

THE CITY OF
PORTLAND



OREGON

CONNIE McCREADY
MAYOR

OFFICE OF
PLANNING AND
DEVELOPMENT

BUREAU OF
PLANNING
424 S.W. MAIN ST.
PORTLAND, OR 97204

FRANK FROST
ACTING DIRECTOR
248-4253

CODE
ADMINISTRATION
248-4250

LONG RANGE
PLANNING
248-4260

SPECIAL
PROJECTS
248-4509

TRANSPORTATION
PLANNING
248-4254

January 29, 1980

MEMORANDUM

TO: Cowles Mallory, OPD

FROM: Karen Baldwin, Special Projects

K.B.

SUBJ: Banfield Corridor Master Planning Program

We have received informal notification from the Tri-Met staff that Peter Cass has reversed his earlier decision and Tri-Met will apply for the UMTA Corridor Master Planning Grant. We also understand Rick Gustafson of METRO will be inviting Mayor McCreedy to a breakfast meeting sometime in the next two weeks to discuss the detailed jurisdictional responsibilities for the grant. I would like the opportunity to attend that meeting with the Mayor and brief her on the issues in advance.

Please let me know when the breakfast meeting is scheduled.

Thank you.

KB:LW:sa

cc: Frank Frost

OFFICE OF PLANNING
& DEVELOPMENT

JAN 30 1980

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29 January 1980

MEMORANDUM

TO: Cowles Mallory, OPD Administrator
Frank Frost, Planning Director

FROM: *SP* Steve Dotterrer, Chief Transportation Planner

RE: Proposal for LRT Subway on Morrison Street.

At the recent City Council hearings on the Cadillac-Fairview project, a proposal for an LRT Subway under Morrison St. from First to Sixth Avenues was presented by Citizens for Better Transit. As you requested, I have reviewed their proposal. This report discusses the subway proposal in relation to the Downtown Plan, Cadillac Fairview and the Historic Districts; governmental review and approval procedures; LRT and street traffic operations; and construction costs and problems. Based on this review, I would recommend against further consideration of this specific subway proposal, although an LRT subway could usefully be considered in long-term LRT planning for the downtown.

Downtown Plan

The proposed Morrison Street subway is contrary to the general concept of the Downtown Plan. The Downtown Plan is based on the concept of a north-south axis of regional access with the greatest density of office uses located along that axis (see attached concept plan). As distance increases from that axis, the intensity of land uses declines. This concept provides protection from excessive development pressure for the Yamhill and Skidmore-Old Town Historic Districts east of the office corridor and the AX zone housing area west of the office corridor. The downtown concept was reaffirmed in Council Resolution 32450, which selected the cross-mall downtown alignment for the Banfield LRT.

The subway proposal assumes, because of the level of investment required and the capacity provided, that future regional LRT corridors will use and extend the Morrison St. subway. As LRT becomes the major mode of regional access, an east-west downtown

axis for LRT would be created, violating the intent of the Downtown Plan. Regional multi-corridor, LRT transit access, with the resulting development pressures would become permanent in the Skidmore-Old Town Historic Area and perhaps for the Yamhill district, depending upon the location of transit stations. If the Sunset alignment is selected for the Westside Transitway, it will have a similar influence on the AX Zone. By setting up a strong east-west transit axis, the subway proposal also makes more difficult the use of the Multnomah-Macadam alignment for the westside or a future southern transitway. Additionally, it requires transfers from the regional system to reach both PSU and the Auditorium area office concentration. It would provide regional transit access where the Downtown Plan does not encourage such access and it would ignore two areas of the downtown which require good regional transit access if the City is to achieve its overall transit, air quality and environmental objectives for the Downtown.

The proposed subway does provide extremely good transit access for the Cadillac-Fairview development. It provides the opportunity for very close integration of transit service and downtown land uses, to the benefit of both. This is definitely supportive of several Downtown Plan objectives. In particular, it would allow transit patrons to directly access the retail shops and other facilities of Cadillac-Fairview (and existing adjacent developments such as Meier and Frank and J. C. Penney). North-south subway proposals on 4th or 5th, two of the alternatives which the Mayor has requested for study by METRO as part of the Westside Corridor Study, would serve these purposes equally well.

Governmental Review and Approval Procedures

The decision to build an LRT subway in the downtown would require a new series of approvals from local governments, Tri-Met, METRO and U.S.DOT. This would require the preparation of a supplemental EIS, a review and discussion period for the public, particularly the downtown interests involved in the previous discussions, and a new downtown LRT alignment decision by the City Council. Because a decision to build a cross mall subway is a radical departure from the basic Downtown Plan strategy, this process would be likely to require revisions to the land use and zoning elements of the Plan and require approximately one year. U.S.DOT is unlikely to allow construction to begin on any element of the system if such an important and expensive element as the downtown alignment remains unresolved. Therefore, the decision to proceed with an analysis of the LRT subway would delay opening of the entire project until 1986. This would add substantially to overall project costs and frustrate the regional objectives to begin LRT trunk line transit service and provide additional, non-CBD bus service as soon as possible.

LRT and Traffic Operations

The availability of a subway in the downtown could substantially improve both LRT and traffic operations. Surface LRT operations require either the reservation of a lane for LRT or restricted auto use of that lane, special signal timing provisions, and controls on vehicular turning movements. With a subway, traffic operations can continue unchanged.

A subway also offers several distinct advantages for LRT. Because trains would not be limited by the 200 foot downtown block, three and four car trains could be operated - increasing system capacity and reducing the number of drivers per employee and thus reducing operating costs. The underground stations could also have high-level platforms - avoiding step access to the cars, reducing boarding time and improving handicapped access. Additionally, waiting passengers would not be occupying street-level sidewalk space, providing a better pedestrian flow on the street and an all-weather environment for waiting passengers.

These transit and traffic advantages of a subway apply only where the rest of the system allows for compatible operations. The Morrison Street subway proposal does not provide for these compatible operations. Surface operations on 1st Ave. and N.E. Holladay Street will require that trains be limited to two cars in order to avoid blocking intersections. The surface LRT operation on 1st Ave. will mean that the traffic advantages will occur only in one portion of the downtown area. Finally, because the subway stops at 6th Ave. rather than continuing to 11th, transit patrons will need to make additional transfers to buses or walk greater distances. This will increase passenger loadings of the buses and pedestrian activity on the streets in that portion of the downtown which is already the most intensively used.

Cost and Construction Problems

The construction problems associated with surface LRT and subway LRT alignments are different, but the subway problems do not seem insurmountable. For the surface LRT, construction problems are expected to be similar to those associated with the Transit Mall. For the subway, the problems are expected to be similar to those associated with construction of building basements. In this case, however, the underground construction is approximately 1300 feet long. Tri-Met staff was unable to estimate the exact nature of these problems without soil borings and detailed utility information. Based on construction experience in the area, however, water problems are likely to occur. While extra problems do occur with subway construction, the main problem would seem to be lack of knowledge.

No cost estimates for the cross-mall subway have been made by either City Public Works or Tri-Met staffs. However, it is clear that the total public

construction costs for a subway would be higher than for the approved surface alignment. The surface alignment for 1st Avenue south of Everett St., Morrison and Yamhill between 1st and 11th Aves. and a one block portion of 11th Avenue is currently estimated at \$11.22 million. Of this total, \$1.2 million is for trackwork, \$2.99 million is for utility relocation and \$1.88 million is for street reconstruction. This estimate demonstrates that the construction of the trackage itself is a relatively minor part of overall costs.

The subway alignment is approximately two thirds the length of the approved surface alignment. If the costs of trackwork and street reconstruction were reduced one-third, the cost reduction would be approximately \$1.1 million dollars. A six block subway with a mezzanine over these blocks could not be built for \$1.1 million, and the cost is likely to be far higher. For the purpose of this estimate it is assumed that the utility relocation costs are approximately the same. While less relocation of near-surface utilities would be required with the subway alignment, the Morrison Street sewer line, which is at approximately the same elevation as the mezzanine, would require complete relocation. It is also assumed that the station construction cost savings are about equal to the extra costs of escalators, stairs, elevators and other special features required of underground transit operations. Additionally, right-of-way costs for the 11th Avenue terminal and the block at 1st and Morrison are assumed to be equal. Finally, subway construction for the Banfield would require a commitment to a subway for the westside or future transit-way corridors, increasing future funding requirements.

Based on construction costs alone, the subway alternative will be more costly than the approved surface alignment. As the Cadillac-Fairview proposal is based on the premise that construction in the public right-of-way would be at the City's expense, it seems inappropriate to speculate on the company's willingness to pay the extra costs of a subway.

In addition to the direct construction costs, the procedural delay previously mentioned would add approximately \$2 million per month to the total Banfield project due to construction cost inflation.

Conclusion

The Morrison Street Subway proposal should not be pursued further. The subway has several operational advantages both for transit and traffic and could reduce the environmental and economic impacts on the Yamhill Historic District. The construction of the cross-mall subway, however, would be contrary to the City's objectives as it would establish a pattern of transit service at odds with the Downtown Plan, and increase the long-term environmental and economic pressures on the Skidmore/Old Town Historic District. Tri-Met's regional transit objectives would also be compromised by the subway proposal as it would cause a substantial delay to the project and increase overall project costs. The Morrison

29 January 1980
Page 5

Street subway proposal responds well to the opportunity presented by the Cadillac-Fairview development, but does so at the expense of City and regional transit objectives. As future LRT planning is undertaken, subway proposals which better meet City and regional objectives should be studied carefully, but the current subway proposal should not be pursued.

