume easterly of Interstate 5 can be handled by channelization at the North Going Street - N. Maryland Avenue intersection and widening of N. Skidmore Street east of the freeway. The report does not, however, indicate how the increased traffic volume will be handled at Interstate 5 or at N. Basin Avenue even though current traffic counts indicate that approximately 90 percent of the traffic east of Interstate Avenue is destined for the freeway. It appears, therefore, that increasing the capacity of North Going Street would only result in the creation of a similar or more critical bottleneck in the vicinity of Interstate 5.

For the above reasons the proposal as submitted is considered ineligible under the TOPICS program.

BUY U.S. SAVINGS BONDS REGULARLY ON THE PAYROLL SAVINGS PLAN

1-19-71  
REFERRED TO  
By Asst. State Hwy. Engr.

NOTED  
F.B. KLARCE

NOTED  
JOM EDWARDS







## OREGON STATE HIGHWAY DIVISION

HIGHWAY BUILDING • SALEM, OREGON • 97310

Mr. Wayne Oberding  
State Highway Coordinator  
City of Portland  
City Hall  
Portland, Oregon 97204

September 21, 1971

Dear Mr. Oberding:


On August 4, 1971, the State Highway Division presented additional traffic data to the Federal Highway Administration for reconsideration of the N. Going Street proposal as an eligible TOPICS project. Attached is a copy of the Federal Highway Administration's September 13, 1971 reply again disapproving of the proposal for Federal TOPICS financing.

I understand that our Administration has relayed this message to your City officials and they are working on alternate solutions.

Very truly yours,

H. S. Cox  
County and City Engineer

By

  
Richard Unrein  
Urban Engineer

RU:ljt  
Att.

# Memorandum

U.S. DEPARTMENT OF TRANSPORTATION  
FEDERAL HIGHWAY ADMINISTRATION

Box 300  
Salem OR 97308

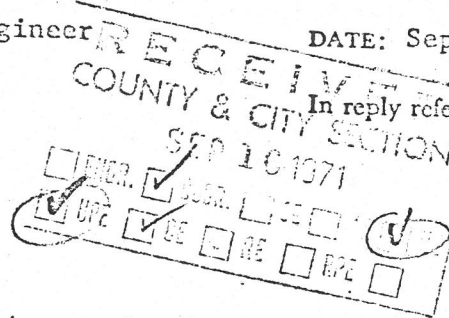
TO : Mr. R. L. Porter, State Highway Engineer  
Salem, Oregon

FROM : R. E. Simpson, Division Engineer  
Salem, Oregon

SUBJECT: Oregon Project T-5025(-)  
North Basin Avenue - North Greeley Avenue Section  
North Going Street

DATE: September 13, 1971

In reply refer to: 08-35-DA



Mr. Klaboe's August 4 letter presented additional data on this project and again requested reconsideration of the project for Federal participation. The background data was submitted to our Regional office for review at a higher level. Their reply indicates agreement with the viewpoints previously stated by this office.

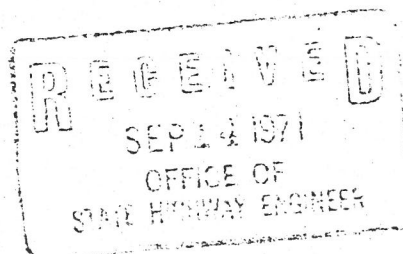
Going Street is currently restricted by other street connections including the signalized intersection with North Basin, the lane drop at Concord, a signalized intersection at Interstate, and most significantly the interchange with the Minnesota Freeway. Our review has included field observations of traffic flow at these points during rush hours and consideration of increased congestion when the Fremont Bridge is opened. The existing facility operates with reasonably balanced flow as a part of the overall system to which it connects. The Going Street Expressway as shown on the PVMTS map can only function as an improvement if the Rose City Freeway is constructed allowing a connection to a major freeway other than I-5.

We realize that a small improvement could be made by the proposed project; however, the benefits gained would not justify the large expenditure of funds. In this case an alternate course of action should be sought that would provide a significantly higher benefit per dollar and distribute the traffic volume over a larger portion of the street system. One such alternate could be the Portland Boulevard extension as indicated on the PVMTS 1990 map.

The proposed project has been reconsidered and is not considered to be a wise expenditure of TOPICS funds. The project is not approved for Federal financing.



NOTED  
TOM EDWARDS



9-16-71

RECEIVED TO  
CL-1 Hall  
Young

BUY U.S. SAVINGS BONDS REGULARLY ON THE PAYROLL SAVINGS PLAN

August 10, 1971

City Engineer

Department of Public Works

Lloyd E. Anderson, Commissioner

Going Street TOPICS Project

Reference is made to my letter of July 8, 1971, in which the need for a decision on the Going Street Project was paramount in the obligating of TOPICS funds allocated to the City.

The August 10th date considered for a decision has arrived with no communication in evidence as to the status of this project. We still believe that the Going Street proposal merits Topics funding, however, we also feel that further delay may jeopardize funds allocated to the City. We are, therefore, recommending the submittal of additional Topics requests for projects to encumber the allocated funds.

Following is a list of projects for which Topics applications have either been approved or have been prepared for submittal:

1. NE Weidler and NE 24th Ave. (Approved by Fed. Hwy. Adm.)
2. SE Division-Clinton Couplet (Prepared)
3. SE 17th-16th and SE Milwaukie Ave. Couplet (Prepared)
4. SE 11th-12th and SE Milwaukie Ave. R.R. Grade Separation (Prepared)

Other projects for which applications should be prepared.

1. E. Burnside St.-NE Sandy Blvd. Grade Separation.
2. NW Front Ave.-Steel Bridge R.R. Grade Separation.
3. SE Hawthorne-Madison St. Couplet (12th Ave.-22nd Ave.)
4. NE 39th Ave. and Glisan St. Intersection

In the event that the N. Going St. project meets with further rejections, we recommend that this project be placed number one in priority for urban arterial funding. It should be noted that the urban arterial system and the accompanying agreement designating a regional coordinating agency for the Portland urban area has not as yet been submitted to the State. In that an approved system including an agreement with the designated regional agency is a requirement of the 1970 Highway act, the FHWA has indicated that there will be no federal allocation without the fulfillment of the requirements of the law.

JAMES L. APPERSON  
City Engineer

WJO:bc



July 8, 1971

City Engineer

Department of Public Works

Lloyd E. Anderson, Commissioner

N. Going Street TOPICS Project

I call your attention to the amended U.S. Code, Chapter 1, Title 23, Section 118, paragraph "B" of the Federal Highway Act of 1968, which stipulates that "All TOPICS allocations must be obligated (interpreted as projects being developed to the contract stage) within three years of the ending fiscal year in which they were allocated." For the first year funds, this means an obligation date of June 30, 1972.

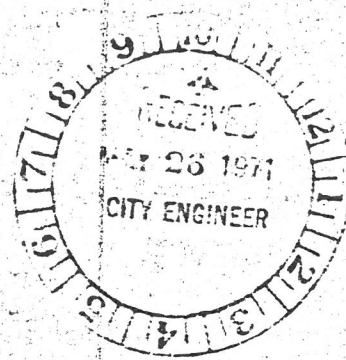
Considering the required time to gain Federal Highway Administration approval of a submitted TOPICS project, additional time for Federal and State reviews of environmental and total impact statements, holding the required public hearings, and the purchase of right-of-way if required, I would recommend that a positive decision be obtained on the Going Street project not later than August 10th of this year.

I feel that the lack of a definite decision on the Going Street project is seriously jeopardizing federal funds allotted to Portland which could be used on other projects in our TOPICS program. If no positive decision is made before the August 10th date, I will recommend the submittal of other TOPICS projects in order to obligate the federal funds.

JAMES L. APPERSON

City Engineer

WJO:bc



✓	JOH
✓	W
✓	KNC
	JPN
	LDB
	LOH
	LFD
	JFW
✓	WS

*info*

May 21, 1971

Mr. Glenn Jackson  
Oregon State Highway Commission  
State Highway Building  
Salem, Oregon

Dear Glenn:

As you know our supplemental report and application for Topics funds for improving access at Swan Island has been disapproved again by the Federal Highway Administration - Salem office.

The following conditions remain in our opinion, as valid rationale for the improvements outlined in our application.

1. Going Street is operating at level of service D and E in the A.M. with volumes at 2,127 and carload capacity at 1,850. Because the volumes are not spread equally through the A.M. peak hour, Going Street operates at level of service E and F with 10-20 minute delays common.
2. The improvement of the Greeley - Going interchange will encourage more people to use Greeley Avenue and with proper signing, people traveling to the southwest can be directed at Interstate onto the Fremont Bridge interchange.
3. The critical bottleneck is not at the interchange today and this improvement will not create one. Rather, traffic will move as rapidly on Going as it now does through the interchange. In addition, the signal at Interstate will tend to regulate any potential bottleneck at the interchange.

I hope this provides you with some additional ammunition. Good luck!

Sincerely yours,

THE PORT OF PORTLAND

Original signed by  
EDWARD G. WESTERDAHL II

Edward G. Westerdahl II  
Executive Director

cc: Lloyd Anderson  
Jim Apperson

April 2, 1971

Oregon State Highway Division  
405 State Highway Building  
Salem, Oregon 97310

Attention: Mr. H. S. Cox, County-City Engineer

Subject: Proposed TOPICS project request  
N. Going Street from N. Basin Avenue to  
N. Greeley Avenue

Gentlemen:

The U. S. Department of Transportation, in a Memorandum dated January 13, 1971, considered the subject project ineligible under the TOPICS program. We have supplemented the original report with a further analysis performed, at City request, by the State Highway Division to provide the necessary information required by the U. S. Department of Transportation.

We request that this TOPICS project application for N. Going Street be reconsidered on the basis of the original and supplemental data, and the additional work the City and State propose on the N. Going Street system, to increase the capacity and safety of this traffic arterial.

