



DEPARTMENT OF  
DEVELOPMENT AND  
CIVIC PROMOTION

PORTLAND  
DEVELOPMENT COMMISSION

Bob Walsh, Chr.  
Elaine Cogan  
Robert Ames  
Dennis Lindsay

John B. Kenward  
Executive Director

1700 S.W. Fourth Avenue  
Portland, Oregon 97201  
503-224-4800

April 21, 1975

Mr. Richard Ivey  
CH2M Hill  
200 S. W. Market  
Portland, Oregon 97201

Dear Mr. Ivey:

It has come to my attention that you have requested assistance from the Portland Development Commission's Project Field Services staff in surveying parts of the Model Cities area re the Fremont Bridge ramp question.

The ultimate decision on the Fremont Bridge ramp issue is a very important one and one which we would agree needs to be studied closely. However, we do not feel it is appropriate for PDC staff to be involved in surveying the community on this issue.

The Development Commission is the urban renewal agency for the City of Portland and is involved in urban renewal and neighborhood physical development projects. The primary role of the Project Field Services Department is the marketing of the housing and public improvement aspects of these physical development programs. In that capacity the agency's and staff's involvement in the question of the Fremont Bridge ramp corridor could result in a conflict with our primary role.

Since the survey is related to a question involving a state highway and to a related potential relocation question, we suggest you contact the State Highway Department for assistance. Should you still deem it necessary to contact neighborhood residents, you might request assistance from Mary Pedersen at the city's neighborhood association office, 248-4519.

We wish you success in your study; if you have need of any further information, please do not hesitate to call.

Very truly yours,

Patrick L. LaCrosse  
Deputy Director

PLC:sp  
cc: Mary Pedersen

PDC File  
Fremont Bridge  
Ramps



OFFICE OF  
PLANNING AND DEVELOPMENT  
GARY E. STOUT  
ADMINISTRATOR

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

MEMORANDUM

To: John Kenward  
From: Gary Stout *JS*  
Date: February 5, 1975  
Subject: Interim Ramp from Fremont Bridge

The attached memorandum from Mike Lindberg dated February 3rd regarding the time constraints for building the interim Fremont Bridge ramp again reinforces the urgency I expressed in my previous memo. Please do whatever is necessary or mandatory in order to expedite this approval through HUD. Please let me know if you are encountering any insurmountable obstacles in which the intervention of the Mayor or Council may be mandatory with HUD officials.

GES/dym1

cc: Mayor Goldschmidt  
Commissioner McCready  
Mike Lindberg  
Bob Walsh

Didn't Send



DEPARTMENT OF  
PUBLIC WORKS  
CONNIE McCREADY  
COMMISSIONER

OFFICE OF  
PUBLIC WORKS  
ADMINISTRATOR

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

RECEIVED  
FEB 03 1975  
OFFICE OF PLANNING &  
DEVEL.

February 3, 1975

TO: GARY STOUT  
FROM: MIKE LINDBERG  
SUBJECT: Interim Ramp from Emanuel Hospital to Fremont Bridge.

I received a report which stated that the interim ramp could be completed by:

--March 15th if done by the Bureau of Maintenance.

--May 15th if put out to contract.

However, both of these dates assumed February 1st approval of the use of the land by HUD. I would appreciate your close personal follow-up to gaining HUD approval (through PDC).

We would plan to do this with Maintenance crews if approval from HUD can be obtained soon.

However, the closer this gets to the summer, the more involved these crews will be in other activities.

*Mike Lindberg*  
sw

MIKE LINDBERG  
Public Works Administrator

ML:j

cc: Commissioner McCready

response  
dictated



Fremont  
File

## HELP SAVE YOUR NEIGHBORHOOD

### OPEN LETTER TO NORTHEAST PORTLAND RESIDENTS

On January 16, 1974, at 9:30 AM in the City Council Chambers, 1200 S.W. Fifth Avenue, Portland, Oregon, another hearing will be held by the City Council over the opening of the Fremont Bridge on/off ramps. This will be the last time for citizens to be heard on this issue. Many northeast residents have testified at and sat through lengthy City Council meetings, handed out flyers and met with groups and organizations, to fight for our childrens' safety, our property values, and the way of life we have learned to value and enjoy.

We are down to the wire. We need YOU to write and/or phone the Mayor and City commissioners to let them know how you feel. (248-3511)

We need YOU to attend the Wednesday, January 16, 1974 City Council meeting at 9:30 AM. There were 250 people at the last two hearings, but there is room for 200 more.

We need YOU to persuade council members McCready, Ivancie and Anderson that Northeast Portland is a fine neighborhood and worth protecting from the excesses of auto traffic and noise and air pollution.

The opening of the ramps will affect the value of our neighborhood, and our childrens' well being. Isn't it worth standing up and being counted?

If you live in Model Cities and need transportation to the hearing on the 16th, please call Edna Robertson at 288-8261. If you want to car-pool, please call Barbara Reddick at 281-3034.

Sincerely,

Gary Reddick  
James Loving  
Lewis Nashner  
Susan Gisvold  
Ed Ariniello  
Marty Yoder  
Jane Cease

Dean Gisvold  
Betty Walker  
Allison Belcher  
Fran Ariniello  
Steve Kafoury  
(State Rep Dist 13)  
Ron Cease

(PDC 1-9-74)

## ORDINANCE No. 137707

An Ordinance adopting the recommendations of the Office of Planning and Development regarding the use of the N. Ivy Street ramp of the Fremont Bridge, directing the Traffic Engineer to take appropriate action, authorizing appropriate agreements with the Oregon State Highway Department, and declaring an emergency.

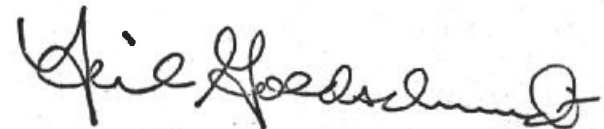
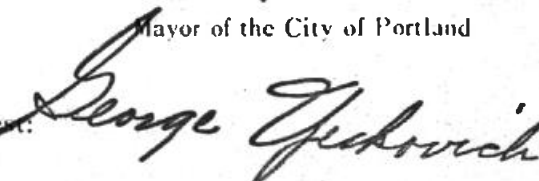
The City of Portland ordains:

Section 1. The Council finds that pursuant to Resolution No. 31305, passed by the Council October 26, 1973, the Council directed the Office of Planning and Development to develop an interim solution to traffic problems created by the N. Ivy Street ramp to the Fremont Bridge; that the interim solution was to be formulated in cooperation with representatives of the local neighborhoods, Emanuel Hospital and the Oregon State Highway Division in order to reduce the impact of increased traffic on the neighborhood environment while allowing needed access to Emanuel Hospital and adjacent areas; that such an interim solution has been prepared and is attached to the original only hereof as Exhibit "A," and is incorporated herein by this reference; that said interim solution will require installation of traffic control devices and certain street improvements; that the recommendations contained in Exhibit "A," should be accepted by the City and carried out; now, therefore, the City of Portland hereby adopts the recommendations of the Office of Planning and Development contained in Exhibit "A," attached hereto and hereby directs the Traffic Engineer and City Engineer to carry out the traffic regulations and street improvements contained therein and the Mayor and Auditor hereby are authorized to execute agreements with the Oregon State Highway Division as may be necessary to achieve the purposes contained in Exhibit "A."

Section 2. Inasmuch as this ordinance is necessary for the immediate preservation of the public health, peace and safety of the City of Portland in this: In order that solutions to traffic problems created by the Fremont Bridge ramp may be implemented without undue delay; therefore, an emergency hereby is declared to exist and this ordinance shall be in force and effect from and after its passage by the Council.

Passed by the Council, **JAN 16 1974**

Mayor Goldschmidt  
January 11, 1974  
DW:MAL/fg

  
Mayor of the City of Portland  
  
Attest:   
Auditor of the City of Portland

Attachment "A"

EAST-END FREMONT BRIDGE RAMPS

January 11, 1974

RECOMMENDATIONS - FLINT/KERBY ALTERNATIVE

The Office of Planning and Development makes the following recommendations for the construction and interim operation of the east-end Fremont bridge ramps to grade. With the adoption of this interim alternative, City Council recognizes that elements of this solution run counter to the comprehensive plans of Eliot and Emanuel Hospital. The following recommendations are intended to minimize the impact of the ramps opening to the extent possible.

I. Bridge Ramps' Alignment and Traffic Circulation

Recommendations (see map enclosed)

- A. No off-ramp would be constructed or opened from the bridge directly into the city street system. Instead, eastbound traffic on the bridge for Emanuel Hospital, Stanton Yards, or local neighborhood destinations would proceed south on I-5 to the Broadway/Weidler exit. There traffic would make a hard right-hand turn onto Flint and proceed north to Russell Street. From Russell traffic destined to Emanuel Hospital would use Gantenbein, traffic to Stanton Yard would use Kerby and eastbound traffic would use Russell to Williams, Union Avenue or Knott Street.
- B. An on-ramp only will be constructed for westbound access to the Fremont bridge. This would be accomplished by constructing a short, one lane connector road between the on-ramp and Kerby near Commercial. Only northbound traffic on Kerby would be allowed to enter the on-ramp. This would prohibit traffic using Cook, Monroe or Morris from Vancouver to access the on-ramp. Thus, Vancouver and Emanuel Hospital would not suffer from increased traffic attempting to use the bridge.

Attachment "A"  
Recommendations  
Page 2  
January 11, 1974

C. Traffic volumes are estimated as follows:

	<u>Present Vol.</u>	<u>Increase</u>	<u>Estimated Total</u>
Flint Street (Broadway/Russell)	3,400 ADT	1000-1500	4500-5000 ADT
Russell (Kerby/Vancouver)	3,200 ADT	800-1300	4000-4500 ADT
Kerby-on-ramp connector	- 0 -		2300-3100 ADT

D. Traffic monitoring. Traffic using the Broadway/Weidler exit and the Fremont on-ramp will be monitored on a monthly basis through the use of permanently installed traffic counters in the ramps. In addition, adjacent streets will be monitored semiannually. These will include: Flint, Russell, Knott (east of Union) and Kerby.

E. Traffic control and directional measures. Traffic using the Broadway/Weidler exit would be subject to the same controls as presently exist -- a stop sign at the head of the off-ramp. Directional signing indicating the hospital would direct traffic onto Flint St. Traffic control at Flint and Russell would consist of a stop sign affecting northbound traffic on Flint.

Traffic using the on-ramp from Kerby would be controlled by a left-hand turn and stop sign off of Kerby. No right-hand off of Kerby onto the ramp would be allowed. Directional signs indicating the on-ramp connection would not be installed outside of the hospital/Stanton Yard complex.

Signalization and directional improvements will be made at the northbound off-ramp from I-5 at Victoria and Weidler and Victoria and Broadway to better facilitate traffic destined to Emanuel Hospital and points north. Directional signing will also be installed at these intersections referring to the hospital.

F. At present, the traffic accident rate at the intersections of Flint and Broadway, Flint and Russell, and Kerby at Cook is well below the mean rate (accidents per 1,000,000 vehicles through the intersection) for the City.

The accident rate at these three intersections will be monitored and steps will be taken to reduce these accidents if the rate should exceed the mean rate for the city. Control measures will include additional traffic control

Attachment "A"  
Recommendations  
Page 3  
January 11, 1974

including limiting volumes if necessary.

- G. Other improvements. To further aid accessibility to Eliot neighborhood and the hospital. A program of street improvements will be initiated on Williams and Vancouver between N.E. Broadway and N.E. Morris Street. This will consist of a street lighting and street tree planting program. Funds are available through the Law Enforcement Assistance Act and the City Street Tree Planting Program to carry out this project without further commitments of the City's General Fund. Additional pedestrian safety measures will be taken on Flint Street at Eliot School.

## II. Environmental Controls

Because the traffic volumes generated by this solution are relatively small, it is not considered to be necessary to establish an air quality and noise monitoring program. However, a serious situation presently exists at Eliot Grade School, due to the proximity of the school to the freeway. The introduction of additional traffic on Flint Street will exacerbate this existing situation. It is recommended that the City aid the school district in monitoring air quality and noise at Eliot School and in seeking remedial action should the situation dictate.

## III. Public Benefits

The Council finds that the major public benefits (the expansion program proposed by Emanuel Hospital) to be derived from the interim solution warrant the public expenditures necessary to carry out this solution. Therefore, the Council should declare its willingness to open the Flint/Kerby access immediately after receiving assurance from the hospital that their expansion program will proceed.

## IV. Long Range Solution

Council directs the City Engineer's Office to expeditiously pursue the consultant study on the Fremont long-range solution. The State Highway Division has stated that it would be possible

Attachment "A"  
Recommendations  
January 11, 1974

to place a consultant under contract by June 30, 1974. An additional year will be necessary for the consultant planning program. Any work program presented for Council's approval should reflect the status of the Union Avenue Redevelopment Program, be properly designed to ensure that traffic will be encouraged to use Union Avenue rather than Fremont or other east-west streets, be designed to ensure that significant additional traffic will not be generated, provide adequate access to Emanuel Hospital, and reflect any experience with the proposed interim opening. A citizens' contact committee composed of one representative from each of the participants to the Ad Hoc Committee should be involved during the full course of the work performed under the consultants' contract.



THE CITY OF  
**PORTLAND**



**OREGON**

OFFICE OF  
PLANNING AND DEVELOPMENT  
GARY E. STOUT  
ADMINISTRATOR

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

203.11  
June 10, 1974

**MEMORANDUM**

To: Mike Lindberg

From: Gary Stout, Administrator *JS*  
Office of Planning & Development

Subject: Fremont Bridge Ramp

This memorandum is to request that the City Engineer's office proceed on the redesign of the off ramp to the Fremont Bridge.

This redesign is necessary to meet the express needs of Emanuel Hospital as outlined in their letter to Gary Stout of May 28, 1974. Also a site plan indicating the diagram for their internal circulation in parking, has been submitted to Glen Pierce of the City Engineer's staff. Specifically their internal circulation utilizes Gantenbein as the primary north, south access route through the hospital facility and for the hospital to adequately use the new on ramp to the Fremont Bridge, it would be necessary that the on ramp be constructed opposite Gantenbein. This will require major change over the ramp design previously prepared by the City Engineer's office. It is important that the design proceed as rapidly as possible, since it is important that the ramp be constructed during this construction season.

GS/DW/cm

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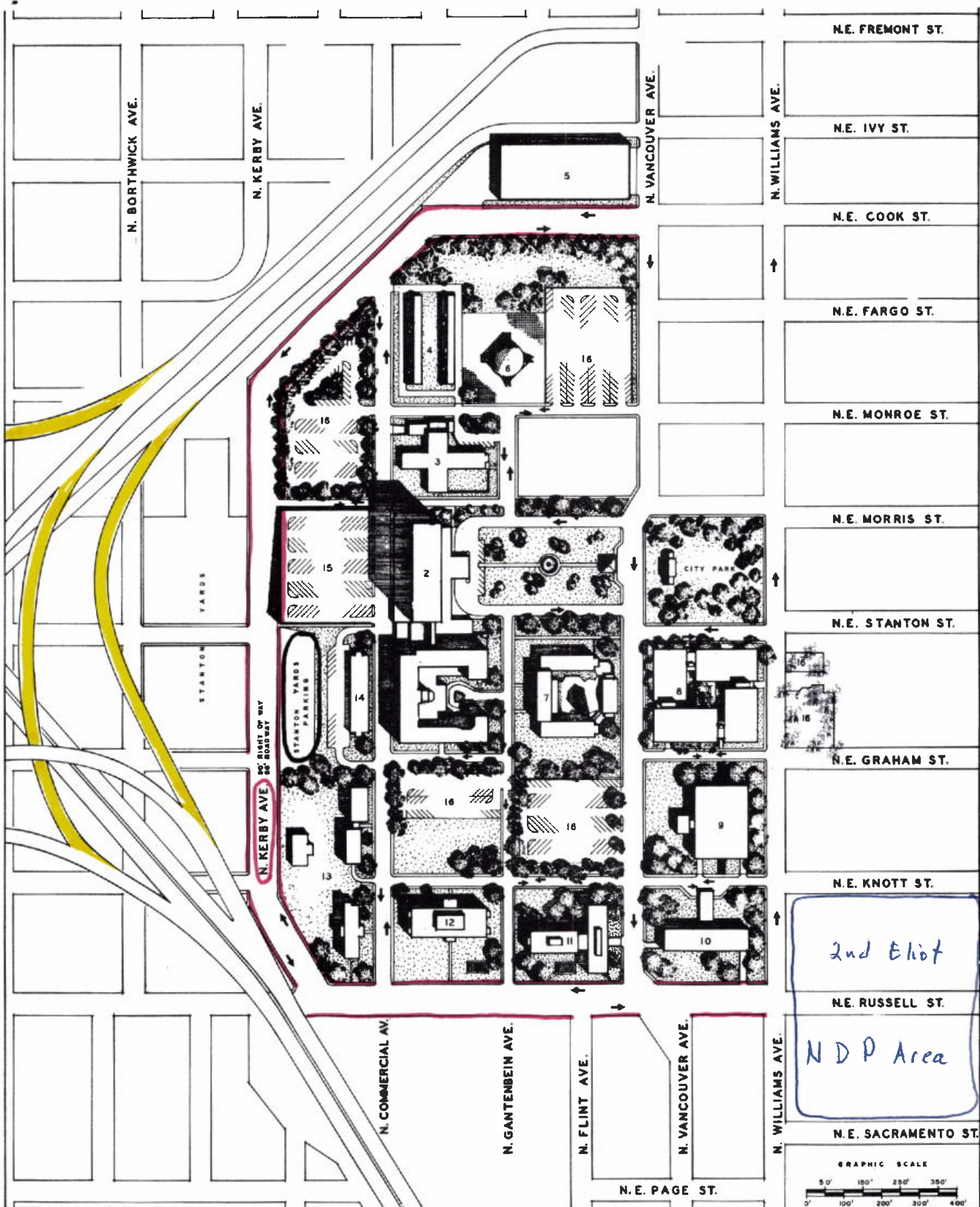
JAN 4 1974

GARY OF PLANNING &  
DEVEL.

Per your request  
on Kerby St. location.