SD:db

cc: Donald McDonald
Paul Bay
Karen Baldwin
Michael Fisher

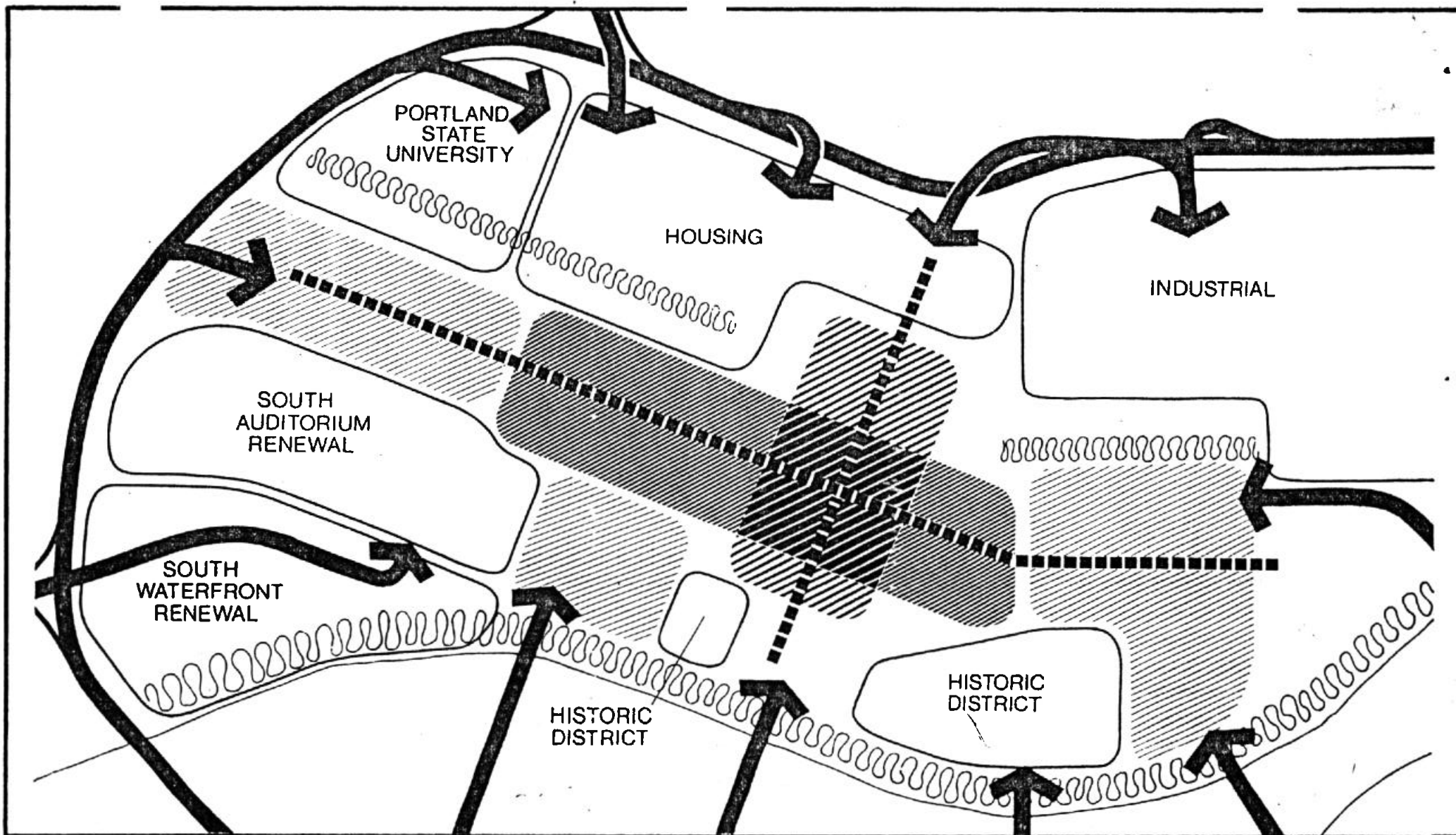


figure 1

DOWNTOWN PLAN CONCEPT

TRANSPORTATION
SECTION

north →

PORTLAND
BUREAU of
PLANNING

1" = 1000'



RETAIL CORE



MAJOR OFFICE
CORRIDOR



MEDIUM DENSITY
OFFICES



MAJOR VEHICLE
ACCESS



MASS TRANSIT



MAJOR OPEN SPACE

TRI-COUNTY
METROPOLITAN
TRANSPORTATION
DISTRICT
OF OREGON



TRI-MET

4012 SE 17th AVENUE
PORTLAND, OREGON 97202

Frank,

*Please have Steve
handle this for
me.*

Thanks

January 25, 1980

Calder

Cowles Mallory
City of Portland
Office of Planning & Development
406 City Hall
1220 S. W. Fifth Avenue
Portland, Oregon 97204

Dear Mr. Mallory:

At this point we are now ready to initiate the light rail preliminary engineering on the Steel Bridge/Holladay Street segments. Of particular concern are the designs for the Bridge and its approaches, driveway access on Holladay, and cross street closures on Holladay.

Tri-Met plans to set up a Technical Advisory Committee consisting of the affected agencies and bureaus for the resolution of outstanding issues.

Would you kindly assign staff from the Bureaus of Planning, Traffic, and Streets and Structures to participate in this activity.

Yours truly,


D. L. MacDonald
Light Rail Transit Project Director

DLM/d

OFFICE OF PLANNING
& DEVELOPMENT

JAN 29 1980

CONNIE McCREADY
MAYOR



CITY OF PORTLAND
OREGON

ROOM 303 - CITY HALL
PORTLAND, OREGON 97204

OFFICE OF PLANNING
& DEVELOPMENT

DEC 31 1979

December 27, 1979

Gerald Drummond
President
Tri-Met Board of Directors
4012 SE 17th
Portland, Oregon 97202

Dear Gerry:

Thank you for your letter of December 18th, clarifying Tri-Met's policy regarding regional land use planning. I concur with your position that the local jurisdictions have the leadership responsibility in the Corridor Master Planning Program with Tri-Met serving in a supportive and advisory role. The City of Portland wishes to undertake a lead role in local planning efforts, as evidenced by current city planning programs including the Comprehensive Plan, Hollywood Circulation Plan and the Downtown Parking and Circulation Policy, all of which effect the Banfield Transitway Project.

The City Council has made many significant commitments to implement the Banfield Light Rail Project. Those decisions were predicated upon the notion that the land use planning element of the project will provide a framework for policies and plans to establish new development opportunities for Portland. As I stated in my letter of November 30th, I see this planning effort as a vehicle to realize forward looking development strategies that will serve Portland's planning objectives and effectively reinforce the region-wide light rail transit investment. It is imperative that the investment made in the transportation system be coordinated and supported by a corridor-wide planning function.

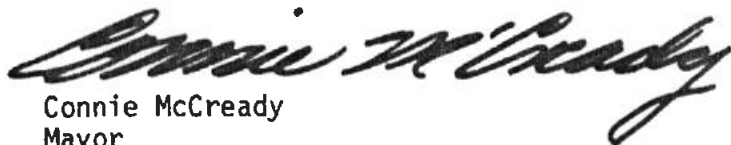
However, I request you reconsider your position that Tri-Met not even apply for the federal grant monies available for the land use planning activities around station sites within the Banfield Corridor. Four facts argue strongly for Tri-Met making application:

- 1) The City of Portland is not certified with UMTA to secure grant monies for transportation planning activities and to do so would require an inordinate amount of time and delay.
- 2) Coordination between the planning, engineering and land acquisition portions of the Banfield Transitway project is essential to its success and utility. Without these important segments of the project carefully timed, development opportunities may be lost.
- 3) We are now three fourths of the way through the schedule outlined originally at the initiation of this planning program. Tri-Met made commitments very early on in the process to the application submission date of January 1, 1980 to request UMTA for the necessary grant monies for the corridor master planning effort.

- 4) Tri-Met's adopted land use planning policy does not preclude your acting as a pass-through for planning grant monies from UMTA. No direct responsibility for the land use planning element of the project would be required of Tri-Met.

Thank you for your reconsideration of this position. I am convinced that we can continue to work together to support our joint objectives for an efficient regional transit system.

Sincerely,



Connie McCready
Mayor

CM:LW:sa

cc: Rick Gustafson, Executive Director, METRO
The Honorable Dennis Buchanan, Multnomah County
Burke Raymond, City Manager, Gresham
Cowles Mallory, Office of Planning and Development
Frank Frost, Acting Planning Director
Karen Baldwin, Chief Planner
Steve Dotterrer, Chief Planner
Peter Cass, General Manager, Tri-Met
Paul Bay, Director, Planning and Development, Tri-Met
G.B. Arrington, Project Coordinator, Tri-Met

File

AGENDA

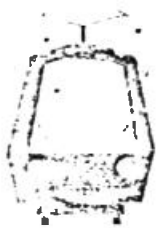
BROWN BAG LUNCHEON WITH SECRETARY GOLDSCHMIDT--
STATUS OF MAJOR TRANSPORTATION PROJECTS IN THE REGION

Wednesday
1:00 p.m.

February 20, 1980

Participants: Mayor Connie McCready; Don Clark; Gerard
Drummond; Tom Walsh; Rick Gustafson; Cowles
Mallory; Peter Cass; Bob Bothman; Denton Kent;
Charlie Williamson

1. Banfield Transitway Project
2. West Side Transitway Project
3. Eastside and Westside Corridor Development Projects
4. McLoughlin Project
5. I-5 Bi-State Task Force
6. Regional Transportation Plan



Banfield Light Rail Project

RI-MET 4012 SE 17th Ave., Portland, OR 97202

PROGRESS REPORT ON BANFIELD LIGHT RAIL TRANSIT PROJECT

February 19, 1980

The Banfield Project is currently under Preliminary Engineering and Design (second phase) and the Final Environmental Impact Statement has been completed in a draft, unabridged form. This draft of the FEIS has been reviewed by both the federal agencies (UMTA and FHWA), and by ODOT and Tri-Met for technical content. Several sections are being rewritten as appropriate, the whole is being substantially condensed to a more readable format. The FEIS is still scheduled for completion on the target date, and is scheduled for submission on April 1, 1980.

