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MAYOR'S OFFICE

CITY OF PORTLAND

CORRIDOR/DESIGN PUBLIC HEARING

FREMONT BRIDGE ACCESS STUDY

BILL LIND: Ladies and Gentlemen, the time is 7:00 p.m. This is a formal hearing designated as a corridor/design hearing to consider proposed alternatives for connecting the east-end ramps of the Fremont Bridge to the City street system. For consideration tonight are three "build" alternatives for a connection to the ramps, and there is one "no build" alternative, which has several variations which we will go into for limited use.

My name is Bill Lind. I am assistant to Connie McCready the Commissioner of Public Works for the City of Portland. And it is my honor to act as your hearings officer here tonight.

This formal corridor/design hearing covers the proposed connection of east-end ramps of the Fremont Bridge to the City street system. The proposed project is part of the Federal Aid Urban System within the City of Portland. It is proposed that it will be financed with Federal, State, and City funds under the Federal Aid Urban System Program. The Federal government currently pays approximately 86% of the costs and the local governments pay 14%. This project is being equally shared by the City and State - that's 7% apiece. Requests for the Federal Aid Urban Projects are channeled through the Columbia Region Association of Governments, popularly known as "CRAG", to the Oregon State Highway Division to the Federal Highway Administration. The Federal Highway Administration must approve each of the various stages of the project before the project can proceed to the next step. This is one of those steps. There are a number of State statutes and Federal regulations which govern the development of Federal Highway Projects. And this hearing is being held in compliance with those statutes and regulations.

At this time I have to read something word for word. It's right out of the U.S. Department of Transportation Federal Aid Highway Program Manual 7-7-5. We have to be very formal here as it has to be word for word:

"1. PURPOSE:

- A. The purpose of this directive is to ensure, to the maximum extent practicable, that highway locations and designs reflect and are consistent with Federal, State, and Local goals and objectives. The rules, policies, and procedures established by this directive are intended to afford full opportunity for effective public participation in the

consideration of highway location and design proposals by Highway Departments before submission to the Federal Highway Administration for approval. They provide a medium for free and open discussion and are designed to encourage early and amicable resolution of controversial issues that may arise."

The hearing tonight has been advertised in all the local media in the area and in all the newspapers in conformance with State statutes and Federal regulations. A summary report discussing the project alternatives and summarizing the anticipated impact of each alternative was mailed throughout the area. A lot of you may have received this and this is what the animal looked like. If you don't have one of these, on the table in the back as you make your entrance there should be quite a few more.

The purpose of this hearing is to receive statements on the alternatives. Mr. Pierce and myself are not here to argue or to discuss the merits of these alternatives, but what we want to do is we want to take your statement. We want to get your idea on it so that it will help us to make a decision on which alternative is the one that will be finally chosen. Following a review of the testimony that we receive tonight and the comments that you make on the Draft Environmental Impact Statement, the City Council will then be requested to select an alternative for final design. So you see we're not making a selection tonight. We are getting lots of opinions, I hope. Construction on this project would tentatively begin sometime in July 1979 and continue for six months to a year. Final design would tentatively begin in August 1977 and be complete by August '78. Right-of-way acquisition would be complete by June of '79.

At this time I would like to call on Glen Pierce, Project Engineer, to go briefly through the characteristics of all these alternatives and also to discuss the "no build" possibility. Glen:

GLEN PIERCE: Thank you, Bill.

The east-end ramps of the Fremont Bridge were originally designed to be built to connect to what was called the Fremont- the Rose City Freeway through the northeast section of the city. Since that freeway is no longer part of the regional transportation plan and will not be built. The purpose of this proposal is to develop alternative uses for those ramps to provide a return in public benefits for the investment made in that construction, while at the same time minimizing adverse effects that traffic would have that might utilize those ramps.

In early 1974, the City Council called for a study of a long-range solution linking the bridge ramps with Union Avenue. Subsequently, the City and State Highway Division jointly engaged the firm of CH2M-HILL to develop alternatives and to evaluate the various social, environmental, and economic impacts of each of the alternatives. This effort has been concluded now and the report has been distributed. Most of you have received a summary of that report.

I would like to now give you a very brief description of each alternative. They are displayed beside me up here and they are labeled as follows: the "No Build" Alternative, the Short-Cook, the Cook-Fremont, and the Fremont Blvd. Before I describe the alternatives, let me just very briefly mention the area that was looked at in the study as each alternative was developed. What we call the primary impact area consists of the area essentially between Shaver on the north, Russell street on the south, Interstate Avenue on the west, and Seventh Avenue on the east. This is the area most directly impacted by any of these alternatives. In addition impacts were looked at in a secondary impact area consisting of Killingsworth on the north, Broadway-Weidler on the south, again Interstate on the west, and Thirty-third Avenue on the east. Within this area various impacts, particularly traffic impacts were looked at.

The first alternative I would like to discuss is the "No Build" Alternative. There are four variations of this alternative. The first variation is entitled Ramp Removal. Essentially it consists of removing the portion of the ramp that is now on fill; that portion would be removed and regraded to allow some possible future re-use. The cost of performing that work would be approximately \$280,000.

The second variation is called "Permanent Closure". Essentially the ramps would be closed permanently. The area surrounding the end of the ramp would be landscaped. The existing connection between Gantenbein and the on-ramp could be modified to allow a very limited use for emergency vehicles or for public transit vehicles. Control of that limited use would have to be by signing or by some vehicle operated barriers. The cost of the permanent closure would be approximately \$15,000.

The next variation is limited bridge access. Essentially this makes the interim solution the permanent solution. The interim solution is a connection from Gantenbein and Cook to the bridge on ramps. The right turn from Cook on to the on ramp is prohibited so that this option would basically serve the general area of Emanuel Hospital only. Then the final variation is called Hospital Stanton Yards Only. It would connect both on ramps, the on ramp and the off ramp to Cook and Gantenbein serving Emanuel Hospital and the city maintenance facilities on Kerby. The cost of that improvement would be approximately \$195,000.

The first build alternative is the Short-Cook alternative. This connects the bridge ramps to Williams and Vancouver Avenues for general traffic use. It allows direct access from the ramps to Williams but it does not allow direct access from the ramps to Fremont. This move would be discouraged by use of the barriers on Williams and Vancouver Avenues. Traffic from Fremont could similarly turn south on Vancouver but would be prohibited from turning right onto bridge ramp by the barriers in Vancouver Avenue.

In order to discourage traffic from circumventing these controls this alternative would also include closing Fargo at Williams Avenue. It would involve prohibiting left turns from Beech which is in this vicinity on to Vancouver. It would involve converting Fargo between Vancouver and Williams to one way west bound and it would include a traffic diverter at the intersection of Beech and Cleveland up in this area. In addition this alternative assumes certain improvements

proposed in the Union Avenue Redevelopment Plan consisting of street closures at Union and unbroken medians on Union Avenue. This plan also includes some street improvements on Fremont street which consists primarily of left turn lanes at the intersection of Union. The cost of this alternative is approximately \$1,500,000.

The next alternative is the Cook-Fremont Alternative. This alternative would provide the connection between the bridge ramps and Union via the Vancouver-Williams Couplet and Fremont Street. There would be no median barriers on Vancouver and Williams. There is also a direct connection from the bridge ramps to Kerby Blvd. and to Gantenbein and Emanuel Hospital. Traffic signals at the intersection of the ramp would be installed and would be used to limit or meter the amount of traffic using the ramps. The traffic signals would be timed to avoid congestion on Fremont Street. Design of the intersection at Fremont and Union would be such that all turning movements would be free, however, through movements on Fremont, east or west bound would be restricted by the signal timing at the intersection and also by the fact that there would only be one lane for through movement in each direction. As in the case of the Short-Cook Alternative this alternative assumes the street improvements proposed by the Union Avenue Redevelopment Plan and these improvements are intended to discourage circumventing the controls and circumventing the metering at the intersection of Fremont and Union. The cost of this alternative is approximately \$2,000,000.

The final alternative is the Fremont Blvd. Alternative. This is a direct connection between the bridge ramps and Union Avenue. Fremont would be widened between Gantenbein and approximately 6th Avenue. This would provide adequate capacity for the traffic volumes projected for 1990. Also a direct connection would be made between the ramps and Gantenbein for access to Emanuel Hospital and the maintenance yards. Again at the intersection of Fremont and Union traffic metering would be employed to restrict the amount of traffic traveling east on Fremont Street. Turning movements would be easy by use of separate lanes for turning. Again measures to discourage traffic from circumventing these controls would be the proposed improvements under the Union Avenue Redevelopment Plan. The cost of this improvement is approximately 2.6 million dollars.

Some of the major findings of the consultants report are as follows: Under all of the alternatives total traffic in the study area is projected to increase slightly by 1980 and to decline by 1990 going into a projected decline of population and employment in the study area and a projected increase in the proportion of trips using public transit. Number 2. All of the build alternatives redistribute traffic in the study area west of 7th Avenue. They increase traffic on Fremont between Vancouver and Union and on Vancouver, Williams and Union Avenue north of Fremont. They decrease traffic on I-5 on Alberta and Killingsworth between I-5 and Union and on Williams, Vancouver and Union south of Fremont. The amount of increase or decrease is proportional to the degree of access to the bridge ramps supported by these alternatives. Number 3. The build alternatives will not significantly effect the amount of traffic using the streets east of Union including

Fremont Street. Number 4. All of the build alternatives and the Hospital and Stanton Yard Only variation of the No Build alternative will significantly improve access to Emanuel Hospital and the immediate vicinity. The build alternatives will afford a similar improvement in access to the primary impact area. 5. The Cook-Fremont and Fremont Blvd. alternatives will afford a small savings in time and a marginal improvement in the ease and convenience of access of the areas outside the primary impact area. Including areas north and west of the study area. Most of the trips that will use the ramps under the Cook-Fremont and the Fremont Blvd. will be to or from areas outside the primary impact area. Opening the ramps will afford only a marginal improvement in access to Union Avenue. Of the alternatives Fremont Blvd. provides the most improvement in access. 6. Carbon-monoxide levels frequently exceed the federal standard near major traffic streets in the study area during winter months. The Cook-Fremont and Fremont Blvd. alternatives cause carbon-monoxide levels to exceed the Federal standard at locations between the ramps and Union Avenue in 1980, where they would not under the No Build. By 1990 the carbon-monoxide levels along Fremont Street under all of the alternatives are expected to meet the federal standards assuming that the programmed emission controls are implemented. 7. Noise levels near major traffic streets in the study area are already high. All of the build areas increase traffic noise between the ramps and Union Avenue. Short-Cook affects the fewest number of homes. Fremont Blvd. effects the largest. Finally, number 8. The overall economic impact of opening the ramps will be neither clearly positive or negative. Cost benefit analysis indicates that none of the alternatives will result in economic gains. O.K. Bill.

BILL LIND: Thank you Glen. At this time I'd like to remind all of you that as you entered the auditorium a gentlemen back there gave you one of these cards. I have about a dozen cards here and I see about 40 people out there. We want to hear from all of you, no matter how long we stay. So don't be bashful. Fill your card out and come up here and give us your opinion. Because we are badly in need of opinions, O.K. I might add, at this time, that if you have any questions relative to the explanations that Mr. Pierce just went through we have someone in this room right over here. You go straight through that door and turn to the left. And he'll explain to you whatever your question is.

At this time I'm going to call upon Glen again to talk to us about the description of the right-of-way process program. O.K.

GLEN PIERCE: O.K. I'd like to read a statement prepared by the Oregon State Highway Division Right of Way Office.

Mr. Lind, Ladies and Gentlemen, the hearing being held today is to afford interested people the opportunity to express their views regarding the Fremont Bridge Access Project. And explanation of the right-of-way acquisition process is contained in a leaflet "Acquiring Land for Highways". It's this yellow leaflet. This leaflet covers the matters of the public hearing, the appraisal procedure, the definition of market value, procedures for handling

payments of property, and explanation of eminent domain procedures, and the addresses of the various right-of-way district offices in the state. This leaflet is available at the meeting today and I urge you to take one with you. It's available in the back of the room. Another leaflet "Moving Because of The Highway" this green leaflet is also available today in the back of the room. And I urge you also to take a copy of this leaflet with you. It explains the features of the 1970 Uniform Relocation Act relating to the benefits available to relocatees on a project. The benefits are quite numerous and include the payment of moving costs, replacement housing, payment additives, down payment benefits, rent supplements, payments of incidental expenses in closing cost on the purchase of replacement housing, interest diff payments on mortgages, and an explanation of the procedure for making an appeal in the event of dissatisfaction with any part of the relocation program. Both of these leaflets will be included in the minutes of this hearing and will be transcribed along with all other statements.

The time required for right-of-way acquisition and relocation is estimated at 12 months from date of authorization of the project. This will permit adequate appraisal and negotiation time and provide at least 90 days for relocation of the displaced person affected after notice of acquisition. In addition, no persons or families will be displaced until they have been relocated to decent, safe and sanitary housing, obtained the right of possession of adequate replacement housing, or have been offered decent, safe and sanitary housing which is available for immediate occupancy. No owner occupant will be required to move until either he has been payed for his property or the money has been deposited in the registry of the court. The right-of-way necessary for this project may require the displacement of business or residences depending on the alternative selected. Cook-Fremont requires the displacement of one business. Twenty houses, one church, one public service agency, and six businesses will be displaced by the Fremont Blvd. alternate. The Short-Cook and No Build alternates do not require any displacement. Alternate housing for people displaced by this project is readily available. A search of the residential market reveals that monthly approximately 750 dwellings are being offered for sale in the N.E., S.E., and East suburban area here in Portland. The Oregonian and the Oregon Journal carry real estate classified ad offerings of houses for sale each day. A search of the rental market reveals that single family dwellings and dwellings in multiple housing units are available for rent on a continuous basis, offered by owners placing for rent signs in windows and classified ads in the local papers. Approximately 242 rental units are advertised for rent with in north east, south east, and east suburban areas in the local papers daily. Studies indicate that an equal number of houses can reasonably be expected to be available during the foreseeable future. The

replacement dwellings mentioned are decent, safe and sanitary, functionally equivalent and substantially the same as those to be acquired. Fair housing open to all persons regardless of race, color or religion, sex, or natural origin in accordance with the U.S. Department of Transportation Order 5620.1 copies of which are available in this room and again in the back of the room. Business people being relocated will have available relocation advisory assistance to aid them in finding replacement property in which to relocate. The right-of-way program for this project will be under the supervision of Louis Grothaus, Metro Right-of-Way Supervisor for the Oregon State Highway Division. His office is located at 5821 N.E. Glisan Street, Portland, Oregon 97213. In the event you have questions on right-of-way matters in the future please contact the Glisan Street Right-of-Way office. The telephone number is 238-8215 and is in both of the leaflets available here today. Thank you, Bill.

BILL LIND: Thank you, Glen

I'd like to remind you once more that the cards we have, we'd like you to fill them out and the gentlemen will collect them and bring them up to me. And I'm going to start out by utilizing the cards. So if you want to be first, fill it out.

In addition to the statements expressed here tonight, incidentally, if you decide you don't want to say anything here but after you leave you think of something real brilliant that you think you should of said we would appreciate that you would write us a letter about it. And if you would address your letter, copy this down so this address over here, so that if you afterwards decide that you want to communicate with us in that fashion why please do. And you have 10 days from tonight so that it would be included in the hearing just as though you had made a statement. And I hope that all of you here will say something because we're gathering all the information we can and we're willing to stay just as long as it takes to hear you say it.

A complete transcript of this hearing will be available for public review and copying at this address too, incidentally. How long will that be Glen, before that would be ready?

GLEN PIERCE: Approximately 20 to 25 days.

BILL LIND: Thank you. And informal informational session was held in the auditorium of the north Portland branch library at Killingsworth from 1 to 6 today. However, I assume that some of you were probably not able to attend that. And if you do have any questions that you would like to have answered before you make your statement, why go to that little room back there and there's a very energetic gentleman that's ready to give you all the answers that he has.