Very truly yours,

JAMES L. APPERSON

City Engineer

BK:t1



# McCready Vows Battle For Ramp

By KEITH TILLSTROM  
Journal Staff Writer

Portland City Commissioner Connie McCready said Tuesday that she plans to fight a Federal Highway Administration veto of plans to build a connecting ramp between the Minnesota Freeway and Swan Island.

Mrs. McCready, campaigning for re-election in an appearance before the Willamette Democratic Society, said federal highway officials object to the latest ramp plans, which have been approved by city and state officials as well as neighbors and users of the Swan Island industrial area.

Federal objections are "phony," she said, but the project is in danger of being scuttled after years of wrangling that finally produced an apparently workable local solution.

Engineers in the Oregon Division office of the Federal Highway Administration have recommended that federal approval of the estimated \$3.75 million ramp plan be denied. According to Mrs. McCready, because of doubts that the ramp would be safe for trucks

entering the I-5 Freeway and because of added traffic to the freeway.

The ramp proposal calls for a southbound access route connecting I-5 with N. Greeley Avenue to ease Swan Island truck traffic congestion in a largely residential neighborhood farther to the north, along N. Going Street.

"I won't rest until this ramp is built," Mrs. McCready said. She said she might have to go to Washington to plead with Department of Transportation officials for final approval of the ramp design, which she says is "a dilly of a solution."

She said later that her office plans to compile economic statistics showing the value of easing commercial truck traffic congestion on Swan Island as an argument for continued federal backing of the project.

If federal officials can be persuaded to fund the plan, the Highway Administration would pick up 78 per cent of the project cost.

Mrs. McCready said she is waiting for a federal response to a letter sent earlier this month complaining of the veto recommendation from State Transportation Commission Chairman Glenn Jackson before she makes a renewed effort to fight the federal decision.



# Freightliner Unveils Marketing Network

SAN FRANCISCO — Freightliner Corp., the Portland-based truck manufacturer, announced plans Wednesday to establish an independent and direct marketing program.

William E. Critzer, president, reviewed the marketing program at the International Trucking Show in San Francisco.

Freightliner has operated the past 25 years under an exclusive marketing agreement with White Motor Corp. of Cleveland. Termination of that contract became effective on March 8.

Only the exclusive portion of the agreement with White has been ended, however. Freightliner will continue to provide White and its dealers with Freightliner products through Dec. 8, 1977. White will also continue to market Freightliner products on an exclusive basis in Canada.

"We have now decided to steer our own course in the marketing of Freightliner products," said Kenneth W. Self, chairman and chief executive officer.

Critzer, who put the independent distribution plans into operation, said, "This will require hiring of experienced people for key positions in both sales and marketing. We also expect our capital requirements to increase substantially. Freightliner and its parent company, Consolidated Freightways Inc., are prepared to provide the additional capital required."

Freightliner has begun advertising in the Wall Street Journal for candidates for the new jobs.

Critzer said Freightliner, which recently moved into a new \$4.5 million headquarters on Swan Island, will be able to meet all currently anticipated demand. But, he said, "We are preparing for expansion if needed. Our future plans include an additional assembly plant in the East."

Freightliner, which was founded in Portland in 1947, currently has manufacturing facilities in Portland, Indianapolis, Chino, Calif., and Vancouver, B.C.

The company also unveiled two new products at the San Francisco trucking show. The cab over engine model features a cab that is 10 inches closer to the ground for easier access.

A new sleeper box touted as "the lightest in the industry" was also shown.

## Wave Of Spending Predicted

NEW YORK (UPI) — The United States is about to be hit by a tidal wave of consumer spending, economist Irwin L. Kellner of Manufacturers Hanover Trust Co. said Tuesday.

He said the reviving consumer confidence would cause stepped up ordering and inventory filling throughout business, a rise in business loan demand and a rise in short-term interest rates.

Kellner also said growth of the Gross National Product in real terms may reach 7 per cent this year and monetary inflation may fall to 5 per cent. He said he expects the unemployment to fall below 7 per cent by the end of the year.

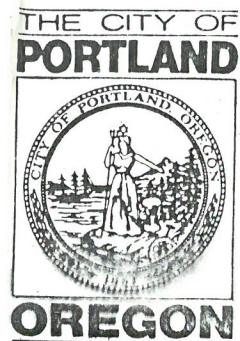
Merchants' sales, he said, will grow by 10 to 12 per cent and corporate profits by close to 30 per cent.

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O.C. To LIND  
LANG  
PETER

18 March 1976

OFFICE OF  
PLANNING AND DEVELOPMENT  
GARY E. STOUT  
ADMINISTRATOR

MEMORANDUM

TO: Cliff Hudsick, Port of Portland  
FROM: Bill Dirker, Transportation Coordinator *D*  
SUBJECT: Greeley to I-5 Ramps

BUREAU OF  
PLANNING  
ERNEST R. BONNER  
DIRECTOR

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

Enclosed:

PLANNING  
503 248-4253

ZONING  
503 248-4250

1. My memo to Mayor 2/24
2. Letter - Mayor to Coleman 2/24 - Sent
3. Attachments to letter
  - a. My letter to Bothman 2/20/76
  - b. Clark Co. letter 11/19/75
  - c. 3 maps
  - d. Letter to Bothman 11/20/75
4. Not included here but sent to Coleman with Mayor's letter is a copy of the "Swan Island Transportation Study" July 1975.

Suggested main thrust - this is much broader issue than freeway operations. FHWA is properly concerned about that but from Secretary's perspective the other issues should outweigh freeway operations.

- a. National interest in ship repair facilities (funded without federal money!)
- b. Economic vitality of central city as opposed to the dispersal of jobs to the suburbs
- c. Job accessibility to minorities - site is adjacent to Model Cities
- d. Major investment in capital framework of Swan Island (sewers, water, fill, roads, etc.) that will be severely underutilized without access.

I recommend:

A letter from Port to Coleman - cc. Tieman, FHWA and a visit to Coleman by Mayor, Anderson, perhaps McCready to stress broad perspective. Note that we recognize the seriousness of reversing responsible recommendations by FHWA but in this case it is warranted.

Another political question: How much, if any, congressional interest should we arouse?



THE CITY OF  
**PORTLAND**



**OREGON**

18 March 1976

OFFICE OF  
PLANNING AND DEVELOPMENT  
GARY E. STOUT  
ADMINISTRATOR

MEMORANDUM

TO: Cliff Hudsick, Port of Portland  
FROM: Bill Dirker, Transportation Coordinator *D*  
SUBJECT: Greeley to I-5 Ramps

BUREAU OF  
PLANNING  
ERNEST R. BONNER  
DIRECTOR

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

Enclosed:

1. My memo to Mayor 2/24
2. Letter - Mayor to Coleman 2/24 - Sent
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- c. Job accessibility to minorities - site is adjacent to Model Cities
- d. Major investment in capital framework of Swan Island (sewers, water, fill, roads, etc.) that will be severely underutilized without access.

I recommend:

A letter from Port to Coleman - cc. Tieman, FHWA and a visit to Coleman by Mayor, Anderson, perhaps McCready to stress broad perspective. Note that we recognize the seriousness of reversing responsible recommendations by FHWA but in this case it is warranted.

Another political question: How much, if any, congressional interest should we arouse?

PLANNING  
503 248-4253

ZONING  
503 248-4250

THE CITY OF  
**PORTLAND**



**OREGON**

OFFICE OF  
PLANNING AND DEVELOPMENT  
GARY E. STOUT  
ADMINISTRATOR

24 February 1976

BUREAU OF  
PLANNING

ERNEST R. BONNER  
DIRECTOR

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

PLANNING  
503 248-4253

ZONING  
503 248-4250

MEMORANDUM

TO: Mayor Neil Goldschmidt  
FROM: Bill Dirker, Transportation Coordinator  
SUBJECT: Greeley to I-5 Ramp Project

Attached is a letter with supporting material that I suggest you send to Secretary Coleman urging approval of the preliminary engineering for this project. Inasmuch as this will probably be deemed a new connection to the interstate system, it will require the approval of the Secretary of Transportation. Hence, this rather unusual step of directly addressing the Secretary.

My understanding is that the project is on its way up through the hierarchy of the Federal Highway Administration. Apparently, at the Oregon Division level, the staff is not favorably disposed toward this project, probably due to the crowded condition of the freeway system in this vicinity. The contention we are advancing here is that if they can approve additional connections to the suburban element of the metropolitan freeway system, they certainly can approve additional central city connections in support of more important goals than just freeway operations.

The State of Washington parties may be a little nervous about our raising this question and perhaps "rocking their boat" inasmuch as their ramps have been proposed but not yet approved.

BD:bn  
Attachment a/s



OFFICE OF  
THE MAYOR

NEIL GOLDSCHMIDT  
MAYOR

1220 S. W. FIFTH AVE.  
PORTLAND, OR. 97204  
503 248-4120

24 February 1976

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

Dear Secretary Coleman:

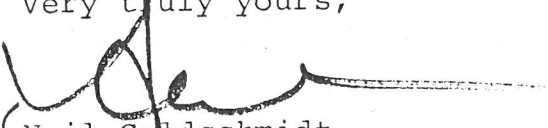
The City of Portland has proposed to connect an arterial street, N. Greeley Avenue to the Interstate freeway system at the interchange of I-5 and I-405 at the east end of the Fremont Bridge. I understand you must approve any new connection to the freeway system. I ask that you approve this connection. The grounds are much broader than just highway considerations.

This project was initiated primarily to provide adequate access to the Port of Portland's Swan Island Industrial Park and ship repair yard located in the heart of Portland. Development and employment are limited due to capacity limitations of the access route, even with substantial transit, carpool and staggered hour programs. Full development, curtailed without adequate access, will provide 7,000 additional job opportunities within the central city. Otherwise this development, if it occurs at all, will spread out to the suburbs. I believe this project strongly supports the goals of urban conservation and energy efficiency.