The Preliminary Engineering and Design Work has progressed as follows:

1. Civil Engineering

The alignments and grades for the Light Rail line along the Banfield and I-205 segments have been settled and are now in ODOT's processes for integration with the highway sections of the Project. From this point onward, minor adjustments may be made to fit into ODOT's designs, but these should not materially affect the LRT design until the final engineering stage. Responsibilities for these designs, reports, and cost estimates (including the ramps and the roadway overpasses) have been clearly assigned between the consultants and ODOT.

The Light Rail alignments and track designs in the downtown sections along First Avenue, Morrison Street, Eleventh Avenue, and Yamhill Street are being developed with the several utilities involved and the City of Portland technical staffs (particularly with the Bureau of Streets and Structures). These designs are progressing toward minimizing the relocations of utilities and street reconstructions necessary, and the results as now indicated are very encouraging.

Work has also started in determining the alignments along Holladay Street from the Banfield to the Steel Bridge, and the ramps to the east and west ends of the Steel Bridge. A Technical Advisory Committee involving the City of Portland Planning, Traffic, and Streets staffs with Tri-Met and ODOT has been established to coordinate this design work.

2. Vehicles and Systems

The consultants are working closely with Tri-Met staff developing performance requirements and basic specifications for the vehicles, signals and communication system, the electrification system, and the shops and yards facilities.

The proposed method to obtain bids for the vehicles is to follow a "two-stage" process (similar to that being used for the Buffalo, New York light rail system). Briefly, this method involves the preparation of a basic specification outlining the performances required and certain requirements established for this equipment. This will be sent out as a "request for proposals" to various manufacturers (probably this fall), who will be expected to submit proposals covering vehicles which have a proven service record and which they deem to be suitable to our requirements. These proposals would then be investigated individually, and would be qualified as suitable to meet these requirements, or not, as the case may be. Subsequently, bids would be invited on such "qualified" vehicles, reviewed, and awarded (probably by the Spring of 1981). This process would appear to assure this project of obtaining suitable vehicles with proven operating experience at competitive bid prices.

3. Citizen Involvement, Right-of-Way, and Station Designs

An extensive program of neighborhood workshops, and meetings with individuals along the route is underway. To this point, approximately one-half of the line has been covered with current activities concentrating along the East Burnside segment from 97th Avenue through 202nd Avenue. It now appears that the inclusion of several additional, strategically located crossing-intersections will substantially reduce much of the earlier "out-of-direction" movements occasioned by constructing the light rail line in Burnside Street; and is moderating a great deal of the local residents' and businesses' opposition to the Project as initially proposed (yet without seriously jeopardizing the operational and safety aspects of this line).

4. General Management and Administration

Perhaps of greatest significance to the ongoing progress of the Project has been the preparation of an initial draft for the grant application covering final engineering and construction of the Project. This will form the basis of early negotiation with the Amalgamated Transit Union relative to the operation of this line, and for the scheduling of grant funds in the next fiscal year.

Subsequently, work is expected to commence soon on the drafting of "requests for proposals" for the final engineering works expected to follow this preliminary engineering phase, and for the management information system to be used in controlling the cost accounting and work schedules for the construction phase of the Project.

WESTSIDE TRANSITWAY PROJECT

BACKGROUND: Metro's analysis underlying the draft Regional Transportation Plan indicated significant mobility problems in the transportation corridor between the Beaverton area and Portland. It has been demonstrated that a fixed guideway transit project would significantly respond to corridor problems by attracting a large number of the trips creating the problems in the corridor. As a result, the Metro Council designated the westside radial corridor as a priority for development of a major transit project. Metro has also shown that, even with the construction of a high-type transit project, mobility problems will likely occur particularly on the Sunset Hwy., Barbur Blvd., I-5 South and on many arterial highways in the Beaverton area. In addition to reserving Interstate Transfer funds for the development of the Westside Corridor project, funds from a separate reserve of Interstate Transfer funds are being established to support projects relating to the corridor projects.

CURRENT STATUS: A steering committee of top elected and appointed officials has been established to oversee the conduct of the Westside Corridor Study. UMTA has completed a review of the Metro analysis and has concurred that a detailed analysis of alternatives (including engineering/DEIS studies) is appropriate in the corridor. In addition to "no-build" and "expanded bus service" options, three fixed-guideway options between Portland and just west of Beaverton (LRT via Sunset, LRT via Macadam/Multnomah Blvd., and a busway via Sunset) are being evaluated. A number of highway improvement opportunities have been identified and are being evaluated. A detailed work program for the alternatives analysis is currently being written.

NEXT STEPS: The detailed work program will describe planning activities over the next 15 months. This work program, expected to be approved by the Metro Council in March, will specify efforts to: 1) estimate the impacts of the Westside transitway options (including the preparation of the DEIS) and 2) identify and evaluate highway and transit service improvement options which would complement the transitway project and respond to outstanding corridor mobility problems. This work would provide a basis for selecting the preferred transitway option as well as other corridor projects.

WO:pj
2/20/80

EASTSIDE TRANSIT STATION AREA

PLANNING PROGRAM

BACKGROUND: In just five years, Banfield light rail transit (LRT) project will result in a 15 mile operating transit line with 25 stations within the most densely developed urban corridor in Oregon. The effects of the Banfield light rail transit system will not be limited to transportation impacts. The system will have the potential to affect landuse patterns, environmental quality, urban form and design. The vehicle to balance these often divergent concerns is the Transit Station Area Planning Program.

Local jurisdictions along the Banfield light rail transit corridor have provided a framework to reinforce the link between transit and landuse by increasing the intensity and density of development along designated corridors and around light rail stations through their comprehensive plans. Yet the level, scale, and detail of landuse planning activities necessary to prepare for light rail are necessarily beyond the "broad brush" of traditional comprehensive planning. The Transit Station Area Planning Program has been conceived as an additive process designed to build on the policy framework and extensive data base of local comprehensive plans with an eye toward implementation.

CURRENT STATUS: The aim of the program is to identify how transit stations can affect the development, re-development or conservation of neighborhoods. The program will be carried out by the cities of Portland and Gresham, and Multnomah County, and coordinated through a Project Management Committee. The Transit Station Area Planning Program will require two years, and will result in the preparation and adoption by local governments of feasible landuse, urban design and circulation plans, together with a detailed implementation strategy for each of the 25 transit stations along the Banfield light rail transit system.

The Transit Station Area Planning Program will provide funds for the governmental entities to do the detailed planning work resulting from the LRT construction impacts; and to provide a coordinated and cost-effective approach to getting the work done in a timely fashion. Agreement has been reached on make-up of the management organization. The final proposal and UWP amendment are in their final stages.

The program has been organized to insure that each governmental entity does the work and makes the decisions that relate to their area of responsibility -- that Tri-Met does not decide on landuse nor local government on LRT design, for example. In addition, key decisions points have been incorporated into the study design to allow full review and concurrence by local jurisdictions throughout the two-year life of the study. Project funding is being requested from Interstate Transfer (I-505) dollars allocated to the Eastside Transitway. The current budget is slightly over 1.9 million, although efforts are now underway to reduce the amount.

TRANSIT STATION AREA PLANNING PROGRAM
Page 2

NEXT STEPS: The grant request will be forwarded to Region X about February 29. While under review and receiving final approval, the participating agencies will commence processes for staffing, consultant contracts, organizing the management structure, etc.

JS:lz

WESTSIDE TRANSITWAY PROJECT

JOINT DEVELOPMENT

BACKGROUND: In planning the Eastside Transitway Project little has been done to prepare at an early time for joint development activities to occur at the time of construction of the light rail system, such as identifying right-of-way requirements and ensuring institutional capability for joint development. Now more than \$60 million in interstate transfer funds have been set aside for the Westside Transitway.

In order to achieve the maximum economic and social benefit for Westside investment, the region intends to undertake a program of landuse planning and development in concert with transitway construction.

CURRENT STATUS: Work on the draft EIS for a westside transitway will begin in April of this year. Public hearings and decisions on a preferred alternative are expected in April and June of 1981. Washington County and the City of Beaverton will undertake separate landuse planning studies to supplement work on the Westside Transitway Project. Washington County will designate site specific landuse in the developing area between the cities of Hillsboro and Beaverton. The City of Beaverton will review their downtown plan in order to select a transitway alignment and to determine the potential for light rail to redirect future economic growth.

The project will improve the ability of various local jurisdictions and Metro to participate in joint development projects. Portland, Beaverton and Hillsboro have enacted development agencies with the power to undertake projects using the power of eminent domain and tax increment financing. Washington County has not established an urban renewal or development agency.

A preliminary grant proposal for this project has been prepared and submitted to US DOT and conversations with various officials in Washington have been conducted.

NEXT STEPS: A final grant request will be prepared according to Department guidelines for final submittal. Analysis is now underway to determine whether to seek start-up of the project in current fiscal year or to deter to the beginning of FY 81. Preliminary survey has been commenced to locate personnel with development specialist experience that can be attracted to this assignment.

SOUTHERN CORRIDOR

McLOUGHLIN PROJECT

BACKGROUND: Significant progress has been made by Metro to define a project which will adequately respond to problems in the McLoughlin corridor. The Metro Council in December, 1979, accepted a project concept involving the addition of two mixed-traffic lanes and a lane for buses and carpools, and authorized the use of Interstate Transfer funds to implement the project. This concept was the only one of nine studied which would meet the corridor needs (e.g. remove through traffic from neighborhood streets, correct existing traffic problems on McLoughlin Blvd, and handle future corridor travel movements). Light rail was one of the options evaluated and found to be inadequate to meet corridor needs in the next 15 years. However, it was recognized as a possible long-range transportation option.

CURRENT STATUS: The Oregon Transportation Commission is considering a proposal from the Director of ODOT to provide state matching funds for the recommended corridor project. Metro, working with ODOT, Tri-Met, and affected local jurisdictions is further analyzing transportation proposals which will complement the corridor project. Interstate Transfer funds are being reserved to support priority projects which meet this need.