I don't know if he has them all. Again I want to say that the actual purpose of this hearing is to receive your statements. To get your input so that it gives us a better idea of how to arrive at a decision as to which of these alternatives is going to be the one. O.K. At this time now, I'd like to proceed with your statements and I'd like to re-emphasize if you do have a question to go to our room over here and get it answered before you make your statement. I'm going to utilize these cards and I'm going to call on the people in this fashion. First the city representatives, then elected officials, if we have some here tonight, then the business people and business organizations, interested citizens' organizations, and then, last we'll hear from the individual citizens.

O.K. Are there any City representatives here that would like to make a statement? Any elected officials that would like to make a statement? Well, we shall call on the first person that has given me a card here. There is Mr. Warren Chung of the Northeast Business Boosters. And I have a letter here from Mr. Chung as well. Mr. Chung, before you give your statement I want to give one more instruction. This is not just for you, but for everybody. When you approach the lectern, if you would give your name, your address, and your association if there is one. Because we want to know who said what. O.K?

WARREN CHUNG: Thank you Mr. Chairman. My name is Warren Chung. I represent the Northeast Business Boosters. I am president of that organization. And last week we had the opportunity to address a letter to Mr. Pierce. That is in the records, I presume.

BILL LIND: I have it right here Mr. Chung. Would you like me to read it in to the records when you are through?

WARREN CHUNG: Please. In addition to that letter which we addressed to you, we would like also to point out to Mr. Pierce in this morning's Oregonian, and that is in regard to the editor's note. Regarding truck mishaps on I-5. The reason I'm bringing this point out is that any time there is a pile-up on I-5 many hours it takes sometime to extricate the accident. And as I indicated in my letter looking from my window at my business, I can usually tell when there is a big accident on I-5. If the traffic going north on Union Avenue you know I-5 going north is blocked. If you see the traffic is going south you know the southbound traffic on I-5 is blocked. So I say that Union Avenue may be an avenue that we know it by. But it is also Highway 99 East. It will continue to be such a Highway in our interstate transportation system. Seeing all the traffic that goes on I-5 and knowing what impact it has when there is a blockage on it, the business people on Union Avenue recommend the Fremont Blvd. build. And if we would take into consideration of the access that we will have in the future, perhaps

we will have a better grasp on the V.A. project of the hospital in our area, which will enable us to have more impact as far as jobs for our people in our area is concerned. Also, to take into consideration is that maybe a year from now Union Avenue will be rebuilt and I think that this is the time to have two projects coordinated together so that when we do have both projects going they will be coordinated. And I think with the Freeway and Couplet to Union Avenue, it will increase the productivity, the useage of land and the future employment for the North-east area. Thank you.

BILL LIND: Thank you, Mr. Chung.

The business organization, Northeast Business Boosters, Mr. Chung represents sent a letter here and I shall read that into the record as he has requested:

"Dear Mr. Pierce:

On behalf of the Northeast Business Boosters and in compliance with instructions to submit written statements by January 3, 1977, I am reporting our position on the Summary Report Fremont Bridge Access Study. The NEBB also requests that this letter be read and considered during the public hearing at Cascade Hall at Portland Community College, December 14, 1976.

At a regular meeting on December 7 the Northeast Business Boosters approved by majority vote: 1) the opening of the ramp access to the Fremont Bridge; 2) according to the alternative caption Fremont Blvd. street improvements, one argument in favor of this alternative is that it would not only facilitate the flow of traffic on the Union Avenue under normal conditions, but also would expedite dispersion of traffic congestion in case of any major obstruction on I-5 between the Coliseum and Jantzen Beach southbound and/or northbound, and eliminate much of the necessary detouring especially during peak hours. Union Avenue is part of Highway 99 East and there should be a fluid connection between these two major arterials.

Very sincerely,
/s/ Warren Chung,
President, Northeast Business
Boosters'

Thank you again, Mr. Chung.

Next is Mr. George LaDu. Again, I'll announce after you approach the lectern, please state your name, your address and your association.

MR. LADU: My name is George LaDu. George LaDu and Associates. Commercial Labor Industrial Real Property Brokers. My address is

1440 North Prescott. I'm appalled that a ramp hasn't been opened since the completion of the bridge. I've had industrial property customers that decry the lack of better access to I-5 and its supporting freeways. In my opinion, the most practical and the least costly would be the Cook-Fremont Plan. Thank you.

BILL LIND: Thank you Mr. LaDu. Next is Betty Walker of the Sabin Community Association. Mrs. Walker would you repeat it. I hate to ask you that, but I'm afraid that we missed it.

MRS. WALKER: Sabin Community Association, 3124 N.E. 17th. Our association by looking at the study did not feel a Fremont Blvd. or Cook-Fremont would assist Union Avenue. The improvements made on that would do more towards building business than having to encourage traffic to go through to other areas to Jantzen Beach and on north. We feel that noise, the pollution and so forth on Fremont Blvd., that it would take too many houses and we strongly oppose those. We don't favor aligning on Fremont. Our association did vote in favor of the Short-Cook, but we haven't been able to ascertain what those neighborhoods feel. It would be most heavily impacted, the Boise&Elliott neighborhoods haven't made a decision yet, and if they were strongly opposed to that we would favor one of the No-Build options.

We are writing a letter stating more fully our position opposing the Fremont and Cook-Fremont that we will get in before the January date.

BILL LIND: Mrs. Walker you were saying that the Short-Cook is your first preference, is that what it is?

MRS. WALKER: Yes. Thank you. If it isn't strongly opposed by those neighborhoods.

BILL LIND: O.K. The Sabin Community Association, Sir. Next on the list is Mr. Dave Dzubay.

MR. DZUBAY: I can only speak as an individual tonight.

BILL LIND: All right, I'll call on you later, Mr. Dzubay. Thank you. Mr. Hal Bahls.

MR. BAHLS: I didn't want to make a statement.

BILL LIND: O. K. I misread it. Thanks. I hope that you do write a statement, Mr. Bahls.

Anybody that had marked "No" that they don't want to make a statement, I'm sure that they have something in mind or they would of been willing to make out a card. So remember, we want to hear from all of you, even if it's bad. Next is Mr. W. M. Brown.

MR. BROWN: W. M. Brown, 2416 N. E. 18th Avenue, Portland. I am a member of-

BILL LIND: Mr. Brown you have that you are representing the Irvington Community Association, is that correct?

MR. BROWN: That is correct. I am a member of the Board of Directors of the Irvington Community Association. Our association has diversified opinions. But the bulk of us agree with Betty Walker of Sabin. The Short-Cook probably presents the most reasonable approach for this Northeast area. I wish to thank the Highway Commission for the work they have done in displaying the various alternatives. A great deal of effort has gone into this display. Now, I wish to emphasize that the idea of having a traffic intersection at Fremont and Union Avenue probably is a good solution in a way, but I think that it will add a tremendous volume of gasoline exhaust fumes to the area.

Because you will plan on having traffic lights and allow stop and go and a left hand turn signal there will be a lot of traffic standing still with motors running emitting exhaust fumes. And if you plan on settling on some method of connecting Fremont Bridge traffic and Union Avenue, I suggest that you will explore a method of having an overpass that will take East-bound traffic over Union Avenue and then point it Northward and drop it on to Union Avenue. Now that would eliminate some left turns on the ground level, and will eliminate a lot of motors idling while you wait for these turns. Left turns cause a great delay at every intersection. If you utilize that, with some East and West traffic on Fremont by traffic signals, then you provide a right turn from the bridge traffic Southbound on Union Avenue.

Now, we in the Irvington Association are opposed to any of these alternatives that would increase traffic East of Union Avenue, because our streets and neighborhood streets are not wide enough to support any more traffic. And if the Fremont Bridge ramps are open bringing more traffic eastward, we will have nothing but a more severe congestion than we have now. We have our traffic problems, we have auto accidents, and if you increase the volume those of course will be greatly increased also. What I'm trying to impress today is the idea that you must avoid creating a large volume of motor traffic in Union Avenue and Fremont. And if you can utilize some sort of ramps there -- overhead ramps -- you will eliminate this idling motor traffic. Now, we wish that if you utilize the Fremont off-ramps, that they'd be of some value to the Union Avenue business community. They are entitled to this help. The bridge is built. But you cannot do it at the expense of all other bad features.

I hope that I have not been ambiguous in my statements, but we who live there feel rather strongly on these points. You will hear from some other people this evening from the Irvington area. As I said in the beginning, we are of different opinions, but we are striving to try and avoid increasing our traffic now on Northeast 15th Avenue, for instance. We have too many accidents there, too many personal injuries, and I think personal injuries are a very violent thing. That's most important to our way of life. All your ramp work is wonderful for the automobile but you've got to consider the humans & our narrow streets and our already congested rapid cars. Thank you very much.

GLEN PIERCE: Thank you, Mr. Brown. There are two points that you raised. First we did consider a structure at the intersection near the intersection of Union and Fremont early in the study. It was one of the preliminary alternatives that was looked at. It was set aside primarily because of looking at the cost compared with the benefit of that ramp wasn't very favorable. There would have been quite a bit of additional disruption to businesses, residences and so forth in order to construct such a ramp. The second point that you raised concerned increasing traffic volumes East of Union. That was by the way, one of the original directives that the City Council charged us with: To insure that whatever we do would not increase traffic volumes East of Union. That is why the proposed connections for the Fremont Blvd. and the Cook-Fremont employ the metering at the intersection and provide only one lane of traffic for through movement on Fremont. That effectively limits the amount of traffic which can travel East of Fremont. I hope that responds to your concern.

MR. BROWN: Yes, I know what you're discussing, and I wish to point out again sir, that there is a great deal of vacant property at Cook and Union Avenue. I have looked at it with the view in mind that if you decided to go back and study that overhead crossing problem that there is, I think there is ample space to do it without dislodging any present residence or business. Union Avenue has a lot of vacant property along it, but at this particular spot, Cook and Union, there's quite a bit of vacant property. Thank you.

GLEN PIERCE: Thank you.

BILL LIND: Thank you for your suggestions, Mr. Brown.

Mr. Brown, you mentioned that there were other opinions of the Irvington Community Association. I take it that your opinions did not necessarily express their's. Is that right, Mr. Brown?

MR. BROWN: Well that is true. There are other people I think who will appear tonight and I said in the beginning we have different opinions. And it's difficult, I think, to get everybody in the area to agree on one plan.

BILL LIND: Don't we know it!

MR. BROWN: The Short-Cook, I think does have features that will satisfy more people. Thank you.

BILL LIND: I have another person here that has marked "No", he doesn't wish to make a statement, but I wish to give him full credit for having made this out. His name is Noah Enyeart and I hope that you'll write in Mr. Enyeart. The Rev. Seraphim Gisetti. If I mispronounce your name, why, let me know.

REV. GISETTI: For a first attempt that was very good. Chairman,

my name is Father Seraphim Gisetti, of 3613 N. E. Mallory. I'm here representing St. Nicholas Orthodox Church which is adjacent to that exit. The church has been in the block just north of Fremont on Mallory since 1927, but it's situation is such that at the present time it draws parishioners from all of Portland including some from the West side. So what I would like to do at this point is simply run down our preferences as far as all of the alternatives.

The church council has voted and on their vote and study, we would ask that and prefer that the Hospital and Stanton Yard alternative be used. Considering the other No Build the limited accesses, the situation at present is tolerable. The permanent closure would simply put off any final settlement to this controversy until it's brought up again, and the ramp removal is much less acceptable for us because of the people from the West side. As far as the build alternatives, we would prefer Fremont Blvd. over the others, even though this would require the relocation of one of our parishioners. The Cook-Fremont is much less acceptable to us. The Short-Cook is nothing more or less than disastrous for the church and would probably force the relocation of it, but without the benefits accrued to those people who's property would be purchased by the State. That is our statement.

GLEN PIERCE: Thank you.

BILL LIND: Thank you, Rev. Gisetti for your opinions on that.

O. K., we've heard from most of the people now that are representing organizations, so we'll start on you individuals. Dean Gisvold.

DEAN GISVOLD: My name is Dean Gisvold. I live at 2815 N.E. 17th Avenue which is in Irvington. I would agree with Mr. Brown who is my neighbor, that the association unanimously agrees that there should be no more traffic East of Union. I would not agree with Mr. Brown that the association has taken any position as an association, because there has been no community meeting on the subject. I hope there will be so that we can express some form of unanimous opinion, if that is possible.

BILL LIND: I think Mr. Brown made that fairly clear.

DEAN GISVOLD: I am opposed to the Short-Cook, to the Cook-Fremont, or the Fremont Blvd., any of the build options for the following reasons:

1. There appears to be a significant and really unneeded increase on Williams and Vancouver of traffic and I quote from the social impact portion of the study which indicates that on all three of the build options that the residential quality of Williams and Vancouver will be adversely affected. At least for a period of time.
2. Is that I really question the assumption that increased traffic means increased sales to Union Avenue businessmen. What will bring

sales to Union Avenue will be re-development and things that draw people. Like the Saturday Market draws people to Old Town. I don't see where any of the build options help Union Avenue directly.

3. I question the effectiveness of metering and other controls to avoid traffic on Fremont and neighborhood streets East of Union. It's just too easy in my judgment to open up a box and change those metering devices so that the traffic once it's there, needs to be accommodated in some fashion, and I'm afraid that could easily be done.

4. The relocation of businesses and homes that are proposed by two of the build options are just unwarranted. Businesses have a hard enough time on Union Avenue, in this area anyway, and homes are something we need. We cannot afford to knock more homes down in favor of roads.

5. The economic impact, and again I quote from the study. There is on the 3 build options the net affect on business, sales and payrolls in the study area will be negative. And then on the cost benefit comparison, the negative net cost on each one of these range from 2,000 to almost 9 million dollars, if I read these figures correctly.

I am in favor of one of the No Build options, either the limited bridge option, the interim solution, or the Hospital and the Stanton Yard variation. Why? It's the easiest way to limit the traffic. There's no metering. There's none of the closure of streets or the making of one way streets, etc. You make a buttonhook and the traffic has to go only one way, and you would still get what I can see the only possible benefit from opening the ramps and that is increased access to the Hospital, and potential development of that urban renewal area either with the V. A. in a limited form or some other activity.

As an Irvington resident who has 6 children at Irvington School (5 children at Irvington and one at Head Start), I am concerned about the traffic on Knott Street because, at least it seems to me, rather easy for somebody to come off the ramp or to go on to the ramp; to use the Kerby Blvd. and on to Russell and then over to Knott Street and into Irvington. I have a qualification for my support of those 2 No Build options. I indicated so long as the traffic impact on Russell and Knott is not increased, then I would support those two options. And I say that for a couple of reasons: This morning's paper contained an article indicating that the Portland Development Commission is selling the block bounded by Williams, Russell and Rodney for housing -- low income and moderate housing, if I read it correctly -- and any increase in traffic on Russell would impact those housing opportunities. We recently hired an adult guard to stand guard at 15th and Brazee to protect the Irvington School children after another child was hit this fall.

In the past 5 or 6 years, my children have been going to school there, there have been at least 2 children hit each year. There have been no

deaths yet, but one was seriously injured. The third reason why I would not support one of those two No Build options, is that I think it would be relatively easy to modify the intersection at Kerby Blvd. and Russell to accommodate some of the needs of the industrial concerns between Interstate, around Interstate and the Stanton Yard area so that they could use the access and the ingress to their businesses.

I have some questions that I'd just like to state for the record and I'll try to seek my information in the other room.

1. Do the traffic figures either for 1980 or 1990 reflect the arterial street policies that are proposed and if they are adopted?
2. What is the process by which an alternative will be selected? Will it go to the planning commission or will it go directly to the City Council? That's it.

BILL LIND: Will you respond to that Glen.