Enclosed are supplementary materials that may assist your review. The letter of November 20, 1975 from Commissioner McCready and myself resulted from an earlier disapproval. Governor Straub directed the State Highway Division to reconsider the project with modifications to meet previous objections. This has been done and the revised proposal will come to you for consideration.

I urge you to approve this project. It is essential to our combined efforts to enhance the vitality of the existing city.

Very truly yours,

  
Neil Goldschmidt  
Mayor



3/16

Grady - I-5

Meeting at OSHD Metro office

McGrady said yesterday to be the latest plan.

3/1 Dis To Reg

DISAPPEARANCE

~~to~~ ~~the~~ recommendation

3/15 Reg TO Work DC.

DISAPPEARANCE

asked for copy of FFWX evaluation

THE CITY OF  
**PORTLAND**



**OREGON**

OFFICE OF  
PLANNING AND DEVELOPMENT  
GARY E. STOUT  
ADMINISTRATOR

24 February 1976

BUREAU OF  
PLANNING

ERNEST R. BONNER  
DIRECTOR

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

PLANNING  
503 248-4253

ZONING  
503 248-4250

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BD:bn  
Attachment a/s

THE CITY OF  
**PORTLAND**



**OREGON**

OFFICE OF  
PLANNING AND DEVELOPMENT  
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24 February 1976

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BD:bn  
Attachment a/s

WSD FILE COPY

1. SENT TO MAYOR 2/25 W/ENCLOSURES  
+ SWAN ISLAND TRANSPORTATION STUDY.
2. REVIEWED W/Comm. McLEARY AS CHAIRMAN  
OF SW. IS. T.F. ON 2/24 - OK WITH HER.
3. SHOWN TO BOB BUSHMAN 2/24
4. DISCUSSED WITH DUKE WAIGHT - COPY  
TO BONNER - DISCUSSED EARLIER W/BONNER.





Department of Transportation

INTERCITY MEMO

TO: J. H. Versteeg  
Road Design Engineer

FROM: John Hanks  
Project Analysis Manager

SUBJECT: Greeley Ramp Connections

DATE: February 5, 1976

File No.:

ME PE PR1 PR2 DE  
O.S.H.D. = METRO

NOTED  
LEON SAGE

NOTED  
D. L. PETERSON

An analysis of adding ramp connections from Greeley Avenue to I-5 at the East Fremont Interchange has been conducted. Map 1 shows the analysis area. The Greeley Avenue Ramps are included in the "Interim Transportation Plan" and are consistent with the transportation goals and objectives of the Portland region.

Benefits of completing the ramp connections are several. They include:

1. Traffic relief to Going Street between I-5 and Swan Island. Going Street presently carries 75 percent of Swan Island traffic creating safety and noise problems for the adjacent neighborhoods.
2. Improved accessibility for Swan Island. Expansion of Swan Island development is of prime importance to the economic growth of the region.
3. Traffic relief to I-5 between the East Fremont and Going Street Interchanges.

Adverse impacts include the capacity and operational safety affect on I-5 south of the proposed Greeley Ramp connections.

### TRAFFIC DEVELOPMENT

Future traffic (1990 average weekday) was computer assigned using the vehicle trip table developed for the CRAG Interim Transportation Plan. This trip table assumed completion of the Greeley Ramps, I-205 and I-505 Freeways and completion of several major transit systems. Approximately 25 percent of 1990 work trips are assumed to use transit service. Peak hour vehicle trips were then developed by comparing the relationship of peak hour to daily volume information.

Employment at Swan Island was assumed to increase from 6,000 today to 8,000 by 1990. However, the Swan Island Transportation Study forecasts an employment of 10,300 after stage I development. <sup>1/</sup> An adjusted increase in peak hour vehicle trips was made to reflect the higher employment forecast.

1/ Swan Island Transportation Study, July 1975.

### CAPACITY ANALYSIS

Adding the Greeley Ramps without increasing the capacity of I-5 produces adverse operating conditions on the freeway.

During the PM peak hour, I-5 is incapable of accepting the high traffic volumes from the Fremont Bridge and Greeley Ramps without producing adverse merging, weaving, and unsafe conditions.

The northbound AM peak hour is not quite as critical since traffic spreads out more evenly during the hour and vehicle arrival rates will be largely controlled by the capacity of I-5 north of the Banfield Freeway. However, adequate weaving distance is necessary between the Broadway on-ramp and the Greeley off-ramp.

To mitigate the adverse affects to I-5, a design proposal was developed to increase the capacity capabilities of I-5. Design improvements consist of:

#### Southbound

1. Add an additional lane from the Fremont-Greeley on-ramps to approximately 1,000 feet south of the Broadway off-ramp.
2. Construct a two-lane off-ramp to Broadway.

#### Northbound

1. Provide a two-lane off-ramp to Fremont Bridge. (Exists)
2. Construct the Greeley off-ramp approximately 750 feet north of the Fremont Bridge off-ramp. A total of 1,800 feet is then available for weaving maneuvers between the Broadway and Greeley ramps.

Figure I illustrates the southbound design proposal including peak hour weave and lane distribution volumes. Figure II shows the same traffic information for the proposed northbound design.

One undesirable aspect of the Greeley on-ramp is the speed reduction of trucks caused by the six percent grade approaching I-5. Truck speeds are calculated at 25 MPH while the Fremont Bridge ramp and I-5 traffic will average about 40 MPH during peak traffic periods. This speed differential, while undesirable, can be safely handled by the additional lane which allows speed adjustments to take place for 1,900 feet prior to the Broadway off-ramp.

J. H. Versteeg  
Page 3  
February 5, 1976

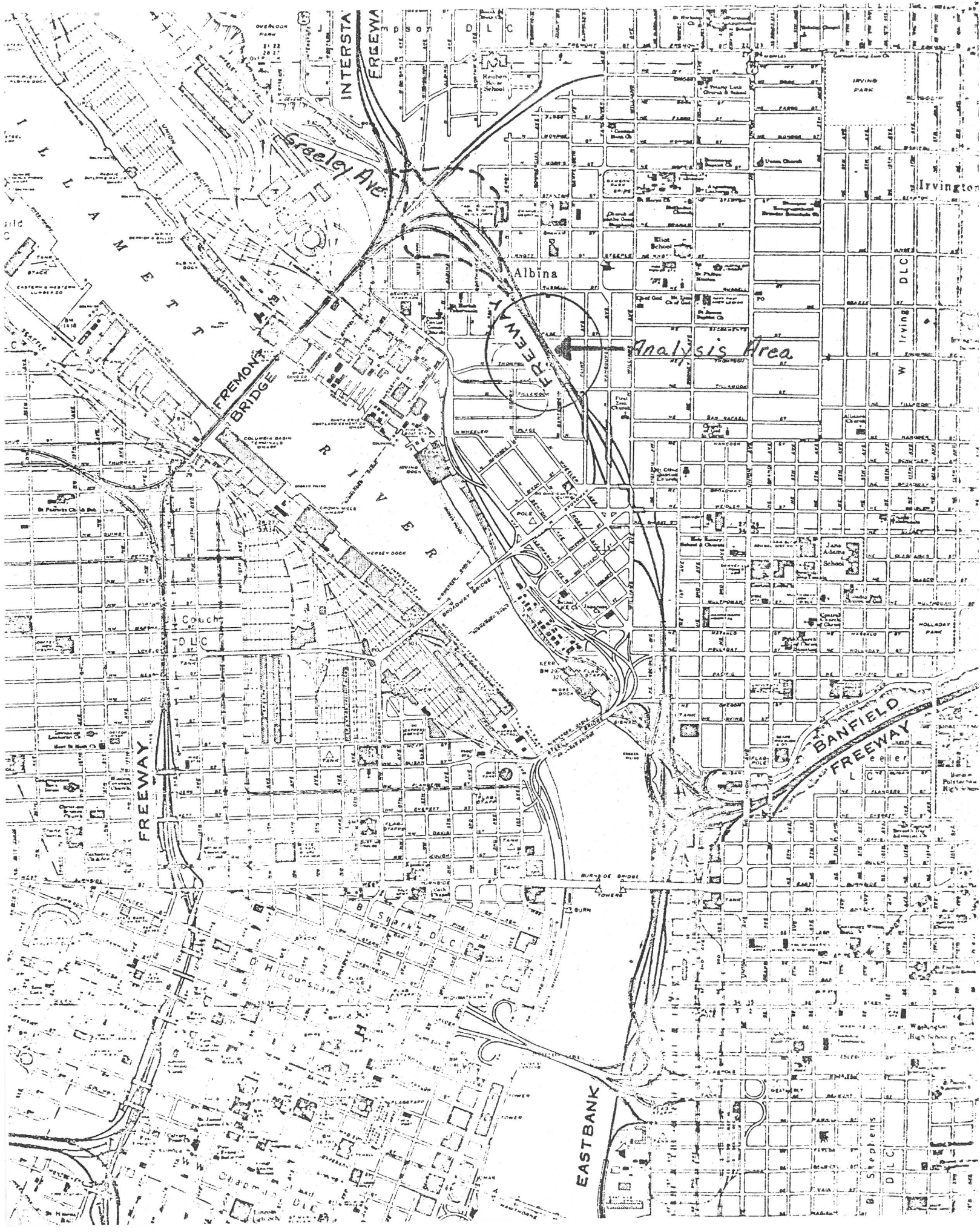
### SUMMARY

The proposed design provides adequate number of lanes and distance to safely accommodate merging and weaving traffic. An acceptable level of service "D" is expected for projected peak hour volumes.