NEXT STEPS: Once funding is assured for the McLoughlin Corridor project, ODOT will conduct preliminary engineering studies focusing on design options of the recommended concept. Metro studies should lead to Council actions on three issues by May: 1) funding of priority projects which complement the McLoughlin Corridor project, 2) whether the Portland Traction Company right-of-way should be purchased for long-range use of light rail transit, and 3) whether a feasibility study of river transit is warranted.

NORTHERN CORRIDOR

I-5 BI-STATE TASK FORCE

BACKGROUND: Despite the number of transportation studies focusing on the problems in the Northern Corridor and the major commitments to corridor improvement projects (e.g. I-205, Slough Bridge, I-5 TSM projects), a number of officials from Oregon and Washington continue to question the adequacy of planning for this corridor. One of the impediments to reaching a consensus has been the creation of two Metropolitan Planning Organizations for the bi-state region. While the various officials are communicating quite well, there is no longer a single forum for coordinating planning for solutions to common problems. To overcome this institutional barrier to consensus building, a Bi-State Transportation Committee has been proposed.

CURRENT STATUS: The directors of the Department of Transportation of the two states have been given the responsibility by their respective governors to coordinate efforts to establish the Bi-State Transportation Committee. A draft charge and structure for the committee has been prepared and is being reviewed by the two directors. In recognition of the future needs of the committee to have adequate resources to meet their charge, a proposal for a federal grant has been prepared by Metro in consultation with an ad hoc coordinating group and forwarded to U.S. DOT for funding consideration.

NEXT STEPS: Once the charge to the Bi-State Transportation Committee has been approved by the two governors, appointments by the governments and agencies represented on the committee would be made. The committee would then embark on the first phase of work to meeting their charge (i.e. assembling the various analyses made to date regarding: 1) institutional arrangements; 2) the nature and causes of corridor transportation problems; 3) the relationship between transportation, land use, and energy considerations; 4) the adequacy of committed transportation projects; and 5) benefits and costs of proposed additional projects). Funding of resources for the committee is needed shortly after the committee commences operation. Based on the first review, the committee would lay out a detailed work program describing activities needed to resolve institutional and transportation performance issues.

BO:pj

REGIONAL TRANSPORTATION PLAN

BACKGROUND: The need for a unified policy framework for meeting regional mobility needs has long been recognized. This policy framework, along with a clear description of transportation related problems and needed transportation improvements, is to be contained in the Regional Transportation Plan (RTP). The RTP accounts for such factors such as growth pressures, economic development objectives, environmental concerns, energy uncertainties, and financial constraints. In addition to meeting federal requirements for a plan, the RTP will meet Metro's responsibilities for producing a functional plan for transportation. Once adopted, Metro can ensure conformance of local plans with the RTP.

CURRENT STATUS: An extensive effort to produce the RTP was initiated three years ago. This effort initially involved major efforts to upgrade basic information concerning transportation and underlying land use characteristics as well as to project future conditions. A first draft of the RTP is now being distributed. This draft contains four major sections: 1) a policy framework containing needs, goals, and objectives to be met by the region's transportation system; 2) a description of current transportation strategies including corridor improvements, system management treatments, air quality controls, and programs to meet the mobility needs of the elderly and handicapped; 3) an analysis of the long-range implications of current strategies on transportation, energy, air quality, and other community values; and 4) steps needed to finalize the plan.

NEXT STEPS: The draft RTP describes the findings of an analysis indicating that in the future substantial transportation problems will exist even with the implementation of current transportation commitments and strategies. Before considering the RTP for adoption in November, 1980, further analysis and coordination is needed to evaluate possible policy changes and additional transportation improvements. Four types of changes are to be evaluated:

- 1) actions which would provide incentives for not using the automobile such as increased energy prices, more restrictive parking conditions, promotion of rideshare, flex-time and land use changes;
- 2) additional arterial highway and transit capacity improvements,
- 3) improvements to the local transportation system which would result in the diversion of local trips from regional facilities,
- 4) review of local plans to ensure compatability with regional policies..

In addition, the findings of the Westside, Southern and Northern Corridor studies would be incorporated in the RTP.

CONNIE McCREADY
MAYOR



ROOM 303 - CITY HALL
PORTLAND, OREGON 97204

CITY OF PORTLAND
OREGON

6 February 1980

Gerard Drummond
President
Tri-Met Board of Directors
4012 SE 17th
Portland, OR 97202

Dear Gerry:

During the City Council Hearings on the Cadillac-Fairview project, Citizens for Better Transit suggested an LRT subway on Morrison Street from 1st to 6th Aves. as terminus for the Banfield Transitway. The proposal offered some intriguing opportunities to integrate transit with a major downtown development. Accordingly, I requested a review of the proposal from Bureau of Planning staff. I wanted you to be aware of this review, as the proposal has received considerable public attention.

The Bureau's memorandum, a copy of which is attached, concludes that the concept of a Morrison Street Subway should not be pursued for the Banfield Transitway. An LRT subway under Morrison Street would conflict with the City's Downtown Plan objectives by building a high capacity regional transit alignment away from the high density office spine. A decision to pursue a subway alternative would also delay transit construction for approximately one year. This would frustrate the region's desire to provide major transit service improvements in a timely and cost effective manner. At the same time, a subway would provide some major operational advantages for both traffic and transit within the downtown. As the region studies the Westside and other potential transitways, these operational advantages should be fully considered.

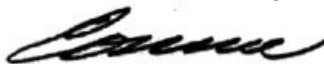
The planning staff's review confirms the decisions on LRT within the downtown which the City and Tri-Met have previously made. It is important, therefore, to proceed with the resolution of the design issues which I brought to your attention in my letter of November 29th. These included circulation at the west end of the Steel Bridge, contra-flow operations on Morrison and Yamhill,

6 February 1980-
Page 2

and street closures and pedestrian amenities on downtown streets. In order for the City to provide the necessary approvals for expeditious construction of the project, these design issues need immediate attention.

I would like to thank you for the staff assistance which Tri-Met provided in the review of the subway proposal. I am looking forward to continued cooperation between Tri-Met and the City on the Banfield Project.

Sincerely,



Connie McCready
Mayor

Attachment

cc: Cowles Mallory
Steve Dotterer ✓
John Lang

• CONNIE McCREADY
MAYOR



ROOM 303 - CITY HALL
PORTLAND, OREGON 97204

CITY OF PORTLAND
OREGON

6 February 1980

Ray Polani
801 SW 6th
Portland, OR 97204

Dear Ray:

During the City Council Hearings on the Cadillac-Fairview project, Citizens for Better Transit suggested an LRT subway on Morrison Street from First to Sixth Aves. as terminus for the Banfield Transitway. The proposal offered some intriguing opportunities to integrate transit with the major downtown development. Accordingly, I requested a review of the proposal from Bureau of Planning staff.

The Bureau's memorandum, a copy of which is attached, concludes that the concept of a Morrison Street Subway should not be pursued for the Banfield Transitway. An LRT subway under Morrison Street would conflict with the City's Downtown Plan objectives by building the high capacity regional transit alignment away from the high density office spine. A decision to pursue a subway alternative would also delay transitway construction for approximately one year. This would frustrate the region's desire to provide major transit service improvements in a timely and cost effective manner.

While the Morrison Street subway is not appropriate, an appropriately located subway would provide some major operational advantages for both traffic and transit within the downtown. As the region studies the Westside and other potential transitways, these operational advantages will be fully considered. In November, I requested that METRO consider a subway in a north-south direction as part of the Westside Transitway study. A subway in this location could offer the advantages which you enumerated when you proposed the Morrison Street subway and also meet the City's Downtown Plan objectives.

I look forward to your continued involvement in regional transit planning. Citizens for Better Transit has effectively advanced the importance of transit for many years, and I encourage you to continue your efforts.

Sincerely,

Connie McCready
Mayor

Attachment

cc: Steve Dotterer

THE CITY OF
PORTLAND



OREGON

CONNIE McCREADY
MAYOR

OFFICE OF
PLANNING AND
DEVELOPMENT

BUREAU OF
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424 S.W. MAIN ST.
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FRANK FROST
ACTING DIRECTOR
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CODE
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248-4250

LONG RANGE
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248-4260

SPECIAL
PROJECTS
248-4509

TRANSPORTATION
PLANNING
248-4254

February 13, 1980

Paul N. Bay, Executive Director
Planning and Development
TRI-MET
4012 S.E. 17th
Portland, Oregon 97202

Dear Paul:

I would like to take this opportunity to bring to your attention a number of City/Tri-Met design and coordination issues related to the **Banfield Transitway**. As you know, the City is involved in several studies with Tri-Met concerning this project, and also has a number of independent studies adjacent to the Banfield. As I have mentioned in the past, this multiplicity of efforts has created a great deal of confusion, particularly as Tri-Met moves into engineering design for the project. Before the City Planning staff can further pursue planning activities with Tri-Met, we will require a definite overall project schedule which identifies the critical path and major decision points regarding City action or approvals.

At the present time, Tri-Met staff has presented our staff with two work programs and schedules - one for engineering design and the other for the Transit Station Area Planning Program. The first schedule, not presented in written form, requests that City staff from the Bureau of Planning, Traffic and Street & Structural Engineering respond to find alignment design proposals made by Tri-Met's staff and engineering consultant. This schedule, presently confined to the Holladay Street segment, began about two weeks ago. The City has been asked to make recommendations (or accept Tri-Met staff decisions) on various station locations and street changes. This work is to be completed in the next month or so. The Station Area Study, however, includes an evaluation of alternative station locations, development of alternative transportation/urban design concept plans, etc. as part of Phase II of its study effort. I do not understand the scheduling of Tri-Met's various study efforts or the City's relationship to these studies. This relationship should be clarified as soon as possible.