GLEN PIERCE: Your first question regarding the arterial street policy: Essentially the system on which traffic projections were made was the interim transportation plan. The regional system. The proposed arterial streets policy fits into that system. So I would say that it does consider the arterial street policy. Regarding the procedure from here. We are proposing to brief the Planning Commission on the options. Whether or not they make a recommendation to Council has not yet been finalized. What we intend to do is to analyze all of the comments that are received at this hearing, and those comments that are received after this hearing. We will then have to formulate a staff recommendation and report to Council. And we will take that before the Council for their consideration. They will have our recommendation plus the Planning Commission, if they so desire, also other city agencies and citizens who wish to attend the Council hearings.

DEAN GISVOLD: Do you have the date picked out for the Planning Commission?

GLEN PIERCE: Tentatively for January 4th.

DEAN GISVOLD: Thank you.

GLEN PIERCE: Thank you Mr. Gisvold. Did I not call on Dave Dzubay of the . . Oh this is the individual. I'm sorry. Dave Dzubay is next.

MR. DZUBAY: My name is Dale Dzubay. I live at 32nd and Bryce in the Alameda area and I speak tonight strictly as an individual. Although, I think I could report that the Alameda Community Association is considering this issue. Opinions do vary. On the one extreme there was a suggestion that removing the ramps is perhaps the only long-range solution known in this issue. To the other extreme that says if the traffic counts whether No Build or any of the three alternatives are the same, why worry?

So, I think I should say though that the ACA, does have some points of agreement. Namely, a concern for limiting the traffic on Fremont, certainly east of Union. Whether this is expressed in terms of existing volumes or capacity indicated for those streets has not quite been cleared up. There is concern for the methods and manner of control that is the metering referred to in the last two schemes. How this would be monitored and the process for continuing this control over time. Thirdly, it would be a concern for the desires of those neighborhoods in the primary impact areas. We really would like to hear their concerns expressed. Perhaps we should make a rule that the strength of the argument in these cases is inversely proportional to the distance from the primary impact area. I'm sorry I ever said that but that's a possibility.

Nevertheless, I'll proceed with some comments basically directed to an area relevant to the eastern portion of the study area. Fremont East of Union. The street capacity on that portion of Fremont varies from about 10,000 to apparently 7,000 nearer 33rd. A statement in a working paper number 5 refers to little flexibility really remaining in the capacity of the networks of streets in this area. The Councils resolution objectives talk about encouraging using Union rather than Fremont & talked to avoiding significant additional traffic generated by any solution.

Well the projections compared to existing indicate that in 1980 there will be 8,000 vehicles rather than 7,000 on that portion of Fremont. In 1990, 9,000 rather than 7,000. Now this is an increase on Fremont East of Union. Granted it's moderate. But nevertheless it occurs to be in the 30% range. At least compared to existing. I realize, if we compare to the projected no build, these figures are roughly the same. But this does presume quite great faith in the traffic model. It assumes the reliability of metering involved in several of the schemes. It assumes the increase even in the No Build situation will be accepted by the neighborhoods. And, it perhaps doesn't take fully into account new factors like the arterial streets proposal. In any case, Fremont at this point in, say 1990, would be at or near capacity for it's full length.

I would like to look for just a minute at the proposed arterial streets policy effect. Northeast area of Portland is peculiar in its lack of major arterials. It rather relies on a grid of collectors for a reasonable distribution of traffic. Arterial streets'program advocates continuing this net of collectors actually from Union all the way to 82nd. From Broadway and Sandy all the way North to Columbia. A problem could be seen then in the fact that south of Fremont there are presently let's say between Union and 33rd, four streets are really used as collectors: 7th, 15th, 21st and 24th. Existing traffic and the 1980 projections indicate some 24,000 vehicles using these four streets.

Apparently, under the arterial streets'program, if that were adopted, only one of these four streets would be left. That's an over statement. Actually, they would be converted to local street, and this would give possibilities to selectively closing those streets. Or

at least restricting access. I have no quarrel with this concept except perhaps related to the scale of the grid remaining in Northeast and as related to this issue. A lack of other major streets to make up the difference. So if we're talking about four streets carrying 24,000 vehicles now, more in 1980 per the traffic model used in this report, and somehow three of them disappeared. Where would that traffic go? What would be the effect on the remaining collector? What route would people use for getting from Lloyd Center or the Coliseum or Downtown to the area in question? I would have to believe some of this traffic perhaps a significant portion would eventually have to try to use Fremont. Or find other neighborhood short-cuts. So here is another pressure, really, on this portion of Fremont. It suggests to me that perhaps planning the arterial proposal to the traffic model here would be at least illuminating perhaps quite interesting. Fremont may want to be held in reserve for some other policy that we come up with. Many of us would like to use this new route to the NW Coast, or something but we do have to back off analyze the cumulative effects. Turning just for a moment to one other item, the possible unrestricted connection of the ramps to Union. I refer to a working paper # 7 in which was charted, for comparison purposes only, a very hypothetical unrestricted connection of a major sort to Union. That is no meters involved but a scheme I suppose not unlike in volume to the Fremont Blvd. we're looking at here.

Well, those very theoretical projections indicated again on Fremont east of Union, perhaps 14,000 vehicles tapering to 10,000 vehicles. That is apparently more people would like to use this route, if they could. And, if it were possible, even in the width of the street. The street would be over capacity by 3 or 4 thousand. Again, this is not one of the proposed alternates here, but it does tend to indicate some travel desires. Again, a pressure on Fremont. And the only thing holding back this pressure in the two alternates that connect Union to the ramps is a stop light at Union. Which really gets to a question of those controls. What is the process? What are the parameters of the metering control? This will have to be addressed if not in detail by this report, then certainly by any Council Ordinance. That is, who controls the metering? What are the limits? What percentage increases are available? What conditions cause re-adjustment of those meters? Who is involved in that readjustment? How are citizens involved?

In a sense, this has to require monitoring from now on. And, I only trace these items to suggest to remind ourselves there are several and many factors involved here. The report can't address them all. But we as neighborhoods have to consider them all.

If I may turn for a moment to the project need and justification. The original ramp need no longer exist that is now abandon freeway. But what are the new benefits? What are the adverse impacts? What are the trade offs in other words? The summary findings in this report are really a very valuable aid in this determination. It appears to me, the results are a bit inclusive. Or at least not convincing. Even though many of the worst schemes possible here were eliminated. In other words, there is little time savings, little access gain. There are no net

economic gains indicated under cost benefit analysis. Little land use change is seen solely by opening the ramps. As far as Union goes, if there are 19,000 vehicles now, in 1980 there may be 21 to 24 depending on a No Build or a scheme. 3,000 vehicles difference. Is this really enough to do major things to Union Avenue? To quote from page 35 of the report, ramps will afford only a marginal improvement in access to Union. So it would seem to me that benefits would have to far out weigh the impacts. I don't think the report seems to say that. I would find Fremont Blvd. scheme unacceptable in the sense that there is a major direct thrust to Fremont. A four plus lanes is certainly a psychological image of a major thoroughfare. There is too much ramp traffic involved in this scheme. There is too much through traffic to outside the study area. Cook-Fremont is less of the above. But still I feel a bit strong. Short-Cook, I feel would be quite detrimental to the primary impact area. It would totally rely on the judgment of the neighborhoods involved in that area.

As far as access to Emanuel and the immediate vicinity, and as far as transit useage and emergency vehicle operation, as far as future options for development compatible with appropriate neighborhood plans as they evolve or any other evolving policies. It seems to me, the last two variations of the No Build would seem to meet these needs completely. Thank you very much.

BILL LIND: Thank you Mr. Dzubay. You have several interesting traffic patterns there that I'm sure Don Bergstrom will take a look at. I missed somebody who is representing a business here and his name is William R. Robinson. Is Mr. Robinson here?

MR. ROBINSON: Hello. My name is William R. Robinson

BILL LIND: A little closer to the mike Mr. Robinson. Thank you.

MR. ROBINSON: Is that better? My name is William R. Robinson. I'm associated with a small company, Albina Transfer. We have been following these studies for impact studies on the ramps back when they were still on the drawing board. What we're just trying to do is to get on board, that we'd like to see the ramps open in some form or fashion. Because we believe it would help the particular area plus including residential and commercial factors. We hope in the near future, we can get started on doing something about utilizing the ramps. One way or the other for any plan, of course, I personally prefer the Fremont Blvd. ramp. And, that is about all I've got to say. Thank you.

BILL LIND: Thank you Mr. Robinson. Carl Gardner.

MR. GARDNER: Mr. Chairman, my name is Carl Gardner. I do operate a garden supply business at the corner of Killingsworth and Denver. Like our first man up at the podium today, I can tell when the freeway is blocked, because the traffic on Killingsworth and turns and goes down Denver really increases when the freeway is blocked. However, I do live

in the Irvington District. Going home, I usually go down and take the freeway and up Weidler Street. But whenever the freeway going south is blocked, I will take the Union Avenue clear to 15th and through to 15th. So if we don't get something done about better traffic pattern through this area, it is not going to help the Irvington District, because now I go clear through the Irvington District to get to my area on 15th when I can't use the freeway.

I would like to say that if our parents and grandparents felt the way many of the people today feel, I'm afraid that we would have no public libraries, no bridges, no freeways, no shipping on the river, no industry, no coliseum, no stadium, no schools, and no hospitals today. I often think to myself that do-gooders covering themselves under the guise of environmentalists are doing more to destroy the country of America than the communists are. We hire experts on our Highway Department, and pay them very good money to come up with what they think and have studied and have given us is the best plan for the City of Portland, and then we turn it down and refuse their work. Which I think is definitely a waste of money. Then we go ahead and we spend millions of dollars to build bridges. Fremont bridge, Marquam bridge. We include ramps on that which we feel are needed, and then because people of the area complain of the pollution and noise we fail to use those ramps. Costing us thousand upon thousands of dollars of taxpayers money. We argue about the situation for years to where the cost of the project goes up 10-fold or better. In the long run, I think that any real public-minded citizen would realize that we should leave it up to our Highway Department. They study it.

They take tests as to the amount of traffic. They know what is best for the traffic flow. I think that they consider the energy used. I think they consider the pollution caused and I believe that they know what they are doing. Otherwise, I hate to think of spending all that money to pay their salaries. Most of this problem of not completing our projects as they are outlined from our bridges is causing like the Fremont bridge to be about half used. Consequently, traffic has to move way around. Go around some other way. Instead of having a freeway or an express way through they have to go through the residential area, causing more pollution, using more energy. I think this is what we should be concerned about today, not what is good for our block, but what is the best for the City of Portland.

Mr. Chairman, I am whole-heartedly in favor of the Fremont Blvd. Street improvements. I feel that this would be the best for the City of Portland. Not for my business. Because it would even distract the traffic from in front of my business, and goodness knows every business wants all the traffic he can get. But I think we need to consider the City of Portland, as a whole and not just our block. Thank you.

BILL LIND: Thank you very much, Mr. Gardner. Mr. Dick Clark of the Roy Manufacturing Company.

MR. CLARK: My name is Dick Clark. I represent two businesses: Roy

Manufacturing and Cryton Metal Specialists. Located at 3125 North Mississippi. Our concern is with access to the bridge and exit from the bridge on truck traffic moving to the west of the bridge ramps and the proposed build alternatives. Specifically, on Fremont Street and Mississippi. Anyone of the four alternatives would meet our needs. We would, in terms of economics; give our support to the Short-Cook alternative. I would like to express one concern, and that is if the No Build alternative is chosen all the businesses in the local area be considered equal to the Stanton Yards and the Hospital as to their needs. Rather than isolating everybody else out, and just allowing access to the city shops and the hospital. Thank You.

BILL LIND: I'm sure they will consider that Mr. Clark. And thank you very much for your statement. Mr. Erickson, how about you? We'd like to hear from you now if you have got something to say, O.K.

MR. ERICKSON: My name is Harry W. Erickson. I was born and raised at the east end of the Broadway bridge in 1896. I've worked all up and down the coast and I've done all kinds of different work till I know what I'm doing. I moved out to 4416 N.E. 71st in 1948, and I sold my place last year. Now I live down on 1819 N.E. Hancock. When I was a kid my father used to take us kids out and pick Christmas trees out here. So I know this country, and I know all about your highways too and your freeways. Therefore, I've been at these hearings. I've been all up the trail and down. All through Portland. And, I know wherever I go I study how they build these freeways. I'm gonna tell each and everyone of you that our Highway Department has done nothing right since they first started. Nothing right!

BILL LIND: Mr. Erickson, would you talk to me, because I have to hear what you say.

MR. ERICKSON: To me, they haven't done anything right. Everything the same way. They should of never built that bridge at Marquam, and even the County Commissioner says that we build bridges too close. We should of never build this Fremont Bridge in. It should have gone farther down. Also now you want Fremont Street here. What do you want Fremont for? You want to build that. Then you want to build that. The first plan was to go out to 205. All right. All the trick is to build that then get to Union Avenue and then there gonna shove it out to 205. I was in favor of the Cook and Ivy Street, but now I'm against all of it. Now at the City Hall, I heard now the way I understand, I don't think any party wants this. I don't want it. It's not gonna do ya any good, because the future plans are going to go out to Killingsworth. Now they can all laugh at me if you want, I don't give a rat, because I've seen a lot of big changes. All they'd need now to work to the future instead of spending all these billions of dollars which they can use to pave the streets around this country. Around this area, they can build a road and access to the Hospital from Broadway bridge. My proposition would be instead of condensing and doing what the

freeway is doing today, instead of trying to go out to Union Avenue which is a jam now. I don't see why they cannot take from Broadway bridge and widen Williams Avenue. Make it a four lane. Temporary to Killingsworth; one way and then come back on Vancouver one way to Broadway bridge. That would eliminate all this. Why spend two billion of dollars and take all those homes away and businesses away from here when they don't have to do it. Because in the future, they're gonna widen Killingsworth from 5 out to Parkrose 205; and here we are taking all this property away. For what? I have studied the freeways here. And I know the City of Portland. I know how it's grown from my younger days to today, and what the future plan is. And, also you people don't know, the future 105 is going through Overlook. A lot of people don't know that, and also it is going 47th Avenue. That's all dead, and then it was going 39th Avenue. That's all dead. They know me down in Salem. They know me. I'll say this, and I'm gonna tell you why I hate and have no use for the Highway Department. Where I was born and raised - where my mother lived for 65 years, they came in and took it away from us. Are you people here listening here, gonna let the Highway Department do like they did to us years ago. Stick up for your rights -- you got a right to stick up for your rights. Don't let the freeway department come out here and take the homes away from you, and all that. All you have to do is make another Freeway. The Freeway Department is wrong. We have a right for street cars -- we have a right for that money, but they didn't give it to us. They took it all away from us.

So, therefore, I am against this plan -- 100%. And, I hope all of you are also. Because it's not gonna do you any good. Because I have studied these plans for 10 years and it don't amount to nothing. But the future plan, we have to go out. We cannot start here -- you cannot, you've got to spread the difference. Where you go there, and you've got to spread the difference to go there. To put it up in Union Avenue, you're gonna make the worst traffic. And, then like I said, if you got a Freeway, a year from now, they'll try to--whether you like it or not, it'll be out to 205. So they know my history. So, therefore, I will say all you have to do now is just go down here until you can get out to the Fremont bridge and Emanuel Hospital, and while you can widen Williams Avenue and widen Vancouver Avenue that comes off Broadway and hits into Weidler, that'll take you in to Emanuel Hospital. The only object now, the exit of the East end of the Fremont bridge is to get to the Hospital. It's not a question to get out East or wherever to go, it's all just a game of the Highway Department to spend your money. But as I see the plans today, they can laugh at me that's all they come for. Just throw the money down the rat hole. I know it. So nobody's tellin' me I don't know what's goin on. So, therefore, because I follow up and know the City and I have seen how our Highway's have been built, as I see it today, what they're gonna do in the future now that they have widened Killingsworth out from 42nd Avenue. They'll widen that out, and now the plan is there gonna widen from the freeway 5 out. So, therefore, the way I see it today, you take and change this plan, and they don't have to do no digging. They don't have to do nothing. All they have to do is what we call an express way. Widen Vancouver Avenue, take to Kerby now. You don't have to take no business out. Take the Kerby now and make it a four lane. And, also then take on Williams

Avenue. All you have to do is to turn around and make it a four lane, take your parking strips out. And, it don't have to take no house, or no business or no nothing. And, I'm gonna tell each and everyone, I know what's going on, and I know ever since the Freeway Department started years ago, it was gonna be a failure. And, it has been all over the United States of America. Freeway, today is a dead duck, and I hope everyone of you back me up. Just like I repeat, I've been up to the, whatever name now, I'll repeat what the're talkin about now, what I understand over City Hall. All they care for is exit so they can get from the Bridge to the Emanuel Hospital. That's the whole main question today -- not building up the Union Avenue. It's not tearing down the house, - the main idea now in the City Hall is other people's concern. And the County Commission, they all know me, so what the Hell. So, therefore, I would suggest that this plan be cancelled until future years. All you have to do is to build a road an exit that comes off Fremont Bridge into Emanuel Hospital. And, then you can widen Vancouver and Williams Avenue to let's see now that's Knott Street, in there. And then you get everything to Fremont. You can widen Vancouver and Williams Avenue to Fremont. Make that a four lane and you've got the whole thing licked.