Should work trips use transit at substantially less than the predicted 25 percent rate, then future peak hour volumes on I-5 are likely to be greater than projected by the Interim Transportation Plan. Some means of protecting the peak hour serviceability of I-5 could become necessary. The Greeley ramp traffic could be metered at the Interstate Avenue Intersection to control the traffic volume onto I-5. With this option available, it is recommended that construction of the Greeley ramps be approved. However, the capacity improvement to I-5 is an essential component in arriving at this recommendation.

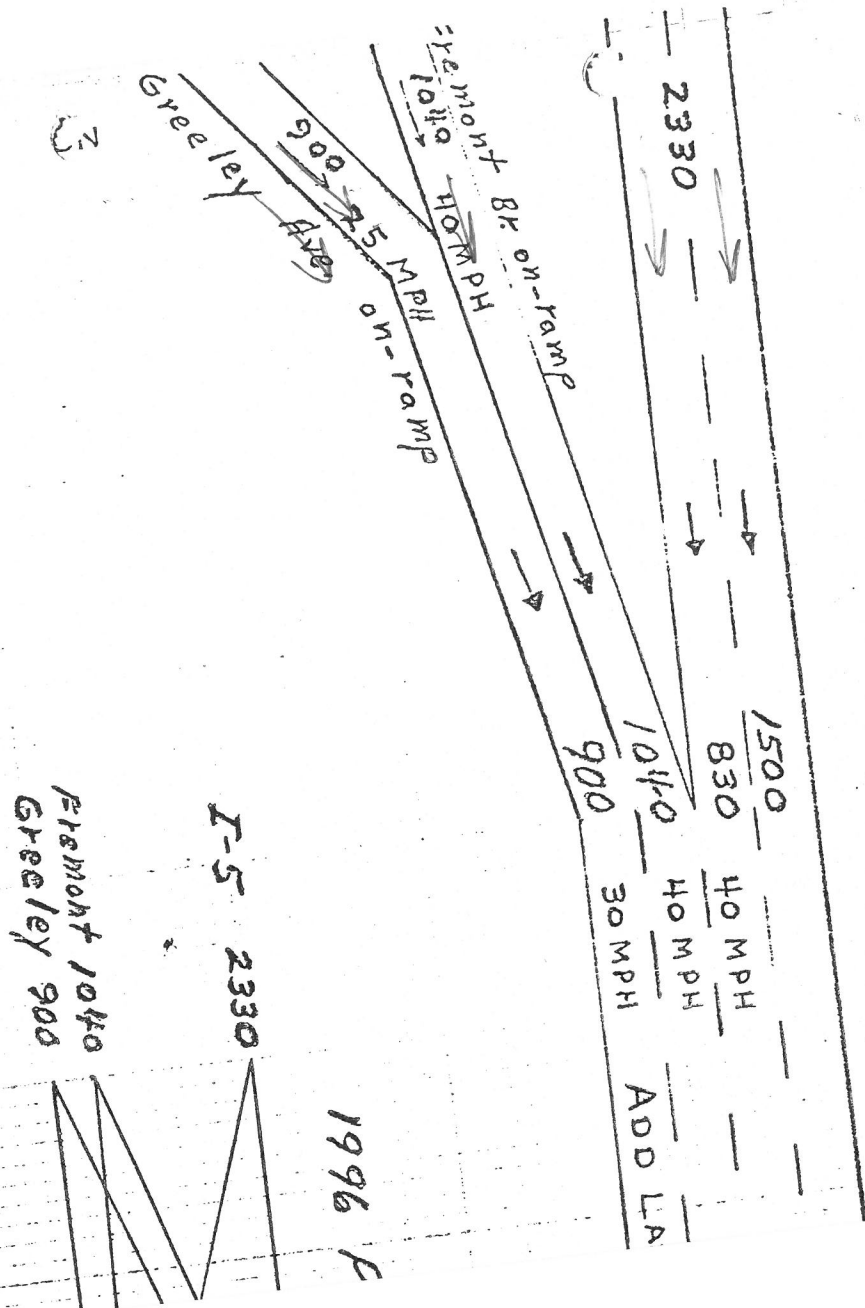
JH:ap  
cc: R. N. Bothman





H  
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U  
C  
C

1000.



GREELEY RAY  
I 5  
NOR

Greeley off-ramp  
900

1950 1460 1390

750'

1996 AM

Fremont 250  
Greeley 200  
I-5 250  
1700



1/28/76

Pin Bill Lind

Comm. McNamara Met with 7 or 8 representatives  
of industries concerned with location of Creek to  
I-5 ramp. She advised them no decision made  
yet and several design alternatives being considered.  
They will select 1 representative to join the  
Island Task Force.

LJ

---

Received engineering drawings <sup>from OSHD</sup> of East end of  
Falmouth Br. so our staff can develop a  
suggestion



OFFICE OF  
THE MAYOR  
NEIL GOLDSCHMIDT  
MAYOR

1220 S. W. FIFTH AVE.  
PORTLAND, OR. 97204  
503 248-4120

January 20, 1976

William B. Bosch  
Vice President  
Superior Machine Products, Inc.  
810 North Graham  
Portland, OR 97212

Dear Mr. Bosch:

Thank you very much for sending me a copy of your letter to Mr. Ed Hunter of the Oregon State Highway Division. From the City's side, this project is being coordinated by Bill Dirker, the City's Transportation Coordination. I noticed that you sent a copy of your letter to Bill, and I am asking that he keep me informed on the discussions as they proceed.

Thank you again for advising me of your concerns.

Sincerely,

A handwritten signature of Neil Goldschmidt, written in dark ink, is located below the "Sincerely," text. The signature is stylized and appears to be "Neil Goldschmidt".

Neil Goldschmidt

NG:awc

cc: Bill Dirker w/a  
Gary Stout w/a



810 NORTH GRAHAM • P.O. BOX 12171 • PORTLAND, OREGON 97212 • 503/288-5766

January 7, 1976

RECEIVED  
JAN 12 1976

MAYOR'S OFFICE

Mr. Ed Hunter  
Assistant State Design Engineer  
State Highway Division  
Salem, Oregon

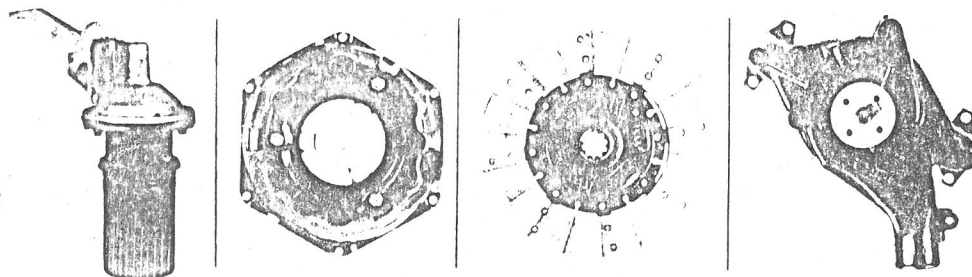
Dear Mr. Hunter:

We have just read the article appearing in the December 28, 1975 Oregonian concerning the proposed Swan Island Freeway access ramp.

In as much as this new ramp design is entirely different than the original ramp we understood was to be built after being recommended by the Swan Island Task Force, we are very concerned over the impact this will have on Superior Machine Products and the neighboring business community.

The Portland Development Commission, the City of Portland, local community leaders and local business concerns, including ourselves, have gone to a tremendous expense of time and money to develop and upgrade this particular northeast area into a stable economic area. Our present 1/2 acre site was purchased from the State of Oregon on the basis that any new freeway ramps would not interfere with our new building, located at 810 N. Graham. In addition, this new design threatens at least four other businesses in the block. It also does not appear to satisfactorily solve the problem of eliminating truck traffic and noise from N. Going Street.

As a result we are requesting that representatives from Superior Machine Products and other affected businesses



More than our name is SUPERIOR



Mr. Ed Hunter  
January 7, 1976  
Page 2

have an opportunity to meet with you to discuss alternatives that will not disrupt the business development in this area.

We appreciate your understanding in this matter and look forward to hearing from you.

Thank you.

Sincerely yours,

SUPERIOR MACHINE PRODUCTS, INC.

*William B Bosch*  
William B. Bosch  
Vice president

gb

CC: Governor Robert Straub

✓ Mayor Neil Goldschmidt

Mr. Charles Jordan

Ms. Connie Mc Cready

Mr. William S. Dirker

Mr. Bruce Boyd

Mr. Harold Hand

A & M Forklift

Avery Plumbing

Oregon Retinners

Willamette Electric

Bill

**SUPERIOR**  
MACHINE PRODUCTS, INC.

810 NORTH GRAHAM • P.O. BOX 12171 • PORTLAND, OREGON 97212 • 503/288-5766

RECEIVED  
JAN 12 1976

January 7, 1976

City of Portland  
Bureau of Planning

Mr. Ed Hunter  
Assistant State Design Engineer  
State Highway Division  
Salem, Oregon

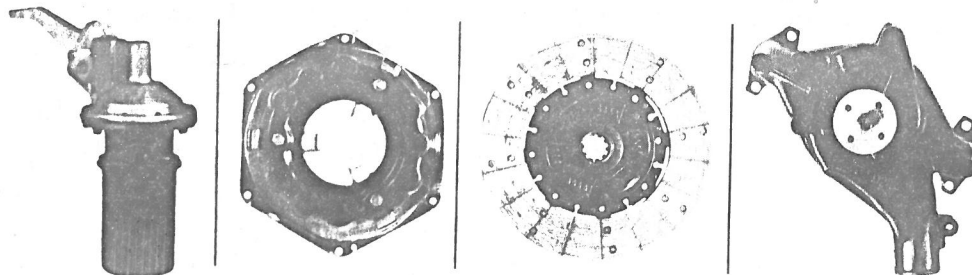
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THE CITY OF  
**PORTLAND**