Ongoing studies or review activities which involve the Planning Bureau and which will affect the Banfield Transitway are discussed briefly below. Each of these programs should be incorporated into the overall Transitway Project schedule.

OFFICE OF PLANNING
& DEVELOPMENT

FEB 15 1980

1. Coliseum Transfer Station: As an extension of the Industrial Access Study and after discussion with Tri-Met staff, a study will soon begin on the appropriate location, design and potential operation of a transit transfer station to provide access from the Banfield Transitway to various industrial areas. The Study, which is funded by an EDA/CEDS grant, will begin in early March and the final report is due in late June. The schedule could be advanced about one month if desirable, but the scope of the study will be affected by the degree of flexibility and the information needs of the transitway project. There is some possibility of EDA capital funding for the transfer station. This study could affect the transitway alignment and possibly the ramp configuration at the east end of the Steel Bridge. Therefore, the possibility of optional alignments in this area should be maintained at least through the completion of the Study. This area will also be affected by the Transit Station Area Land Use Study and the needs of the Coliseum itself.
2. Hollywood Station Area: As you know, the City is requesting UMTA-Urban Initiatives funding for joint development marketing/planning at this station. The transfer station design will need to be coordinated with this effort, particularly the possibility of joint development on the site itself.
3. Downtown Alignment Design Questions: In November, the Mayor wrote Tri-Met with a list of design questions that needed to be resolved before decisions on the downtown alignment could be reached. These matters included the Steel Bridge, Contra-flow operations, and street closures and pedestrian amenities on Downtown Streets. Some of these questions have been informally resolved, while others remain open. We should try to wrap up these matters in the near future, particularly as they affect the projects listed in item 4.
4. Downtown Projects: The relation of LRT to the DAON and Cadillac-Fairview projects, and to the City's Pioneer Square Design and the proposed Morrison-Yamhill Street Improvements need to be established in the near future. Of immediate importance are DAON, which is under master plan review, and the Pioneer Square project, which will soon enter the final design competition effort.
5. Downtown Design Review - Attached for your information are copies of the City's Design Review Ordinance and the proposed Design Review Standards. The stations and the alignment within the downtown must go through this review, which takes 30 - 60 days. The ordinance encourages preliminary and final reviews, which I would recommend, in order to identify any potential problems early in the design process. This item is not immediately critical, but it will need to be included in your overall schedule considerations.

February 13, 1980
Page 3

This seems a bit of a laundry list of problem areas, but not all the elements need to be resolved immediately. However, before Planning Bureau staff can approve the elements of the Transitway, the questions should be resolved. Of immediate importance is establishing a mutually agreeable project schedule including Tri-Met funding for the City's Banfield activities. Until this occurs, any planning staff comments on the transitway are necessarily tentative and subject to further review. To keep this important regional project moving, I think we should establish the project schedule within the next 15 days.

Sincerely,

A handwritten signature in cursive script that reads "Steve Dotterer".

Steve Dotterer,
Chief Planner, Transportation

SD:db

cc: Karen Baldwin
Frank Frost
Cowles Mallory

THE CITY OF
PORTLAND



OREGON

CONNIE MCCREADY
MAYOR

OFFICE OF
PLANNING AND
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248-4509

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248-4254

February 11, 1980

MEMORANDUM

TO: Cowles Mallory

FROM: Karen Baldwin *K.B.*

SUBJ: Corridor Master Planning Budget

Last week you asked me the amounts all the jurisdictions were requesting as part of the Corridor Master Planning Program. Attached is a summary of the budget and a distribution of the local match requirement. UMTA has notified us that soft match is acceptable.

I expect these amounts to change somewhat based on the new combined METRO-TRI-MET management. The \$520,000 consultant budget remains the least justified and therefore the "softest".

Please let me know if I can provide you any more information.

KB:sa

attachment

cc: Frank Frost

File Frank

*I need to discuss
this. I didn't
realize there was
a "consultant" bit
of gold.*
Cowles

OFFICE OF PLANNING
& DEVELOPMENT

FEB 13 1980

THE CITY OF
PORTLAND



OREGON

CONNIE McCREADY
MAYOR

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248-4254

5 February 1980

MEMORANDUM

TO: Steve Siegel, Project Manager, Westside Transitway

FROM: *SD* Steve Dotterer, Chief Transportation Planner,
City of Portland

RE: Westside Transitway Project - Reaching a Decision

As we begin the detailed study phase of the Westside Transitway, I'd like to take this opportunity to raise some issues which I believe should be dealt with as part of the study process. I believe that the study to date has been very thorough and you are to be congratulated on your able leadership in the effort. The study has previously focused on the need to maintain a very tight schedule with numerous decision points. Now that the schedule has been revised to allow for a single long study effort and the work scope has been expanded to consider highway as well as transit improvements, some broader issues should be addressed and a policy framework established for our consideration of LRT. While some of this work will clearly relate to METRO's Regional Plan efforts, the decisions on the Westside Transitway will require that these issues be considered by the region at a greater level of detail than that Plan's efforts to date.

ROLE OF LRT

A major question which should receive attention is the future role of transitways, and particularly LRT, in the region. The Regional Corridor Analysis, which you recently completed, identified the appropriate strategies for various corridors within the fifteen year time frame. Our perceptions of the long-term role of LRT within the region, however, will play an important part in our decisions on the Westside Transitway. If LRT is viewed as the transit system's "backbone," similar in function to the regional freeway system, the level of investment and alternative selected for the Westside would be considerably different than if the Westside is viewed as an isolated corridor project.

While we cannot prepare a detailed plan for the years after 1995 similar to that included in the corridor strategy, it has gradually become apparent that a more clearly-stated policy framework on the

OFFICE OF PLANNING
& DEVELOPMENT

FEB 6 1980

use of LRT would aid the region in making appropriate route, capacity, and funding level decisions for the Westside Transitway. Certain assumptions on the future role of LRT are implicit in many of our current activities. The City, through its Arterial Streets Classification Policy, plans its projects and reviews land use cases based on a reserved system of corridors. ODOT and the City are reserving room for a transitway in the various I-5 north projects. Tri-Met has requested that METRO consider future LRT use of the PTC right-of-way and their presentation on the Banfield discusses future corridors. These varied efforts should be brought together in a clear policy framework.

Individual corridor decisions might be viewed in relation to the Governor's Task Force on Transportation work of 1974 and the resulting ITP. However, the current process of Regional Plan preparation, new land use and energy assumptions and other factors suggest that some effort to set the Westside Transitway in a new or revised regional consensus on transportation should be part of the Westside effort. This regional consensus will help us to reach a project decision within the relatively short time frame we have adopted. Such agreement will be critical in the effort to identify funding levels and sources for the project. It will also serve as a guide for local land use and economic development planning efforts.

The policy framework would best be considered as an explicit element in the Westside Program and be presented as a written report well before decisions on the Westside Transitway. This work element should address, at a minimum, the following questions:

1. Regional and local jurisdiction expectations concerning transitways, LRT, land use.
2. Scope and type of transit services appropriate to various communities within and adjacent to the Westside Corridor.
3. Relative roles of various modes and highway facilities in meeting the transportation needs of these various communities.
4. Development controls and incentives available within these communities to mold land use and transportation investments.
5. Possible LRT roles in regional transit, i.e. - corridor, shuttle/distribution system, on-street operations, etc.

6. Other Portland LRT Corridors.

These issues will affect decisions relative to branching opportunities, provisions for extensions and maintaining opportunities for future regional corridors. Most importantly, however, they will assist in determining the appropriate level of investment, in capacity and monetary terms, for the Westside Transitway.

Most of the information needed for this work can be drawn from other studies. These include the METRO Regional Plan and development opportunity studies, Tri-Met's TDP and other systems planning efforts and Local Comprehensive Plans and special study efforts such as the 185th East L.I.D. study of Washington County. It will be desirable to draw this material together as a single report. This will allow all the interested groups, including citizens, policy makers and technical staff to understand the relationship between choices in their area and those of the region and other groups.

THE PORTLAND DOWNTOWN

The regional consensus on LRT is of particular importance for the City as it considers the role of LRT within the downtown. City willingness to "invest" whether in economic investment, use of scarce street space or changes in development regulations will depend on some understanding of the regional commitment to LRT. At the same time, the region's willingness to make high-capacity (and high cost) investments in the downtown will depend upon the likelihood of future LRT corridors or extensions.

City staff will, of course, take the lead role in the analysis of LRT alignments within the downtown just as Beaverton is doing in the case of its downtown. Substantial study has already been conducted for the decision on the Banfield project. I have enclosed copies of this work and related materials so that you will be aware of this work as you prepare your overall work program. Additionally, the City is currently updating the Downtown Parking and Circulation Policy, with expected completion in June of this year. It is the City staff's intent, per Council resolution on the Banfield Transitway, to propose revisions to that policy which support future transitway alignments into the downtown. Some suggested changes to the policy and associated development regulations are contained in the Assessment of Alternative Alignments for Light Rail Transit in Downtown Portland.

5 February 1980
Page 4

The Assessment report contains a substantial body of information on employment locations, both existing and potential, and identifies the relative coverage which various Banfield alternatives provided. For the Westside Transitway, an analysis, presumably under the direction of Tri-Met, which looks at LRT and bus distribution/shuttle systems should address the capital investments and operational costs necessary to provide appropriate levels of service to major subareas of the downtown. This analysis would identify the costs of providing equal levels of service to each area under various LRT routings to subareas such as the major office spine, retail core, PSU and the Auditorium office area.

I believe that we should discuss these matters, and other city-related transitway issues in the near future so that your overall planning schedule is maintained. I have attached a copy of our draft work program for your information. Please contact Lee Hames, the principal section staff person for this project, or myself to arrange a meeting at your convenience. We look forward to continued work with you in order to advance this important regional project.