Also, they are  
pumping gas at the  
Stanton Yards park-  
ing lot. (Mayor's question)

Chuck



Not constructed  
(1974)

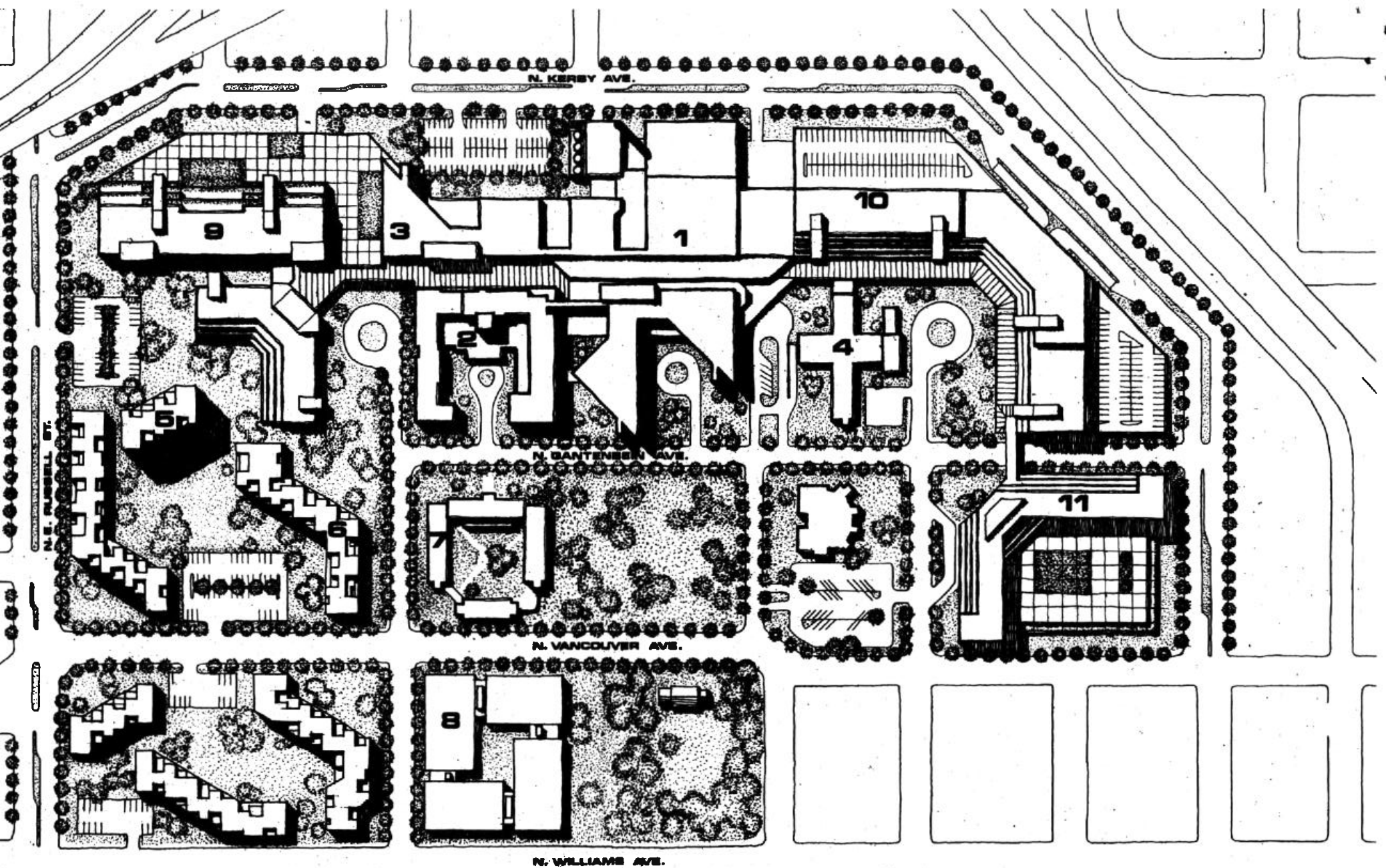
1. EXISTING HOSPITAL
2. NEW HOSPITAL ADDITION
3. LONG TERM CARE FACILITIES
4. SELF SERVICE UNITS
5. CLINIC
6. LECTURE HALL
7. NURSES' HOME
8. EMANUEL MEDICAL BUILDING

9. OFFICE BUILDING
10. OFFICE BUILDING
11. HOUSING
12. HOUSING
13. EMPLOYEE HOUSING
14. INTERNS' APARTMENTS
15. PARKING & WAREHOUSE
16. PARKING

# **PROPOSED MASTER PLAN FOR EMANUEL HOSPITAL**

See Attached Revision

NEWBERRY & SCHUETTE • ARCHITECTS • PORTLAND, OREGON • AUG. '69



# SITE DEVELOPMENT EMANUEL HOSPITAL

KAPLAN & McLAUGHLIN ARCHITECTS & PLANNERS  
NEWBERRY & SCHUETTE ASSOCIATED ARCHITECTS



DARY L. REDDICK  
ARCHITECTURE &  
PLANNING AIA  
11 5th FRONT ST PORTLAND ORE  
97204 222-5757

December 31, 1973

Portland City Council  
City of Portland  
1220 S.W. 5th Avenue  
Portland, Oregon 97204

Re: East Ramps Fremont Bridge

Dear Councilmen:

You have been receiving information about all aspects of this issue. Prior to, and during the hearing on Wednesday, January 2, 1974, I hope you will receive answers to the questions I raise below. Since the original decisions were made to open these ramps five years ago, a great attitude change has taken place about the need for freeways, the interest in saving central city neighborhoods, and most recently the very future of unlimited automobile travel. In light of these changes, is the best answer still to open the ramps? To assess what the ramps are really going to accomplish, we have to forget for a moment that something has been built, because many think their design and construction were based on something no longer valid.

Questions that should be answered:

1. The ramps were originally designed to connect with the Rose City Freeway. If this is no longer going to be built, is there a valid reason for opening them?
2. The City Council in its charge to the Ad-Hoc Committee referred to the ramps as serving Emmanuel Hospital and the immediate neighborhoods. If the ramps are meant to serve Northeast neighborhoods, what is the response of each of the neighborhoods to opening the ramps?
3. The traffic count increase was not adequately explained at the last city council meeting on this subject. What actually will happen to streets like Fremont, Prescott, Knott, Union, 7th, 15th, 21st, 24th based on the traffic departments own estimates?
4. Is the kind of commercial development caused by heavy car traffic at 30 m.p.h. the kind of development desired for Union Avenue? Isn't it in fact a counterproductive force?
5. How many dollars of city money would be saved by not opening the ramps?
6. Will the opening of the ramps destroy much of the rehabilitation progress made in surrounding neighborhoods through the hard work of residents and large sums of city, state and federal funds?

7. What must be said to:
- .Residents of Boise, Eliot, Humboldt, King, Vernon, Sabin, and Irvington neighborhoods
  - .Portland School Board and other schools and daycare centers
  - .Individual school principals
  - .Parents of school children
  - .S.T.O.P.
  - .P.A.C.T.
  - .Model Cities Planning Board
  - .Sierra Club
  - .Oregon Environmental Council
  - .Northwest Environmental Defense Fund
- who have opposed opening the ramps?
8. What must be said to the people who have worked for better traffic and zoning controls in these neighborhoods?
9. The question must finally be asked, who really wants or needs the ramps? Are we really to believe they are essential to Emmanuel Hospital to get their employees and patients, 60-70% of whom live on the east side, to the hospital quicker?

We have been told by some that it is too late to reverse the decision to open the ramps. Many facts remain to be heard, and you are not too late. We have appreciated the chance to express our opinions.

Thank you..

Sincerely,



Gary L. Reddick, A.I.A.  
2326 N.E. 17th Avenue  
Portland, Oregon 97212  
Member of the Ad-Hoc Committee

cc: Mayor Neil Goldschmidt  
Mildred Schwab  
Lloyd Anderson  
Connie McCready  
Francis Ivancie  
Gary Stout  
George Yerkovitch



TRI COUN  
METROPOLITAN  
TRANSPORTATION  
DISTRICT  
OF OREGON

**TRI-MET**



4314 SE 17TH AVENUE  
PORTLAND, OREGON 97202  
(503) 233-8373

BOARD OF DIRECTORS

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Mr. John B. Piacentini, *Vice President*  
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Mrs. Angie Davis, *Secretary*  
Mr. George Brown  
Mr. Andrew J. Cook  
Mr. Stephen R. McCarthy

*File*  
**RECEIVED**  
JAN 3  
OFFICE OF PLANNING &  
DEVELOPMENT

December 31, 1973

Mr. Gary E. Stout, Administrator  
The City of Portland  
Office of Planning & Development  
1220 SW Fifth Avenue  
Portland, Oregon 97204

Dear Mr. Stout:

In response to request from your office we have made a preliminary review of the question of Tri-Met's utilization of Fremont Bridge ramps.

While use of bridge and ramps may prove advantageous at a later date, it does not now appear that opening of ramps is justified for transit use at the present time.

Sincerely,

*Tom King*  
T. S. King  
General Manager

TSK:dd

203.11

RECEIVED

MINUTES

OFFICE OF PLANNING &  
DEVELOPMENT

CONSULTING ENGINEERS SELECTION BOARD MEETING OF TUESDAY, DECEMBER 18, 1973

The meeting was called to order at 5:30 PM in Jim Apperson's Office. Those present were:

Paul Norseth, Water Bureau  
Joe Niehuser, Sanitary Engineering  
Bob Rector, Street & Structural Engineering  
Don Bergstrom, Traffic Engineering  
LaGrand Marchant, Port of Portland  
Cliff Christianson, Federal Highway Administration ✓  
Gary Stout, Administrator of Planning & Development  
Dennis Wilde, Planner  
Jim Apperson, City Engineer

Fremont  
Bulge  
ramps  
File

1. It was moved, seconded and unanimously adopted that the minutes of the meeting of December 4, 1973 be approved as written.
2. Jim Apperson stated that he had received calls from some disappointed people as a result of not being selected for projects; however, these people stated that they fully endorsed our procedure and understood the reasons for selecting the ~~contractors~~ <sup>consultants</sup> that we did.
3. For the benefit of those present who have not attended previous meetings, Jim Apperson explained the selection procedure.

2029 "Fremont" Project:

4. Funds for preliminary design on the Fremont project must be obligated by July 1, 1974. Content of proposal must be coordinated with all agencies involved. Qualification of consultants is only item to be discussed at tonight's meeting. We have until March or April on the other two projects: Halsey from 70th to 80th and N.W. Front Avenue from Kittridge Bridge to 26th Avenue. These projects are planned to be done inhouse, and no selection of consultants would, therefore, need to be made.

Statements were returned from six of the ten consultants on the Fremont Project.

Fremont Project: Long range solution would involve street improvement from Ivy ramps to Union Avenue. Consultant to do preliminary engineering work for the project. Bob Rector explained work consultant would be expected to perform.

5. Sandy Boulevard Project: Looking into transportation and environmental problems in area of east approach to Burnside Bridge to 20th Avenue, passing through Sandy-Burnside intersection. Work would involve: Right-of-way acquisition, signalization, street re-routing, maybe additional approaches to Burnside Bridge, possible interchange work at Sandy intersection. Consultant to perform about the same work as for the Fremont Project.



## OREGON STATE HIGHWAY DIVISION

METROPOLITAN SECTION

5821 N.E. Glisan Street      Portland, Oregon 97213      238-8226

December 17, 1973

GARY STOUT  
PORTLAND PLANNING BUREAU  
1220 S.W. Fifth Avenue  
Portland, Oregon

ATTENTION DENNIS WILDE

TEMPORARY CONNECTION TO IVY STREET  
EAST FREMONT INTERCHANGE

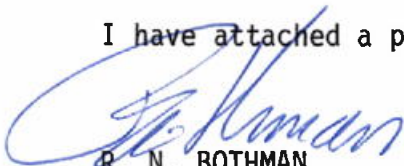
The cost estimate made to complete the interim plan connecting the two East Fremont Bridge ramps on Ivy Street to Vancouver Avenue is \$25,900. The cost for the signalization at Ivy and Vancouver and Ivy and Williams is \$17,200, if accomplished by contract also. The total cost, therefore, of the interim plan as proposed by the City is \$43,100.

Following the proposal that the State Highway Division contribute 50% utilizing State funds and the City contribute 50% utilizing local funds, the cost to each would be \$21,550.

The cost of additional rights-of-way, including the housing located on Ivy Street, is not in the above estimates, this entire cost to be borne by the City of Portland utilizing local funds.

Following the provisions of PPM 20-8 in considering that preliminary engineering funds have not been programmed with the FHWA and would not be programmed until probably July 1, 1974, it appears that the acquisition of the six houses in question, if purchased, would be done with local funds.

I have attached a preliminary estimate of the costs mentioned above.

  
R. N. BOTHMAN  
Metropolitan Engineer

RNB:ar

Attachment



**OREGON**

OFFICE OF  
PLANNING AND DEVELOPMENT

GARY E. STOUT  
ADMINISTRATOR

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

Fremont  
Bridge

December 14, 1973

M E M O R A N D U M

To: Commissioners Anderson, Ivancie, McCreedy, Schwab  
and Mayor Goldschmidt

From: Gary Stout *MS*

Subject: Recommendations from the Office of Planning and  
Development for the interim solution of the Ivy  
Street ramps to the Fremont Bridge

Pursuant to City Council Resolution No 31305, the Office of Planning and Development has worked with representatives of Eliot, Boise, Humboldt, Irvington, Sabin and Alameda neighborhoods, Emanuel Hospital, the City Traffic Engineer's Office and the State Highway Division in order to prepare for Council, by December 15th, an interim solution to the opening of the Ivy Street ramps of the Fremont Bridge. It is the consensus of the above named parties that these recommendations represent an acceptable and enforceable solution to the interim opening of the ramps.

Enclosed is a copy of the resolution of October 26, 1973, the ordinance that will come before Council Wednesday, December 19, and the final recommendations as referred to in the ordinance. In addition, there are copies of letters and memoranda relating to property acquisition and the direct cost to the City for providing traffic improvements, property acquisition and relocation benefits to nine residential properties directly effected by the opening of the Ivy Street ramps. It should be noted that based on existing State and Federal regulations, the City will not be able to be reimbursed for these direct costs now or as a part of the long-range solution, nor would these costs qualify as a part of the local matching in share of the cost of long-range improvements. However, it is possible that these properties may fall within the final alignment for Fremont Street, in which case they would be subject to State acquisition.

Total costs for property acquisition and relocation benefits are estimated to be:

Property Acquisition	\$ 93,500.00
Relocation Benefits	<u>71,500.00</u>
Total	\$165,000.00

Total costs for Highway and Traffic signal improvements are estimated to be:

Highway and signal improvements including	
Engineering costs @ 20%	\$43,100.00
City share @ 50%	<u>21,550.00</u>
Grand Total for all improvements and	
acquisition	<u><u>\$186,550.00</u></u>

WHEREAS, present agreements between the City and the State Highway Division provide that the Ivy Street ramps of the Fremont Bridge be opened to traffic when the bridge is opened approximately November 15, 1973, and

WHEREAS, Emanuel Hospital intends to continue and expand its facility at 2801 N. Gantenbein Avenue as a regional medical care center and the Council wishes to encourage such continuance and expansion; and

WHEREAS, Emanuel Hospital has represented to the Council that direct access from the west end of the Fremont Bridge is essential to its above intention; and

WHEREAS, residents of the Model Cities area, as represented by the Model Cities Citizens Planning Board, have expressed concern that traffic from the ramps will have a severe negative impact on the livability of the surrounding area and have recommended that no ramps be opened until a long-range solution is designed and implemented; and

WHEREAS, the City has applied for Federal Aid for Urban Arterials funds to design a long range solution to the problem;

NOW, THEREFORE, BE IT RESOLVED

1. That the Mayor is authorized to reach an appropriate agreement with the Oregon State Highway Division postponing the immediate opening of the Fremont Bridge Ramps.
2. That the Oregon State Highway Division is requested to undertake, with the City, the necessary steps to design and implement a permanent solution no later than November 1, 1978.
3. That the Office of Planning and Development, with the assistance of the City Traffic Engineer, is instructed to work with representatives of the Eliot, Boise, Irvington and Sabin neighborhoods, Emanuel Hospital and the State Highway Division to present an interim solution to Council no later than December 15, 1973, providing for access to Emanuel Hospital from the Fremont Bridge within a reasonable period with appropriate pre-



cautions for protecting the livability of the neighborhoods. At least the following should be considered:

- a. retaining parking along Fremont Street east to Union Avenue.
  - b. a traffic diverter at the intersection of Williams and Beech, and converting Williams and Vancouver into two-way streets.
  - c. signing from the bridge which refers only to Emanuel Hospital and local access.
  - d. signalization and directional signing which discourages traffic moving north into the Boise neighborhood.
  - e. reconstructing the present ramps to minimize the flow of traffic.
  - f. acquiring residences along Ivy Street between the ramps and Williams Avenue that may be adversely affected by such interim solution.
4. That the Oregon State Highway Division be requested to undertake, with the City, the measures necessary to implement the agreed upon interim solution and that the bridge ramps be opened immediately thereafter, to occur not later than June 1, 1974.
  5. That the Council intends to provide for the ramps to be closed if, during the period preceding implementation of a permanent solution,
    - a. traffic counts on streets in the area exceed estimates of the City Traffic Engineer included in the interim plan,
    - b. air and noise pollution levels exceed standards to be designated in the interim plan, or
    - c. traffic accidents in the area are found by the Council to be excessive as a result of the ramps being open.

Adopted by the Council NOV - 1 1973

Mayor Neil Goldschmidt  
October 26, 1973  
DB:pjr

  
Auditor of the City of Portland

## ORDINANCE No.

An Ordinance adopting the recommendations of the Office of Planning and Development regarding the use of the N. Ivy Street ramp of the Fremont Bridge, directing the Traffic Engineer to take appropriate action, authorizing appropriate agreements with the Oregon State Highway Department, and declaring an emergency.