**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

MEMORANDUM

January 20, 1976

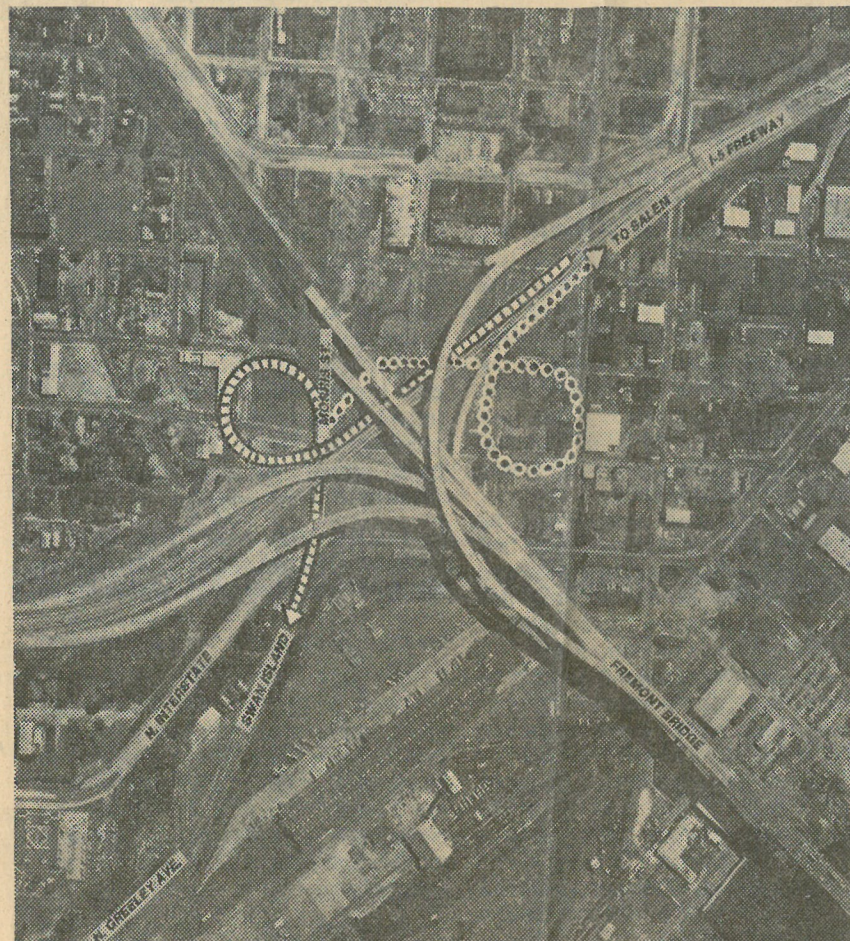
TO: ALLEN WEBER, MAYOR'S OFFICE  
FROM: BILL DIRKER, TRANSPORTATION COORDINATOR  
RE: GREELEY TO I-5 RAMPS

Per your request, here are some key points on this project for your communication with Congressman Duncan.

1. Project Location - map and preliminary engineering project description
2. News Article and photo of current proposal
3. Preliminary Engineering approved by CRAG and City for federal and local funds - total \$240,000
4. Extract from "Swan Island Transportation Study" for Port of Portland.  
P. 14 - Roadway Improvement 4 with Policy D permits full development to 13000 employees (6000 present). Key points is that both projects (Basin-Going grade separation and Greeley Ramps) plus policies are needed. One project not justified without the other and development is really stymied.
5. Results of stymie described in letter of Nov. 20th (attached)
6. Original scheme disapproved by State (see enlarged map) for valid reasons (excessive weave, entering truck speeds too slow).
7. We wish approval to do preliminary engineering on alternate designs to overcome deficiencies of first scheme. Plan is news article is one and there are other possibilities.
8. Disapproval of this request on forecast congestion on Freeway system not just this design, does not seem sound. This growth and traffic will occur at another location and be on the freeway system anyway. In would, in effect, be saying that we are saving freeway capacity for suburb an growth at the expense of central city growth. A logical extension of the system congestion argument will be to resist any growth and impact on the system anywhere.
9. Conclusion - reiterate point 7 above.



# Start of I-5 ramps to ease Swan Island traffic at least 2 years away



**ROUTE PROPOSED** — State Highway Division has proposed ramps to relieve N. Going Street of some truck traffic generated by Swan Island industry. Dotted line marks route trucks would take from Swan Island to points south on Interstate 5 and east on Interstate 80N. Dashes indicate route trucks would take from points south and east of Portland to Swan Island. Traffic between the island and points north would continue to use present N. Going Street and I-5 interchange.

By ED MOSEY  
of The Oregonian staff

SALEM — It will be at least two years before the state Highway Division begins construction of ramps to break the traffic bottleneck between Portland's burgeoning Swan Island industrial area and Interstate 5.

That's the estimate of Ed Hunter, assistant state highway engineer in charge of design. He said the Highway Division will need at least nine months to complete an environmental impact statement if one is necessary.

In addition, drawing up firm designs and obtaining state and Federal Highway Administration approvals will consume time. As a result, the ramps might not be open to traffic until 1979 "at the earliest," Hunter said.

Highway engineers are working on a plan that would take southbound truck and automobile traffic from Swan Island, away from congested N. Going Street, down Greeley Avenue to Interstate Avenue.

There, vehicles would climb a ramp to I-5.

The planners also envision a ramp to take traffic bound north for Swan Island down to Greeley. The southbound I-5 ramp would connect to a stub ramp left dangling on the freeway pending connection to the Rose City Freeway, which was not built.

William S. Dirker, transportation coordinator in the city's Office of Planning and Development, said the Swan Island traffic question has been discussed for nearly 15 years.

"It goes back to the

time when the city was changing Swan Island from a World War II shipyard into an industrial center," he said.

"There were many suggestions about dealing with the traffic, but all of them had defects."

The last such proposals came from the Swan Island task force, a body created when Terry Schrunk was mayor.

The task force, which brought together city officials, developers, industrial leaders and residential representatives, approved a plan that would have taken southbound traffic off Going Street by routing it down Greeley and lifting it to the freeway on ramps.

But highway engineers found the proposal too dangerous in that it did not allow trucks a speedy entrance to I-5 and provided insufficient room for weaving to lanes leading to other ramps.

Meanwhile the trucks continue to travel up and

down Going Street to and from the freeway, and residents of the area persist in objecting to the noise, particularly at night.

The city passed an ordinance requiring truckers heading for the freeway's southbound lanes to use Greeley instead of Going between 11 p.m. and 6 a.m. The route will take trucks onto Interstate Avenue, then to Broadway, past Memorial Coliseum and then to I-5.

Dirker said the city now is preparing to post signs for the route and trucks will be using it within the next few weeks. Although the alternate path to the freeway will take many heavy vehicles off Going, he said, the street "still is going to be noisy."

Teamsters frowned on the alternate route because it requires them to take some sharp turns,

they said.

"Key to the agreement with the route is that these new ramps be expedited," Dirker declared.

The concept behind the ramp plan is that trucks can use Greeley, a lightly traveled road, and hit the southbound lanes of I-5 without maneuvering through a great deal of traffic. At the intersection of Greeley, Interstate and Morris Street, vehicles will head onto Morris and up a looping ramp that will put them on I-5. Swan Island-bound trucks will have an exit loop to Morris and Greeley.

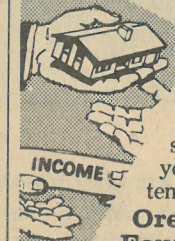
Northbound traffic to I-5 will continue to use Going Street, as will traffic heading south from the freeway to Swan Island.

Dirker said construction of new ramps will speed development of more industry on the

island. Presently, he said, there are 6,000 workers on Swan Island and that number could be increased to 13,000 if better access were provided.

Going Street can handle 3,300 vehicles at peak hours, he said, and traffic could be stepped up to 4,500 if some is diverted to Greeley, as planned.

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You may also take a deduction on your income tax return, and lower your current income tax. For more information write us for the booklet, "Trading Your Property..." No obligation, of course.

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**PORTLAND**



**OREGON**

OFFICE OF  
PLANNING AND DEVELOPMENT

GARY E. STOUT  
ADMINISTRATOR

1220 S.W. FIFTH AVE.  
PORTLAND, OR. 97204

15 January 1975

MEMORANDUM

TO: Mayor Goldschmidt

FROM: Bill Dirker, Transportation Coordinator

SUBJECT: Greeley Avenue Extension

Attachment one, Access Discussion Paper 1/10/75, is a system analysis of access to Swan Island. This indicates that the Greeley extension to I-5 and the grade separation at Basin and Going will bring the capacity to 4500 peak hour vehicles. Without both of these improvements, the capacity will remain at 3300. We have not been able to determine any other combination of development that will raise the capacity above 3300 short of a totally new access, i.e., North Portland Boulevard. A third component of this access development, not yet proposed, is the extension of Greeley down to Mocks Bottom underneath Beth Kaiser Hospital. This will raise the system capacity to about 5800 peak hour vehicles and permit full development of the industrial park. Table 3 of the discussion paper is the main analysis, all the other documents are supporting.

The Task Force will propose action on the companion project, the Basin-Going interchange as soon as the documents are prepared.

We appreciate these projects are coming to the Council ahead of next year's budget. However, attachment 2, an analysis of the CRAG Federal Aid Urban System Funds, indicates it is probably financially feasible. This indicates resources probably available (IV) of about \$10,000,000 and possible commitment (V) of about \$11,000,000. Given the wide variations within the estimates used and time schedules, it seems reasonable to advance this project.

BD:bn  
Attachments a/s



January 10, 1975

MEMO

TO: Swan Island Task Force

FROM: Bill Dirker, Transportation Coordinator

SUBJECT: Access Discussion Paper

The Access Relief Subcommittee will present a report. I offer this paper for carrying forward our discussion on access based on their report.