SD:db

Attachments

cc: Rick Gustafson
Cowles Mallory—
Lee Hames
Bob Bothman
Paul Bay



TRI-MET

4012 SE 17th AVENUE
PORTLAND, OREGON 97202

File

February 4, 1980

The Honorable Connie McCready
Mayor, City of Portland
1220 S. W. 5th Avenue
Portland, OR 97204

Dear Connie:

I believe you have received a copy of Jerry Drummond's letter dated December 18, 1979, stating Tri-Met's general concerns related to the Banfield Corridor Transit Station Area Planning Program. As a result of the letter, there has been some voiced concerns about how to apply for and administer that program within Tri-Met's guidelines. In an attempt to get the program off the ground, and stay within our policy guidelines, I'd like to take the initiative of proposing the establishment of a Project Management Committee. The committee would be composed of a representative from each of the jurisdictions participating in the planning program, i.e., City of Portland, Multnomah County, City of Gresham, Tri-Met and Metro with the Metro representative serving as chairman. The committee would have the responsibility for organizing and administering the general work of the program. Tri-Met would apply for the funds and pass the funds to the jurisdictions through the committee. Each of the jurisdictions would agree to a work program in advance relating to their own jurisdictional interests. Tri-Met would be responsible for station design and access only. The planning program, while it would be governed by the committee, does need a coordinator. We would propose that G. B. Arrington, presently an assistant planner at Tri-Met, become the coordinator of the program. He would take a leave of absence from Tri-Met and would work for the committee, reporting to the chairman.

Attached you will find a more detailed outline of the proposal. I would ask that you review this document and then ask you or a policy representative to attend a meeting on Thursday, February 7th, at 9:30 a.m. at Tri-Met offices (3rd floor conference room) to discuss the proposal and to reach a consensus. It is Tri-Met's belief that the issues and actions that will result from the Banfield Corridor Transit Station Area Planning Program will be major public policy issues. I believe close monitoring by elected officials is necessary and proper.

OFFICE OF PLANNING
& DEVELOPMENT

FEB 4 1980

Page 2
The Honorable Connie McCready
February 4, 1980

If you have any questions regarding the proposal, I would be happy to address them.
I look forward to seeing you on the 7th.

Sincerely,



E. R. Peter Cass
General Manager

ERPC:nk

Attachment

cc: Cowles Mallory ✓
Steve Dotterer
Karen Baldwin

TRANSIT STATION AREA PLANNING PROGRAM: A PROPOSAL

PROGRAM DESCRIPTION

In just five years, the Banfield Light Rail Transit (LRT) Project will result in a 15-mile operating rail transit line and 25 stations within the most densely developed urban corridor in Oregon. The Design of this line requires supporting design work by the three local governments and ODOT with respect to the streets and physical facilities which they own and operate that are directly affected by the light rail construction.

Further, the presence of this new mode of transit will have both direct and indirect impacts upon property along the corridor, affecting access to individual parcels, property values and present and future land uses. Some of the direct impacts must be dealt with during the design process and will require agreements among Tri-Met, individual property owners and local government on such issues as parking, driveway locations, and access by autos, trucks and pedestrians to land parcels. Some of the longer term or indirect impacts may require local government actions for protection of existing single family neighborhoods; for changes in land use and zoning initiated either by local government or property owners; and for development or redevelopment planning in connection with major proposed developments near LRT station sites.

The Transit Station Area Planning Program is intended both to provide funds for the governmental entities to do the detailed planning work resulting from the LRT construction impacts; and to provide a coordinated and more cost-effective approach to getting that work done in a timely fashion.

PROJECT MANAGEMENT AND ADMINISTRATION

The program has been organized to insure that each governmental entity does the work and makes the decisions that relate to its own area of responsibility -- that Tri-Met does not decide on land use nor local government on LRT design, for example. However, it is also organized to provide economies of scale in the joint use of certain consulting expertise needed by more than one government entity, and to insure that full communication and coordination occurs between Tri-Met and each of the other entities as LRT design and construction proceed.

Tri-Met will apply for and administer the grant (from Banfield Corridor Interstate Transfer Funds) and pass funds through a Project Management Committee to The City of Portland, Multnomah County, City of Gresham, and Metro for their respective work tasks. The day-to-day program coordination will be accomplished by a Project Manager, who will be a contract employee taking direction from a Project Management Committee composed of representatives from each of the agencies. The Metro representative will chair the Project Management Committee, which will meet regularly and give direction to the Project Manager on program administration, work progress, budget issues, and multi-jurisdictional technical issues. Within that overall coordination, each agency will also be responsible for accomplishing those work tasks needed to meet its own requirements.

THE CITY OF
PORTLAND



OREGON

CONNIE McCREADY
MAYOR

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PLANNING
248-4254

26 March 1980

MEMORANDUM

TO: Bill Ockert, METRO

FROM: Frank Frost, Portland Bureau of Planning *FF*

RE: Local Match Commitment for the City's Portion of
Westside Corridor Phase II DEIS Work

This memorandum represents a commitment from the City of Portland to provide the local match of \$25,800 required for Portland's involvement in the Westside Corridor DEIS Work. The agreement between METRO and the City of Portland provides for the receipt of a total of \$172,000 for planning and engineering work. Of that total, \$156,200 represents federal funding and the remaining \$25,800 will be provided by the City via soft match.

FF:db

cc: *✓* OPD Reading File

OFFICE OF PLANNING
& DEVELOPMENT

11-27

F.I.C.

THE CITY OF
PORTLAND



OREGON

CONNIE MCCREADY
MAYOR

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14 March 1980

MEMORANDUM

TO: ✓ Cowles Mallory, Office of Planning and Development

FROM: Lee Hames, Transportation Planning *L.H.*

RE: Westside Transitway Funding

The purpose of this memorandum is to inform you of the agreement currently being negotiated with METRO for the City's involvement in the Westside Transitway Project. As you are aware, the City's recent efforts in this project have been charged to an "interim grant" METRO obtained from UMTA. METRO is now prepared to submit to UMTA the final grant request for all planning, engineering and analysis work related to Phase II Analysis. Phase II Analysis includes a review of all five transitway options and the production of a DEIS. The time schedule for Phase II Analysis is from March, 1980 to January, 1981. The Phase II Grant is to be divided between Tri-Met, ODOT, METRO, Washington County, Multnomah County and the Cities of Portland, Beaverton, and Hillsboro.

The funding allocated to Portland for specific work tasks is as follows:

Transitway Engineering: This work element includes all engineering, design and construction impacts of the proposed alternatives. Work tasks specific to Portland include: Downtown Portland Design, Displacement Impacts, Construction Requirements and Capital Costs, Air Quality Impacts, Noise Impacts, Station Area Impacts and Infrastructure Impacts. The City will receive \$48,000 for this work. The breakdown of these costs are:

<u>Agency</u>	<u>Task</u>	<u>Allocation</u>
Bureau of Planning (Transportation Section)	- project manager - TAC work for Planner III & II	\$12,000
Bureau of Traffic Engineering	- TAC work	\$ 2,500
Bureau of Streets & Structural Engineering	- TAC work	\$ 2,500
Water Bureau	- TAC work	\$ 2,000
Sewer Bureau	- TAC work	\$ 2,000

<u>Agency</u>	<u>Task</u>	<u>Allocation</u>
Bureau of Economic Development (Air Quality Planner)	- TAC work specific to air quality concerns	\$ 2,000
Consultant	- Downtown Traffic and Transit Analysis of all Alternatives	\$25,000
		<hr/>
		\$48,000

Highway Analysis: This work element focuses on all highway improvements and impacts related to each alternative. Major work tasks include: Supportive Highway Improvements, Supportive Arterial Improvements, Evaluation of Arterial System and Traffic Impact Analysis. A total of \$36,000 is allocated to Portland by the following categories:

<u>Agency</u>	<u>Task</u>	<u>Allocation</u>
Bureau of Planning (Transportation Section)	- Project manager - TAC work for Planner III	\$ 6,000
Bureau of Traffic Engineering	- TAC work	\$ 2,500
Bureau of Streets & Structural Engineering	- TAC work	\$ 2,500
Consultant	- Non-Downtown Arterial Analysis	\$25,000
		<hr/>
		\$36,000

Land Use Analysis: All work tasks related to land use, demographics and economic impacts fall into this work element. Of particular interest to the City is the economic component of this task. Any justifications of the Multnomah Alignment will be based primarily on the economic benefits incurred by the alignment. Within this work element emphasis will be placed on an examination of: redevelopment potential, joint development potential, assessment of existing plans and zoning, tax increment assessment, and opportunity analysis. A total of \$73,000 is allocated to the City for this work:

<u>Agency</u>	<u>Task</u>	<u>Allocation</u>
Bureau of Planning (Transportation Section)	Project Manager	\$12,000
(Special Projects)	TAC work	\$ 1,500
(Comprehensive Plan)	TAC work	\$ 1,500
(Code Administration)	TAC work	\$ 2,000
PDC	TAC work	\$ 3,000
Bureau of Economic Development	TAC work	\$ 3,000
Consultant	Analysis of all Land Use and Economic Impacts of all alternatives	\$20,000
		<hr/> \$73,000

Evaluation: The final work element includes all tasks per factory to the compilation of the DEIS. Specific work tasks include: Evaluation Methodology Development, Review of all Technical Memorandums, Public Hearings, Preferred Alternative Report, and Development of Policy and Implementation Options.

A total of \$15,000 is reserved for this work element.

<u>Agency</u>	<u>Tasks</u>	<u>Allocation</u>
Bureau of Planning (Transportation Section)	Project Manager	\$15,000

The amendment to the City Budget will include the following:

*Bureau of Planning	\$150,000
Bureau of Streets & Structural Engineering	5,000
Bureau of Traffic Engineering	5,000

*includes \$100,000 for consultant services

14 March 1980
Page 4

Bureau of Economic Development	\$ 5,000
Portland Development Commission	\$ 3,000
Water Bureau	\$ 2,000
Sewer Bureau	\$ 2,000
	<hr/>
	\$172,000

This breakdown of costs and work elements is consistent with METRO's overall grant request and work program. The compilation of this work program was accomplished by reviewing each jurisdiction's proposed work program and combining them into one standard format. For more details as to the individual elements of Portland's Work Program, see attachment.