BILL LIND: Thank you, Mr. Erickson.

We appreciate your comments, and I'm sure that our engineers will give them some consideration. Thank you very much. We have one more gentleman here that I wish to give credit to. Mr. Robert Turner. Oh! wait a minute. It says here, Mr. Robert Coffman. Sorry, it's James Johnson, Jr. Who doesn't want to say anything, but we'll give him credit anyway. Please write Mr. Johnson. Mr. Turner. Robert Turner. Mr. Robert Turner. Is he in the hall somewhere please! Well, we'll wait until he comes back, he's gone. Janet McNary.

Ms. McNARY: I'm Janet McNary, 2013 Northeast Fremont, and I speak for myself. I would like to go on record as being in favor of one of the two No Build variations. Either the limited bridge access or the Hospital - Stanton Yard only. Thank you.

BILL LIND: Thank you, Ms. McNary. Is Robert Turner back yet?

MR. TURNER: My name is Robert Turner, I live at 3016 N.E. 8th. Each day I drive up Union Avenue to near Ainsworth and Union.

BILL LIND: Could you move a little closer, Mr. Turner?

MR. TURNER: My experience is that moving with the peak traffic in the morning, and in the evening, that if the Fremont Blvd. street improvement were to occur, and the subsequent improvement of Union Avenue not to occur to the extent that is planned, that situation which is already probably one of the worst in the city, would only get worse. Having worked in the community, that's probably going to be primarily impacted by any of the decisions that will be made where I saw in the Boise Community having worked there for about 5 years, many elderly people who

were relocated by the Emanuel Project and the consequences of that project and the erosion of your community further since that time that what we have between Williams Avenue and Union is low-income housing servicing primarily elderly people and younger people that for better or for worse going to be going in the next couple of months somewhere. The kind of housing opportunities that we have between Williams Avenue and Union is low-income housing servicing primarily elderly people, and younger people that are for better or for worse, are going to be gone in the next couple of months somewhere. The kind of housing opportunities that we talked about in the earlier presentation don't really address themselves to low-income housing. The kind of housing that currently exists in the neighborhood you are talking about impact, unless there's a good plan for relocation of the persons who would want to move, it just seems to me that it is really unreasonable to talk about Short-Cook street improvements or even Cook Fremont improvements because it just went from my looking for a house to let here. The kind of money you would generally talk about in the relocation is not going to do for elderly people. If you have \$15,000 available to them they are not going to be able to operate the kind of experience they have in relocating. It seems to me then that one of the prime motivators in the community to get something happening with these ramps is Emanuel Hospital, in that continued project. Even with the kind of deleterious effects it has with the Boise Community to date. I think the community at large still supports Emanuel Hospital in improving that area.

I would endorse a No Build alternative that would conform to Hospital Stanton Yard only, which would provide that access to the hospital people are generally supporting with the greatest number of homes. The Veteran's Hospital is going to relocate somewhere around here. I don't know what's going to happen. But if that Hospital Stanton Yard exit were to develop, then that would certainly service well that kind of development and activity. I think that is about all that's really required. Just as your impact study has shown the kind of improvements indicated in Fremont Blvd, are not going to bring business to you. Being a resident of the community and seeing what exists and what kind of situations have evolved from other efforts, it seems to me that taking an effort that's been coordinated with one heretofore, as the only identified community support effort - that's the Emanuel Hospital finishing up their project. To go that far would be plenty far enough. Thank you.

BILL LIND: Thank you. Percy O'Dherty.

MR. PEARSE O'DOHERTY: My name is Pearse O'Doherty. I live at 2023 NE Fremont. And I support one of the No Build alternatives. It is pretty incomprehensible to me that I should contribute tax money to pay for what will end up being a complete deterioration of my neighborhood. I always thought that planning process was to produce more viable neighborhoods rather than destroy them. Thank you.

BILL LIND: Thank you Mr. O'Doherty. Pearse O'Doherty, I stand corrected there. Next is David Larson.

MR. LARSON: Yes. I'd like to say that I feel that the Fremont Bridge is a community affair. That it was built to serve all of Portland in one way or another. To serve all the people of Portland. Some time ago, and here I'm

not too well versed on this, but some time ago there was quite a comprehensive plan layed out of various freeways and inter-changes throughout the city that were aimed at moving traffic better, trying to make the flow more even on all of the main arteries. Rather

than over loading any one of them, and Oh, I might say where I live. I live down in Hollywood area and perhaps you folks aren't going to like me very much for what I'm going to say, but I, of course, as a citizen, I have a right to say it. But I live down on 36th Street. Which is not very far from 33rd. There are a lot of people who come down from this area on 33rd Street to get on to Interstate 80, and hence down into town. And, 33rd Street becomes a very busy artery. My thinking is simply this, that if, as I said at the beginning, Portland has a right to use this bridge that has been built--all the people have a right to use it. Then one of the things that I think should be kept in mind is that in order to take some of the load off of 33rd Street, and some of the load off of Interstate 80, as it intersects 33rd Street, there and carry's the traffic both to and from town, would be to have another alternative. Namely, the Fremont Bridge which for example in my case, and I'll tell you about myself. I work at the University of Oregon Health Sciences Center, and if I could just instead of driving over to the freeway, drive up to Fremont Street and then continue on down to Fremont Street, I don't know which one is the plan here. Continue on down Fremont Street, get on the Fremont Bridge, and take the - what do you call it the - Minnesota Freeway. Isn't it? Isn't it the Minnesota Freeway that goes around through the town? 405. Yea. The one by the river is the stadium. Which is the stadium?

So that I could continue down off the bridge onto the Stadium Freeway, people would use this. This way if the things could be arranged so that they could be used that way.

I can understand very readily how the people who live in the immediate vicinity here. And, who's property and their homes and their well-being and this kind of thing would be jeopardized in one way or another by some of these plans. But let's remember that the people on 33rd Street aren't having a very pleasant life either. With all of that traffic there. And, as I say, I would just like to see the Fremont Bridge used as a tool to carry an overload and to balance traffic better than it is balanced now. Maybe we wouldn't have to spend quite so much money as I understand is anticipated to be spent on Interstate 80. Thank you very much.

BILL LIND: Thank you, Sir. Mr. Chuck Hagens. Or Mr. Hagens (Maybe I'm mispronouncing that).

MR. HAGENS: My name is Chuck Hagens. I'm a chairman of the Boise neighborhood.

BILL LIND: Would you give your address too Mr. Hagens.

MR. HAGENS: My address is 2843 N.E. Union Avenue. It's been the general consensus for the past few months with my organization, that they are leaning definitely toward the No Build alternative. It's been discussed by the Planning Organization that's done a study with us several times and we've gone over all the options. And apparently, there is no Build option that won't adversely effect the social and economical impact of the

so called study area. And, then that my organization is the poorest neighborhood association we would be in the immediate impact area. The average member of my association is residentially- oriented. And, they feel that any of the build alternatives would affect the air quality of the Noise impact. There is no clear cut or no guarantee that they won't have problems dealing with the Noise impact after leasing and so forth. Personally, as far as the economic segment of the plan, I'm not really familiar with the projections as in terms of how will it fit in with the Union revitalization program. I do know that if the Fremont alternative is used, the property that is immediately adjacent to that intersection North or South of Fremont will probably only have access to traffic going one way either North or South because of the strip planned for the situation. So in representation of my organization we are leaning toward the No Build option. With limited access as such a source. Thank you.

BILL LIND: Thank you, Mr. Hagens. Mr. E. A. Lukowski.

MR. LUKOWSKI: My name is E. A. Lukowski, I live at 2102 N.E. Mason. I don't want to get into the why and wherefores, but I think for a practical standpoint, we have the ramps already built. And there's nothing more perturbing then coming East running into a blocked ramp and you can't go anywhere. You get to my home when I make this trip several times a day. I either have to whip down to Broadway or whip all the way over on I-5 and what not and go up this route. I just can't see it. Why not open that ramp. And I think traffic in the long run would equalize itself. I don't think you're gonna have the problems and what not, that everybody anticipated. I'd like to see them take the barricades out. Open the ramp. Let the traffic seek it's own level. Which I think it will.

BILL LIND: You are saying Fremont Blvd. ramp is that what you're --

MR. LUKOWSKI: Yes, Fremont Blvd. The one that's whippin up by - going off the -- I guess it ends up at Emanuel Hospital. Thank you.

BILL LIND: Thank you. I haven't got any more cards left. And, I'm sure that there are some of you out there that are just dying to say something. Maybe you haven't got up nerve enough yet, but it really doesn't take much. You just come up here and give your name and speak into the mike.

MS. FRATER: My name is Eugenia Frater. I live at 100 North Cook Street.
LIND: Would you spell your last name please? / F. like in Frank RATER. Now I would like to know seeing that I own two houses right there at Cook and Williams, if the traffic right now as busy as honey bees, from Cook, it comes out Cook from Union, and visa-versa, they go up that way. Now, if you're going to have lights right in there that branches in Cook. We're gonna get all the pollution from the cars. Because it's bad enough now as it is. And then another thing. When you go across Vancouver to hit the ramp to go over the Fremont Bridge, just as you get there it says no right turn. Why do we turn right? And why can't we turn right? Why do we turn right? Why can't we turn right? There are no incoming

cars because there is an island and the car is over on the other side. And, what's gonna keep them from turning right?

BILL LIND: Well that will be something the traffic engineer will investigate now that you've asked the question. I can't answer it.

MS FRATER: I mean to me it's kind of it's two lanes anyways so the right hand lane could turn right.

BILL LIND: That's a good point.

MS. FRATER: But in other words to get there, I live right there, the first house right there next to Vancouver. I have to go up a block. Go down a block. Across a block and then go to get to my house. And, that don't make no kind of sense. When there is two lanes you can turn right in the right hand land. Everybody else is doing it every day. They don't go up there like I do, I only do it because I don't want to get a ticket.

BILL LIND: That's the way, I am too.

MS. FRATER: But as I say, I don't care what you do. But I don't see that we should get all that pollution because cars can be, when you put that light out there, you can't get across Williams Avenue from 3:30 anyway till about 6:00. Going either direction. Because sometimes the cars are backed up from the light on Fremont and Williams plumb back to Cook Street. And they just don't give you no right-of-way. They don't give you no break. You set there and wait till they pass till you go on. Get through and when those lights get there it's gonna be much more. They ain't gonna turn too much. I mean they ain't gonna turn any more when you get that light there. When they hit Williams turning left they ain't gonna turn no more than they turn now.

BILL LIND: Which one do you favor, Ms. Frater?

MS. FRATER: I don't care what they do as far as I'm concerned. It's just that I don't feel that we should have all that pollution. It don't bother me. They gonna do whatever they think best anyway. No criticism about it, I mean that's what they thinks best thats fine with me. I don't care. But I still feel that we shouldn't get all that pollution. And those big trucks will be right there. The Bakery ones and we get enough of them.

BILL LIND: I'm not sure that we can respond to that. But I'm sure Mr. Pierce will let our air pollution man know about this. Thank you.

MS. FRATER: Thank you.

BILL LIND: Is there anyone else here who would like to make a statement? We got a repeater, Mr. Brown. O.K.

MR. BROWN: I'd like to add another remark. A side issue. If any ramp construction is completed, I would like to have the Highway Commission consider whether or not they might include any bicycle path or pedestrian path for the Fremont Bridge. I have in my own opinion, thought it was a shame that the Fremont Bridge was built and the Marquam Bridge were built in the city and none of them have any provisions for pedestrians or bicycles. Now we all agree that we're using a tremendous amount of automobiles, using a lot of fuel. And, I think some of us could use our feet. Some time when the weather is pleasant, many of us might use bicycles. One of these days we're going to run out of gasoline, and we may have to. But if they would at least include the possibility of considering something like that, they may have to add an appendage to the bridge to carry it.

GLEN PIERCE: That was considered in the consultant's record. At this time it's not considered practical. Their policy is that pedestrians and bicycle movement is not allowed on Interstate facilities. And, that's what the Fremont Bridge is. It's Interstate 405.

MR. BROWN: Well it does seem a shame.

GLEN PIERCE: It's a limited access facility.

MR. BROWN: Well it does seem ashamed that so much money was spent and it's only spent for automobiles and yet we're all lamenting the increase in automobile useage. Thank you.

BILL LIND: Thank you very much Mr. Brown. Anyone else that would like to come up and make a statement. We want to hear from you because we need all the help we can. Your opinion is sought this evening. That's what we're here for. We want to hear what you have to say. So if.... Yes sir. Would you state your name and address.

MR. CHRICHTON: I own a couple of warehouses, occupying two blocks down in the vicinity of Albina and Fremont, and half a block of property across the street. Which we look forward to developing similarly in the future. My only comment tonight is that two or three people have suggested that they would recommend or that they would be least offended by the connection of the Hospital and Stanton Yard only. I'm sure that the taxpayers, in the State of Oregon would not stand still having had their money used to build that bridge, and build those ramps for connecting them for the private use of the Hospital or the City or any other individual. As far as I'm concerned, if there is going to be a connection with the ramp, they've got to connect it so that everybody can use it. Thank you.

BILL LIND: Thank you, Mr. Chrichton. Is there anyone else who would like to make a statement. Yes. Come up, please. State your name and address.

MS. MITCHELL: My name is Betty Mitchell, 32 North Cook. Right between

Williams and Vancouver, now, down where you go down to the Fremont ramp, you go down and there's a sign where you turn right over the bridge. It says "No Entrance", and people come right by my house from Williams Avenue. Right straight down Cook, go right across Vancouver and turn on that ramp, and go over the bridge. Now, why is it the sign is there and they still go through it?

BILL LIND: That sounds like a local traffic problem. Can you address that at all?

MS. MITCHELL: And, then he says when things went through, they're gonna have a stop sign on Vancouver and Cook. Go right up Cook pass my home. This place is - the only two on the block, and another stop sign on Williams. Well between 3 and 5:00 at night, there is so many cars in front of our home that we can't get out with our car. And, now if they have a stop sign on Vancouver, cars stop. They go up to the stop sign at Williams. They'll be just car after car. And, the bakery is across the street. They have trucks coming in and out of there all the while. How can they make that a through street up through there? With all that traffic there now?

BILL LIND: Well that's something the traffic engineer can address to you. I'm sorry we can't answer you.

MS. MITCHELL: We can't even get out of the drive now from 3:30 to 5:00. The cars just come one right after the other pass the house. And, if they have a stop street on Vancouver, and another one on Williams, they wouldn't get started from Vancouver and they'd have to stop at Williams.

BILL LIND: Are you.....? Thank you, Thank you very much. Is there anyone else who would like to make a statement?