The balance between access capacity and traffic demand from developed acres is something of a "chicken or egg" proposition. This discussion will try to break into this circle by marginal analysis, i.e. how much access and other benefit do we get for each increment of the system and how much does each cost? Judgement can then be made--is it worth it?

This paper presumes all access will be in the south end of the industrial park. It presumes no access route to the north will be developed in the foreseeable future due to fund limitation (N. Basin Extension, N. Portland Blvd., Tunnel, etc.). The analysis is based on the PM outbound peak hour capacity (not demand).

- Map I Identifies Capacity Restraint Points
- Table I Describes the points on Map I
- Map 2 Identifies present project capacity improvements (II)
- Table 2 Describes the state of improvement to the system
- Table 3 Lists PM peak hour capacity at each restraint point under each improvement state with incremental costs and benefits identified. All data on this table is, at best, a guess and is subject to revision.
- Table 4 Calculates the Capacity of Improvement State V and indicates that full development (600A and 16000 employees) could be undertaken with this plan. Substantial variations from this data are possible, however.

Table 5 Calculates a reasonable directional split of the traffic from Swan Island with improvement State V. This indicates there may be no insuperable restraints and that the plan may be feasible.

WSD:bg

## SWAN ISLAND ACCESS SYSTEM

### CAPACITY RESTRAINTS

TABLE I

Description

- A. Going - Basin Intersection
- B. Going - Over Rail Tracks
- C. Going - Between Greeley and Interstate
- D. Going - Interstate Avenue Intersection
- E. I-5 Subsystem (On = On to I5 From Going)
  - E1 - On Ramp South Bound
  - E2 - On Ramp North Bound
  - E3 - Main Freeway - South Bound
- F. Greeley Avenue Subsystem (On = On to Greeley from Going)
  - F1 - On Ramp South Bound
  - F2 - On Ramp North Bound
  - F3 - Greeley - SouthBound (Actual and Projected Count, PM Peak SB - 500)
- G. Greeley Extension Into Mocks Bottom

Table 2

Improvement State

- I. Before Present Going St. Project
- II. After Present Going St. Project - 1975 - (Map 2)
- III. With Greeley Extension to I5 (+II)
- IV. With Grade Separation at Basin - Going (A) + 2 Lane I5 on Ramps (E1) + III
- V. With Greeley Extension (4 Lanes) (G) to Mocks Bottom + IV.
- VI. With Improved Upper Going (C) + Grade Separation at Interstate (D) + IV



TABLE 3  
ONE WAY PM PEAK HOUR CAPACITY  
(Subject to Revision)

Restraint	<u>IMPROVEMENT STATE</u> (Table 2)					
<u>Point (Map I)</u>	I	II	III	IV	V	VI
A	x2300	x3300	x3300	x4500	4500	4500
B	3000	4500	4500	4500	4500	4500
C	2300	4000	4000	4000	4000	4500
D(1)	2500	2500	2500	2500	2500	4500
E1	1500	1500	1500	2000	2000	3000
E2	1200	1200	1200	1200	1200	1500
E3(3)	5900	5900	5900	5900	5900	5900
E1+E2	2700	2700	2700	3200	3200	4500
F1	1500	1500	1500	1800	1800	1800
F2	500	750	750	800	800	1200
F3(2)	2500	2500	2500	2500	2500	2500
F1+F2	2000	2250	2250	2600	2600	4000
G					3000	
System Capacity	2300	3300	3300	4500	5800 <sup>(5)</sup>	5800 <sup>(5)</sup>
Increment Added -		1000	0 <sup>(4)</sup>	1200	1300	0 <sup>(6)</sup>
System Cost (\$mill)-		\$3.0	\$6.0	\$10.0	\$15.0	\$35.0
Increment Cost -		\$3.0	\$3.0	\$ 4.0	\$ 5.0	\$20.0

TABLE 3

Footnotes

- (1) Signalized intersection of Going and Interstate Blvd. (D) can pass 2000 vehicles East through the signal to I5 South (E1) and North (E2) plus turn 500 onto Interstate Blvd. Total 2500.
- (2) Capacity of Greeley South of Going (F3) is 3000 but we deduct 500 for traffic already on Greeley from the North. This leaves a capacity to accept 2500 from Swan Island. The 500 is conservatively high as actual counts in 1974 are in the 2-300 range and no major development in this area is expected.  
  
This analysis does not consider the capacity of the intersection at Greeley and Interstate Blvd. It is adequate for the Greeley Extension to I5 (III) but may not be for the Mocks Bottom Connection (V).
- (3) This is the total capacity of I5 South of Going without deducting the upstream traffic. A system analysis with and without I205 is necessary to determine what I5 can accept from Going.
- (4) Benefit of Greeley Extension to I5 (III) is not total capacity but is environmental. At least 1000, including large truck volumes, will be diverted from Going between Greeley and Interstate (C).
- (5) See Table 4 and Map 3 for calculation of capacity.
- (6) Benefit of major improvement to Upper Going (C) and Interstate Intersection (D) is environmental, not total capacity. This displaces all residential units and permits installation of noise barriers to protect the remaining residences.

# TABLE 4

## CAPACITY CALCULATION

Improvement State V (See Map 3)

A	4500	
F1	<u>-700</u>	
	3800	
F2	<u>-800</u>	Theoretical, not Demand
C	3000	
D	<u>2500</u>	Actual
	-500	Reduce A by this = 4,000
G	3000	Theoretical
F3	2500	Actual
F1	<u>-700</u>	
G	1800	

$$\text{Total} = 4000(A) + 1800 (G) = 5800$$

This equates to a total employment in Swan Island of about 16,000 and 600 developed acres according to the 1969 access study- See Fig. 41 from that study, attached.



TABLE 5

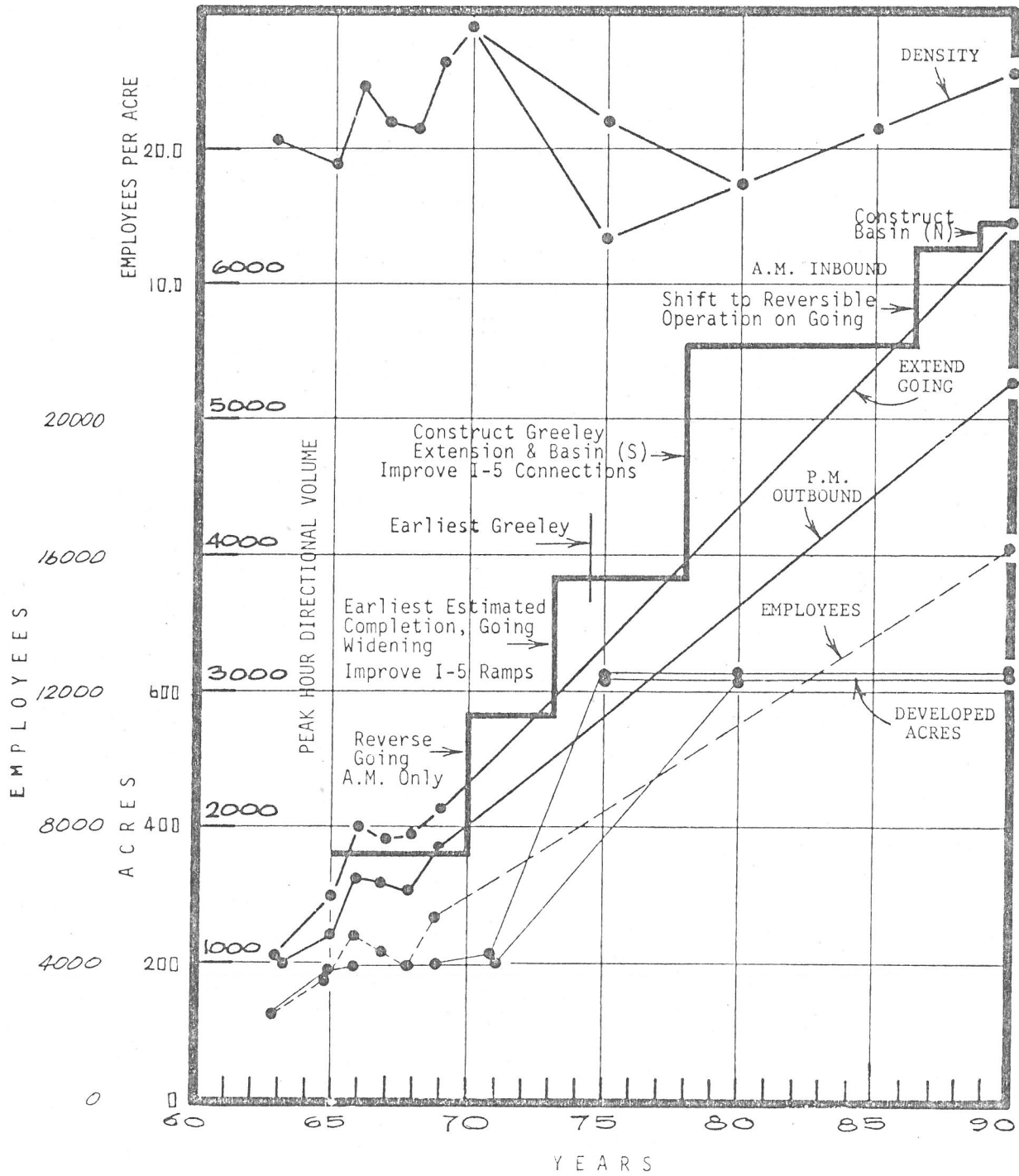
Directional Split Analysis

Improvement State V

Assume	30% North Bound	70% South Bound	
		NB	SB
Total	5800	1740	4060
Via Greeley (G)	1800		1800
Balance Via Going (A)	4000		
North Via E2 <u>Capacity</u>			
		1200	
D (500)		400	
F2 (800)		<u>140</u>	
		1740	
South Via F1 (1800)		700	
D (500)		100	
E1 (2000)		<u>1460</u>	
			2260