LH:db

cc: Frank Frost
Steve Dotterer

Attachments: 1

CITY OF PORTLAND WORK PROGRAM
COMPONENT OF WESTSIDE CORRIDOR STUDY

Purpose

The following work program describes the City of Portland's involvement in the regional Westside Transitway Study. Two major purposes of this work program are:

- 1) To provide METRO with specific information as input into the Westside Transitway Phase II Draft Environmental Impact statement.
- 2) To provide the City of Portland with detailed information related to each of the five alternatives, each station location and all associated planning and development strategies. This information will be the foundation for City recommendations.

Program Elements

This work program is divided into six major elements. These include:

- 1) Study Organization
- 2) Traffic Analysis
- 3) Economic Development Analysis
- 4) Land Use Analysis
- 5) Coordination of Project with Adopted City Policy
- 6) Policy Review and Recommendations

Staff Commitment

The City has designated a Project Manager for this study. The project manager will be responsible for all elements of the work program related to the City's involvement in the Westside Transitway Study. In addition, the project manager will coordinate the work elements of the study that require additional City staff and consultant input.

1. Study Organization

- 1.1 City staff will maintain ongoing coordination with METRO's overall project schedule and work program.
 - a) City staff will attend all TAC and CAC meetings required by METRO, ODOT and TRI-MET.
 - b) City staff will coordinate all ongoing City projects with the Westside Transitway Study.

- c) City will coordinate all efforts through its own project manager.
- d) The City will coordinate and provide additional staff input as required by the Work Program. Input will be received from:

Bureau of Planning: Transportation Section
Comprehensive Plan Section
Special Project Section

Bureau of Economic Development
Bureau of Street and Structural Engineering
Bureau of Traffic Engineering
Portland Development Commission
Water Bureau
Sewer Bureau

- e) The City will coordinate and manage all consultant work done as an element of this work program. The consultants will meet with regional staff as required. Any consultant hired under contract with the City will abide by standard hiring practices. This includes: choice via a consultant selection team, compliance with EEOC hiring practices, interviews of top consultant and the signing of specific contract agreements.

1.2 City staff will produce graphics necessary for alternative analysis. This will include:

- a) preparation of base map formatting and City logo for both alignments at 400' scale, and
- b) preparation of station area maps for all City stations, both alignments at 200' scale.

1.3 City staff will review and update information pertinent to final recommendation. This information will include, but is not limited to:

- a) current land use, zoning and comp plan revisions,
- b) land values,
- c) ownership,
- d) building conditions,
- e) vacant land,
- f) pavement areas,
- g) bus routes and document headways,
- h) existing traffic volumes,

- i) population and employment densities
- j) ASP designations (Arterial Streets Policy),
- k) current auto access and circulation patterns, and
- l) potential ridership within walking distance of the stations.

- 1.4 City staff will meet with established neighborhood associations, citizen and business groups throughout the duration of the Project. Presentations to these groups will focus on their individual concerns regarding the Project. Any contractual agreements between the City and a private consultant will also include a citizen involvement element.

Staff Commitment: Project Manager
Graphics

Estimated Cost

Bureau of Planning	<u>\$50,000</u>
TOTAL	\$50,000*

*This figure reflects all Planning Bureau work in each work program element.

2. Traffic Analysis

- 2.1 The City will produce a traffic impact assessment for each proposed alternative. The traffic analysis will be divided into two sections: non-downtown and downtown. This assessment will be developed jointly between the Bureau of Traffic Engineering and a consultant. Work specific to the non-downtown traffic analysis will include, but is not limited to:

- a) Review of projected traffic and transit volumes on major arterials. Projected volumes will be provided by METRO. Arterials to be considered are:

- Barbur Boulevard (S.W.)
- Beaverton-Hillsdale Highway (S.W.)
- Capital Highway (S.W.)
- Cornell Road (N.W.)
- Jefferson Street (S.W.)
- Multnomah Blvd. (S.W.)
- Patton Road (S.W.)
- West Burnside
- Westover Street (N.W.)

- b) commute existing capacity of previously listed arterials and streets,
- c) a comparison of projected volumes with existing capacity and adopted City policy,

- d) an assessment of the effectiveness of each transitway alternative in reducing the discrepancy between projected volumes and existing capacities,
 - e) a list of additional capital improvements necessary to each alternative and station design.
- 2.2 The City will produce a separate traffic analysis on the Downtown. Work will also be divided between the Bureau of Traffic Engineering and a consultant. Work specific to the downtown analysis will include, but is not limited to:
- a) coordination with the ongoing work on the update of the Downtown Parking and Circulation Plan,
 - b) use of all previously collected data, if possible,
 - c) a review of projected traffic and transit volumes in the Downtown related to each alternative,
 - d) a comparison of projected volumes with existing capacity and adopted City policy, and
 - e) an assessment of the effectiveness of each transitway alternative in reducing the discrepancy between projected volumes and existing capacities.
- 2.3 The City will examine the impact of each alternative on the pedestrian environment. This analysis will include:
- a) review of existing amenities,
 - b) access to each proposed station,
 - c) impact on intersection crossings,
 - d) a list of specific pedestrian improvements that will be required for each alternative,
 - e) a summary of the costs of improvements.
- 2.4 The City will examine air quality and noise impacts on neighborhood livability. Tri-Met will provide basic information on pollutant and noise levels. This assessment will be reviewed in light of the City's Air Quality Plan.
- 2.5 A final report will be forwarded to METRO that documents each of the previous work elements.

Staff Commitment: Project Manager
Bureau of Traffic Engineering
Bureau of Street and Structural Engineering
Water Bureau
Sewer Bureau
Bureau of Economic Development

Estimated Costs:

Consultant Cost: \$50,000

Staff Work: \$16,000
(Non-Planning Bureau)

3. Economic Development Analysis

- 3.1 The City will provide METRO with an economic development analysis that addresses the impacts of each alternative. This analysis will be done by a consultant and will be organized as follows:
 - a) The project manager will organize a City Economic Review Team. This team will be comprised of City staff with specific background in this field. The agencies represented will include: Portland Development Commission, Bureau of Economic Development, Bureau of Planning.
 - b) The review team will meet approximately 10 times during the duration of this analysis.
 - c) The review team's function will be to assess work done to date, and to provide input to the consultant. Also, the review team will help direct the efforts of the consultant. Lastly, the review team can provide valuable background information so as not to duplicate previous efforts.
- 3.2 The consultant, with the aid of the review team, will focus the economic development analysis on a few promising economic opportunities. The elimination of any particular station or alignment will be documented.
- 3.3 The consultant will then define the economic development objectives of the most promising areas. The range of economic development opportunities will include:
 - a) commercial
 - b) high density residential,
 - c) high density office,
 - d) retail, office and commercial mixes, and
 - e) low density station support services.

- 3.4 The consultant will include in his analysis such factors as:
- a) tax increment analysis,
 - b) opportunity analysis, and
 - c) value added scenarios.
- 3.5 In order to accurately complete the previous task, the consultant will review and have access to:
- a) METRO and City data on potential ROW factors,
 - b) City data on current ownership
 - c) City data on recent conversions and demolitions, and
 - d) City building permit records.
- 3.6 The consultant will present a series of economic development scenarios to the review team. Each scenario will include the assessment of:
- a) joint development potential,
 - b) consistency with ROW procedure,
 - c) consistency with adopted land use and transportation policies, and
 - d) impacts on adjacent residential and business neighborhoods.
- 3.7 The review team and the consultant will select the most promising economic development scenarios. These scenarios will be presented to METRO's economic development TAC.
- 3.8 The consultant will document all of the above in a final report.

Staff Commitment: Project Manager
Portland Development Commission
Bureau of Economic Development

Estimated Costs:

Consultant Cost: \$50,000

Staff Work: \$ 6,000
(Non-Planning Bureau)

4. Land Use Analysis

- 4.1 The City of Portland will provide METRO with a land use analysis for each alternative and each station location. The land use analysis will include:

- a) an assessment of the land use impacts on adjacent neighborhoods,
- b) a review of required zoning and comprehensive plan amendments,
- c) a summary of proposed land use schemes consistent with the economic development and traffic analysis,
- d) an assessment of the alternatives on neighborhood liveability, and
- e) a final summary report.

Staff Commitment: Project Manager
Planning Bureau Staff

No additional costs.

5. Coordination of Project with Adopted City Policy

5.1 The City will coordinate all elements of the DEIS with adopted City policy. In addition, the City will provide METRO and the City Council with a summary report of the alternative impacts vis-a-vis adopted City policies. Components of this assessment will include:

- a) Downtown Parking and Circulation Plan
- b) Downtown Plan,
- c) Comprehensive Plan, and
- d) Arterial Streets Classification Policy

5.2 The report will be written by the project manager.

Staff Commitment: Project Manager

No additional cost.

6. Policy Review and Recommendations

6.1 The City will make a final recommendation to METRO in light of the previous analyses. The recommendation will require the endorsement of:

- a) Portland Planning Commission, and
- b) Portland City Council

6.2 The staff recommendation will be based on the following criteria:

- a) results of traffic analysis,
- b) results of economic development analysis,
- c) results of land use analysis,

- d) impact on adopted City policy,
- e) response from citizen groups, and
- f) ability of each alternative to support the regional transportation system.

Staff Commitment: Chief Planner
Project Manager

No additional costs.