MS. LUKOWSKI: I'm Loretta Lukowski and I live at 2102 N.E. Mason. Something that I cannot understand is why everybody is griping about the pollution? I can remember almost 40 years ago in that same area all the north and south traffic went in and out on Interstate. We didn't have the complaints then. In the meantime, they put in additional things for us for our benefit. Traffic has a way of easing itself out. I'm all for letting the ramps come off the freeway -- off the bridge and have it to where the street that goes up to where either they can come in on any street they want where it can be used for the whole east side not just the one particular local and not to have everybody else cut out for the sake of a few locals. Now I could be wrong but I can't quite see all of our terrible pollution cause it has been far worse than that. By far worse than it is today. Thank you.

BILL LIND: Thank you, Ms. Lukowski. Anyone else for a statement? If there is no one else coming up, I would like to make one last announcement. That is if there is something you want to say and you want to write it to us in a letter. Make a statement by letter. Take down this address right over here. Take it with you. Write your letter at home and then mail to us. This will go into the hearing just as though you have stated it here. The time is 9:02 and I declare this hearing at an end. Thank you all for coming.

FREMONT BRIDGE ACCESS PROJECT
RIGHT OF WAY
CORRIDOR AND DESIGN PUBLIC HEARING

MR. LIND , LADIES AND GENTLEMEN, THE HEARING BEING HELD TODAY IS TO AFFORD INTERESTED PEOPLE THE OPPORTUNITY TO EXPRESS THEIR VIEWS REGARDING THE FREMONT BRIDGE ACCESS PROJECT.

AN EXPLANATION OF THE RIGHT OF WAY ACQUISITION PROCESS IS CONTAINED IN A LEAFLET, "ACQUIRING LAND FOR HIGHWAYS". THIS LEAFLET COVERS THE MATTERS OF THE PUBLIC HEARING, THE APPRAISAL PROCEDURE, THE DEFINITION OF MARKET VALUE, PROCEDURES FOR HANDLING PAYMENTS FOR PROPERTY, AND EXPLANATION OF EMINENT DOMAIN PROCEDURES AND THE ADDRESSES OF THE VARIOUS RIGHT OF WAY DISTRICT OFFICES IN THE STATE. THIS LEAFLET IS AVAILABLE AT THE MEETING TODAY, AND I URGE YOU TO TAKE ONE WITH YOU.

ANOTHER LEAFLET, "MOVING BECAUSE OF THE HIGHWAY?" IS ALSO AVAILABLE TODAY, AND I URGE YOU TO ALSO TAKE A COPY OF THIS LEAFLET WITH YOU. IT EXPLAINS THE FEATURES OF THE 1970 UNIFORM RELOCATION ACT RELATING TO THE BENEFITS AVAILABLE TO RELOCATEES ON A PROJECT. THE BENEFITS ARE QUITE NUMEROUS AND INCLUDE THE PAYMENT OF MOVING COSTS, REPLACEMENT HOUSING PAYMENT ADDITIVES, DOWN PAYMENT BENEFITS, RENT SUPPLEMENTS, PAYMENTS OF INCIDENTAL EXPENSES AND CLOSING COSTS ON THE PURCHASE OF REPLACEMENT HOUSING, INTEREST DIFFERENTIAL PAYMENTS ON MORTGAGES, AND AN EXPLANATION OF THE PROCEDURE FOR MAKING AN APPEAL IN THE EVENT OF DISSATISFACTION WITH ANY PART OF THE RELOCATION PROGRAM. BOTH OF THESE LEAFLETS WILL BE INCLUDED IN THE MINUTES OF THIS MEETING AND WILL BE TRANSCRIBED ALONG WITH ALL OTHER STATEMENTS.

THE TIME REQUIRED FOR RIGHT OF WAY ACQUISITION AND RELOCATION IS ESTIMATED AT TWELVE (12) MONTHS FROM DATE OF AUTHORIZATION OF THE PROJECT. THIS WILL PERMIT ADEQUATE APPRAISAL AND NEGOTIATION TIME AND PROVIDE AT LEAST NINETY (90) DAYS FOR RELOCATION OF THE DISPLACED PERSON AFFECTED AFTER NOTICE OF ACQUISITION. IN ADDITION, NO PERSONS OR FAMILIES WILL BE DISPLACED UNTIL THEY HAVE BEEN RELOCATED TO DECENT, SAFE AND SANITARY HOUSING; OBTAINED THE RIGHT OF POSSESSION OF ADEQUATE REPLACEMENT HOUSING; OR HAVE BEEN OFFERED DECENT, SAFE AND SANITARY HOUSING WHICH IS AVAILABLE FOR IMMEDIATE OCCUPANCY. NO OWNER-OCCUPANT WILL BE REQUIRED TO MOVE UNTIL EITHER HE HAS BEEN PAID FOR HIS PROPERTY OR THE MONEY HAS BEEN DEPOSITED IN THE REGISTRY OF THE COURT.

THE RIGHT OF WAY NECESSARY FOR THIS PROJECT MAY REQUIRE THE DISPLACEMENT OF BUSINESS OR RESIDENCES, DEPENDING ON THE ALTERNATE SELECTED. COOK-FREMONT REQUIRES THE DISPLACEMENT OF ONE BUSINESS. TWENTY (20) HOUSES, ONE CHURCH, ONE PUBLIC SERVICE AGENCY, AND SIX BUSINESSES WILL BE DISPLACED BY THE FREMONT BOULEVARD ALTERNATE. THE SHORT COOK AND NO BUILD ALTERNATES DO NOT REQUIRE ANY DISPLACEMENT.

ALTERNATE HOUSING FOR PEOPLE DISPLACED BY THIS PROJECT IS READILY AVAILABLE. A SEARCH OF THE RESIDENTIAL MARKET REVEALS THAT MONTHLY APPROXIMATELY 750 DWELLINGS ARE BEING OFFERED FOR SALE IN THE NORTHEAST, SOUTHEAST AND EAST SUBURBAN AREA OF GREATER PORTLAND. THE OREGONIAN AND THE OREGON JOURNAL CARRY REAL ESTATE CLASSIFIED AD OFFERINGS OF "HOUSES FOR SALE" EACH DAY. A SEARCH OF THE RENTAL MARKET REVEALS THAT SINGLE FAMILY DWELLINGS AND DWELLINGS IN MULTIPLE HOUSING UNITS ARE AVAILABLE FOR RENT (ON A CONTINUOUS BASIS); OFFERED BY OWNERS PLACING "FOR RENT" SIGNS IN WINDOWS AND CLASSIFIED ADS IN THE LOCAL PAPERS. APPROXIMATELY 242 RENTAL UNITS ARE ADVERTISED "FOR RENT" WITHIN NORTHEAST, SOUTHEAST, AND EAST SUBURBAN AREAS IN THE LOCAL PAPERS DAILY. STUDIES INDICATE THAT AN EQUAL NUMBER OF HOUSES CAN REASONABLY BE EXPECTED TO BE AVAILABLE DURING THE FORSEEABLE FUTURE.

THE REPLACEMENT DWELLINGS MENTIONED ARE DECENT, SAFE AND SANITARY, FUNCTIONALLY EQUIVALENT AND SUBSTANTIALLY THE SAME AS THOSE TO BE ACQUIRED; FAIR HOUSING - OPEN TO ALL PERSONS REGARDLESS OF RACE, COLOR, RELIGION, SEX OR NATIONAL ORIGIN, IN ACCORDANCE WITH U. S. DEPARTMENT OF TRANSPORTATION ORDER 5620.1, COPIES OF WHICH ARE AVAILABLE IN THIS ROOM.

BUSINESS PEOPLE BEING RELOCATED WILL HAVE AVAILABLE RELOCATION ADVISORY ASSISTANCE TO AID THEM IN FINDING REPLACEMENT PROPERTY IN WHICH TO RELOCATE.

THE RIGHT OF WAY PROGRAM FOR THIS PROJECT WILL BE UNDER THE SUPERVISION OF LOUIS GROTHAUS, METRO RIGHT OF WAY SUPERVISOR FOR THE OREGON STATE HIGHWAY DIVISION. HIS OFFICE IS LOCATED AT 5821 N. E. GLISAN STREET, PORTLAND, OREGON, 97213. IN THE EVENT YOU HAVE QUESTIONS ON RIGHT OF WAY MATTERS IN THE FUTURE, PLEASE CONTACT THE GLISAN STREET RIGHT OF WAY OFFICE. THE TELEPHONE NUMBER IS 238-8215 AND IS IN BOTH THE LEAFLETS AVAILABLE HERE TODAY.

THANK YOU, MR. CHAIRMAN.

Mag Card on Fremont Bridge Ramps

Dear _____:

Thank you for your letter regarding the Fremont Bridge ramps. I appreciate hearing your views on this matter.

At this point, the City Council is waiting ~~to~~ to receive the final ^{study} material before holding a public hearing. As you may recall, ~~when~~ when the issue was last before Council we requested the development of alternatives that both protected the residential neighborhood and contributed to the area's economic development. I, for one, will be watching and listening carefully to see the extent to which this charge has been met.

Thanks again for writing.

Sincerely,

NG

56 Alan
R

Paramount Oil Company

Quality Fuel Oils

Complete Asphalt Paving Service

281-4210

810 N. FREMONT STREET
PORTLAND, OREGON 97227

December 28, 1976

RECEIVED
DEC 30 1976
MAYOR'S OFFICE

Mayor Neil Goldschmidt
City Hall
Portland, Oregon 97204

Dear Sir:

After the meetings and discussions in regard to the Fremont Bridge off-ramps, our company is very interested in, and in favor of, the Fremont Boulevard Plan.

Having been in this location for years we were very geared up to the bridge becoming a reality and were pleased when the east end ramps were built. It has been a big disappointment to see all that money for the cost of the ramps just sitting idle for all these years.

For what it is worth, and I speak for many of the business people I have talked to the past few months in this area, Plan Fremont Boulevard is the one.

Very truly yours,



Arnold A. Saari, General Manager

AAS:cs

50
May 4, 1977

E. Mayor
2743 N. E. 16th Ave.
Portland, OR 97212

Dear Mr. Mayor:

Thank you very much for your card regarding the Fremont Bridge ramps.

After several years of analysis and a number of long and difficult City Council hearings, a decision has finally been reached on the Fremont Bridge ramps. By a 4-1 vote, the City Council has decided that the east side ramps should be open to hospital users and Stanton Yard traffic. A final impact study will be prepared, and that decision will be the recommended one. My anticipation is that work should be able to begin in the relatively near future.

I appreciate your feelings on this issue; in the course of the debate the Council received quite a bit of testimony, much of it from residents of the area and quite a bit of it indicating a divided sentiment on the issue.

Thank you, again, for taking the time to write.

Sincerely,

Neil Goldschmidt

NG:awr

April 28, 1977.

Dear Mr. Goldschmidt:

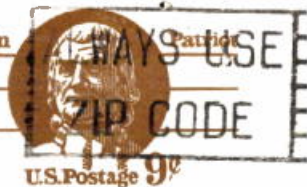
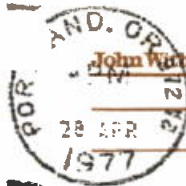
Now that the Fremont Bridge ramps have been completed for several years now, and the residents of the area have had ample time and opportunity to assess the scale model and plans before completion and after completion, it seems that it is now high time that the barricades should be removed and the taxpayers of the community allowed usage of this unit. The time for objections was before the contracts were let and the work was begun. There was indeed ample time for all this discussion before the fact of the building of the facility. If the people who are now coming forth with objections would have done their objecting at the proper time instead of blackmailing and using pressure group tactics on the Mayor & City Council now, the many thousands of innocent citizens who need the new route could be using it! See what you can do.

Sincerely yours,

Mr. E. Mavor

A handwritten signature in dark ink, appearing to read "E. Mavor", written over the typed name.

Mayor
2743 N.E. 16th Ave.
Portland, Ore. 97212



RECEIVED
MAY 2 1977
MAYOR'S OFFICE

Mr. Neil Goldschmidt
City Hall of Portland
1220 S.W. 5th Ave.
Portland, Ore. 97204

FINAL NEGATIVE DECLARATION
FREMONT BRIDGE (I-405) TO UNION AVENUE
CITY OF PORTLAND,
MULTNOMAH COUNTY, OREGON

22 July 1977

FILE

RECEIVED

SEP 2 1977

MAYOR'S OFFICE

INTRODUCTION

A draft environmental statement was prepared in accordance with Section 102(2)(c) of the National Environmental Policy Act, and the Federal and Highway Program Manual, Volume 7, Chapter 7, Section 2. The National Environmental Policy Act requires that anticipated impacts of any federally-funded project that is considered a major action be examined and reviewed by the public before the responsible agency decides to proceed with the project. The statement included a discussion of the physical characteristics of three build alternatives and four variations of a no build alternative and the anticipated impacts of each alternative on the physical, social and economic environment of the study area and surrounding community.

The DEIS was available to the public for 30 days prior to the public hearing for the project, allowing time for thorough review by all public agencies and interested private citizens. Testimony and comments received at the hearing and during a ten-day period following the hearing were assembled in a hearing record. Upon review of the record, a decision was made by the City of Portland to proceed with the development of one of the variations of the no build alternative which involves limited access improvements to the east-end ramps of the Fremont Bridge.

The alternatives studied and presented in the DEIS ranged from a four-lane thoroughfare connecting to a major arterial, causing significant environmental impacts in a residential neighborhood, to removal of the ramps. The selected alternative will not have a major impact on the community or the environment. As a result, it has been determined that the proposed action does not require the preparation of a Final Environmental Impact Statement and a Final Negative Declaration has been prepared in consultation with the Oregon Division of Highways and the FHWA. This action is in accordance with the regulations in Federal Aid Highway Program Manual, Volume 7, Chapter 7, Section 2.

LOCATION AND HISTORY OF PROJECT

The Fremont Bridge crosses the Willamette River in the City of Portland, Multnomah County, Oregon. The bridge is part of Interstate-405 and was opened in November, 1973. The

east-end ramps were built along with the bridge to eventually connect with a new freeway planned through Northeast Portland. This freeway was removed from the regional transportation plan in June, 1975. The ramps have remained closed except for limited access to the on-ramp. A Draft Environmental Impact Statement on connecting the east-end ramps to the local street system was circulated for review in November, 1976. The DEIS examined three alternatives for connecting the ramps to local collector or arterial streets and four "no build variations," ranging from removal of the ramps to a limited opening to allow use by traffic in the immediate vicinity.

DESCRIPTION AND PURPOSE OF PROJECT

Figure 1 shows the setting of the proposed project. Figure 2 shows how the east-end ramps will be opened. Both the on and off ramps will be opened to traffic on Kerby Boulevard and Gantenbein Avenue to the south of the ramps. The right turn to the on-ramp from Cook Street and the left turn from the off-ramp to Cook Street will be prohibited. This will allow use of the ramps by traffic going to and from the Emanuel Hospital Urban Renewal Project and other generators in the immediate vicinity of the ramps, but will discourage an influx of traffic through the neighborhood to the east. The project will include traffic controls as appropriate within the urban renewal project, including Kerby Boulevard, to discourage use of the ramps by traffic from outside the immediate vicinity.

The selection of the proposed project was based on the determination that the benefits afforded by the alternatives that would connect the east-end ramps to either local collectors or arterials would not justify their cost and the impact they would have on the local community. The proposed project will provide a return in public benefits on the existing investment in the ramps and will avoid the adverse effects of increased traffic through the neighborhoods. The project will improve regional access to Emanuel Hospital as well as to other existing and future medical facilities at the Emanuel Hospital Urban Renewal Project. It will also provide improved access to the City of Portland's Bureau of Maintenance yards on Kerby Boulevard.