STAGE DEVELOPMENT BY NEED  
GREELEY EXTENSION ALTERNATE

Figure 41







MAP 2

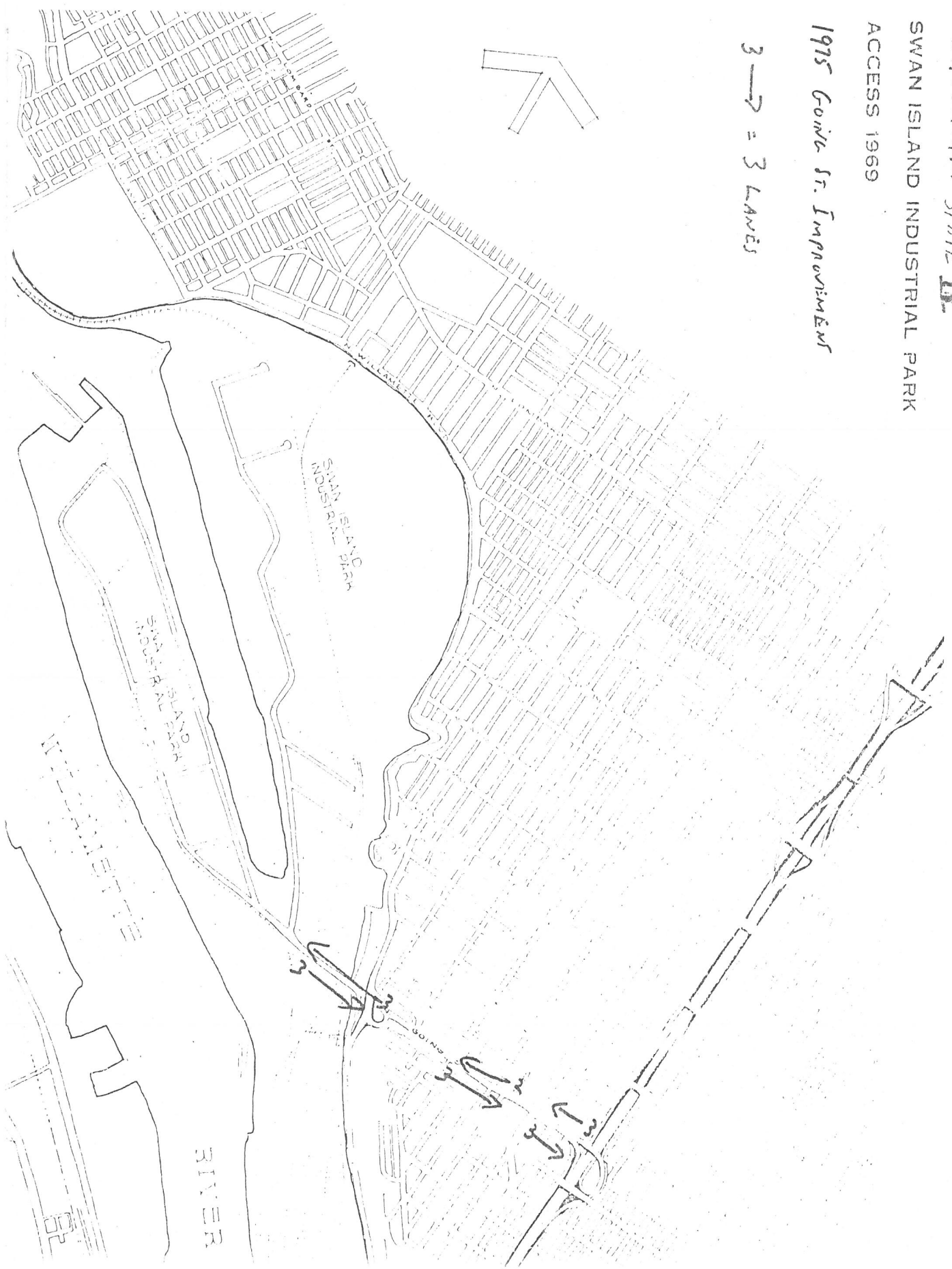
IMPROVEMENT STATE II

SWAN ISLAND INDUSTRIAL PARK

ACCESS 1969

1975 Goide St. Improvements

3 → = 3 Lanes



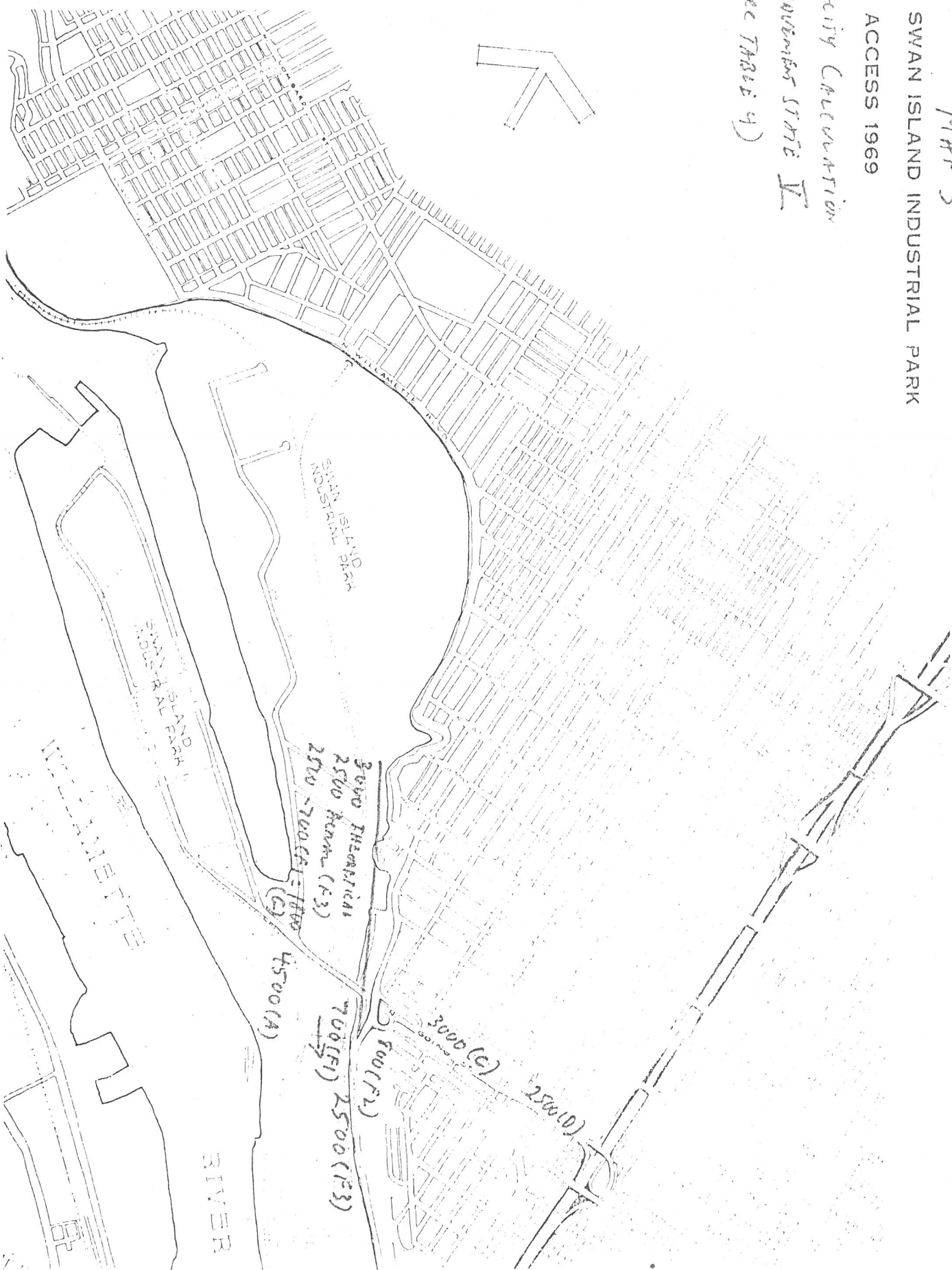
# MAP 3

SWAN ISLAND INDUSTRIAL PARK

ACCESS 1969

CAPACITY CALCULATION  
IMPROVEMENT SITE I  
(See Table 4)

-12-



Federal Aid Urban (FAU) System  
CRAG Region  
Update of 9/3/74 Analysis  
by W. S. Dirker 1/14/75

	(\$000's) Total Funds
I. Allocation through FY '77/78	\$ 16,662
II. Committed to Projects (by State or CRAG)	6,433
Adjustment (Detail Sheet 1)	+ 169
New Total, Sect. II	\$ 6,602
III. A. Total Committed	6,602
IV. Balance Uncommitted	10,060
V. Reserved for Committed Projects	4,982
Adjustment (Detail Sheet 2) Deferred (Detail Sheet 3)	- 3,000
Subtotal	\$ 1,982
A. Adjustment, (Detail Sheet 2) Proposed, Await Action	+ 5,300
Subtotal	\$ 7,282
B. Adjustment (Detail Sheet 2) Not Yet Proposed	4,240
Total Possible Commitment (Other CRAG Members may Propose Additional Projects)	\$ 11,522
VI. OMIT	
VII. A. Portland's Fair Share (\$14,762 X 51%)	\$ 7,529
B. Allocated to Portland	
1. Sect. II - Committed to Date	\$3,176
2. Sect. V - Reserved as Adjusted	\$1,982
3. Sect. VA - Proposed, Await Action	\$5,300
4. Sect. VB - Not Yet Proposed	\$4,240



Total Possible to Portland\*                      \$ 14,798  
\*(includes bus lanes - \$1,350)

NOTE: These numbers include data varying from reasonable estimates to outright guesses. Therefore, the totals should not be regarded as precise.