The City of Portland ordains:

Section 1. The Council finds that pursuant to Resolution No. 31305, passed by the Council October 26, 1973, the Council directed the Office of Planning and Development to develop an interim solution to traffic problems created by the N. Ivy Street ramp to the Fremont Bridge; that the interim solution was to be formulated in cooperation with representatives of the local neighborhoods, Emanuel Hospital and the Oregon State Highway Division in order to reduce the impact of increased traffic on the neighborhood environment while allowing needed access to Emanuel Hospital and adjacent areas; that such an interim solution has been prepared and is attached to the original only hereof as Exhibit "A," and is incorporated herein by this reference; that said interim solution will require installation of traffic control equipment and equipment to monitor air and noise pollution and payment of relocation benefits to qualified residents; that the recommendations contained in Exhibit "A," should be accepted by the City and carried out pending a permanent solution to be agreed upon by the City and the Highway Division prior to November 1, 1978; now, therefore, the City of Portland hereby adopts the recommendations of the Office of Planning and Development contained in Exhibit "A," attached hereto and hereby directs the Traffic Engineer to carry out the traffic regulations contained therein and the Mayor and Auditor hereby are authorized to execute agreements with the Oregon State Highway Division as may be necessary to achieve the purposes contained in Exhibit "A."

Section 2. Inasmuch as this ordinance is necessary for the immediate preservation of the public health, peace and safety of the City of Portland in this: In order that solutions to traffic problems created by the Fremont Bridge ramp may be implemented without undue delay; therefore, an emergency hereby is declared to exist and this ordinance shall be in force and effect from and after its passage by the Council.

Passed by the Council,

Mayor Goldschmidt  
December 13, 1973  
MAL/fg

Mayor of the City of Portland

Attest:

Auditor of the City of Portland

## EAST-END FREMONT BRIDGE RAMPS AD HOC COMMITTEE

IVY STREET ALTERNATIVE  
Final Recommendations

The Ad Hoc Committee understands its charge to be the implementation of the best possible compromise plan for the opening of the east-end Fremont Bridge ramps. The Committee feels it has adequately discharged this task. This is not meant in any way to be an endorsement of the Rose City Freeway. The Committee did not have the time nor the opportunity to review this matter. A long-range solution for improvements on Fremont from the bridge to Union Avenue needs to be developed and citizen involvement in the preparation of that solution is essential.

The Ad Hoc Committee makes the following recommendations for the construction and interim operation of the east-end Fremont Bridge ramps to grade. This recommendation, if adopted and implemented by City Council, is to operate for a period of time not to exceed 4 1/2 years or until November 1, 1978. The approval and implementation of this recommendation includes the adoption, monitoring and enforcement of specific standards for air quality, noise quality, vehicular traffic volumes, vehicular pedestrian accidents, and the provision of a voluntary property acquisition and relocation program for seriously effected residential properties. The Committee recognizes the impact that the traffic from these ramps will have on the adjacent community. The following recommendations are intended to minimize that impact to the extent possible under the charge given us by City Council.

I. Bridge Ramps' Alignment and Traffic Circulation Recommendations

A. The Ad Hoc Committee recommends an Ivy Street alignment for both the on and off ramps to the Fremont Bridge. (See map enclosed). This alignment would provide for one lane each, on and off. Intersection improvements would be made at Ivy and Vancouver and Ivy and Williams. At Ivy and Vancouver, eastbound traffic east of Gantenbein would have a right-hand turn lane. The intersection will be fully signalized with automatic traffic and pedestrian signals. The intersection of north Ivy and Williams also will have full traffic and pedestrian signalization. In addition, a frontage road will be constructed adjacent to the Ivy Street ramps between Gantenbein and Commerical to serve residential properties on the north side of Ivy if the property remains in private ownership.

B. Traffic Circulation Recommendations and Projected Traffic. The bridge ramps will be constricted to one lane each direction where they intersect with north Ivy. Traffic volumes will be - restricted to 6,000 vehicles per day in each direction. A - maximum of 12,000 vehicles a day will be allowed to ingress and egress the Fremont Bridge. North Ivy, east of Williams to Rodney, will be one way westbound. This is to prohibit

## Attachment "A"

eastbound traffic from using Ivy for access to Union Avenue and points east. North Vancouver and north Williams will continue to function as a one-way couplet. Allow right-hand turn only for westbound traffic on Ivy at Williams. The projected traffic volumes, (shown in parentheses on the enclosed map) are based on assumptions of traffic distribution prepared by the City Traffic Engineer's Office. If traffic volumes on streets identified on the attached map should exceed estimates as indicated, in parentheses, additional traffic control will be exercised at the ramps. In addition, Knott Street and Prescott Street will not be allowed to exceed a 10% increase in traffic volume due to bridge oriented traffic at the intersection of 15th & Knott and 15th & Prescott. Since four intersections, those on north Vancouver at north Fremont and Ivy streets, and north Williams at Fremont and Ivy streets will be operating at capacity during the P.M. peak hours, there is little likelihood that the traffic volumes indicated at these intersections will increase much over the projections established here. This capacity condition will create some congestion in the immediate area of these intersections. The traffic signals at these intersections will be so timed that traffic will not exceed 6,000 vehicles per day in each direction on the Ivy Street ramps.

C. Traffic monitoring. Traffic to and from the ramps will be monitored on a monthly basis through the use of permanently installed traffic counters on the ramps. In addition, adjacent streets will be monitored semi-annually. These will include: Vancouver and Williams, north and south of Ivy; Fremont, east and west of Union; and Prescott and Knott, east of Union.

D. Traffic Control Measures. The following series of incremental steps may be taken to control traffic flow if the monitoring program for traffic, air quality or noise indicates that standards or limits are being exceeded.

1. Signalization. The green time phase on traffic signals at the four key intersections on Fremont at Vancouver and Williams, and Ivy at Vancouver and Williams can be adjusted to control vehicular volumes through these intersections and onto the bridge.

2. If additional traffic control is required, a traffic signal may be located directly on the bridge ramp allowing traffic to be metered on to the bridge.

3. If through traffic begins to use north Ivy Street east of Williams, Ivy will be made one way westbound between Rodney and Williams and one way eastbound between Rodney and Union. The City will rely on complaints from residents on north Ivy before initiating further traffic controls on Ivy Street.

E. At present, the traffic accident rate at the four key intersections is well below the mean rate (accidents per 1,000,000 vehicles through the intersection) for the City.

## Attachment "A"

The accident rate at these four intersections will be monitored and steps will be taken to reduce these accidents if the rate should exceed the mean rate for the city. Control measures will include additional traffic control including limiting volumes if necessary.

### F. Additional traffic recommendations include:

1. Exit ramp signs on bridge shall read, "Ivy Street - Emanuel Hospital."
2. No directional signs shall refer to Fremont Bridge except for informational signs at ramp entrance.
3. All parking shall be retained on Fremont Street between Mississippi and Union. The only exception to this would be at Fremont and Vancouver to allow for left-hand turn.

## II. Air Quality Recommendation

### A. Standards

The Ad Hoc Committee recommends the following standards for air quality (Present national ambient air quality standards as established by EPA):

<u>Contaminant</u>	<u>Primary Standards</u>	<u>Secondary Standards</u>
Sulfur dioxide	Annual mean 80 ug/m <sup>3</sup> Max. 24-hr.* 365 ug/m <sup>3</sup>	Max. 3-hr.* 1300 ug/m <sup>3</sup>
Particulates	Annual Geo. mean - 75 ug/m <sup>3</sup> Max. 24-hr.* 260 ug/m <sup>3</sup>	Annual geo. mean- 60 ug/m <sup>3</sup> Max. 24-hr.* 150 ug/m <sup>3</sup>
Photochemical oxidant	Max. 1-hr.* - 160 ug/m <sup>3</sup>	None
Hydrocarbons	Max. 3-hr.* - 160 ug/m <sup>3</sup>	None
Nitrogen dioxide	Annual mean 100 ug/m <sup>3</sup>	None
Carbon monoxide	Max. 8-hr.* 10 mg/m <sup>3</sup> Max. 1-hr.* 40 mg/m <sup>3</sup>	None

\* not to be exceeded more than once per year.

In addition, the Committee recommends the adoption of the California standard for lead contamination. The lead standard not to be exceeded is 1.5 mg/m<sup>3</sup> averaged over 30 days.

## Attachment "A"

### B. Recommendations

Ambient air quality in the vicinity of Ivy Street and Vancouver shall: a) not exceed existing national ambient air quality standards as established by the EPA including the California standard for lead contamination as indicated above, or b) not increase at a rate greater than 1.25 of increased traffic volume up to but not to exceed 100% degradation of existing ambient air quality whichever is the lesser.

### C. Monitoring Program

Ambient air Quality. Between December 15 and June 1, 1974, an ambient air quality study shall be performed to establish baseline air quality for the area immediately effected by the east-end bridge ramps. The monitors shall be placed at the following locations:

- a) Fremont at Vancouver (low income housing project).
- b) Commerical and Cook.
- c) North Kerby near Boise School.
- d) North side of Fremont and Haight.
- e) N. Ivy near Rodney (staff at the Highway Division shall locate the specific sites for the equipment.)

At these locations no less than three each carbon monoxide samplers and high volume filter samplers shall be installed and maintained for a period adequate to establish a baseline ambient air quality. Samples taken prior to the opening of the ramps shall provide a baseline against which to assess the relevant impacts of measurements taken after the ramps are opened.

### D. Monitoring Techniques

The samplers both carbon monoxide and high volume filters, shall automatically take a 24 hour sample every 6 days.

### E. Staffing and Lab Assistance

The Oregon State Highway Division shall provide the carbon monoxide bag samplers, the staff to monitor the samplers and a quality control lab facility for analyzing sample results. In addition, the Oregon State Highway Division will provide staff assistance where needed to cooperate with the Department of Environmental Quality in establishing and maintaining high volume filter samplers, monitoring



program and lab analysis and reporting. Department of Environmental Quality will provide the necessary high volume filter samplers and lab facilities for lead and particulate measurement. The City of Portland will provide a sufficient number of 7-day timers to operate the high volume filters.

F. Air Quality Predictions

The Department of Environmental Quality working with the Oregon State Highway Division will utilize the baseline statistics and traffic volume predictions in a predictive model to estimate air quality in the vicinity of the ramps. If potential problems are identified, detailed monitoring will be conducted to determine if the standards are being exceeded. The full scaled monitoring program will continue after the ramps are open for an adequate period of time to verify the accuracy of the predictions.

III. Noise Quality Recommendations

A. Standards and Recommendations

The Ad Hoc Committee recommends that the following standards for noise quality be adopted for the east-end Fremont Bridge ramps. The maximum allowable noise level measured at a noise sensitive property (residential property, hospitals and schools) shall be:

day time

L10 = 65 dBA

night time

L10 = 60 dBA

If these noise standards are exceeded, remedial measures shall be taken to bring the noise levels within the acceptable standards.

B. Monitoring System

1. Ambient Noise Levels

The City under the direction of Paul Herman, Coordinator, City/County Noise Abatement Study shall be responsible for determining existing ambient noise levels at noise sensitive properties adjacent to the east-end Fremont Bridge ramps. The location established for the monitoring program are:

- a) North Kerby near Boise School.
- b) Northeast corner Fremont and Haight.
- c) North Ivy near Rodney.
- d) Fremont and Vancouver (near the low income housing project).

Attachment "A"

2. Ongoing Monitoring Program

Within 30 days after the bridge ramps have been opened, noise levels will again be measured at the same locations as established for the ambient noise levels. In addition, quarterly noise measurements will be taken. Additional measurements may be taken upon complaint. The monitoring program shall consist of the following periodic measures:

- 15 minutes during day time hrs. 7:00 a.m. - 8 p.m.
- 15 minutes during evening time hrs. 8:00 p.m. - 10:30 p.m.
- 15 minutes during night time hrs. 10:30 p.m. - 7:00 a.m.

C. Recommended Remedial Measures (to be applied in the event that standards are exceeded)

1. It is considered to be virtually impossible to meet these standards at the existing residential properties located on Ivy Street between Commerical and Williams. It is therefore recommended that on a voluntary basis, the City shall upon request of individual property owners, acquire residential properties on Ivy Street between Commerical and Williams. (See property acquisition recommendation)

2. That a noise deflection wall or earth berm be constructed on the north side of Ivy between Commerical and Gantenbein if noise levels on the north side of Fremont or at Boise School exceed standards. The construction of such a berm is necessary in order to meet noise quality standards at Boise School and at residential properties in the vicinity of Haight and Fremont.

3. In the event that night time noise levels exceed the standards established, truck traffic will be restricted from using the bridge ramps between the hours of 8 p.m. and 7 a.m.

4. Emanuel Hospital routed emergency vehicles be prohibited from using sirens on the bridge ramps.

D. Definitions.

L10 is a noise level that is not exceeded more than 10% of the time.

"Noise sensitive property" means real property on which outdoor speech communication appropriate for residential use is important or in which people normally sleep, including but not limited to houses, apartments, hospitals and schools.

(dB) decibels - A system for measuring noise based on sound pressure levels.

"ambient noise" - The all encompassing noise associated with any given environment, being a composite of sounds from many sources near and far.

#### IV. Property Acquisition and Relocation

##### A. Recommendation

The Ad Hoc Committee recommends that the City Council provide property acquisition and relocation benefits on a voluntary property owner-initiated basis, for maximum of nine residential properties located on Ivy Street between Commercial Avenue and Williams Avenue. In order to qualify, each individual property owner would have to make application to the City. Such applications would have to qualify under demonstrated hardship. Hardship for these nine properties would be defined as any residential property upon which the established standards for air quality and/or noise quality would be unavoidably exceeded. Hardship may be established prior to the opening of the ramps by predicted noise or air quality excesses of adopted standards, using Oregon State Highway Division and established predictive modelling techniques. All property acquisitions will be carried out in accordance with Public Law 91-646.

##### B. Relocation Benefits

The City shall provide relocation benefits equal to and in accordance with federal standards as outlined in the Uniform Relocation Act of 1970 for each resident home owner or tenant.

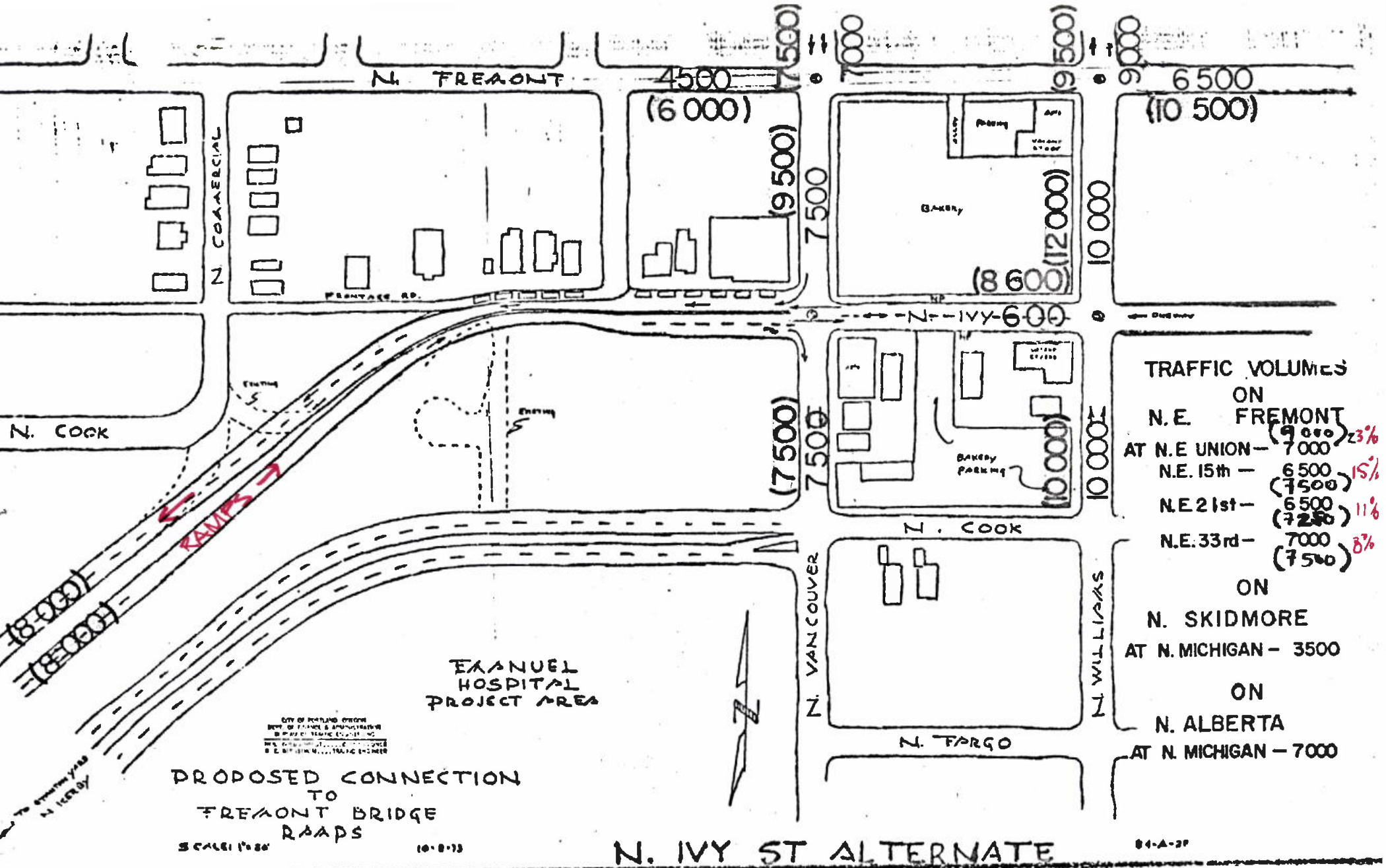
#### V. Public Benefits

The Council finds that the major public benefits (the expansion program proposed by Emanuel Hospital) to be derived from the interim solution warrant the public expenditures necessary to carry out this solution. Therefore, the Council should declare its willingness to open the Ivy Street access immediately after receiving assurance from the hospital that their expansion program will proceed.