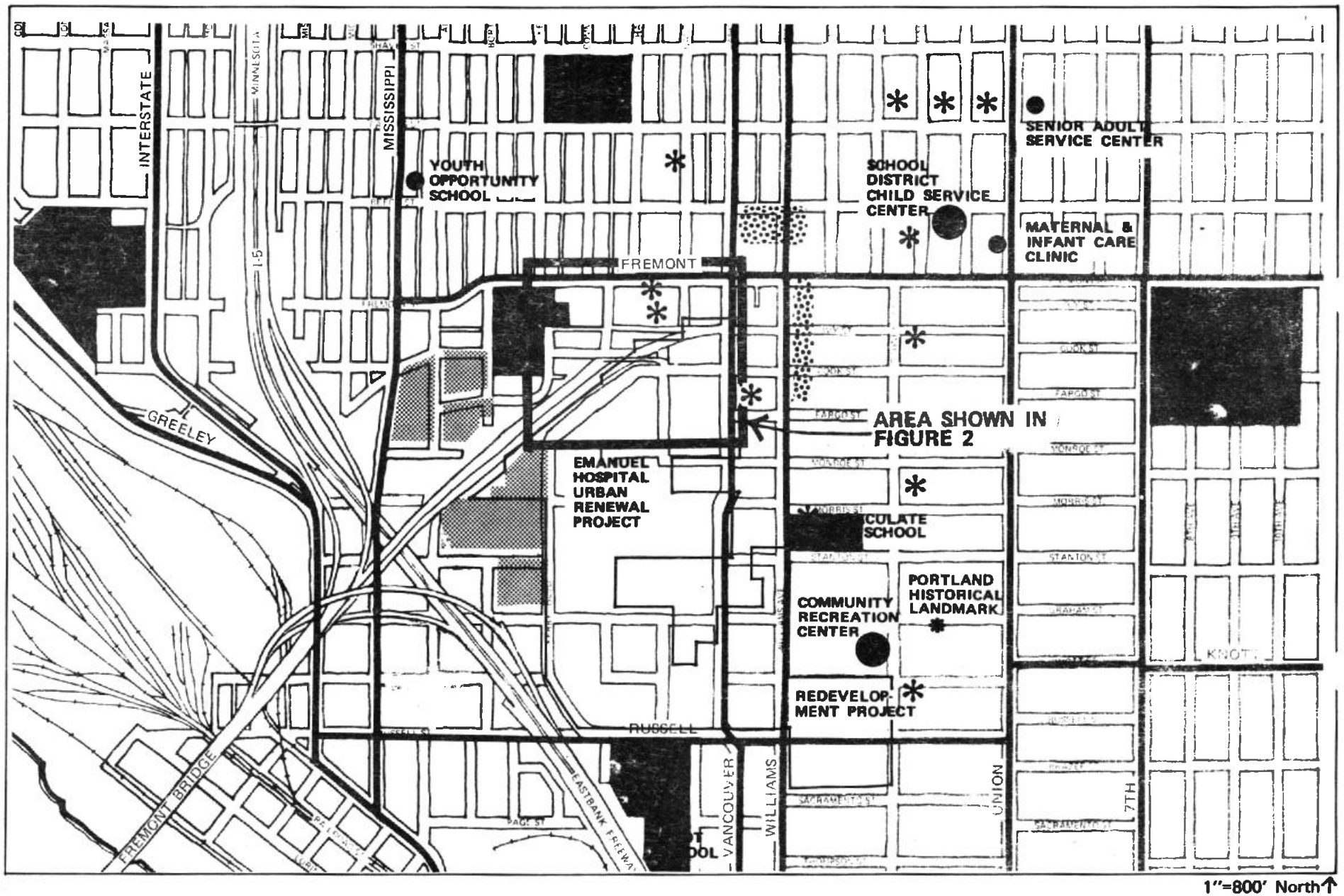
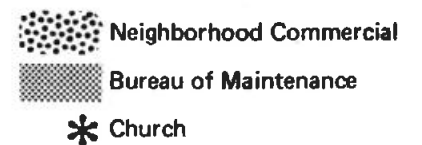


Figure 1
PROJECT SETTING



ALTERNATIVES CONSIDERED

The proposed project was labeled "Hospital and Stanton Yard Only" and was considered a variation of the no build alternative in the DEIS. The DEIS also addressed three other variations of the no build alternative and three build alternatives. These were labeled and described as follows:

Ramp Removal Variation. The portion of the east-end ramps built on ground fill would be removed and the land made available for other uses.

Permanent Closure Variation. The ramps would be permanently closed to traffic.

Limited Bridge Access. The on ramp would be left open as it is today and as it would be opened under the proposed project. It could be used by traffic coming from Kerby Boulevard and Gantenbein Avenue from the south, but not from Cook Street from the east. The off ramp would remain closed.

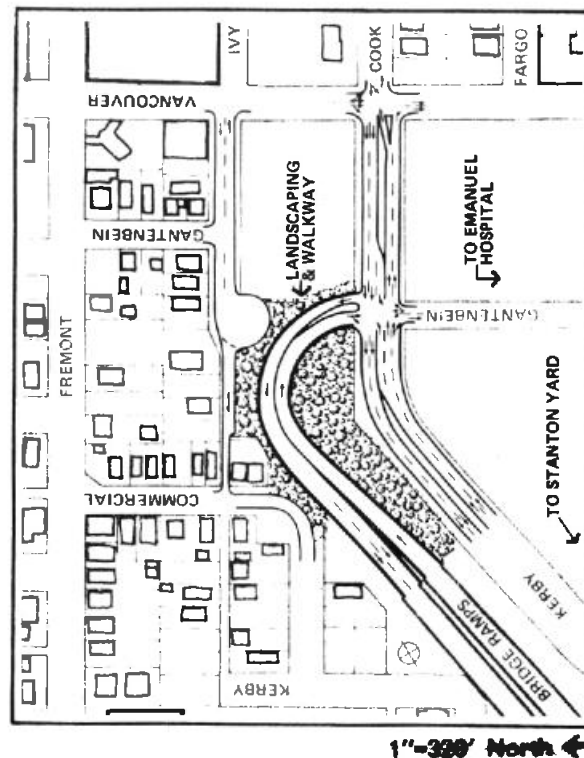


Figure 2 - PROPOSED PROJECT

Short Cook Alternative. The ramps would be connected to Williams and Vancouver Avenues for general traffic use. Direct access between the ramps and Fremont Street to the east would not be allowed.

Cook-Fremont Alternative. The ramps would be connected to Union Avenue via the Williams-Vancouver couplet and Fremont Street. Total traffic using the ramps would be limited by metering at the ramps and at the intersection of Fremont Street and Union Avenue.

Fremont Boulevard. The ramps would be connected to Union Avenue by way of Fremont Street. A direct link to Fremont would be constructed and Fremont widened to Union Avenue. Metering would encourage traffic to use Union Avenue rather than local collector streets.

ENVIRONMENTAL SETTING

Emanuel Hospital is the third largest of the general acute care hospitals in the metropolitan area. It has a capacity of about 500 beds, about 1,500 employees, and an active medical staff of 300 doctors. Other facilities at the Emanuel Hospital Urban Renewal Project include a medical office building, the Portland Orthopedic Clinic, and an extended care facility. A large amount of undeveloped land remains within the project. The City Bureau of Maintenance yards on Kerby are the storage and staging area for street maintenance throughout the city.

The neighborhoods in the vicinity of the project are the most depressed in the City of Portland. Much of the city's black population lives in these neighborhoods. Although primarily residential, land use is mixed. Relative to the city as a whole, incomes are low, unemployment high, and housing conditions poor. Nevertheless, most of the area is considered to remain a viable residential community.

With respect to air quality, the DEIS concludes that:

- a) relative to Federal standards photo-chemical oxidant levels are a problem in the Portland area;
- b) nitrogen dioxide levels are not a problem;
- c) lead levels may exceed the Oregon standard of $3 \mu\text{g}/\text{m}^3$ within the I-5 right-of-way, but probably do not in the rest of the area;
- d) background levels of carbon monoxide in the area do not approach the Federal primary standard for either maximum 1- or 8-hour levels, but the 8-hour standard of $10 \text{ mg}/\text{m}^3$ is probably frequently exceeded near major traffic streets in winter, and both in winter and occasionally in summer near I-5;
- and, e) the Federal standard for hydrocarbons is probably exceeded throughout the city.

The DEIS concludes that noise levels in the area of the project are high relative to State and Federal standards, particularly near major traffic streets. L₁₀ noise samples of 61.6 and 63.2 dBA were taken near the east-end ramps.

Existing traffic levels on the two streets directly affected by the proposed project are low--less than 1,000 vehicles per day. The central location of the area and existing traffic facilities provide good access, but traffic going to and from a large portion of southwest Portland must pass through the Broadway/Weidler/I-5 interchange, which is frequently congested. This congestion is projected to remain in the future.

ENVIRONMENTAL IMPACTS

The expected low level of traffic use of the east-end ramps provides the basis for the determination that the proposed project will have no significant adverse environmental impacts. Total average daily traffic projected to use the ramps in 1980 is 3,000 vehicles per day. This is expected to increase to 3,200 vehicles per day by 1990. Based on the analysis contained in the DEIS, the proposed project will not cause the 10 mg/m³ 8-hour maximum average carbon monoxide standard to be exceeded. In addition, the proposed project is not expected to significantly increase total traffic levels or change traffic patterns. It can therefore be concluded that the project will not significantly affect air quality or cause violations of State or Federal standards and is thus consistent with the Oregon State Implementation Plan for clean air.

The proposed project will increase noise levels in the immediate vicinity of the ramps. Preliminary evaluation indicates that the project will cause L₁₀ noise levels to exceed 70 dBA at 3 and perhaps more single-family dwellings located from 50 to 175 feet from the proposed improvements. A noise study report as per Federal Highway Program Manual 7-7-3 will be filed with the Federal Highway Administration prior to submittal of plans, specifications, and cost estimates. The noise study will: a) describe existing land use, including the presence of critical receptors; b) identify existing noise levels; c) predict noise levels with and without the proposed project for the year of implementation and 10 years after; and, d) identify mitigation measures to be taken or justify not taking such measures because of excessive cost, ineffectiveness, or other reasons.

The proposed project is designed to discourage use by through traffic to avoid increasing traffic on neighborhood streets. Some use by through traffic is unavoidable. However, because the time savings afforded by the ramps to through traffic would be small even if unimpeded, controlling through traffic is not expected to be a special problem. The effect on local streets will be small.

Project construction is expected to take 4 months. Removing the existing connection to the on ramp, regrading, and other construction activities will generate some noise and dust. Standard noise and dust control measures should be adequate. Scheduling construction for the summer months will not avoid interference with Boise School, located nearby, because the school operates year-around.

The proposed project will not require any relocation. The project will improve the level of access to Emanuel Hospital for its users, employees, and medical staff. Opening the ramps is expected to help attract additional medical facilities to the Emanuel Hospital Urban Renewal Project. In addition to hospital and City Bureau of Maintenance traffic, some large trucks from nearby storage and transfer companies may use the ramps instead of the route they presently use for freeway access, which is heavily used by pedestrians.

The Oregon State Historic Preservation Office reviewed the proposed project and found that since ground disturbance of previously undisturbed ground is minimal, there is no likely impact to archeological resources, that no cultural resource surveys are required, and that the project is in compliance with Public Law 89-665 and Executive Order 11593. A copy of a letter stating these conclusions is attached.

A broad range of other economic, social, and environmental considerations were addressed in the DEIS, which also included a detailed transportation analysis of the alternatives. The following pages contain a summary matrix comparing the alternatives. This matrix is taken from a newspaper-type summary of the DEIS.

COORDINATION OF THE AIR QUALITY ANALYSIS WITH THE DEPARTMENT OF ENVIRONMENTAL QUALITY

During the course of preparing the DEIS, staff members of the Oregon Department of Environmental Quality (DEQ) reviewed the monitoring procedures (including the calibration of instruments), the derivation of emission factors, and the applicability of measured and historical data to the study area. DEQ reviewed the DEIS, including the Technical Appendix,

Comparison of Alternatives

	No Build Variations	Short Cook	Cook-Fremont	Fremont Blvd.
Access	Hospital and Stanton Yard Only variation improves access between the immediate vicinity of Emanuel Hospital and west side parts of Portland.	Improves access between Primary Impact Area and west side parts of Portland. Also improves in small degree access to areas immediately to the north and south of Primary Impact Area.	Improves access between Primary Impact Area and west side parts of Portland, but effect reduced by metering. Also improves in small degree access to rest of Study Area.	Improves access between Primary Impact Area and west side parts of Portland. Improves in small degree access to rest of Study Area and to area north.
Ramp Use	Total Trips in 1990 under Hospital and Stanton Yard Only variation to and from: Emanuel Hospital 2,100(66%) Stanton Yard 300(9%) Immediate Vicinity 800(25%) TOTAL 3,200(100%)	Total Trips in 1990 to or from: Primary Impact Area 6,100(48%) Rest of Study Area 4,900(39%) Outside Study Area 1,700(13%) TOTAL 12,700(100%)	Total Trips in 1990 to or from: Primary Impact Area 5,600(38%) Rest of Study Area 5,100(34%) Outside Study Area 4,200(28%) TOTAL 14,900(100%)	Total Trips in 1990 to or from: Primary Impact Area 6,200(26%) Rest of Study Area 8,100(34%) Outside Study Area 9,300(40%) TOTAL 23,600(100%)
Traffic Conditions	Major peak-hour congestion west of 7th occurs on Killingsworth, Vancouver north of Broadway, and Broadway/Weidler between Vancouver and 7th. By 1990, congestion on Killingsworth will no longer occur, but other will remain.	Causes peak-hour congestion on Williams from Fremont to Skidmore. By 1990 this congestion will no longer occur and effect will be to relieve congestion on Vancouver near Broadway. Potential for traffic use of local streets to avoid controls greatest among alternatives.	Causes peak-hour congestion on Union north of Fremont, but relieves congestion on Killingsworth between I-5 and Union. By 1990, congestion on Union will no longer occur and effect will be to relieve congestion on Vancouver near Broadway.	Causes peak-hour congestion on Williams, Vancouver and Union between Fremont and Skidmore, but relieves congestion on Killingsworth between I-5 and Union and on Vancouver near Broadway. By 1990, congestion on Williams, Vancouver and Union will no longer occur. Effect will be to relieve congestion at the Broadway/Weidler/I-5 interchange.
Air Quality	Maximum 8-hour average carbon monoxide levels (which occur from 5 to 10 times per year) exceed the federal standard (10 mg/m ³) at the intersections of Williams, Vancouver, and Union with Fremont. Assuming the current schedule for motor vehicle emission controls, these violations will no longer occur by 1990.	Will cause maximum 8-hour average carbon monoxide levels to exceed the federal standard at the intersection of Cook and Vancouver. Assuming the current schedule for motor vehicle emission controls, this violation will no longer occur by 1990.	Will cause maximum 8-hour average carbon monoxide levels to exceed the federal standard between Williams and Vancouver from Cook to Fremont and along Fremont to Union. Assuming the current schedule for motor vehicle emission controls, these violations will no longer occur by 1990.	Will cause maximum 8-hour average carbon monoxide levels to exceed the federal standard along the ramps, the connection to Fremont, and along Fremont to Union. Assuming the current schedule for motor vehicle emission controls, these violations will no longer occur by 1990.
Noise	Dwelling units in Study Area west of 7th exposed to noise levels above Federal Highway Administration design standard: 1980 1,083 1990 216 Dwelling units in Fremont Bridge-Union Avenue corridor exposed to noise levels above the standard by No Build variations: 1980 0 1990 0	Dwelling units exposed to noise levels above standard: 1980 1,062 1990 197 Dwelling units in corridor exposed to noise levels above standard by Short Cook alt.: 1980 1 1990 0	Dwelling units exposed to noise levels above standard: 1980 1,069 1990 229 Dwelling units in corridor exposed to noise levels above standard by Cook-Fremont alt.: 1980 1 1990 40	Dwelling units exposed to noise levels above standard: 1980 1,103 1990 241 Dwelling units in corridor exposed to noise levels above standard by Fremont Blvd. alt.: 1980 19 1990 46
Land Use	Hospital and Stanton Yard Only variation will support continued redevelopment at the Emanuel Hospital Urban Renewal Project.	Will support continued redevelopment at the Emanuel Hospital Urban Renewal Project.	Will support continued redevelopment at the Emanuel Hospital Urban Renewal Project and along Union.	Will support continued redevelopment at the Emanuel Hospital Urban Renewal Project and along Union. The effect on Union will be greater than under the Cook-Fremont alt.