Changes to Committed Projects (Sect. II)

1.	Foster-Woodstock	
	Total estimate 9/3/74	\$ 1,974,000
	Total per CIP	1,796,330
	Adjustment	- 177,670
2.	Fremont Boulevard	
	Total estimate 9/3/74 - PE	324,000
	Total per CIP	367,300
	Adjustment	+ 43,300
3.	Burnside - Sandy	
	Total estimate 9/3/74 - PE	195,000
	Total per CIP	204,243
	Adjustment	+ 9,243
4.	Halsey	NC
5.	Front	NC
6.	Grand Ave. - Ecap	NC
7.	82nd Signals - Ecap	NC
8.	10 Signals-- Ecap - Action unknown	NC
9.	STS (Program revised total the same)	NC
10.	Allen Avenue	199,000
11.	Johnson Creek - Bell Road	95,000
	TOTAL Adjustments, Sect. II	\$+ 168,873

DETAIL SHEET 2

I. Changes to "Reserved for Construction" (V)

1.	Fremont Boulevard		
	Construction after FY '77/78		-\$1,500,000
2.	Burnside - Sandy		
	Construction after FY '77/78		-\$1,500,000
3.	Halsey		NC
4.	Front		NC
	Subtotal (Adjust)		-\$3,000,000

II. Add New Section VA  
New Proposed Projects - Awaiting Action

1.	Holgate Bridge PE '75/76, '76/77 (no construction programmed until after '77/78)	+\$	250,000
2.	Terwilliger Bridge PE '75/76, '76/77 (no construction programmed until after '77/78)	+	275,000
3.	Terwilliger Boulevard - I-5 to Taylors Ferry PE '75/76 (no construction programmed until after '77/78)	+	76,000
4.	SW Bertha Boulevard		
	PE '75/76		47,500
	Construction		<u>427,500</u>
	'77/78	+	475,000
5.	SW Vermont St.		
	PE '75/76		19,000
	ROW '77/78		<u>19,000</u>
		+	38,000
	(construction programmed '78/79 - \$152,000)		



6.	N. Columbia Blvd. - Burr to Oswego		
	PE '75/76	44,000	
	Const. '76/77	396,000	+ 440,000
7.	N. Columbia Blvd. - Oswego to Rivergate		
	PE '76/77		+ 156,000
	(constr. programmed '78/79 - \$1,404,000)		
8.	SW Barbur Transit Lane '75/76		+ 350,000
9.	Greeley extension to I-5		
	PE '75/76	240,000	
	Const. '76/77,		
	'77/78	<u>3,000,000</u>	<u>+\$3,240,000</u>
	Total Sect. VA - Proposed, Await Action		\$5,300,000

III. Section VB  
New Projects in Process - Not Yet Proposed

1.	Going-Basin Interchange		
	PE '75/76	240,000	
	Const. '76/77,		
	'77/78	<u>3,000,000</u>	
	(no City funds)		+\$3,240,000
2.	Banfield Bus Lanes (w/o overlay) '75/76		500,000
3.	Sunset Bus Lanes '75/76		<u>500,000</u>
	Total Sect. VB, in Process, Not Yet Proposed		\$4,240,000

DETAIL SHEET 3

Construction Deferred until FY '78/79 and '79/80 on projects initiated within Program of Federal Highway Act of 1973. Last date funds authorized by this Act can be obligated is 6/30/78.

	Total funds (\$000's)
1. Fremont Boulevard	\$ 1,500
2. Burnside - Sandy	1,500
3. Holgate Bridge	2,250
4. Terwilliger Bridge	2,475
5. Terwilliger Blvd., I-5 to Taylors Ferry	304
6. SW Vermont Street	152
7. N. Columbia - Oswego to Rivergate	<u>1,404</u>
	\$ 9,585

The funds for the construction listed above must come from future appropriations. Current level of FAU funding is about \$3.8 million per year for CRAG Region.

Developed for the Committee by Bill Dirker 9-3-74  
FEDERAL AID URBAN (FAU) SYSTEM - FISCAL ANALYSIS - CRAG REGION

(\$000's)

23 USC 118  
Must be obli-  
gated by

I. CRAG REGION ALLOCATION

	<u>FED FUNDS</u>	<u>FED %</u>	<u>TOTAL FUNDS</u>	
FY 72 - (Per OSHD Report 6/3/74)	\$ 608	64	\$ 950	6/30/74
FY 73 - " " " "	608	64	950	6/30/75
FY 74 - " " " "	3,780	78	4,846	6/30/76
FY 75 - " " " "	3,867	78	4,958	6/30/77
FY 76 - (Per FED Hiway Act '73 - Same as FY 75 nationally)	3,867	78	4,958	6/30/78
(A) TOTAL AVAILABLE	<u>\$12,730</u>		<u>\$16,662</u>	
(B) TOTAL SUBJECT TO FED HIWAY ACT '73 (FY 74, 75, 76)	11,514		14,762	

II. COMMITTED TO PROJECTS

<u>PROJ. NO.</u>				<u>AMOUNT OBLIGATED</u>		
				<u>AS OF</u>	<u>FED</u>	<u>TOTAL</u>
1073	Foster-Woodstock (Per OSHD Report 6/3/74)	\$ 1,274-1,216 @ 64	\$ <del>1,897</del> 1,900			
		- 58 @ 78	77 74			
1017	Kerr Road " " " "		\$ 1,974	8/30/74	\$1,274	\$1,974
	(NOTE 1)	1,405	1,800	" (EST)	200	256
M5025	Car Pool (Per OSHD Report 6/3/74) (NOTE 2)	225	250	"	225	250
1173	Front Ave. - PE	51	65	"	51	65
	(A) IN PROGRESS	<u>\$ 2,955</u>	<u>\$ 4,089</u>			
5026	Halsey - PE - OK by OTC 6/26/74	12	15	"	12	51
2029	Fremont Blvd - PE - OK by OTC 8/28/74	253	324	"	253	324
1113	Burnside-Sandy-PE- OK by OTC 8/28/74	152	195	"	152	195
	(B) APPROVED - NOT IN PROGRESS	<u>\$ 417</u>	<u>\$ 534</u>			
	(C) TOTAL COMMITTED BY STATE (A+B)	\$ 3,372	\$ 4,623		<u>\$1,167</u>	<u>\$2,905</u>



	FED FUNDS	FED %	TOTAL FUNDS
ECAP 1 Grand Ave. - 23USC142(d) Transfer to Primary Extension	\$ 193,175	78	\$ 250
ECAP 2 82nd Signals- " " " " "	178	78	228
ECAP 3- 10 Signals	392	78	502
12 STS-Mixture of 23USC104(a)(2), (c), (d), 142(g) (NOTE 2)	647	78	830
(D) APPROVED BY CRAG BOARD, IN PROCESS TO OTC	\$ 1,400,142		\$ 1,810
(E) TOTAL COMMITTED BY CRAG (C&D)	\$ 4,772,478		\$ 6,433

III (A) TOTAL COMMITTED (IIE)	\$ 4,772,478		\$ 6,433
(B) LESS PRE FED HIWAY ACT '73	1,216		1,897,190
(C) TOTAL SUBJECT TO FED HIWAY ACT '73 SEC 157 (23USC150)	\$ 3,556,356		\$ 4,536,453
(D) PORTLAND'S FAIR SHARE - 51 percent	1,830,182		2,310,231
(E) PORTLAND'S ALLOCATION - COMMITTED TO DATE	2,477,234		3,204,330

IV. <u>BALANCE UNCOMMITTED (I(A)-II(E))</u>	7,958,796		10,229
---------------------------------------------	-----------	--	--------

V. RESERVED FOR CONSTRUCTION OF COMMITTED PROJECTS

1072 Front Ave.	\$ 1,200,120		\$ 1,542 - incl. Storm drain-500
5026 Halsey	226		290 - incl. Storm drain-100
1113 Burnside-Sandy-Final Design	59		75
1113 Burnside-Sandy-Constr. <i>R/W (500,000 R/W; 1,000,000 CONSTR.)</i>	1,170		1,500
2029 Fremont Blvd. - Final Design	59		75
2029 Fremont Blvd. - Constr. <i>R/W (500,000 R/W; 1,000,000 CONSTR.)</i>	1,170		1,500
TOTAL RESERVED - ALL PORTLAND PROJECTS	\$ 3,884,386		\$ 4,992,482

VI. (A) BALANCE UNCOMMITTED (IV)	\$ 7,958,796		\$ 10,229
(B) PORTLAND'S FAIR SHARE - 51 percent	4,000,405		5,200,527
(C) RESERVED FOR PORTLAND (V)	3,884,386		4,992,482
(D) ADDITIONAL DUE PORTLAND	116,166		208,235
(E) BALANCE AVAILABLE (A-B)	3,958,394		5,029,502

Additional Corrections as of 9-6-74

Foster- Woodstock	\$ 1,184,000		
Johnson Creek Blvd & Bell Road	74,100		95,000
ALLEN BLVD., BEAVERTON - APPROVED CRAG; IN PROCESS TO OTC.	155,000		199,000
Approved by OTC 8-29-74			

Portland Allocation			
Committed to date (III(E)-90,000 F-W CORRECTION) -	\$2,367,000	2,250,000	2,834,615
Balance available to the CRAG Region (VI E + 90,000 F-W - 74,000 Johnson Cr - 155,000 Allen Blvd) -	\$3,974,000	3,755,000	4,814,103

WSD:9/3/74

NOTE 1-Assumes Foster-Woodstock uses all available FY72,73 money first (64% FED)-A conservative assumption for Portland as Kerr Rd. should partially come under this ratio.

NOTE 2- Car Pool charged 100% as Portland Project Although undetermined part lies outside Portland. On the other hand, none of STS Project charged to Portland although all 5 corridors extend into city.