Attachment "A"

VI. Long Range Solution

Council directs the City Engineer's Office to expeditiously pursue the consultant study on the Fremont long-range solution. The State Highway Division has stated that it would be possible to place a consultant under contract by June 30, 1974. An additional year will be necessary for the consultant planning program. Any work program presented for Council's approval should reflect the status of the Union Avenue Redevelopment Program, be properly designed to ensure that traffic will be encouraged to use Union Avenue rather than Fremont or other east-west streets, be designed to ensure that significant additional traffic will not be generated, provide adequate access to Emanuel Hospital, and reflect any experience with the proposed interim opening. A citizens' contact committee composed of one representative from each of the participants to the Ad Hoc Committee should be involved during the full course of the work performed under the consultants' contract.



0 000 = EXISTING VOLUMES AVERAGE OF NOVEMBER 5, 6, 7, 1973

(0 000) = ESTIMATED VOLUMES AFTER RAMPS ARE OPENED



## OREGON STATE HIGHWAY DIVISION

HIGHWAY BUILDING • SALEM, OREGON • 97310

December 12, 1973

TOM McCALL  
GOVERNOR

F. B. KLABOE  
Administrator of Highways

Mr. Don Bergstrom  
City Traffic Engineer  
420 S.W. Main  
City of Portland  
Portland, OR 97204

Dear Don:

I have discussed with the Federal Highway Administration the right-of-way problem which you brought to my attention by telephone, and it is our belief that there is nothing you propose that will jeopardize future Federal Highway participation in further stages of this project. The assumptions made were as follows:

1. That houses acquired would not be utilized during Stage 1 of the traffic-handling program.
2. That you would follow all guidelines of Public Law 91-646 in the acquisition of the properties. In order to assist you in this effort I am attaching Notice 73-13 dated November 26, 1973, which we have utilized in County-City acquisition programs. It generally relates the requirements of an acquisition program contemplated by a city or a county.
3. That there is adequate time to relocate the grantors or the tenants occupying these dwellings. It was assumed at this time that two or more years would be given to the program prior to any implementation of a Stage 2 design.
4. Before programming hardship purchases will not be eligible for Federal Highway Administration participation.

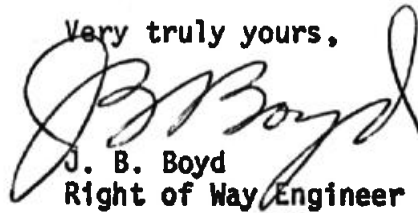
DEC 13 1973

BUREAU OF  
TRAFFIC ENGINEERING

Don Bergstrom  
December 12, 1973  
-2-

The only problem that could arise is that with the purchase of these properties we have predetermined a final design for some future project. With the owners willingness to sell, however, and in light of a hardship-type acquisition we do not believe that this will be a problem. Hopefully the program which you relate to me can be accomplished in the near future.

Very truly yours,



J. B. Boyd  
Right of Way Engineer

JBB:CM  
cc Gary Stout ✓  
R. N. Bothman  
Lou Grothaus  
Charles Mathias



# OREGON STATE HIGHWAY DIVISION

# NOTICE



NUMBER: 73 - 13	Page 1 of 1
EFFECTIVE DATE: November 26, 1973	
CANCELLATION DATE:	
DISTRIBUTION:  Lists F and M	

OFFICE: Right of Way Administration

Issued By:

*Gay B. Boyd*  
(SIGNATURE)  
Right of Way Engineer  
(TITLE)

SUBJECT: County-City Acquisition Program

Attached is an "Acquisition Program for Counties and Cities" which gives two options to a county or city for handling right-of-way acquisition and relocation in accordance with the "Uniform Act of 1970" and Federal Highway Administration Policies and Procedures.

Option 1

The Right of Way Section of Oregon State Highway Division would handle the entire program.

Option 2

The county officials would handle the program with inspections by Oregon State Highway Division Right-of-Way Agents at specified times.

The Right of Way Branch has the expertise and the manpower to offer this service from this time forward.

KAC:LS

attachment

cc Walt Barrie, Assistant Attorney General and Chief Counsel  
Si Cox, County-City Engineer

## ACQUISITION PROGRAM

### COUNTY and CITY SECTION

**PURPOSE:** To assure full Federal participation in funding of any County or City Road Program where Federal funds are involved in construction or right-of-way or both.

- A. All counties and cities will be notified by the Oregon Highway Division County and City Engineer that the acquisition of rights-of-way for all county road and city street projects in Oregon in which Federal funds will participate in the construction program will be done in strict compliance with Public Law 91-646 and Federal Highway Administration Policy and Procedure Memorandums that regulate Right-of-Way Acquisition, Relocation, Property Management, and Civil Rights Programs. The Resolution method of right-of-way acquisition does not meet requirements of Title III of the above-mentioned Public Law and will not be acceptable as a part of Paragraph C, Option 2, which follows.
- B. The Regional Right of Way Supervisors and the Finance Branch of the Oregon State Highway Division are to be responsible for inspections and audits which will allow OSHD to make assurances that all county right-of-way acquisitions or construction projects involving Federal-aid for right-of-way or construction are in conformance with Public Law 91-646 and applicable to FHWA PPM's 80 series. Such assurance is to be given in writing to the OSHD County and City Engineer and the Right of Way Engineer when the right-of-way is clear on a project-by-project basis.
- C. Two options are open to counties for land acquisition programs.

#### Option 1

Have the Right of Way Branch of the Oregon State Highway Division handle the county acquisition and relocation program. If condemnation is required, the State will work closely with the attorney designated by the county to insure compliance with FHWA requirements. This would be spelled out in the FAS-C application. The Right of Way Branch of OSHD has the manpower and expertise to handle this program. "Regulations and Procedures for State Highway Division Property Acquisitions for Other Agencies" will be followed - see attached Exhibit "A." This procedure may be modified on approval of the Right of Way Engineer.

#### Option 2

Handle the acquisition program with qualified county employees who meet the standards set up in FHWA PPM 80-3.3.

- a. The county agreement with OSHD will provide that county employees will handle the acquisition program in strict compliance with Federal and State Laws, FHWA and Oregon Right of Way policies

and procedures, and allow an inspection of all records at any reasonable time by State Highway Division Right of Way and Accounting personnel.

b. At the inception of a county or city acquisition program, the OSHD Regional Right of Way Supervisor and a representative of the Finance Branch will meet with officials of the county, discuss an inspection program, deliver any appropriate copies of laws, procedures, forms, and offer advice and training (if necessary).

c. Inspection Program

1. Appraisal: The Appraisal Program may be the same as described in "Appraising Real Property," an Oregon State Highway Division publication, or an acceptable appraisal format meeting all standards of the Federal Highway Administration. All parcel appraisals are to be reviewed by OSHD Right-of-Way Review Appraisers, or a senior County Right of Way Agent with credentials acceptable to OSHD, before negotiation is commenced. The OSHD Review Appraiser may be from the Headquarters staff, the Regional Right of Way Supervisor, or the Regional Appraiser.

2. Acquisition: This policy would adhere to nine policies described in Title III, Public Law 91-646. The County Right of Way Department will submit a copy of the Report of Personal Contacts and the final Report of Settlement or a closing statement to the appropriate Regional Right of Way Supervisor at or before the acceptance of the option or approval of the land transaction. If the right-of-way is programmed as a Federal-aid project, the option or agreement must be approved in the same manner as options for State right-of-way projects after receiving the approval of the appropriate county officials.

3. Relocation: This program may be the same as described in "Relocation Instruction Manual," an OSHD publication or an acceptable relocation format meeting all standards of FHWA. The Relocation Program will be subject to review by the Oregon State Highway Division Relocation Reviewing Agent or the Regional Relocation Agent at the following times:

- a. When Relocation Plan is completed prior to acquisition (See PPM 80-1, Paragraph 12b.)
- b. After housing benefits have been determined.
- c. When notice of benefits has been made (Benefit Letter), and advisory assistance offered and/or rendered.
- d. When claims are filed.
- e. After claims are paid.

4. Property Management: This program may be the same as described in "Property Management Form Manual and Accounting Instruction," an OSHD publication or a format meeting all standards of FHWA. The Property Management Program will be subject to review by the Oregon State Highway Division Property Manager at any time after the land transaction has been approved.

5. Condemnation: County District Attorney should handle the Condemnation Resolution, the formal offer, the filing of a complaint and the trial to obtain a final judgment. Reports of settlements and cases tried must be submitted to the State for Federal-aid right-of-way projects.

6. The County Administrator must certify to the OSHD County-City Engineer that the right-of-way is clear five weeks ahead of contract letting in approximately the following format:

"Although all necessary rights-of-way may not be fully acquired, the right to occupy and to use all rights-of-way required for the proper execution of the project has been acquired. Trial or appeal of some files may be pending in court and on some files full legal possession may not be obtained but right of entry has been obtained, the occupants of all lands and improvements have vacated, and the State has physical possession and the right to remove salvage and demolish these improvements."

7. Charges for all OSHD services outlined above under Option 2 are to be billed and paid in conformance with the terms of the State-County or the State-City agreement.

**Regulations and Procedures  
For State Highway Division Property Acquisitions  
For other Agencies**

**Things to be done by Agency:**

- A. Authorize State Highway Division to operate within its established regulations and procedures as to the acquisition of property.
- B. Pay all charges made to acquisition including appraisal, negotiation and relocation promptly in conformance with master agreement. This will include salaries and payroll reserves of employees and the rental of equipment. These charges will be subject to audit by the Agency at any time.
- C. Provide Environmental Impact Statement and advertise and hold hearings, if necessary.
- D. Provide sufficient surveys, vesting deeds, maps and other data so that legal descriptions of the property to be acquired can be written.
- E. If the authorization of a federal agency, other than the Federal Highway Administration is required, provide notice to Highway when that authorization is acquired.
- F. Examine administrative settlements and inform Highway promptly whether the settlements are or are not approved.
- G. Provide the necessary legal staff to pursue the acquisition of property through eminent domain proceedings if an option or justified settlement cannot be obtained.

**Things to be done by Highway:**

- A. Aid Agency in providing data for and writing Environmental Impact Statement and preparing for hearing, if necessary.
- B. Write descriptions, prepare property acquisition map and assign file numbers.
- C. Provide estimate and relocation plan, if necessary.
- D. If Federal Highway Administration involved, program funds for acquisition. Otherwise furnish data to Agency for authorization.
- E. Provide preliminary title report.
- F. Appraise and have appraisals reviewed.

- G. Negotiate and provide relocation and relocation advisory assistance as required.
- H. Process options and settlements at the amount of the review, and settlements over review approved by Agency for Transportation Commission approval.
- I. Notify grantor of Transportation Commission action, prepare deeds, order title insurance, record deeds, and pay claims.
- J. Pay relocation claims.
- K. Provide Agency with deeds or other final documents with title insurance policy.
- L. Keep Agency informed of status of project and give warning if original estimate will be exceeded by more than 10%.
- M. Manage property until project is turned over to Agency, certified to be clear for the purposes of the Agency. Prorate any proceeds from sales of buildings or rentals or leases of land and/or buildings in the same percentages as the charges to the project.
- N. Furnish Agency with itemized billings as requested by Agency and approved by Highway Finance Branch - in accordance with master agreement.

November 21, 1973

**MEMORANDUM**

**TO:           HOWARD R. LAUGHERY,**  
**Streets and Structures**

**SUBJECT: Request for Estimate of Acquisition Cost of Certain**  
**Properties between Fremont Bridge - Ivy Street Ramps**  
**and Williams Avenue.**

Pursuant to your request, I have made County Record investigation and physical exterior inspection of Subject Properties (Parcels #1 through #9) and have formed an opinion of value based upon typical representative property sales in the area.

**Parcel #1:**

22 North Ivy Street.

A 1906 - 1018 S.F., 1½ story, 4 bedroom, 1 bath frame dwelling with partial basement in fair condition located on 45' x 96' lot.

**Estimated Value: \$6,500.00**

**Parcel #2:**

102 North Ivy Street.

A 1909 - 998 S.F., 1 story, 2 bedroom, 1 bath frame dwelling without basement in poor condition. Located on 45' x 96' lot.

**Estimated Value: \$4,500.00**

**Parcel #3:**

110-12 North Ivy Street and 3328 North Vancouver Avenue.

A 1910 - 1760 S.F. (1st Floor), 2160 S.F. (2nd Floor), 2 story frame apartment building with partial basement. Has 4 - 2 bedrooms and 2 - bedroom (total 6) rental units each with bathrooms. Considered in fair condition. Located on 45' x 61' lot.

**Estimated Value: \$23,000.00**

**Parcel #4:**

223 North Ivy Street.

An 1884 - 932 S.F., 1 story, 2 bedroom, 1 bath, frame dwelling with partial basement in fair condition.



Located on 41' x 81' lot.

Estimated Value: \$5,000.00

Parcel #5:

3406 North Gantenbein Avenue.

A 1910 - 600 S.F., 1 story, 1 bedroom, 1 bath, frame dwelling with full basement in fair to good condition.

Located on 39' x 40' lot.

Estimated Value: \$5,000.00

Parcel #6:

249 North Ivy Street.

An 1892 - 985 S.F., 2 story, 5 bedroom, 1 bath, frame dwelling with full basement in fair condition. Located on 43' x 81' lot.

Estimated Value: \$9,500.00

Parcel #7:

257 North Ivy Street.

A 1901 - 1083 S.F., 2 story, 4 bedroom, 2 bath, frame dwelling (appears used as up and down duplex) with full basement and single detached garage. Appears in good condition. Located on 50' x 81' lot.

Estimated Value: \$14,500.00

Parcel #8:

267 North Ivy Street.

A 1919 - 1103 S.F., 1½ story, 4 bedroom, 1 bath, frame dwelling, with full basement with single detached garage. Good condition. Located on 55' x 80' lot.

Estimated Value: \$12,500.00

Parcel #9:

327 North Ivy Street.

A 1910 - 820 S.F., 2 story, 4 bedroom, 1 bath, frame dwelling with full basement in fair to good condition. Located on 40' x 108' lot with 40' x 108' lots on both sides in apparent contiguous ownership.

Estimated Value: \$13,000.00

Total Estimated Value: \$93,500.00

Very truly yours,

J. R. STOUT  
Right of Way Appraiser

JRS:jmp

Enc.

M E M O R A N D U M

To: Files

Date: December 14, 1973

From: Dennis Wilde

Subject: East-End Fremont Bridge Ramps to Grade

Re: Relocation costs for nine residential properties on  
Ivy Street between Commerical and Williams

There are nine residential properties on Ivy Street between Commerical and Williams Avenue which will be eligible for relocation benefits. In order for the City to acquire these residential properties without jeopardizing further Federal Highway participation in the future stages of this project, the regulations as outlined in Public Law 91-646 and the Uniform Relocation Act of 1970 must be satisfied. The costs to the City for satisfying the relocation requirements are outlined as follows:

Relocation benefits to Resident Homeowners

Two of the nine parcels are owner occupied. Under the law, owner residents are eligible for a maximum of \$15,000 relocation benefits if they elect to re-purchase. In addition, they are allowed, a) a fixed fee of \$500 for moving expenses or, b) actual moving expenses. Since most relocation occurs within 1 1/2 miles of the present property, most relocatees opt for the \$500 maximum allowable. Thus, total relocation costs for owner occupied dwellings is established at:

Estimated Maximum Relocation Costs:	\$ 30,000.00
Estimated Maximum Moving Costs:	<u>1,000.00</u>
Subtotal	\$ 31,000.00

Relocation Benefits for Tenant Occupied Dwellings

At present there are nine tenant occupied dwellings. Under the law, the total allowable relocation benefits for tenant occupants is set at \$4,000 plus moving costs identical to those for owner occupants. Thus, total costs of relocation for the nine occupants is established at:

Estimated Maximum Relocation Costs:	
9 x \$4,000	\$ 36,000.00
Total Moving Costs	
9 x \$500	<u>4,500.00</u>
Subtotal	\$ 40,500.00

Memo to Files  
Page 2  
December 14, 1973

Total Maximum Relocation Costs

The total cost for relocation benefits is estimated to be:

Owner Occupied:	\$ 31,000.00
Tenant Occupied:	<u>40,500.00</u>
Total	\$ 71,500.00

PORTLAND MODEL CITIES - CITY DEMONSTRATION AGENCY

Interoffice Memorandum

December 13, 1973

TO: Gary Stout  
Administrator of the Office of Planning and Development

FROM: Michael Henniger  
Physical Program Coordinator

SUBJECT: Fremont Bridge Property Acquisition

RE: Eligibility for Relocation Benefits

Should the City of Portland acquire property in connection with the interim opening of the Ivy Street ramps to the Fremont Bridge without providing full relocation benefits, it will become the responsibility of Model Cities to provide such benefits in conformance with the Comprehensive City Demonstration Plan.

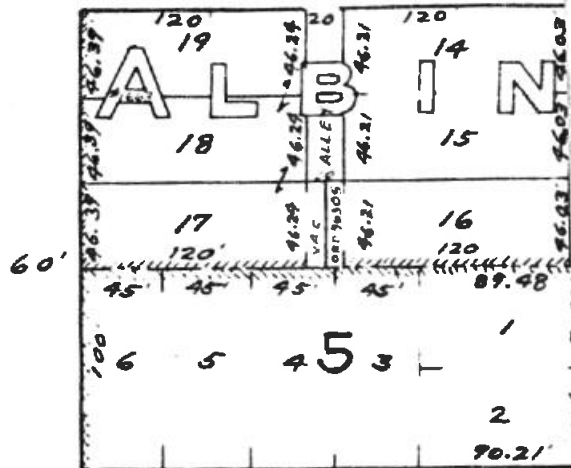
This responsibility has been confirmed with Region 10 of the Department of Housing and Urban Development.

Please let me know if there are further questions which I could elaborate upon.

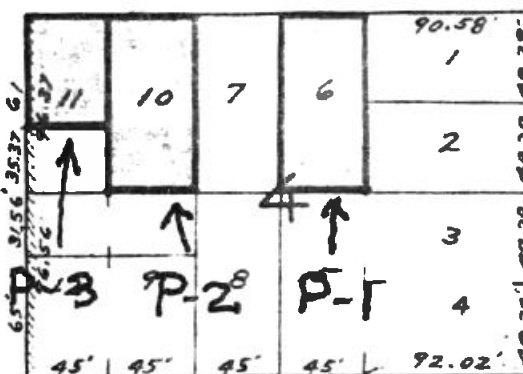
MH 

cc: Dennis Wilde

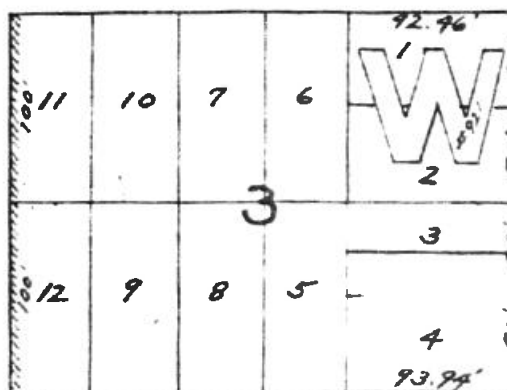
ST.