Relocation	Social Impacts	Economic Impacts	Construction Impacts	Project Costs	Cost-Benefit Comparison
Forty people in 17 households (removes 20 houses including 3 that are vacant), McDonald's (restaurant at Fremont and Union), Albina Legal Clinic (Fremont and Union), House of Style (their styling at Fremont and Union), Foxes Den (clothing at Fremont and Union), Ray Fleming, Inc. (auto parts at Fremont and Union), Immanuel Free Methodist Church (on Ivy between Commercial and Gantenbein).	Until volumes decline in the 1980's, increased traffic will adversely affect residential quality of Williams and Vancouver north of Fremont; this effect will be greatest among the alternatives. Adverse effect on the residential quality of Fremont will also be greatest among the alternatives, but mitigated by relocation and visual improvements. Traffic flow will discourage pedestrian movement across Fremont.	Will benefit Emanuel Hospital Urban Renewal Project and Elliot, Boise, and Humboldt neighborhood, and Union Ave. Net effect on business sales and payrolls in Study Area will be negative and greatest among the build alternatives.	Construction expected to take 12 months. Potential for traffic congestion on Fremont and restrictions to property access similar to Short Cook alternative.	<p>Engineering and Contingencies \$ 645,000</p> <p>Property Acquisition and Relocation 1,466,000</p> <p>Construction 1,466,000</p> <p>TOTAL \$2,646,000</p>	<p>Total Benefits \$10,908,000</p> <p>Total Costs \$10,908,000</p> <p>Net Costs = \$2,000</p>
McDonald's (restaurant at Fremont and Union)	Until volumes decline in the 1980's, increased traffic will adversely affect residential quality of Williams and Vancouver north of Fremont, but less than under Short Cook and Fremont Blvd. alternatives. Will also adversely affect residential quality of Fremont west of Union; the visual quality of the street will be lowest among build alternatives.	Will benefit Emanuel Hospital Urban Renewal Project and Elliot, Boise, and Humboldt neighborhood, and Union Ave. Net effect on business sales and payrolls in Study Area will be negative and greatest among the build alternatives.	Construction expected to take 10 months. Potential for traffic congestion on Fremont and restrictions to property access greater than under Fremont Blvd. alternative.	<p>Engineering and Contingencies \$ 441,600</p> <p>Property Acquisition 2,300</p> <p>Construction 1,104,000</p> <p>TOTAL \$ 1,548,000</p>	<p>Total Benefits \$8,157,000</p> <p>Total Costs \$11,299,000</p> <p>Net Costs = \$3,147,000</p>
None	Until volumes decline in the 1980's, increased traffic will adversely affect residential quality of Williams and Vancouver north of Fremont. Access variations.	Hospital and Stanton Yard Only variation will benefit Emanuel Hospital Urban Renewal Project.	Ramp Removal expected to take 5 months. Hospital and Stanton Yard only variation will take 1 month. Ramp Removal expected to take 5 months. Hospital and Stanton Yard only variation will take 1 month.	<p>Permanent Closure 15,000</p> <p>Limited Bridge Access 15,000</p> <p>Hospital and Stanton Yard Only \$195,000</p>	<p>Total Benefits \$8,157,000</p> <p>Total Costs \$11,299,000</p> <p>Net Costs = \$3,147,000</p>
None	Ramp use may persist as community issue under Permanent Closure and Limited Bridge Access variations.	Hospital and Stanton Yard Only variation will benefit Emanuel Hospital Urban Renewal Project.	Ramp Removal expected to take 5 months. Hospital and Stanton Yard only variation will take 1 month.	<p>Permanent Closure 15,000</p> <p>Limited Bridge Access 15,000</p> <p>Hospital and Stanton Yard Only \$195,000</p>	<p>Total Benefits \$8,157,000</p> <p>Total Costs \$11,299,000</p> <p>Net Costs = \$3,147,000</p>

and found the analysis adequate. DEQ has also reviewed the finding of this negative declaration that the proposed project is consistent with the Oregon State Implementation Plan and concurs.

SUMMARY OF CORRIDOR - DESIGN PUBLIC HEARING TESTIMONY AND COMMENTS RECEIVED ON THE DEIS, WITH RESPONSES

Summary of Corridor - Design Public Hearing Testimony and Responses

On 14 December 1976, a formal corridor/design public hearing was held to receive testimony and comments on information contained and the alternatives presented in the DEIS for opening the east-end ramps of the Fremont Bridge.

A review of the recorded transcript of the hearing indicates that a total of twenty-one (21) persons testified concerning the project as follows:

1. Of seven (7) persons representing business interests within the study area, three (3) favored the Fremont Boulevard alternative as a means to prevent traffic congestion on Union Avenue and relieve traffic going through Irvington when I-5 is clogged, to improve conditions for industry, retailers, and residential areas, and to prevent a waste of taxpayers' money since the ramps are already there. One (1) favored the Cook-Fremont alternative because it would provide industry with better access to the area. One (1) favored any of the build alternatives.

RESPONSE Neither the Fremont Boulevard nor the Cook-Fremont build alternative was selected. They are considered to cost more in terms of both construction cost and environmental impact than is warranted by the value of the benefits they would provide. The proposed project will improve access to businesses and industry in the immediate vicinity of the east-end ramps.

2. Three (3) persons representing interested organizations testified. Of these, two (2) favored the Short Cook alternative, but expressed reservations about any build alternative that would cause increased automobile emissions and traffic on Union Avenue and Fremont Street. One of these asked that establishing a bicycle path over the Fremont Bridge be considered. One (1) favored the Hospital-Stanton Yard variation of the no build alternative, and Fremont Boulevard of the build alternatives.

The Short Cook build alternative was not selected. It is considered to cost more in terms of both construction cost and environmental impact than is warranted by the value of the benefit it would provide. The proposed project will avoid causing increased automobile emissions and traffic on Union Avenue and Fremont Street. The Hospital and Stanton Yard Only variation of the no build alternative is the proposed project.

RESPONSE According to the DEIS, a bicycle path could be constructed on the Fremont Bridge using one of the shoulders, but this would require relaxing federal highway standards and would cause a serious decline in traffic safety. However, the DEIS also concludes that one of the lanes on the bridge could be used for a bicycle path without causing serious capacity problems if regional public transit were improved to reduce projected future traffic levels and if one of the no build variations, which includes the proposed project, were adopted.

3. Eleven (11) persons who are neighborhood residents presented testimony. Of these, four (4) favored the no build variations, especially the Hospital and Stanton Yard Only, because they felt the build options would cause unnecessary relocation would cause a negative economic impact; would increase Knott Street traffic, thereby endangering school children; would cause little or no time savings to people using the offramps and that it would be too difficult to limit heavy traffic flows on Fremont. One (1) favored any of the no build options. Two (2) preferred the Fremont Boulevard option because they felt traffic would equalize itself and that taxpayers have a right to use the ramps because they paid for them. One (1) person favored any of the build options and did not see air pollution as a real problem. Two (2) people did not care which option was selected as long as they received relief from heavy auto emissions and from heavy rush hour traffic on Cook Street. One (1) person favored none of the alternatives and instead proposed that Vancouver and Williams be widened to four lanes each to carry the north-south traffic.

RESPONSE The proposed project was selected in part to avoid the adverse effects of the build alternatives. Traffic congestion and air pollution problems induced by the build alternatives were other

reasons. The proposed project should lead to better control of ramp use, relieving heavy use of Cook Street. Circulation plans for the area envision downgrading Vancouver and Williams as north-south traffic streets and emphasizing Union Avenue.

4. No elected official or government representative gave testimony.

Summary of City Council Hearing Testimony and Responses

On 14 April 1977, the Portland City Council formally received testimony and comments on the Fremont Bridge Access Study and passed a resolution to adopt the Hospital-Stanton Yard option described in Draft Environmental Impact Statement.

A review of the recorded transcript of the hearing indicates that a total of sixteen (16) persons testified concerning the project as follows.

1. Five (5) people representing businesses testified. Four (4) people favored the Fremont Boulevard alternative for the following reasons: improve access to Albina for heavy trucks; promote economic development on Union Avenue and in the Overlook-Albina area; and attract professional and support services to the northeast business community. One (1) favored any of the build alternatives and felt they would promote traffic (truck) safety, and fuel and time conservation and would make the best use of public monies spent to construct the ramps.

RESPONSE Neither the Fremont Boulevard alternative nor either of the other two build alternatives was selected because the cost of these alternatives in terms of both construction cost and environmental impact was not considered to be warranted by the value of the benefits they would provide. The DEIS found that time and vehicle-mile savings afforded by the alternatives would be small.

2. Six (6) representatives of associations and organizations presented testimony. Two (2) supported the Hospital-Stanton Yard option because they distrust the effectiveness of traffic controls, feel that increased heavy traffic would destroy the residential character of the primary impact area and would endanger school children in transit to Irvington School on Knott and 15th Streets,

and since the build alternatives offer no economic benefits or time-savings, they should not be implemented. One (1) favored the Fremont Boulevard option because they felt it would give an economic boost to Union Avenue and the northeast as a whole. One (1) favored Short Cook because it would improve access but avoid the heavy negative environmental effects that the Fremont Boulevard option would cause. One (1) preferred any no build alternative because the build alternatives offer no positive economic or environmental benefits. One (1) favored postponing a decision until a decision is made to locate the Veterans Administration Hospital. One (1) would stand by any decision that the City Council makes.

RESPONSE The proposed project is the Hospital and Stanton Yard Only alternative favored by several of the neighborhood organizations. The build alternatives were rejected in part because of the adverse neighborhood impacts they would cause. The decision was not postponed because it was felt that after four years of debate the issue needed to be resolved and that selection of the proposed project would not discourage selection of the Emanuel Hospital campus for a new Veterans Administration hospital.

3. Four (4) individuals who are neighborhood residents offered testimony. Of these, two (2) supported the Hospital-Stanton Yard option because it would preserve the residential quality of the impact area and because opening the ramps would make it difficult to implement the arterial streets plan. One (1) supported the Fremont Boulevard alternative because it would offer the most benefits to the most people. One (1) favored any no build alternative because more development in the area would be unwise from an environmental standpoint.

RESPONSE The Hospital and Stanton Yard Only alternative is consistent with the Portland Arterial Streets Policy and will avoid the adverse impacts of the build alternatives.

4. One (1) representative of Portland School District No. 1 testified. That government body favored the no build option because the safety of school children would be adversely affected by opening the ramps, as would the quality of the neighborhoods.

RESPONSE One advantage of the proposed project is that neither the ramps nor the streets directly affected by traffic going to and from the ramps intersect school children pedestrian routes. The ramps themselves are enclosed by a fence that will discourage children from coming onto them.

Summary of Comments Received On The DEIS and Responses

In response to circulation of the DEIS, comments were received from the following government agencies and other interested parties:

1. U.S. Department of Transportation, Office of the Assistant Secretary for Environment and Urban Systems
2. U.S. Department of the Interior, Office of the Secretary, Pacific Northwest Region
3. U.S. Environmental Protection Agency, Region X
4. Oregon State Highway Division
5. Oregon Department of Environmental Quality
6. Columbia Region Association of Governments
7. Northeast Business Boosters
8. Paramount Oil Company
9. Irvington Community Association
10. Tri-Met
11. Whitcomb Crichton
12. Grant Park Neighborhood Association
13. ITT Continental Baking Company Inc.
14. Albina Transfer Company, Inc.
15. Immanuel Free Methodist Church
16. Emanuel Hospital
17. G. Susan Leigh

18. Sadie L. Reeder
19. Mr. and Mrs. Nicolas Hanches
20. Mrs. Robert V. Kerley

A summary of these letters and responses to their comments follows:

1. U.S. Department of the Interior, Office of the Secretary, Pacific Northwest Region

The agencies involved in this project are aware of their responsibilities to protect cultural resources and will complete such a survey for the final environmental statement if a build alternative is selected. If a 4(f) statement is needed, it will be prepared and included with the final environmental impact statement. If these steps are taken, cultural resources will have received adequate consideration.

Although possible impacts on fish and wildlife are not discussed, the urban character of the area indicates that no impacts on fish and wildlife resources will occur.

RESPONSE The State Historic Preservation has found that a cultural survey for the project will not be necessary and that the project is in compliance with Public Law 89-665 and Executive Order 11593. A 4(f) statement is not required. The proposed project will not impact fish and wildlife resources.

2. U.S. Department of Transportation, Office of the Assistant Secretary for Environment and Urban Systems

Copy of the Department of Transportation "Replacement Housing Policy" (DOT 5620.1).

RESPONSE The proposed project will not require any relocation.

3. U.S. Environmental Protection Agency, Region X

The air quality analysis is complete and comprehensive. However, air quality monitoring conducted in the area shows current violations or near violations of the National Ambient Air Quality Standards for particulates, photochemical oxidants and carbon monoxide. The air quality analysis also

reveals that each of the build alternatives could contribute to existing violations or cause new violations.

According to the Department of Environmental Quality, the build alternatives are inconsistent with the Oregon State Implementation Plan (SIP). The Oregon State Highway Division, the City of Portland, and the Department of Environmental Quality should work together to make the proposed build alternatives consistent with the SIP.

The discussion of construction noise and mitigation measures should state whether construction activities will comply with Section 18.10.060, Construction Activities and Equipment, of the Portland Noise Ordinance (Ordinance No. 141-882). If not, the final E.I.S. should state whether or not a variance will be obtained.

This project is rated EU-1 (Environmentally Unsatisfactory, Adequate Information) based on our concerns about probable air quality standards violations. We recommend further analysis of the alternatives. This rating will be published in the Federal Register.

RESPONSE None of the build alternatives has been selected. The proposed project will not cause violations of National Ambient Air Quality Standards and is consistent with the Oregon State Implementation Plan.

Construction of the proposed project will comply with Section 18.10.060, Construction Activities and Equipment, of the Portland Noise Ordinance. A variance will not be requested.

Selection of the proposed project is considered grounds for changing the Environmental Protection Agency's rating from EU-1 (Environmentally Unsatisfactory, Adequate Information) to ES-1 (Environmentally Satisfactory, Adequate Information).

4. Oregon State Highway Division

Copies of Oregon State Highway Division "Relocation Assistance Program" and "Land Acquisition Program."

RESPONSE The proposed project will not require any relocation.

5. Oregon Department of Environmental Quality

We find the air quality analysis performed for the study adequate.

Earth Metrics, Inc., is technically competent and can discuss the Oregon State Highway Division comments without attendance by DEQ at the meeting.

Please keep us advised of any changes that are made to the air quality analysis.

RESPONSE No changes have been made in the air quality analysis.

6. Oregon Department of Environmental Quality

Air quality and noise quality comments are contained herein.

The air quality analysis is adequate at this point. The alternatives were reviewed as to their consistency with the requirements of OAR 340-20-130(5) - conditions for denial of an indirect source construction permit.

No Build - Consistent. Does not propose to construct an indirect source. No build air quality violations documented in the study will be addressed in ongoing Department air quality attainment and maintenance programs. If strategies are developed to deal with these air quality violations, proposed indirect sources will be judged for consistency in accordance with these strategies.

Cook-Fremont - Inconsistent. Would cause new violations which are minor. Future revisions to this alternative could be consistent if such violations are eliminated.

Short Cook - Indeterminate. Discrepancy in the report: the figure on page 78, Review Draft, June 1976 states that this proposed indirect source would cause no new violations. However, Table B-6, page B-41, Review Draft Technical Appendix, June 1976, clearly states a new violation will occur at the intersection of Fremont Ramp and Vancouver. Clarify the discrepancy. If violations do occur, the inconsistency might be resolved as in Cook-Fremont above.

Fremont Boulevard - Inconsistent. Would cause significant new violations in 1980, is projected to equal standards under the "delay" or "maximum" assumption in 1990, and results in increased total emissions when compared to the no build.

Any build alternative, if selected, will require application for an Indirect Source Construction Permit pursuant to OAR 340-20-115(2)(a)(B).