TOTAL PROGRAM COSTS: \$172,000

THE CITY OF
PORTLAND



OREGON

CONNIE MCCREADY
MAYOR

OFFICE OF
PLANNING AND
DEVELOPMENT

BUREAU OF
PLANNING
424 S.W. MAIN ST.
PORTLAND, OR 97204

FRANK FROST
ACTING DIRECTOR
248-4253

CODE
ADMINISTRATION
248-4250

LONG RANGE
PLANNING
248-4260

SPECIAL
PROJECTS
248-4509

TRANSPORTATION
PLANNING
248-4254

11 March 1980

OFFICE OF PLANNING
& DEVELOPMENT

Mr. & Mrs. Marcoules
1005 NE Union Avenue
Portland, OR 97232

Dear Mr. & Mrs. Marcoules:

Thank you for your letter of March 3, 1980, informing the City of your special problems associated with the recommended LRT alignment. On behalf of Cowles Mallory, let me assure you that City staff will make every attempt to address your concerns within the design limitations of the project.

A copy of your parking lot map has been forwarded to the Bureau of Traffic Engineering for use in their study of access to your property. As a result of their work, we hope to have a satisfactory solution to the problems within the next month. Judith Kenny, a member of my staff, will contact you when they have completed their work. Later, the solution will become a requirement for the City's approval of the Light Rail construction in this segment of the project.

As early participants in the planning phase of the Light Rail Project, you are aware of how lengthy the process is and how complicated the decision-making can be. Once the City Council approved the Light Rail Project and the general alignment, technical staff addressed the details of station location and alignment. Various options for the alignment along Holladay Street were considered, including the alignment shown in the early drawings. This alignment, showing the track on the south side of Holladay St. from Union Ave. to the Steel Bridge, was the early recognition that a cross-over was required somewhere along Holladay St. for the ramp approach to the Steel Bridge.

In making the recommendation for the specific alignment, the Technical Advisory Committee rejected the cross over at Union Ave. in favor of the cross over at Occident Ave. This decision was based on three points. First, the intersection of Union and Holladay is a relatively heavy traffic area. If the tracks crossed through the intersection, there would be additional congestion and traffic backup. At Occident Ave., however, the required signalization and resulting traffic back-up would actually facilitate the merging of light rail and auto traffic onto the ramps of the Steel Bridge. Second, traffic safety is accommodated by maintaining the north side alignment. Drivers become accustomed to having the tracks to one side and adjust their driving behavior accordingly (i.e. looking for LRV's prior to turning). Crossing over at Union

11 March 1980

Page 2

Aves. would also require a "jog" in the travel lanes to provide space for the tracks on the south side of the street. Third, access to businesses was considered. A north side alignment appears to affect fewer businesses. For example, you have access from Union Ave. for patrons of your business and that of the Teamsters. Since the majority of the spaces in your parking lot are assigned, the lot is viewed as long-term parking with a relatively low turn-over rate. Directly to the south of your property is a business which has primary access from Holladay St. into their parking lot. All spaces are maintained for the stores' automobile traffic. The combination of these reasons resulted in the committee's recommendation of a north side alignment along Holladay Street.

As I mentioned earlier, we are working on a solution to your particular access problem and will keep you informed of the progress. If you have further questions, please contact Judith Kenny of the Transportation Planning Section.

Sincerely,



Steve Dotterer,
Chief Planner, Transportation Section

cc: Cowles Mallory
Dick Speer
Judith Kenny
Laurel Wentworth

Steve Dettorre

Please answer this
letter for me and send
me a copy of your reply

Mr. & Mrs. John Marcoules

1005 N.E. Union Avenue

Portland, Oregon 97232

March 3, 1980

Thanks
Carol

Mr. Cowles Mallory
Office of Planning and Development
City of Portland
1220 S. W. Fifth Avenue
Portland, Oregon 97204

Dear Mr. Mallory:

As owners of Chris and Tina's Tavern, Inc., we wish to express our concern about the placement of the LRT on the North Side of N.E. Holladay St. from N.E. Union Ave. to the Steel Bridge. We served on the Holladay-Lloyd Center Citizens Advisory Sub-Committee from 1976 to 1978. There was at least one member from our family in attendance at all meetings, including the Citizens Advisory Committee meetings held at the Oregon State Highway Division Building on N.E. Glisan. We gave public testimony at the hearing held on April 6, 1978 at Floyd Light Middle School. We attended the hearing when the City Council approved the LRT Project in 1978. The alignment at that time put the LRT on the South side of Holladay St. from Union Ave. to the Steel Bridge.

Chris and Tina's Tavern, Inc. has been in existence and in our family since 1937. It has become a Portland landmark. We pride ourselves in our friendly atmosphere, good service and quality food. This has been achieved through our pride in our business and through our hard work.

By placing the LRT on the North side of Holladay St., it would adversely impact our business and property. We are under the impression that the City of Portland's Office of Planning and Development is concerned with the plight of small businesses in our dilemma. We are and have always been highly dependent on automobile traffic. With the North side alignment of the LRT, our business derived from automobile traffic would be destroyed.

We are in favor of a LRT South side alignment from Union Ave. to the Steel Bridge. The driveway to our parking lot is on Holladay St. This driveway is an entrance and exit. Chris and Tina's Inc. have five parking spaces directly behind the building. The remainder of spaces are rented by the month to Teamster Building employees.

Page 2
March 3, 1980

We have not received a satisfactory answer as to why the change of alignment nor have we received any satisfactory solution as to the negative impact on our business and property. Also, a proper solution to the continued usage of our parking lot has not been found.

We have positive feelings for the LRT Project and we are looking forward to working with you and Tri-Met. With your assistance we hope we can keep our business and property viable.

Sincerely yours,

John W. Marcoules
John W. Marcoules, President

Bernice A. Marcoules
Bernice A. Marcoules, Secretary

Enc.



3 March 1980

MEMORANDUM

TO: Donald McDonald, Tri-Met Light Rail Transit Project
Coordinator
Bob Standman, ODOT Banfield Project Coordinator

FROM: John Lang, Public Works Administrator
Cowles Mallory, OPD Administrator

RE: Banfield Transitway Project

Recently you requested that the City assign staff to a TAC for the Holladay Street segment of the Banfield project. The main staff members from each bureau, who should be notified of each meeting, are identified below. Additional staff may be involved as required.

Street & Structural Engineering:	Dave Vargas	248-4421
	Ralph Tashima	248-4642
Traffic Engineering:	Dick Speer	248-4216
	Mike Bauer	248-4431
Planning (Transportation):	Judith Kenny	248-4254
(Special Projects):	Laurel Wentworth	248-4509

We would also like to take this opportunity to clarify the City's review process for both transitway and highway improvements for the Banfield project. A two-step review process which first resolves broad planning issues and second addresses detailed engineering design will insure adequate review by all the necessary City agencies. The process, therefore, will be:

1. Planning review and approval: This review will include, for the City, the Bureau of Traffic Engineering, Street and Structural Engineering and Planning (Transportation and Special Projects). Items covered by this review will be adjacent land use issues, joint development opportunities, station location and elements, location of street reconstructions or closures, traffic patterns and signalization, feeder bus circulation and facilities and related pedestrian facilities. For the alignment within downtown, initial Design Committee action will occur at this time. Coordination for the City during this review will be Judith Kenny, Bureau of Planning, Transportation Section (248-4254).

3 March 1980
Page 2

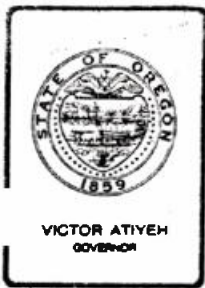
Following this review, the City Council should hold a public hearing to approve the project (or a unit of it).

2. Engineering Design Review and Approval: This review will include the Bureau of Street and Structural Engineering, other Public Works bureaus and City and private utilities; Traffic Engineering and Transportation Planning. This review will complete Preliminary Engineering and include construction engineering and construction management. Final approval of horizontal and vertical alignment, material selections, construction methods and scheduling will occur at this time. The Bureau of Street and Structural Engineering will coordinate City review and approvals. Ralph Tashima (248-4330) has the responsibility for this coordination and will serve as your City contact.

The Banfield project can be divided into smaller units to facilitate your construction scheduling. However, each of these reviews must be accomplished before the necessary permit work from the Transitway project can be undertaken.

JL:CM:SD:db

cc: Dave Vargas
Ralph Tashima
Glen Pierce
Dave Hill
Frank Frost
Karen Baldwin
Laurel Wentworth
Steve Dotterer
Judith Kenney
Don Bergstrom
Dick Speer
Mike Bauer



Department of Transportation
METROPOLITAN BRANCH

5821 N.E. GLISAN, PORTLAND, OREGON 97213

April 3, 1980

In Reply Refer to
File No.
26-1959

JOHN LANG, Public Works Administrator

COWLES MALLORY, OPD Administrator

Subject: Banfield Transitway Project

You letter of March 3, 1980 set out the City's review process for both transitway and highway improvements for the project.

This letter is to inform you how ODOT intends to coordinate the review of the Banfield and Steel Bridge elements with the City process.

1. Planning review and approval. A Throughway Agreement will be prepared by ODOT for approval by Council. Preparation of the agreement will be done in consultation with members of the TAC. The TAC is currently reviewing basic designs. I expect this review process to be completed and the Throughway Agreement approved by November 1, 1980.
2. Engineering Design review and approval. Detailed field designs will initially be reviewed by the TAC. These reviews will occur prior to the data being submitted to Salem for assembly into contract plans and specifications. Preliminary review contract plans and specifications for each unit will be submitted to the City for official review and approval. The preliminary review contract plans and specifications for the first contract unit are scheduled to be ready for official review in April 1981.

If you have any questions or concerns regarding the project review process, please contact me.


ROBERT A. SANDMANN
Special Projects Coordinator

RAS/po

cc: R.N. Bothman
Don Bergstrom
Dave Hill

Dave Vargas
Steve Dotterer
Don MacDonald

OFFICE OF PLANNING
& DEVELOPMENT

APR 4