N. IVY ST.



N. COOK ST.



N. FARGO ST.





## OREGON STATE HIGHWAY DIVISION

METROPOLITAN SECTION

5821 N.E. Glisan Street      Portland, Oregon 97213      238-8226

December 17, 1973

GARY STOUT  
PORTLAND PLANNING BUREAU  
1220 S.W. Fifth Avenue  
Portland, Oregon

ATTENTION DENNIS WILDE

TEMPORARY CONNECTION TO IVY STREET  
EAST FREMONT INTERCHANGE

The cost estimate made to complete the interim plan connecting the two East Fremont Bridge ramps on Ivy Street to Vancouver Avenue is \$25,900. The cost for the signalization at Ivy and Vancouver and Ivy and Williams is \$17,200, if accomplished by contract also. The total cost, therefore, of the interim plan as proposed by the City is \$43,100.

Following the proposal that the State Highway Division contribute 50% utilizing State funds and the City contribute 50% utilizing local funds, the cost to each would be \$21,550.

The cost of additional rights-of-way, including the housing located on Ivy Street, is not in the above estimates, this entire cost to be borne by the City of Portland utilizing local funds.

Following the provisions of PPM 20-8 in considering that preliminary engineering funds have not been programmed with the FHWA and would not be programmed until probably July 1, 1974, it appears that the acquisition of the six houses in question, if purchased, would be done with local funds.

I have attached a preliminary estimate of the costs mentioned above.

  
R. N. BOTHMAN  
Metropolitan Engineer

RNB:ar

Attachment

FLINT/KERBY ALTERNATIVE

186,560  
141  
115,000  
27,460  
600

Cost Estimates

Roadway Improvements between on-ramps and Kerby Street	\$ 20,000.00
Misc. signing and striping	2,000.00
Street tree planting 10 trees/blk x 10 blks = 100 trees @ \$10.00 Vancouver & Williams (Broadway to Russell)	1,000.00
Street lighting (Vancouver & Williams from Broadway to Russell) 36 fixtures @ \$1,500.00 installed	<u>54,000.00</u>
Total Cost	<u>\$ 77,000.00</u>

Sources of Funds

Law Enforcement Assistance Act (street lighting on Williams & Vancouver) (10% local match in General Fund estimate)	\$ 48,600.00
Street Tree Program (already budgeted)	1,000.00
General Fund (new money)	<u>27,400.00</u>
Total	<u>\$ 77,000.00</u>



Both are old. attachments  
Neither reflect <sup>re</sup>accumulation that the  
solution ~~the~~ found acceptable to some for  
(major public benefit) <sup>as against</sup> the public costs  
+ traffic impact.

Long Range solution - mandatory  
that design not be designed to

OREGON STATE HIGHWAY DIVISION  
Metropolitan Section

Sheet      of      Sheets

Date      19     

By:     

*Temporary Connection to Ivy St.  
East Fremont Interchange*

COST - ESTIMATE SUMMARY

Item	Unit	Quantity	Allowance	Net Quantity	Unit Price	Cost
Remove Pavement	Sq. Yd.	280	20	300	1 <sup>00</sup>	300 <sup>00</sup>
Remove Curb	Lin. Ft.	1090	110	1200	1 <sup>00</sup>	1200 <sup>00</sup>
Remove Inlet	Each	4	-	4	40 <sup>00</sup>	160 <sup>00</sup>
Trench Excavation	Cu. Yd.	40	5	45	6 <sup>00</sup>	270 <sup>00</sup>
General Excavation	Cu. Yd.	600	50	650	3 <sup>00</sup>	1,950 <sup>00</sup>
Plant Mix Stone Base	Ton	590	60	650	3 <sup>00</sup>	1,950 <sup>00</sup>
3/4"-0" Aggregate	Ton	27	3	30	3 <sup>50</sup>	105 <sup>00</sup>
Bit Base	Ton	685	65	750	5 <sup>00</sup>	3750 <sup>00</sup>
Class "B" A.C. Mix	Ton	520	50	570	6 <sup>00</sup>	3420 <sup>00</sup>
Asph. in Mix (incl Bit Base)	Ton	65	5	70	40 <sup>00</sup>	2800 <sup>00</sup>
Type I Guard Rail	Lin. Ft.	100	10	110	3 <sup>00</sup>	330 <sup>00</sup>
Type "P" Inlets	each	5	1	6	160 <sup>00</sup>	960 <sup>00</sup>
8" Drain Pipe	Lin. Ft.	160	20	180	4 <sup>00</sup>	720 <sup>00</sup>
Conc. Curbs	Cu. Yd.	20	2	22	60 <sup>00</sup>	1320 <sup>00</sup>
Asph. Curbs Mix	Tons	40	4	44	6 <sup>00</sup>	264 <sup>00</sup>
Asph. in Mix (curbs)	Tons	3	-	3	40 <sup>00</sup>	120 <sup>00</sup>
Extra for A.C. Curbs	Lin. Ft.	1180	120	1300	1 <sup>50</sup>	1950 <sup>00</sup>
Total Bid Items						21,565
+40 %						4331
Total Items						25,900
Additional for 2 Signals			8000 <sup>+</sup> 2200 <sup>+</sup>			17,200
TOTAL						43,100

\*\* CITY PREFERS CONTRACT ON SIGNALS

186,500  
55,000  
131,500

ALTERNATIVE SOLUTIONS TO THE INTERIM OPENING OF  
THE IVY STREET RAMP TO THE FREMONT BRIDGE

COMPARATIVE ANALYSIS

	<u>Ivy Street Alternative</u>	<u>Flint/Kerby Alternative</u>	<u>No Interim Opening</u>
Total Estimated Cost	\$ 186,500.00	\$ 78,000.00	-0-
Costs to General Fund	115,000.00	27,400.00	-0-
Projected new traffic impact in front of school	Boise 1100 veh./day Alameda 600 veh./day	Eliot 1000- 1500 veh./day	-0-
Impact on Stanton Yards	Limited	Some congestion on Kerby	None
Residential proper- ties to be acquired	9	-0-	-0-
Travel time (bridge to Emanuel Hospital)	1 minute-estimated (Peak hour times will be much slower)	2½ minutes- measured on existing routes	Peak hr. congestion at Broadway/ Weidler
(Emanuel to bridge)	No difference	No difference	
Amount of new (redirected) on local streets due to opening	up to 12,000 veh./day	up to 4600 veh./day	-0-
Traffic impact on Union Avenue at Fremont	-1100 veh./day	Slight	None
Impact on Emanuel Hospital Redevelop.	Will proceed with present plans	Will review plans ?	Will review plans - may decide not to proceed.
Impact on other development (real) potential (psychological)	Little Positive	None Negative	None Negative
Impact on FAU project	Property acquisi- tion may jeopard- ize project	May jeopard- ize project	?
Conformance with Eliot/Boise plan	Does not conform	Does not conform (Conflicts with long-range use of Flint Street)	No impact

December 14, 1973

## EAST-END FREMONT BRIDGE RAMPS AD HOC COMMITTEE

### Final Recommendations

The Ad Hoc Committee understands its charge to be the implementation of the best possible compromise plan for the opening of the east-end Fremont Bridge ramps. The Committee feels it has adequately discharged this task. This is not meant in any way to be an endorsement of the Rose City Freeway. The Committee did not have the time nor the opportunity to review this matter. A long-range solution for improvements on Fremont from the bridge to Union Avenue needs to be developed and citizen involvement in the preparation of that solution is essential.

The Ad Hoc Committee makes the following recommendations for the construction and interim operation of the east-end Fremont Bridge ramps to grade. This recommendation, if adopted and implemented by City Council, is to operate for a period of time not to exceed 4 1/2 years or until November 1, 1978. The approval and implementation of this recommendation includes the adoption, monitoring and enforcement of specific standards for air quality, noise quality, vehicular traffic volumes, vehicular pedestrian accidents, and the provision of a voluntary property acquisition and relocation program for seriously effected residential properties. The Committee recognizes the impact that the traffic from these ramps will have on the adjacent community. The following recommendations are intended to minimize that impact to the extent possible under the charge given us by City Council.

#### I. Bridge Ramps' Alignment and Traffic Circulation Recommendations

A. The Ad Hoc Committee recommends an Ivy Street alignment for both the on and off ramps to the Fremont Bridge. (See map enclosed). This alignment would provide for one lane each, on and off. Intersection improvements would be made at Ivy and Vancouver and Ivy and Williams. At Ivy and Vancouver, eastbound traffic east of Gantenbein would have a right-hand turn lane. The intersection will be fully signalized with automatic traffic and pedestrian signals. The intersection of north Ivy and Williams also will have full traffic and pedestrian signalization. In addition, a frontage road will be constructed adjacent to the Ivy Street ramps between Gantenbein and Commerical to serve residential properties on the north side of Ivy if the property remains in private ownership.

B. Traffic Circulation Recommendations and Projected Traffic. The bridge ramps will be constricted to one lane each direction where they intersect with north Ivy. Traffic volumes will be restricted to 8,000 vehicles per day in each direction. A maximum of 16,000 vehicles a day will be allowed to ingress and egress the Fremont Bridge. North Ivy, east of Williams to Rodney, will be one way westbound. This is to prohibit



eastbound traffic from using Ivy for access to Union Avenue and points east. North Vancouver and north Williams will continue to function as a one-way couplet. Allow right-hand turn only for westbound traffic on Ivy at Williams. The projected traffic volumes, (shown in parentheses on the enclosed map) are based on assumptions of traffic distribution prepared by the City Traffic Engineer's Office. If traffic volumes on streets identified on the attached map should exceed estimates as indicated, in parentheses, additional traffic control will be exercised at the ramps. In addition, Knott Street and Prescott Street will not be allowed to exceed a 10% increase in traffic volume due to bridge oriented traffic at the intersection of 15th & Knott and 15th & Prescott. Since four intersections, those on north Vancouver at north Fremont and Ivy streets, and north Williams at Fremont and Ivy streets will be operating at capacity during the P.M. peak hours, there is little likelihood that the traffic volumes indicated at these intersections will increase much over the projections established here. This capacity condition will create some congestion in the immediate area of these intersections. The traffic signals at these intersections will be so timed that traffic will not exceed 8,000 vehicles per day in each direction on the Ivy Street ramps.

C. Traffic monitoring. Traffic to and from the ramps will be monitored on a monthly basis through the use of permanently installed traffic counters on the ramps. In addition, adjacent streets will be monitored semi-annually. These will include: Vancouver and Williams, north and south of Ivy; Fremont, east and west of Union; and Prescott and Knott, east of Union.

D. Traffic Control Measures. The following series of incremental steps may be taken to control traffic flow if the monitoring program indicates that standards or limits are being exceeded.

1. Signalization. The green time phase on traffic signals at the four key intersections on Fremont at Vancouver and Williams, and Ivy at Vancouver and Williams can be adjusted to control vehicular volumes through these intersections and onto the bridge.

2. If additional traffic control is required, a traffic signal may be located directly on the bridge ramp allowing traffic to be metered on to the bridge.

3. If through traffic begins to use north Ivy Street east of Williams, Ivy will be made one way westbound between Rodney and Williams and one way eastbound between Rodney and Union. The City will rely on complaints from residents on north Ivy before initiating further traffic controls on Ivy Street.

E. At present, the traffic accident rate at the four key intersections is well below the mean rate (accidents per 1,000,000 vehicles through the intersection) for the City. ←

what  
is it.

The accident rate at these four intersections will be monitored and steps will be taken to reduce these accidents if the rate should exceed the mean rate for the city. Control measures will include additional traffic control including limiting volumes if necessary.

F. Additional traffic recommendations include:

1. Exit ramp signs on bridge shall read, "Ivy Street - Emanuel Hospital."
2. No directional signs shall refer to Fremont Bridge except for informational signs at ramp entrance.
3. All parking shall be retained on Fremont Street between Mississippi and Union. The only exception to this would be at Fremont and Vancouver to allow for left-hand turn.

## II. Air Quality Recommendation

### A. Standards

The Ad Hoc Committee recommends the following standards for air quality (Present national ambient air quality standards as established by EPA):

<u>Contaminant</u>	<u>Primary Standards</u>	<u>Secondary Standards</u>
Sulfur dioxide	Annual mean 80 ug/m <sup>3</sup> Max. 24-hr.* 365 ug/m <sup>3</sup>	Max. 3-hr.* 1300 ug/m <sup>3</sup>
Particulates	Annual Geo. mean - 75 ug/m <sup>3</sup> Max. 24-hr.* 260 ug/m <sup>3</sup>	Annual geo. mean - 60 ug/m <sup>3</sup> Max. 24-hr.* 150 ug/m <sup>3</sup>
Photochemical oxidant	Max. 1-hr.* - 160 ug/m <sup>3</sup>	None
Hydrocarbons	Max. 3-hr.* - 160 ug/m <sup>3</sup>	None
Nitrogen dioxide	Annual mean 100 ug/m <sup>3</sup>	None
Carbon monoxide	Max. 8-hr.* 10 mg/m <sup>3</sup> Max. 1-hr.* 40 mg/m <sup>3</sup>	None

\* not to be exceeded more than once per year.

In addition, the Committee recommends the adoption of the California standard for lead contamination. The lead standard not to be exceeded is 1.5 mg/m<sup>3</sup> averaged over 30 days.

## B. Recommendations

Ambient air quality in the vicinity of Ivy Street and Vancouver shall: a) not exceed existing national ambient air quality standards as established by the EPA including the California standard for lead contamination as indicated above, or b) not increase at a rate greater than 1.25 of increased traffic volume up to but not to exceed 100% degradation of existing ambient air quality whichever is the lesser.

## C. Monitoring Program

Ambient air Quality. Between December 15 and June 1, 1974, an ambient air quality study shall be performed to establish baseline air quality for the area immediately effected by the east-end bridge ramps. The monitors shall be placed at the following locations:

- a) Fremont at Vancouver (low income housing project).
- b) Commerical and Cook.
- c) North Kerby near Boise School.
- d) North side of Fremont and Haight.
- e) N. Ivy near Rodney (staff at the Highway Division shall locate the specific sites for the equipment.)

At these locations no less than three each carbon monoxide samplers and high volume filter samplers shall be installed and maintained for a period adequate to establish a baseline ambient air quality. Samples taken prior to the opening of the ramps shall provide a baseline against which to assess the relevant impacts of measurements taken after the ramps are opened.


## D. Monitoring Techniques

The samplers both carbon monoxide and high volume filters, shall automatically take a 24 hour sample every 6 days.

## E. Staffing and Lab Assistance

The Oregon State Highway Division shall provide the carbon monoxide bag samplers, the staff to monitor the samplers and a quality control lab facility for analyzing sample results. In addition, the Oregon State Highway Division will provide staff assistance where needed to cooperate with the Department of Environmental Quality in establishing and maintaining high volume filter samplers, monitoring



program and lab analysis and reporting. Department of Environmental Quality will provide the necessary high volume filter samplers and lab facilities for lead and particulate measurement. The City of Portland will provide a sufficient number of 7-day timers to operate the high volume filters. 

#### F. Air Quality Predictions

The Department of Environmental Quality working with the Oregon State Highway Division will utilize the baseline statistics and traffic volume predictions in a predictive model to estimate air quality in the vicinity of the ramps. If potential problems are identified, detailed monitoring will be conducted to determine if the standards are being exceeded. The full scaled monitoring program will continue after the ramps are open for an adequate period of time to verify the accuracy of the predictions.

### III. Noise Quality Recommendations

#### A. Standards and Recommendations

The Ad Hoc Committee recommends that the following standards for noise quality be adopted for the east-end Fremont Bridge ramps. The maximum allowable noise level measured at a noise sensitive property (residential property, hospitals and schools) shall be:

day time

night time

L10 = 65 dBA

L10 = 60 dBA

If these noise standards are exceeded, remedial measures shall be taken to bring the noise levels within the acceptable standards.

#### B. Monitoring System

##### 1. Ambient Noise Levels

The City under the direction of Paul Herman, Coordinator, City/County Noise Abatement Study shall be responsible for determining existing ambient noise levels at noise sensitive properties adjacent to the east-end Fremont Bridge ramps. The location established for the monitoring program are:

- a) North Kerby near Boise School.
- b) Northeast corner Fremont and Haight.
- c) North Ivy near Rodney.
- d) Fremont and Vancouver (near the low income housing project).


## 2. Ongoing Monitoring Program

Within 30 days after the bridge ramps have been opened, noise levels will again be measured at the same locations as established for the ambient noise levels. In addition, quarterly noise measurements will be taken. Additional measurements may be taken upon complaint. The monitoring program shall consist of the following periodic measures:

- 15 minutes during day time hrs. 7:00 a.m. - 8 p.m.
- 15 minutes during evening time hrs. 8:00 p.m. - 10:30 p.m.
- 15 minutes during night time hrs. 10:30 p.m. - 7:00 a.m.

### C. Recommended Remedial Measures (to be applied in the event that standards are exceeded)

1. It is considered to be virtually impossible to meet these standards at the existing residential properties located on Ivy Street between Commerical and Williams. It is therefore recommended that on a voluntary basis, the City shall upon request of individual property owners, acquire residential properties on Ivy Street between Commerical and Williams. (See property acquisition recommendation)

2. That a noise deflection wall or earth berm be constructed on the north side of Ivy between Commerical and Gantenbein if noise levels on the north side of Fremont or at Boise School exceed standards. The construction of such a berm is necessary in order to meet noise quality standards at Boise School and at residential properties in the vicinity of Haight and Fremont. 

3. In the event that night time noise levels exceed the standards established, truck traffic will be restricted from using the bridge ramps between the hours of 8 p.m. and 7 a.m.