The noise quality impact study is adequate. However, the text and appendix contain the following errors:

1. Table C-1 in the appendix is confusing and incorrect.
2. The suggestion on page C-4 that schools are quiet areas is misleading.
3. The table on page 97 in the text needs to be explained further.
4. On page 18, the two homes near the ramps are incorrectly labeled.
5. A few other typographical errors, though minor in nature, were found.

The noise impacts of the four alternatives discussed in the draft may be ranked, with the least impact first, as follows:

1. No build
2. Short Cook
3. Cook-Fremont
4. Fremont Boulevard

Four noise control techniques were proposed in the draft:

1. Traffic Control (street closure, traffic signal metering, etc.)

The traffic controls should discourage the use of the Fremont Bridge access ramps by other than local neighborhood vehicles and should therefore limit traffic noise.

2. Property Acquisition

Although property will be acquired for other than noise concerns, this would definitely contribute to the control of noise in the area.

3. Berms and/or Barriers

Barriers were proposed next to the ramps for all of the "build" alternatives. All but the barrier on the north side of the ramp that is included in the Fremont Boulevard alternative are classified as "non-project" barriers. Although the use of barriers to protect homes in other areas is probably not a feasible option, their use in protecting backyard livability should be investigated.

4. Insulation of Homes Against Noise

For the majority of homes, the noise reduction technique of insulating homes is the only feasible alternative. Homes located in areas subjected to the FHWA exterior level of $L_{10}=70$ dBA are proposed to be insulated with "project" funds. Homes which are located in areas subjected to the more protective FHWA exterior level of $L_{10}=65$ dBA would be insulated using "non-project" funds. It is the study's credit that the more protective exterior level of 65 dBA and the interior level of 45 dBA were addressed.

The number of structures proposed for insulation is as follows:

<u>Alternatives</u>	<u>Project</u>	<u>Non-Project</u>
Short Cook	1	10
Cook Fremont	36	15
Fremont Boulevard	32	16

Noise Control Recommends:

1. The use of the proposed traffic controls;
2. the acquisition of property, where suitable;
3. the construction of a barrier on both sides of the ramp; and
4. the insulation of all of the proposed homes (both project and non-project).

There has been opposition to the insulation of homes as a noise reduction technique for various reasons. However, it would be the most effective noise reduction technique and should therefore receive funding support.

The Department does not believe that the reduction of noise inside homes is protective of citizens as many activities occur outside the home. However, as a method of partially mitigating the noise resulting from the "build" alternatives, this recommendation should be implemented.

RESPONSE Neither the Cook-Fremont nor the Fremont Boulevard build alternative was selected. It is believed that DEQ's determination that the status of the Short Cook alternative was "indeterminate" was based on an error in the review draft of the DEIS the above-summarized letter was based on. Had the determination been based on the published version of the DEIS, it is believed that DEQ would have found the Short Cook alternative inconsistent with the State Implementation Plan.

Because the proposed project will carry less than 10,000 ADT, an Indirect Source Construction Permit from DEQ pursuant to OAR 340-20-115(2)(a)(B) will not be required.

The acquisition of noise-impacted homes and the use of berms or barriers to mitigate noise impacts of the proposed project will be addressed in the noise study report that will be filed with the Federal Highway Administration prior to submittal of plans, specifications, and cost estimates. Insulating homes against noise will not be proposed.

7. Columbia Region Association of Governments

The issues and opportunities involved in the study are primarily of local concern. However, the issues that do apply to regional transportation are adequately addressed in the Draft EIS.

The impact of predicted noise levels on pages 99 and 100 and the description of mitigating measures need clarification.

The table on page 100 is confusing because it fails to indicate the number of dwellings exposed under the no build that would not be exposed by the new alternative.

FHWA's policy on funding mitigation measures is not clear regarding noise mitigation. The gap between dwellings that exceed FHWA's "standard" of L₁₀ on page 93 and the funding policy on page 103 should be elaborated on.

Otherwise, the Draft EIS appears to adequately cover the issues associated with the project.

RESPONSE No response.

8. Northeast Business Boosters

The NEBB approved opening the ramp access to the Fremont Bridge, and favors the "Fremont Boulevard Street Improvements."

The Fremont Boulevard alternative would facilitate the flow to traffic onto Union Avenue under normal conditions, relieve traffic congestion caused by any major obstruction on I-5, and eliminate the necessary detouring, especially during peak hours.

Union Avenue is part of Highway 99 East and therefore should connect these two major arterials.

RESPONSE The Fremont Boulevard alternative was not selected. It is considered to cost more in terms of both construction cost and environmental impact than is warranted by the value of the benefit it would provide.

9. Paramount Oil Company

We favor the Fremont Boulevard Plan. We are very disappointed that the ramps have not yet been opened. I believe we speak for many of the business people in this area.

10. Irvington Community Association

We recommend the Fremont Bridge ramp be left as is until an official decision is reached on location of the proposed Veterans Hospital. We favor the limited bridge access variation of the no build option. We reserve the right to state an opinion in the future after a decision is made on locating the VA Hospital.

RESPONSE The decision on the east-end ramps was made in part on the ground that the issue needed to be resolved after 4 years of debate and that a final decision on the location of a new Veterans Administration hospital might be long in coming.

11. Tri-Met

All of the alternatives that allow any degree of access are acceptable from a transit viewpoint. Ramp removal would be the only action that would eliminate potential transit usage.

Future hospital development will create a demand for additional transit service via the Fremont ramps. We will examine this matter in future routing studies of the area.

RESPONSE There is no reason why transit vehicles could not use the east-end ramps under the proposed project.

12. Whitcomb Chrichton

I favor opening the ramps and lean toward the Fremont Boulevard option as the most practical and beneficial solution for the public. I own property just north of the City's Albina yards. One of these warehouses has remained vacant for two months. The tenant did not renew his lease because his trucks could not safely and conveniently negotiate Mississippi Avenue south of Alberta Street when coming off the Fremont Bridge inbound from the Northwest Portland industrial district.

RESPONSE Business and industrial traffic in the vicinity of Mr. Chrichton's property (located to the north of the ramps near Fremont) will be able to use the east-end ramps under the proposed project to avoid congested conditions on Mississippi Avenue. Access to the ramps will be less convenient than under the build alternatives.

13. Grant Park Neighborhood Association

We support any of the no build alternatives, especially the permanent closure variation because of its relatively low cost and the flexibility it provides for future requirements.

Of the build alternatives, we favor Short Cook.

We do not endorse the traffic metering devices because they can easily be moved or changed without consultation with concerned citizen groups.

RESPONSE The proposed project is one of the no build variations endorsed by the Grant Park Neighborhood Association.

14. ITT Continental Baking Company Inc.

The Short Cook alternative would add a lane control system, thus preventing our transport truck from making wide turns. We must have a safe traffic pattern in order for our customers to enter and leave the Thrift Store parking area.

We favor the Cook-Fremont alternative because it would allow direct access to the Fremont Bridge for our route trucks and would eliminate the present unsafe route that is used. It would also allow our trucks to move to and from the Bakery area without causing unnecessary congestion. However, the traffic median on Fremont would not allow transport trucks access to the Bakery. The traffic median could be used at the intersections only. This alternative also allows public access to our Retail Store, but does not allow access for our trucks or for customers to enter and leave the store area east-bound. This would be solved by using the median at the intersection only, allowing left turns from the left lane into the middle of the block.

Except for the traffic medians, we believe the Cook-Fremont alternative is the best.

RESPONSE The proposed project will not affect Fremont Street, Vancouver Avenue or Williams Avenue where they border the Continental Baking Company plant. The proposed project will not affect truck turning movements for access to the plant. The project may improve freeway access for the plant since it is located near the east-end ramps.

15. Albina Transfer Company, Inc.

Our heavy trucks currently use Cook-Fremont to Mississippi, then north to Skidmore over to Going Street and on to the I-205 freeway either north or south. During one day we estimate that our trucks make a total of 69 trips using this route. The most congested foot traffic area on the northeast side (at Mississippi Avenue and Shaver Street) is along this route. We favor opening the ramps under the Fremont Boulevard option to relieve the congestion on Mississippi Avenue.

RESPONSE Trucks going between I-405 and the vicinity of the Albina Transfer Company near Fremont to the north of the east-end ramps will be able to use them instead of Mississippi Avenue by using a route following Mississippi Avenue and Stanton Street.

16. Immanuel Free Methodist Church

We object to the Fremont Boulevard alternative because it would force us to vacate our facilities. Because it is so difficult to relocate, we favor the no build alternative.

RESPONSE The proposed project will not require the relocation of the Immanuel Free Methodist Church.

17. Emanuel Hospital

We support the build alternatives. They would permit Emanuel Hospital to better serve the northeast section of Portland, would provide immediate access to patients and emergency vehicles to the hospital, would provide easier access to the hospital for members of our staff, thus increasing the quality of patient care, and would attract additional investment in facilities compatible with the hospital on the grounds adjacent to the hospital.

RESPONSE The proposed project will provide the same level of access to the Emanuel Hospital campus from I-405 as the build alternatives.

18. G. Susan Leigh

I support the Fremont Boulevard alternative because I feel it would greatly benefit residences, business, and the Emanuel Hospital expansion.

RESPONSE The Fremont Boulevard alternative was not selected because it was considered to cost more in terms of both construction cost and environmental impacts than is warranted by the value of the benefits it would provide.

19. Sadie L. Reeder

Both the Fremont Boulevard and the Short Cook alternatives would cause me great inconvenience: one would require me to relocate, which I cannot afford to do, and the other would make it impossible to enter my garage from the opposite side of the street.

RESPONSE Neither the Short Cook nor the Fremont Boulevard alternative was selected. The proposed project will require no relocation.

20. Mr. and Mrs. Nicolas Hanches

We feel the ramps should be subject to a full environmental impact statement and that a negative declaration by the City circumvents the full public exposure that they deserve. Since these ramps are likely candidates for request of transfer funds from the Mt. Hood Freeway, we feel this negative declaration would be out of order.

RESPONSE A Draft Environmental Impact Statement was prepared for the project. A Final EIS was planned and would have been prepared had a build alternative been selected. Selection of the proposed project vitiated the need for a Final EIS.

21. Mr. Robert V. Kerley

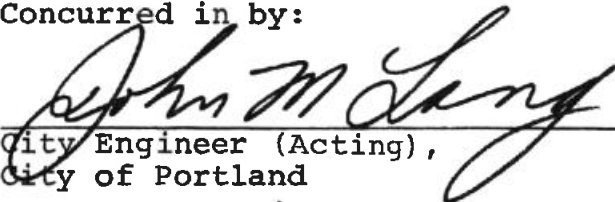
I favor widening Fremont Boulevard and opening the ramps. It makes sense to open the Fremont Bridge since it is midway between the Broadway Bridge and the next northerly bridge. Opening the ramps to Fremont Boulevard would relieve the tremendous congestion in the Broadway-Weidler area, improving access and safety conditions for the hospital and business in the area.

RESPONSE The Fremont Boulevard alternative was not selected because the cost of the project in terms of both construction cost and environmental impact was not considered to be warranted by the value of the benefits it would provide.

BASIS FOR NEGATIVE DECLARATION

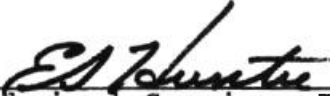
It is the conclusion of the City of Portland and Oregon State Highway Division that this project constitutes a "major action" as defined in the Federal-Aid Highway Program Manual, Volume 7, Chapter 7, Section 2, and that implementing the proposed action will not have a significant impact upon the quality of the human environment. Therefore, a final environmental impact statement will not be processed.

Concurred in by:



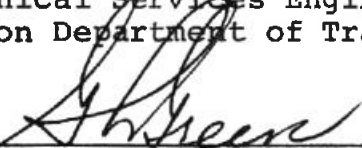
City Engineer (Acting),
City of Portland

July 26, 1977
Date



Technical Services Engineer,
Oregon Department of Transportation

7-28-77
Date

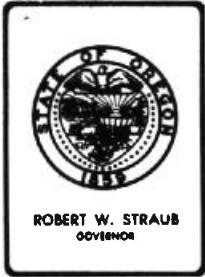


Division Administrator,
Federal Highway Administration

8-24-77
Date

APPENDIX

Letter from State Historic Preservation Office



Department of Transportation
PARKS AND RECREATION BRANCH
525 TRADE STREET S.E., SALEM, OREGON 97310

DATE: July 15, 1977

Mr. Pieter Dykman, Research Coordinator
Environmental Section
412 Transportation Building
Salem, Oregon 97310

RE: East-End Ramps of the Fremont Bridge
I-405, Portland, Multnomah County

Dear Sirs:

This letter is in response to your request for official comment from the State Historic Preservation Office regarding impact of your federally funded project on cultural resources.

After a careful review of your proposed project, our office can offer the following comments. We feel the area of the project is not of historic significance and since ground disturbance of previously undisturbed ground is minimal, this office feels that there will be no likely impact to archeological resources. We therefore feel no cultural resource surveys are required and that the project is in compliance with Public Law 89-665 and Executive Order 11593.

Sincerely,

Paul B. Hartwig
Historical Programs Coordinator
State Historic Preservation Office

EL:ko

RECEIVED
SEP 6 1977
City of Portland
Bureau of Planning

131/303/Mayer Goldschmidt

RECEIVED

AUG 18 1978

MAYOR'S OFFICE

2801 north gantenbein avenue • portland, oregon 97227

To call writer direct phone (503) 280-4001

(50)

Emanuel Hospital

Calendar Filed: / 116

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RECEIVED

AUG 18 1978

MAYOR'S OFFICE

August 17, 1978

The Honorable Neil Goldschmidt
Mayor - City of Portland
1220 S.W. 5th Avenue
Portland, Oregon 97204

Dear Neil:

We understand that the Portland City Council is currently re-considering the Fremont Bridge ramps as part of an overall evaluation of street and highway improvements scheduled for this year. Emanuel Hospital, on numerous occasions, has stressed the necessity of access via the Fremont Bridge ramps for our continued ability to provide needed health care services.

Emanuel Hospital continues to support connecting the east end ramps of the Fremont Bridge.

We have articulated on numerous occasions pertinent data and conclusions supporting the need for opening of the east end Fremont Bridge ramps. Key factors can be summarized as follows:

- . Emanuel Hospital serves the entire Portland metropolitan area and depends on this broad patient base for providing medical care services in the northeast section of the City of Portland.

- . Immediate accessibility for patients and emergency vehicles is essential. The specialized services provided by Emanuel Hospital are used regularly in emergency situations because they are not available elsewhere.

- . As we proceed with the City of Portland's commitment to public transportation, it becomes even more critical

The Honorable Neil Goldschmidt
August 17, 1978
Page Two

that existing major arterials be improved and maintained at optimal levels to accommodate future public transportation systems.

. Members of the Emanuel Hospital medical staff travel to and from the hospital, from offices all over the city, as many as two and three times a day. Quality accessibility is absolutely critical in the day-to-day caring of their patients.

. A very viable argument for the need of opening the east end ramps is contained in the Fremont Bridge Access Study. It states:

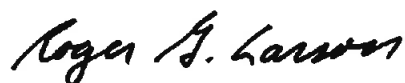
"All build alternatives will cause a significant improvement in the east and convenience of access to the Emanuel Hospital campus. Because much of the land cleared as part of the Urban Renewal project remains undeveloped, attracting additional investment in compatible facilities is an important public issue."

". . . Since access is an important consideration for public institutions, the availability of ramps could affect a decision to locate there."

After many years of planning, a proposal was accepted by the City Council on April 14, 1977, which provided this essential access. With this knowledge and the commitment of the City Council, Emanuel Hospital proceeded with the investment of millions of dollars for development of health care facilities in our current location. The completion of the Fremont Bridge ramps is a critical element in our decision to locate additional facilities in this area.

We urge that this project be given high priority. We appreciate your consideration of this request and remain prepared to cooperate in any way possible.

Sincerely,



Roger G. Larson
President