4. Emanuel Hospital routed emergency vehicles be prohibited from using sirens on the bridge ramps.

### D. Definitions.

L10 is a noise level that is not exceeded more than 10% of the time.

"Noise sensitive property" means real property on which outdoor speech communication appropriate for residential use is important or in which people normally sleep, including but not limited to houses, apartments, hospitals and schools.

(dB) decibels - A system for measuring noise based on sound pressure levels.

"ambient noise" - The all encompassing noise associated with any given environment, being a composite of sounds from many sources near and far.

#### IV. Property Acquisition and Relocation

##### A. Recommendation

The Ad Hoc Committee recommends that the City Council provide property acquisition and relocation benefits on a voluntary property owner-initiated basis, for maximum of nine residential properties located on Ivy Street between Commercial Avenue and Williams Avenue. In order to qualify, each individual property owner would have to make application to the City. Such applications would have to qualify under demonstrated hardship. Hardship for these nine properties would be defined as any residential property upon which the established standards for air quality and/or noise quality would be unavoidably exceeded. Hardship may be established prior to the opening of the ramps by predicted noise or air quality excesses of adopted standards, using Oregon State Highway Division and established predictive modelling techniques. All property acquisitions will be carried out in accordance with Public Law 91-646.

##### B. Relocation Benefits

The City shall provide relocation benefits equal to and in accordance with federal standards as outlined in the Uniform Relocation Act of 1970 for each resident home owner or tenant.

WHEREAS, present agreements between the City and the State Highway Division provide that the Ivy Street ramps of the Fremont Bridge be opened to traffic when the bridge is opened approximately November 15, 1973, and

WHEREAS, Emanuel Hospital intends to continue and expand its facility at 2801 N. Gantenbein Avenue as a regional medical care center and the Council wishes to encourage such continuance and expansion; and

WHEREAS, Emanuel Hospital has represented to the Council that direct access from the west end of the Fremont Bridge is essential to its above intention; and

WHEREAS, residents of the Model Cities area, as represented by the Model Cities Citizens Planning Board, have expressed concern that traffic from the ramps will have a severe negative impact on the livability of the surrounding area and have recommended that no ramps be opened until a long-range solution is designed and implemented; and

WHEREAS, the City has applied for Federal Aid for Urban Arterials funds to design a long range solution to the problem;

NOW, THEREFORE, BE IT RESOLVED

1. That the Mayor is authorized to reach an appropriate agreement with the Oregon State Highway Division postponing the immediate opening of the Fremont Bridge Ramps.
2. That the Oregon State Highway Division is requested to undertake, with the City, the necessary steps to design and implement a permanent solution no later than November 1, 1978.
3. That the Office of Planning and Development, with the assistance of the City Traffic Engineer, is instructed to work with representatives of the Eliot, Boise, Irvington and Sabin neighborhoods, Emanuel Hospital and the State Highway Division to present an interim solution to Council no later than December 15, 1973, providing for access to Emanuel Hospital from the Fremont Bridge within a reasonable period with appropriate pre-

cautions for protecting the livability of the neighborhoods. At least the following should be considered:

- a. retaining parking along Fremont Street east to Union Avenue.
  - b. a traffic diverter at the intersection of Williams and Beech, and converting Williams and Vancouver into two-way streets.
  - c. signing from the bridge which refers only to Emanuel Hospital and local access.
  - d. signalization and directional signing which discourages traffic moving north into the Boise neighborhood.
  - e. reconstructing the present ramps to minimize the flow of traffic.
  - f. acquiring residences along Ivy Street between the ramps and Williams Avenue that may be adversely affected by such interim solution.
4. That the Oregon State Highway Division be requested to undertake, with the City, the measures necessary to implement the agreed upon interim solution and that the bridge ramps be opened immediately thereafter, to occur not later than June 1, 1974. ←
  5. That the Council intends to provide for the ramps to be closed if, during the period preceding implementation of a permanent solution,
    - a. traffic counts on streets in the area exceed estimates of the City Traffic Engineer included in the interim plan,
    - b. air and noise pollution levels exceed standards to be designated in the interim plan, or
    - c. traffic accidents in the area are found by the Council to be excessive as a result of the ramps being open.

Adopted by the Council NOV - 1 1973

Mayor Neil Goldschmidt  
October 26, 1973  
DB:pjr

  
Auditor of the City of Portland

MODEL CITIES  
FREMONT BRIDGE COMMITTEE  
December 6, 1973

The Fremont Bridge Committee meeting was held at the Model Cities Office, room 218, on December 6, 1973. A letter was distributed from the City Engineers Office. There was discussion on the estimated volumes of accidents.

Mr. Wilde read the final recommendations that were combined. There were several modifications such as:

BRIDGE RAMPS, ALIGNMENT, AND TRAFFIC  
CIRCULATION RECOMMENDATIONS

It was questioned why there would be a frontage road constructed adjacent to the Ivy Street ramps between Gantenbein, and Commercial. It was decided the sentence should read: "In addition a frontage road will be constructed adjacent to the Ivy Street ramps between Gantenbein, and Commercial to serve residential properties on the north side of Ivy, if they remain in private ownership."

TRAFFIC CONTROL MEASURES

The second recommendation under Traffic Control Measures should read: "If additional traffic control is required, traffic signals may be place directly on the bridge ramps allowing traffic to be metered on the bridge," instead of :  
"Traffic being metered on, and off of the bridge."

Dick Spear, Representative from the City Engineer's Office stated that the third recommendation under Traffic Control Measures "Allow right hand turn only for west bound traffic at Williams, and Ivy," was to discourage traffic from using it as a route to get on the bridge, also to make that signal work more efficiently.

Mr. Wilde stated he would move that description under Traffic Circulation Recommendation.

ADDITIONAL TRAFFIC RECOMMENDATIONS

The second recommendation should read: "No directional signs shall refer to Fremont Bridge except for informational signs at ramps entrances.

AIR QUALITY RECOMMENDATIONS

Mr. Wilde stated that there were a few changes to be discuss. He stated that DEQ would like to establish a monitoring program prior to the opening of the ramps, so that they could ascertain the ambient air quality. Also they would like to use a computer model that the state has, to predict air quality based on what they found, and projected traffic problems. Discussion followed. The Committee decided to recommend that "Samples would be taken for a period of time after the ramps are fully functioning to determine the accuracy of the prediction."

Under Relocation Benefits, the recommendation we modified. "The City shall provide relocation benefits equal to and in accordance with Federal standards, for each resident homeowner, or tenant." Discussion followed.

There was concern whether the Committee could make a statement in reference to the goals set out by the City Council, such as:

Since the expressed purpose of the ramps is to serve the local immediate area and north, south, on Union, that there could be a policy statement about east, and west traffic, east of Union. The Committee decided that the statement will read: "The purpose of the opening of the ramps is for local access and to service north, south traffic on Union therefore the following recommendations apply to Prescott, Knott, east of Union, and east of 7th on Fremont. Traffic volumes on these streets shall not be allowed to exceed a 10% increase over



present traffic volumes. If access increases are noted, remedial measures will be taken at the bridge ramps."

Another modification was under Traffic Monitoring, "In addition adjacent streets will be monitored semi-annually Vancouver, Williams, Fremont, Prescott, and Knott.

There was further discussion on the Final Recommendations. Some members of the Committee were not present to approve the final recommendations. Mr. Wilde stated that he would call them if he felt it necessary to have another meeting before the City Council meeting.

There being no further business the meeting was adjourned at 7:50 p.m.

Recording Secretary  
Kathryn J. Hargo

CITY OF PORTLAND  
INTER-OFFICE CORRESPONDENCE  
(NOT FOR MAILING)  
December 5, 1973

*Regional Planning Division*  
*Model Cities*  
*DEC 11 1973*  
*JW*  
*11-10*  
*3*  
*Deputy?*

From Office of City Engineer  
To Office of Planning and Development  
Addressed to Gary Stout, Director  
Subject Resolution No. 31305 Regarding Ivy Street Ramps of Fremont Bridge

We are very much concerned that Paragraph 3.f of Resolution No. 31305, dealing with the acquisition of property along N. Ivy Street will jeopardize an application made by this office for Federal Aid Urban System funding.

As you are aware, we have applied for F.A.U. funding for a street improvement project from the Fremont Bridge to N.E. Union Avenue. Please be advised that Federal funding for the entire project could be lost if negotiations or any other actions toward acquisition of right-of-way are made without full compliance with the provisions of PPM 20-8 (copy enclosed). These provisions do not allow any right-of-way action prior to the completion of the public hearing process.

If you have any questions regarding this matter, please feel free to contact Glen Pierce, telephone 248-4643.

  
JAMES L. APPERSON, P.E.  
CITY ENGINEER

GRP:jr  
cc: Don Bergstrom, Traffic Engineer

Encl.

M E M O R A N D U M

To: File

Date: November 15, 1973

From: Dennis Wilde

Subject: East-End Fremont Bridge Ramps to Grade Interim Solution

Re: Residential Property Acquisition on Ivy Street

One of the basic concerns expressed by the citizens at the first Ad Hoc Committee meeting held on Thursday, November 8 was the concern for the availability of funds to provide acquisition and relocation assistance to residential property owners on Ivy Street that would be directly impacted by the opening of the bridge ramps, particularly with solution alternative #4. Pursuant to that, I contacted Howard Laughery of the City Engineer's Office and got cooperation from the Engineer's Office in doing windshield assessment of the seven residential properties on Ivy between Commerical and Williams. This preliminary property assessment will be completed by Tuesday, November 20, 1973. In addition, I have contacted Dick Unrein of the Salem Office of the Oregon State Highway Division. Telephone No. 378-6514. The reason for contacting Unrein is to get a reading on the acceptability of using local dollars for property acquisition and then later using these dollars as a local match for later highway improvements to be funded with federal monies through the federal aid to urban arterials program or if the City can be reimbursed directly out of federal dollars for property acquisition at a later date. As of yet, we have no clear understanding as to the feasibility of these two approaches. The third approach would be to use Model Cities' relocation monies to provide relocation assistance to the residents, and with the City providing money for actual property acquisition. This alternative is addressed in a memorandum from Mike Henniger to Gary Stout.

M E M O R A N D U M

To: File

Date: November 14, 1973

From: Dennis Wilde

Subject: East-End Fremont Bridge Ramps to Grade

Re: Air Quality Standards

I have had several telephone discussions with Mike Downs of DEQ Air Quality staff regarding assistance by DEQ in establishing ambient air quality in the Fremont Street Corridor, and assistance in developing standards and monitoring techniques to be applied to air quality. DEQ is willing to assist, however, their staffing is quite limited at this time and with the present workload, it would be difficult for them to provide us with the assistance that we need within the short timeline that has been set. Following that, I talked with Bob Bothman, the metro engineers' Department of the Oregon State Highway Division and have gotten a commitment for assistance from Bothman in establishing ambient air quality, developing a monitoring system, and setting standards. Basically, the standards to be applied here are the revised EPA standards used by the federal government. I will meet with Bob Bothman and some technical staff of Salem on Monday, November 19th to determine a procedure and a timetable for developing the information required.

M E M O R A N D U M

To: File

Date: November 14, 1973

From: Dennis Wilde

Subject: East-End Fremont Bridge Ramps to Grade

Re: Noise Study

I met with Paul Herman last week. Paul is the director for a noise abatement study being conducted concurrently by Multnomah County and the City of Portland. Paul agreed to provide assistance to us in establishing ambient noise quality in the Fremont Corridor, and in addition, developing a monitoring program and standards that could be applied for noise pollution in the corridor. He is working with a consultant group out of Seattle called Manacoustics. Manacoustics is presently taking ambient noise measurements on Fremont, Ivy and Williams avenues. Their study should be completed by the 19th or 20th of November. In addition, I received from Paul Herman a copy of the proposed DEQ Noise Standards. These are now being reviewed in a series of public hearing. The Noise Standards, as proposed by DEQ, conceivably would be the most stringent set of criteria to be met upon the opening of the Fremont Bridge ramps. Some concern expressed by highway and traffic engineers is that the standards are so stringent that they would virtually prohibit the construction of any new road or highway facility. The feeling is that these standards will be revised before they are finally adopted. But in any event, they are going to represent probably the most stringent criteria to be applied to any new road construction.

*Open, no open - still  
retent solution*

*File*

WHEREAS, present agreements between the City and the State Highway Division provide that the Ivy Street ramps of the Fremont Bridge be opened to traffic when the bridge is opened approximately November 15, 1973, and

WHEREAS, Emanuel Hospital intends to continue and expand its facility at 2801 N. Gantenbein Avenue as a regional medical care center and the Council wishes to encourage such continuance and expansion; and

WHEREAS, Emanuel Hospital has represented to the Council that direct access from the west end of the Fremont Bridge is essential to its above intention; and

WHEREAS, residents of the Model Cities area, as represented by the Model Cities Citizens Planning Board, have expressed concern that traffic from the ramps will have a severe negative impact on the livability of the surrounding area and have recommended that no ramps be opened until a long-range solution is designed and implemented; and

WHEREAS, the City has applied for Federal Aid for Urban Arterials funds to design a long range solution to the problem;

NOW, THEREFORE, BE IT RESOLVED

1. That the Mayor is authorized to reach an appropriate agreement with the Oregon State Highway Division postponing the immediate opening of the Fremont Bridge Ramps.
2. That the Oregon State Highway Division is requested to undertake, with the City, the necessary steps to design and implement a permanent solution no later than November 1, 1978.
3. That the Office of Planning and Development, with the assistance of the City Traffic Engineer, is instructed to work with representatives of the Eliot and Boise neighborhoods, Emanuel Hospital and the State Highway Division to present an mutually acceptable interim solution to Council no later than December 15, 1973, providing for access to Emanuel Hospital from the Fremont Bridge within a reasonable period with appropriate pre-

*Pick Spear  
found  
way  
Traffic  
city  
eng.*

*no  
Opposition*

*Council Public  
works.*

*implement plan*

*(delete)*

*mtg on  
Oct. -  
my charge  
give  
away*

*Council  
opposes  
Alternate  
3  
consider*

*precautions  
scaled down*

*Council impose a solution*

*(Irvington  
Sabia)*

*PS*



cautions for protecting the livability of the neighborhoods. At least the following should be considered:

*considerations only*

- a. retaining parking along Fremont Street east to Union Avenue.
- b. a traffic diverter at the intersection of Williams and Beech, and converting Williams and Vancouver into two-way streets.
- c. signing from the bridge which refers only to Emanuel Hospital and local access.
- d. signalization and directional signing which discourages traffic moving north into the Boise neighborhood.
- e. reconstructing the present ramps to minimize the flow of traffic.
- f. acquiring residences along Ivy Street between the ramps and Williams Avenue that may be adversely affected by such interim solution.

*Fed Hwy Act Local share purchase projects*

4. That the Oregon State Highway Division be requested to undertake, with the City, the measures necessary to implement the agreed upon interim solution and that the bridge ramps be opened immediately thereafter, to occur not later than ~~August 31, 1974~~

*Limited in volume*

*June 1, 1974*

5. That the Council intends to provide for the ramps to be ~~closed if~~, during the period preceding implementation of a permanent solution,

- a. traffic counts on ~~streets in the area~~ *the ramps and* exceed estimates of the City Traffic Engineer included in the interim plan, *20,000 v/d (Dec 15th Plan)*
- b. air and noise pollution levels exceed standards to be designated in the interim plan, or
- c. traffic accidents in the area are found by the Council to be excessive as a result of the ramps being open.

*no standards - should be monitored*

*① Construction  
② Signalization  
③ Signs  
④ one way  
earlier date  
Comm. McCreedy  
& Mayor - if  
nally cause prob.  
close  
measure before  
and after  
if can't find  
reasonable work - will be  
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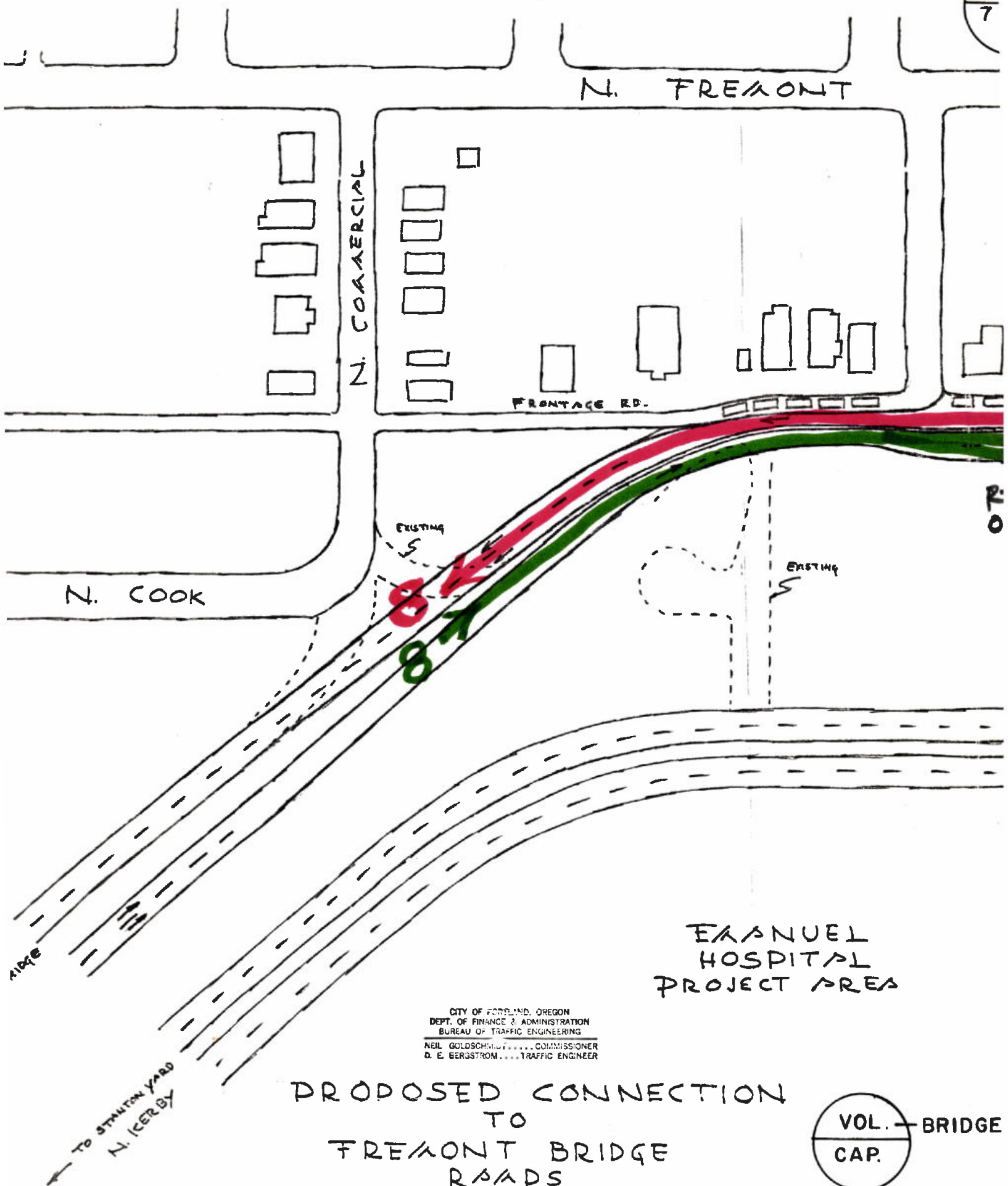
Adopted by the Council

Mayor Neil Goldschmidt  
October 26, 1973  
DB:pjr

Auditor of the City of Portland

*(See Paul Harmon re:  
Main Survey)*







~~① Dick (you'll love this)~~

② File

FREMONT BRIDGE STUDY COMMITTEE

October 22, 1973

Chairman James Crolley called the meeting to order at 6:30 p.m.

Mr. Deyampert explained that this meeting had been called as a result of a newscast on KEX, on the newscast the Emanuel Hospital had made an immediate request for access and egress off the Fremont Bridge. He further stated that it was his understanding the Emanuel and the Boise/Humboldt and Eliot Neighborhoods were going to work together on the access and egress problem and try to formulate a plan that everyone could live with.

Mr. Westley stated that a day before the broadcast he was informed of an informal meeting at City Council. There were four members in attendance, the Mayor, Commissioners Ivancie, Anderson and McCreedy; the newscaster was also present. Mr. Westley further stated the newscast was incorrect; the newscaster took something that was being discussed by the Mayor and Rodger Larson out of context. The newscast gave the impression that if in fact the off ramps did not open, Emanuel would cut its capacity in half. That's not true what in fact was said was; at the present time Emanuel Hospital is undergoing a total study of its programs and role and certainly, the bridge off and on ramps are only a part to look at. There are no plans of the Emanuel Hospital moving or cutting back its capacity.

Mr. Deyampert: "Mr. Stout, we've just heard the Emanuel side of the story, that the fact is that the newscast release put out by KEX was incorrect and taken out of context. Do you have any comments on this action?"

*An* Mr. Stout: "I don't know what the newscast was, Jackie."

Mr. Crolley stated that it had been agreed at a previous meeting that the hospital and the neighborhoods would work together. Why was the hospital called into a meeting at City Council without notifying the neighborhood?

Mr. Stout stated he didn't set up the meeting and he himself was notified a day before the meeting was to convene. He further stated that he had prepared a memo to give to the Mayor stating basically, that we had a number of options; the ramps not opening; the ramps opening; open the ramps only to the Emanuel facilities itself; also the advantages and disadvantages of each.

The memo to the Mayor from Mr. Stout:

The Fremont Bridge will open traffic on November 15th, no arrangements have been made to date for an interim traffic plan on the east end of the bridge on a long-range basis. All parties agree that the Fremont Bridge should be connected to improve Fremont Street in the vicinity of N. Commercial going to Union Avenue.

The City have requested and CRAG is in the process of/or has approved primarily engineering environment analysis for this project. To make the long-range connection, based upon the current Federal Aid requirements, it's estimated that this improvement will require three to five years. That is building that road over to Union, taking the traffic off of local streets. There is an existing agreement between the City Council and the Highway Committee providing connection for Fremont and Ivy Street. If we don't do anything; there's an agreement right there. Action by the Council if necessary to revise or to cancel or to proceed with this agreement.

The problem is to open on a interim bases until an alternate solution is reached and alternates mentioned will require that the City request the State Highway Division to delay the opening of the ramps from the bridge in November. This action should be taken immediately following Council briefing, endorsing one alternate and presenting it at the next Council meeting.

Three interim plans have been identified: 1) not to open the bridge ramps at all, 2) open the ramps, 3) open the bridge ramps only to Emanuel complex itself.

Not all the bridge ramps will have the following advantage: it will not create traffic through the neighborhoods.

Disadvantages: 1) Direct access will not be provided from the bridge to the close N.E. area, 2) Some facilities like Emanuel Hospital have planned future building programs on the assumption that the bridge ramps will be opened when the bridge is opened.

Opening the ramps to Vancouver and Williams will have the following advantages and disadvantages: Advantages: 1) Provide access to Emanuel, 2) improve the general flow of traffic between the N.E. area of the city and west area.

Disadvantages: 1) Create increase traffic on collective streets particularly Williams and Vancouver Avenue, in the Boise and Eliot Neighborhoods. 2) The increased traffic will be a deterrent impact on property along Vancouver and Williams and Fremont. Individual residents adjacent to the bridge ramps east of Williams Avenue will have to be relocated.

Model Cities feels that the only way this could be dealt with is to leave the ramps close. Important concern of the Emanuel Hospital is that their patients, visitors and doctors will continue to have undesirable approaches to the Hospital through a dark and dreary industry area along Williams and Vancouver Avenue. It may be possible to alleviate this problem by planting trees, better lighting, restrict truck loading along these streets, etc.

Mr. Crolley stated that a decision had to be made on whether to keep the ramps closed or to open them.

Mike Henniger stated that he was at the meeting and the memo that Mr. Stout had read, had a memo attached to it from Model Cities stating the feeling of the residents in the Model Neighborhoods, and a detail outline of the position of the Model Neighborhood. I think it's important to understand as you consider this decision. That FAU Project is only for the purpose of Human Environment Impact Study and designing roadways. That's all they will accomplish, it should be completed within a year. At that time it will be necessary to go back to CRAG to ask for the money to construct the Fremont improvements. At this time consider one of the factors as to whether or not CRAG will place the money here as oppose to putting the money some place else for some other roadway. The traffic engineers feels that for an interim plan enforced with traffic on it may jeopardize your ability to force the long-range plan. In a sense as long as the bridge is there, but the ramps are closed then it's obvious that it's one of the largest traffic problem in the metropolitan area. If traffic is coming off that bridge with degree of ease at all; if it's not a absolute traffic jam; the demand for that money in some other part of the three county area might hurt you in the long run in getting the money to actual implement the long-range plan. You're going to have to look for a guarantee that the long-range plan is going to be actually funded if a short-range plan is adopted. This is something we



have to consider.

Mr. Lathan stated that he would like to see the neighborhoods and Emanuel work together to develop a plan that the Hospital and neighborhoods would be satisfied with.

Mike Henniger stated that he felt it was absolutely crucial that Emanuel and Eliot stay together if anything is to become of Eliot.

Tom Kennedy commented; "May I package this for you a little sir. Would it be appropriate to start with the two elements here, say either for the opening or closing of the ramps; to make a resolution to go to Model Cities over all board stating that of the interest emphasized here the neighborhood would work with City Planners and PDC to develop the implementation of the comprehensive plan of this area, in hopes that in a period of 90 days to a year the City will in fact take over certain obligations that are now existing with the Highway Department and the Model Cities program."

Mr. Stout: "I think you packaged something that was left out of the conversation prior. The conversation that I just heard, correct me if I'm wrong and was making notes on was, from representatives present at this meeting; both Emanuel and the neighborhood agreed that the bridge should not be opened on November 15th. The representatives from the neighborhood and Emanuel agreed to work together to see an interim solution acceptance of both sides."

John Westly: "I don't think it is, first of all, your are saying that Emanuel don't want the rampd open on the 15th of November. We want it on the 15th, if in fact, the only other alternative is three to five years. You're leaving the impression that we agreed not to open it on the 15th and that's not true."

Tom Kennedy: "Did I package it right?"

John Westley: "Yes, you did."

It was announced that the Fremont Bridge is to be on City Council's agenda October 31, 1973.

Ray Brewer moved and Mrs. Holiday seconded that flyers would be delivered to all residents in the Model Neighborhood encouraging them to attend and support their neighborhood's position on the opening or closure of the Fremont Bridge ramps at the City Council meeting. Motion carried.

There being no further business the meeting adjourned at 9:00 p.m.

October 17, 1973

Mr. Rodger Larson, President  
Emanuel Hospital  
2801 N. Gantenbein  
Portland, Oregon 97227

Dear Rodger:

It has come to my attention by way of a News Broadcast, that Emanuel Hospital is requesting immediate determination as to the access and egress from the Fremont Bridge. Also, that this determination should be made by the City Council, the date being set in the week of October 21st.

Furthermore, the newscast stated that if the bridge ramps were not opened, the hospital would have no choice but to cut in half its present staff and programs. This would be not only a detriment and hardship on the hospital, but the community at large.

It was also my understanding, based upon our last meeting of September 28, that we would work together to find the best solution for access and egress in the problem area. I realize the hospital is pressing but so is the long term stability of our community.

It would be my suggestion that we meet again, and see if we can reach some type of understanding as to what should be done in the interim period. I shall make myself available to you and your staff, at your convenience whenever necessary.

By the way, the newscast was on KEX and reported by Bill Mullen. I checked that with the station.

Yours truly,

Jackie Deyampert  
Chairman, Eliot Association

cc: Brozie Lathen  
Ray Brewer  
Jim Crolley  
Al Jamison  
Chuck Olson  
Dick Brainard  
Mike Henniger  
Oscar Gustafson

# PORTLAND CITY PLANNING COMMISSION



Neil Goldschmidt Mayor

Hardy Myers Jr. President  
Rowland S. Rose Vice President  
Peggy G. Ecklon  
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Herbert C. Hardy  
George C. Sheldon  
Ocie W. Trotter  
William W. Weesinger

16 October 1973

MEMORANDUM FOR: Bill Scott  
FROM : E. R. Bonner *EB*  
SUBJECT : Opening of Fremont Bridge ramps

This memo outlines the long-range impacts of opening the Fremont Bridge ramps in terms of its effect on the future traffic and land use proposals contained in the neighborhood components of the Model Cities Plan.

## A. Traffic

### 1. The Model Cities Traffic Circulation Plan

Based on the traffic analyses in the Model Cities Traffic Circulation Plan the immediate impact of the opened freeway ramps will be to increase east/west and north/south traffic on primary residential streets. Specifically, the estimated effects due to opening of the ramps at this time will conflict with present neighborhood planning as follows:

- a. The Boise/Humbolt plan proposes that Williams Street between Beech and Jessup be downgraded from its present status as a minor arterial in combination with Vancouver to a local residential street. The difficulty of effectuating this proposal will be greatly increased due to traffic generated by the interim plan for opening the ramps if they are opened before Union Avenue is widened.
- b. The King/Vernon/Sabin plan calls for Alberta Street to become a collector. If the bridge ramps are opened, Alberta, which is now overloaded, will - according to the Model Cities Traffic Circulation Plan - be loaded almost to the point of being an arterial.

- c. North of Beech Street Vancouver is supposed to become a two-way collector. If the bridge ramps are opened now it will increase traffic on Vancouver Street to the point where it will be difficult to keep it from becoming an arterial.

## B. Land Use

1. Both the Boise/Humbolt and Eliot plans indicate rehabilitation along Williams Avenue between Morris and Alberta streets. Rehabilitation, especially residential rehabilitation, will be discouraged if not rendered infeasible by negative environmental impacts of increased traffic on Williams.
2. The Boise/Humbolt plan calls for rezoning along Williams Avenue north of Skidmore from manufacturing to residential. The increased traffic imposed on Williams by the opening of the bridge ramps and the negative environmental effects of this will make this zone change to residential difficult to support.
3. In general, opening of the bridge ramps now may impede the orderly relocation of businesses and residences by creating premature pressures on streets and intersections. The negative environmental impacts of such pressures will make rehabilitation infeasible and make relatively more costly redevelopment the only alternative. An example is the Ross Island Bridge ramps and Front Street in the Corbett/Lair Hill area. In this case, increased traffic through the neighborhood without adequate planning reduced liveability in that neighborhood to the point where resident homeowners left the area. Ownership reverted to investors who let housing conditions deteriorate to the point where rehabilitation became infeasible and redevelopment the treatment probably required. An orderly renewal/rehabilitation/relocation process during the initial planning could have minimized the negative environmental effects of these projects. The present situation with the Fremont Bridge ramps presents similar opportunities and problems. The opportunities are plainly expressed in the neighborhood components of the Model Cities Plan, which if allowed to be effectuated as part of an orderly process will not only facilitate traffic circulation in the vicinity of the Fremont Bridge, but will improve neighborhood liveability. Premature opening of the bridge ramps will ~~produce~~ these opportunities.  
negate



In general, the short-range affects of the interim opening of Fremont Bridge will be to place large volumes of traffic on existing and planned residential streets, in conflict with the goals and policies of the plans reviewed as well as with specific proposals made.

The long-range effects are even more serious. All plans reviewed call for essentially residential development along Williams and Vancouver. Increases in the amount of traffic on these streets as envisioned would seriously undermine the quality of the residential environment along these streets. The probable effect on the existing housing will be growing vacancies and increasing deterioration in quality. Instead of programs to rehabilitate these units, programs to buy, clear and redevelop will be necessary. Part of the costs of opening the ramps temporarily will, thus, be the difference between the public costs of incentives to rehabilitate and the public costs of redevelopment. An incidental cost will be the projects which cannot be started or completed in the other areas of Model Cities because of the high cost of redevelopment along Williams and Vancouver.

In my estimation the possibility or feasibility of implementing existing plans in that area is in no way adversely affected by the delay in opening the Fremont Bridge until long-range traffic improvements as called for in the various plans are completed.

AF:EB:bn

CITY OF PORTLAND

INTER-OFFICE CORRESPONDENCE

(NOT FOR MAILING)

From Traffic Engineer  
To Department of Finance & Administration  
Addressed to Mayor Neil Goldschmidt  
Subject Fremont Bridge

October 15, 1973

Dear Mayor Goldschmidt:

The Fremont Bridge will open to traffic on November 15, 1973. An interim traffic plan connecting the bridge to streets on the west end has been agreed to by property owners and local neighborhood associations. To date no such arrangement has been reached on the east end.

There is an apparent agreement that on a long-range basis the Fremont Bridge should be connected to an improved Fremont Street that would begin in the vicinity of N. Commercial Street and extend easterly to Union Avenue. The City has requested, and CRAG is in the process of approving preliminary engineering funds for this project. Based on current federal aid requirements it is estimated that completion of this Fremont Street improvement will require a minimum of three years, and probably would be five years.

There is an existing agreement between the City Council and the State Highway Commission providing for connections to Fremont and Ivy Streets. Action by the Council is necessary to revise, cancel, or proceed on this agreement.

At the present time there are three choices:

1) Leave the ramps closed.

With this option there would be no cost to either the City or State. Model Cities traffic would utilize the Fremont Bridge but in doing so they would have to use the Swan Island/Going Street interchange on the north, or the Broadway/Williams/Vancouver interchange to the south. There is an existing accident and congestion problem at the Williams/Vancouver interchange that will increase with added volumes due to this option.

A traffic volume analysis of the system has not been made with the ramps closed; therefore, we cannot estimate the amount of increase in the problem at the Williams/Vancouver interchange.

October 15, 1973

2) Limited access to the Emanuel Hospital/Stanton Yard area.

Under this option, the N. Kerby Street Alternate, the bridge would be connected directly to the new Kerby Street as shown on the attached sketch plan. The city engineer and I have both reviewed this proposal and find that it is not a feasible plan. The State Highway Division has indicated that they would not participate in this plan. Estimated cost is \$150,000.

3) Connecting the bridge to Williams/Vancouver Avenues.

A number of different plans were considered to connect the bridge on an interim basis to Williams/Vancouver Avenues. Enclosed is a sketch plan showing the Ivy Street Alternate which I feel is the best of the plans considered. It provides adequate traffic access to Williams/Vancouver Avenue, and appears to have the least adverse impact to adjacent land uses. In concept this plan, by design, treats the Fremont Bridge as an interchange rather than a major bridge approach system. This is done by limiting the traffic to one lane on and one lane off. We estimate traffic volumes under this plan to be approximately 16,000 per day, with equal on and off volumes. Costs would be in the range of \$50,000 for street work which the State Highway Division has indicated they they will pay, and \$12,000 for traffic signals which the State is willing to share with the City on a 50/50 basis. Street and traffic signal work could not be done by mid-November, we estimate March 1, 1974 as the earliest date this plan could be ready for traffic.

Major advantages to opening the Fremont Bridge ramps to Williams/Vancouver Avenues from a traffic standpoint are:

- 1) Will provide direct traffic service from adjacent Model Cities area to and from locations served by Stadium, Sunset and Baldock Freeways.
- 2) Will relieve traffic congestion on the Broadway Bridge.

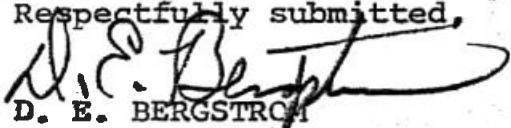
Mayor Goldschmidt  
Fremont Bridge

-3-

October 15, 1973

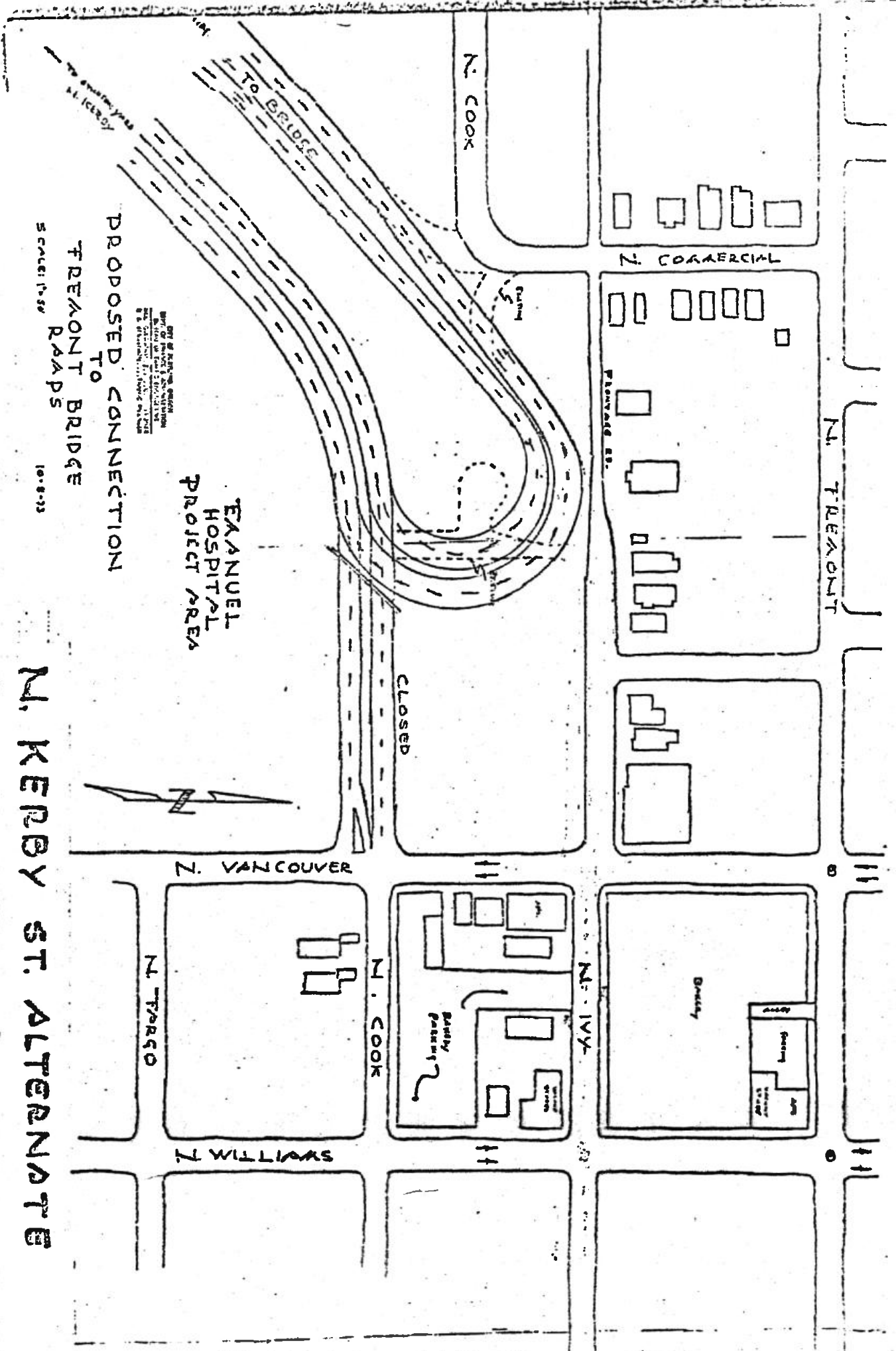
- 3) Will not increase an existing traffic accident,  
and congestion problem at the I-5 Broadway/  
Weidler traffic interchange.

Respectfully submitted,



D. E. BERGSTROM  
Traffic Engineer

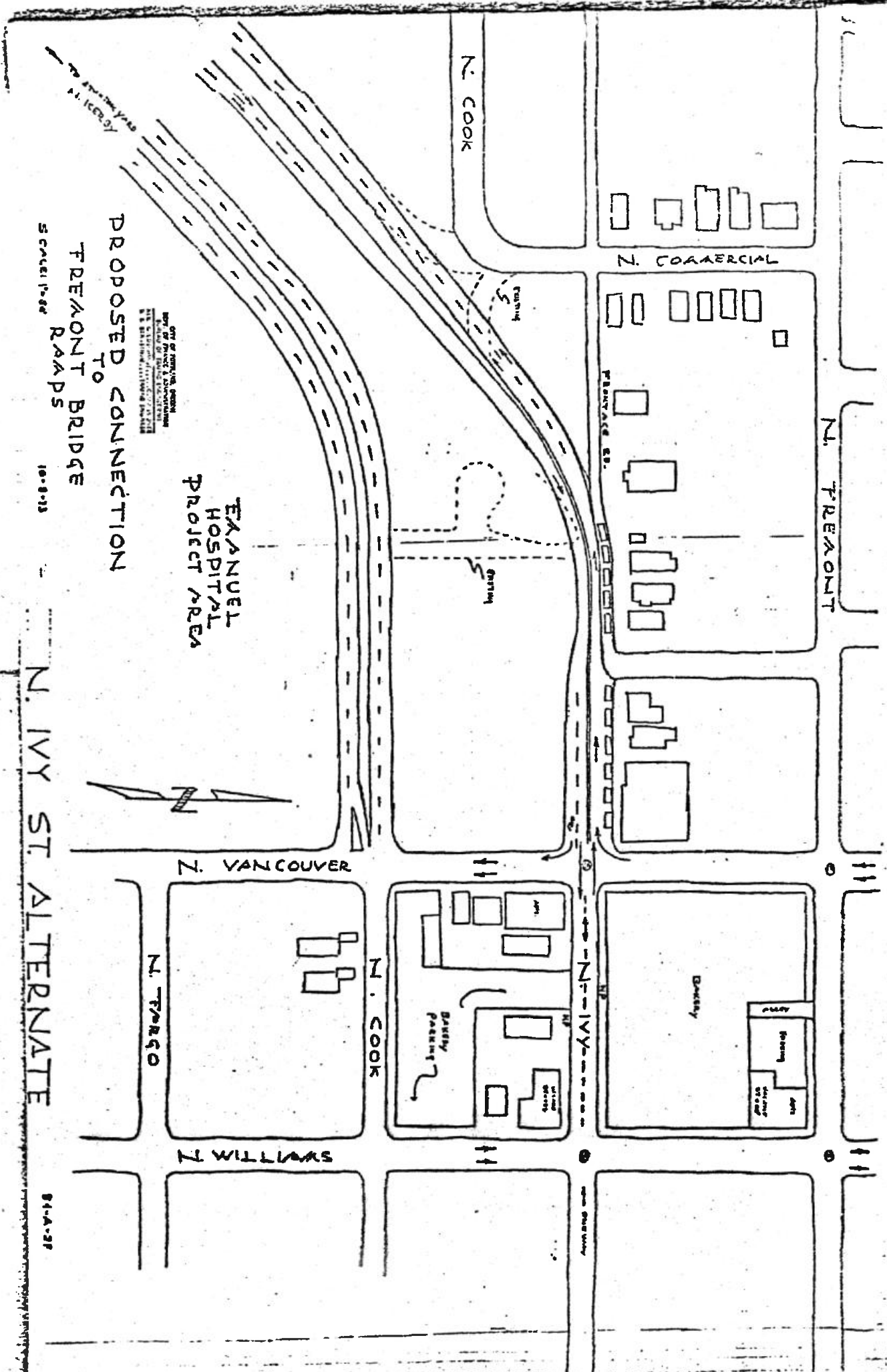
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Encls.



PROPOSED CONNECTION  
TO  
FREMONT BRIDGE  
ROADS

10-1-73

N. KERRY ST. ALTERNATE



PROPOSED CONNECTION  
TO  
FREMONT BRIDGE  
RAAPS

Scale 1"=80' 10-8-73

CITY OF SEATTLE  
OFFICE OF PUBLIC WORKS  
DIVISION OF ENGINEERING  
1115 3RD AVENUE, SEATTLE, WA 98101

EMANUEL  
HOSPITAL  
PROJECT AREA

N. IVY ST. ALTERNATE

81-A-28

1 ER-OFFICE CORRESPONDENCE  
(NOT FOR MAILING)

From Traffic Engineer October 4, 1973  
To Department of Finance & Administration  
Addressed to Mayor Neil Goldschmidt  
Subject East End Fremont Bridge—Connections to Surface Streets

Dear Mayor Goldschmidt:

As requested by Ron Buel, we have examined the proposal to connect the East Fremont Bridge approaches to the approved N. Kerby Street in the vicinity of N. Gantenbein. We find:

- 1) The design will require a 10 MPH curve to connect the Freeway ramps to Kerby Street. Even with adequate warning and traffic control this extreme speed change is potentially hazardous and undoubtedly will result in traffic accidents.
- 2) The projected volumes on and off the bridge under the Fremont-Ivy Street plan was 10,800 vehicles in each direction, or 21,600 total. The estimated volume with the Kerby Street proposal, 5,000 on and off for a total of 10,000 vehicles both directions. Of the 10,000, 3,000 would be to and from the hospital and Stanton Yard; the other 7,000 would be to and from the adjacent area.
- 3) Increased volume on Kerby would have a serious impact on Public Works-Stanton Yard activities.
- 4) Cost of providing traffic control for this proposal is \$50,000, which includes a traffic signal at Kerby and Graham, and a signal at Kerby and Russell.
- 5) The access provided to and from the hospital at Graham would require that this street and others within the hospital complex remain open for the length of this interim plan.



Mayor Goldschmidt

-2-

October 4, 1973

We have developed an alternative which we feel will provide access to the hospital plus the Model Cities area without a significant adverse impact on the Eliot Neighborhood. A sketch of this proposal is attached.

We estimate traffic volumes with this proposal would be the same as the previous interim plan, or 20,000 vehicles per day; 10,000 on, 10,000 off the bridge, and the cost of the traffic control would be \$31,000.

Respectfully submitted,

D. E. BERGSTROM  
Traffic Engineer

DEB:ba  
Encls.

# ESTIMATED IMPACT ON LOCAL STREETS OF FREMONT BRIDGE

STREET	Lanes	Class	1970 Vol.	1970 Capc.	± Bridge	± Capacity
Prescott						
Union-24th Ave.	2	C	5,800	7,500	+1,300	-400
Skidmore						
Vancouver-Union	2	C	5,600	7,500	+2,500	+600
Fremont						
Gantenbein-Vancouver	2	C	3,500	7,500	+5,400	+1,400
Vancouver-Union	2	A	8,000	10,000	+5,400	+3,400
Union-7th Ave.	2	A	8,100	9,000	+2,500	+2,600
7th Ave.-24th Ave.	2	A	8,100	10,000	+2,500	+ 600
Ivy						
Commercial-Vancouver	2	R	200	1,500	+10,800	+9,300
Union						
Alberta-Fremont	4	A	20,000	24,000	-1,000	-5,000
Fremont-Russell	4	A	20,000	24,000	-2,300	-6,300
Russell-Broadway	4	A	20,000	24,000	-2,300	-6,300
Williams						
Alberta-Fremont	2	A	9,000	11,500	+4,400	+1,900
Fremont-Russell	2	A	11,100	11,500	-4,300	-4,700
Russell-Broadway	2	A	9,500	11,500	-4,300	-6,300
Vancouver						
Alberta-Fremont	2	A	9,500	11,000	+1,200	- 300
Fremont-Russell	2	A	9,050	11,000	-4,200	-4,850
Russell-Broadway	2	A	9,050	11,000	-4,200	-4,850
Commercial						
Fremont-Cook	2	R	200	1,500	+10,800	+9,300

- 2 problems with regard to opening the ramps to Williams-Vancouver
- 1) impact on adjacent lanes
  - 2) increase in traffic on Williams & Vancouver through Boise-Humboldt neighborhoods.

# INTER-OFFICE CORRESPONDENCE

(NOT FOR MAILING)

October 4, 1973

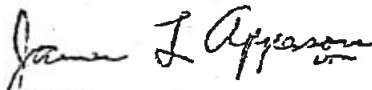
From Office of City Engineer  
To Mayor's Office  
Addressed to Neil Goldschmidt, Mayor  
Subject Temporary Diversion of Traffic at East Fremont Interchange

In answer to the request by Ron Bual of your office in a meeting on September 30, 1973, concerning the cost of construction of a connection of the East Fremont Interchange with the Emanuel Hospital Street Project as shown on the enclosed map, the estimated construction cost is \$100,000.

After review of the proposed plan, we feel that there are some extremely adverse features that should be pointed out.

1. The interchange is due to open in November, 1973 and we see no way that the Emanuel Project can be completed sooner than July, 1974. The design and construction of this connection could not be completed before October, 1974.
2. The Emanuel Hospital Project was not designed to accommodate the additional ~~22,688~~ vehicles per day that this connection would produce. The additional traffic that would be funneled through the center of the City's Maintenance operations at Stanton Yard would paralyze the already badly congested conditions which presently exist.
3. Traffic using the interchange would be diverted from reaching the area for which the interchange was designed to provide access.
4. This connection plan would jeopardize the approval of the Fremont F.A.U. project which has been submitted to CRAG because considerable funds would have been expended for a temporary project not compatible with the planned, future development of the area and the property owners in the vicinity of the F.A.U. route would be more difficult to convince of the validity of the F.A.U. project.

We find this plan to be unfeasible and recommend that any funds spent for temporary improvements be for the purpose of moving the traffic in an eastward direction as planned for this area.

  
JAMES L. APPERSON  
City Engineer

HRL:jr

Encl.

cc: Commissioner Anderson

THE CITY OF  
**PORTLAND**



**OREGON**

DEPARTMENT OF  
PUBLIC SAFETY

FRANCIS J. IVANCIE  
COMMISSIONER

BUREAU OF FIRE

JAMES H. RIOPELLE  
CHIEF

55 S.W. ASH ST.  
PORTLAND, OR. 97204  
503/248-4375

October 15, 1973

Mr. William Scott, Administrative Assistant  
Mayor's Office  
City Hall  
Portland, Oregon

Dear Mr. Scott:

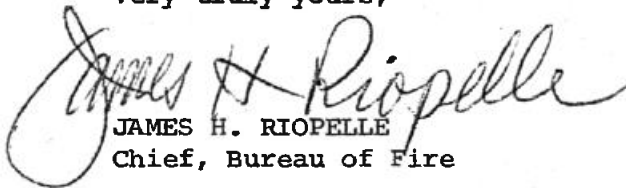
SUBJECT: Emergency Fire Response via the Fremont Bridge

We have anticipated the opening of the Fremont Bridge and how it will affect fire apparatus response routes. As a general rule, any clear span bridge provides a surer route for emergency response since it cannot be blocked by open draws, due either to passing vessels or failure of draw machinery. The best example of this is the St. Johns Bridge. We rely upon the companies on the east side to serve the west side.

When the bridge has been completed, we plan to use it for the emergency response of Engine 24 and Truck 7 from the N. Maryland and Going Street station to the west side industrial district via I-5. At present, we do not plan to dispatch any west side fire companies on the first alarm responses over the Fremont Bridge system to the east side. The first alarm response needs for the residential and commercial communities in the vicinity of the eastern end of the Fremont Bridge are well served by apparatus from existing fire stations, proceeding over present routes.

It should be observed that some of this east side commercial area is now served by companies located at S. W. Front and Ash Streets. If these west side companies' access to the Albina industrial area is further impaired by more changes in the Front Avenue-Harbor Drive traffic system, it may be necessary to consider routing other west side companies via the Fremont Bridge.

Very truly yours,

  
JAMES H. RIOPELLE  
Chief, Bureau of Fire

JHR/mjp

RECEIVED  
OCT 15 1973  
MAYOR'S OFFICE



MEMORANDUM

OFFICE OF  
PLANNING AND DEVELOPMENT  
GARY E. STOUT  
ADMINISTRATOR

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

To: Neil Goldschmidt, Mayor

Date: October 15, 1973

From: Gary Stout

Re: Eastside Fremont Bridge Ramps

*Anticipated*

*Scheduled*

The Fremont Bridge will open to traffic on November 15, 1973. To date no arrangement has been reached for an interim traffic plan on the east end of the bridge.

*Agreement*

On a long-range basis, all parties agree that the Fremont Bridge should be connected to an improved Fremont Street that will begin in the vicinity of N. Commerical Street and extend easterly to Union Avenue. The City has requested, and CRAG is in the process of approving, preliminary engineering and environmental impact analysis funds for this project. Based on current federal aid requirements it is estimated that completion of the Fremont Street improvement will require three to five years.

*Currently*

There is an existing agreement between the City Council and the State Highway Commission providing for connections to Fremont and Ivy Streets. Action by the Council is necessary to revise, cancel, or proceed on this agreement.

The problem is whether or not to open the bridge ramps on an interim basis until the ultimate solution is completed. Every alternative mentioned below requires that the City request that the State Highway Division delay opening the ramps when the bridge is opened in November. This action should be taken immediately following the Council briefing. Subsequently, a resolution endorsing one alternative should be presented to the Council at a regular public meeting.

*Several alternatives*

Three interim alternatives have been identified for the Fremont Bridge ramps which can serve until the three-to-five year long-range solution has been designed and constructed.

These are:

1. Not opening the bridge ramps.
2. Opening the bridge ramps to Vancouver and Williams avenues.



Neil Goldschmidt, Mayor  
October 15, 1973  
Page 2

- 150,000  
10 mph curve  
Stanton yard congestion.*
- Kimber Street*
3. Opening the bridge ramps so as to serve only Emanuel Hospital.

The third option is not considered a viable alternative at this time in that it has a number of traffic engineering deficiencies, and is not favored by any of the concerned parties including Emanuel Hospital.

Not opening the bridge ramps will have the following:

*avoid deleterious effects of traffic*  
Advantages - It will not create additional traffic through the surrounding neighborhoods.

Disadvantage - Direct access will not be provided from the bridge to this close-in northeast area. Some facilities, particularly Emanuel Hospital have planned their future building programs on the assumption that the bridge ramps will be opened when the bridge is opened.

*Other Hand*  
Opening the bridge ramps to Williams and Vancouver avenues will have the following advantages and disadvantages;

Advantages

1. Provides access to Emanuel Hospital and others who have counted on having such access when the bridge opens.
2. Improves the general flow of traffic between the northeast area of the City and the westside-Downtown area.

Disadvantages

1. Creates increased traffic on collector streets, particularly Williams and Vancouver avenues in the Eliot and Boise-Humboldt neighborhoods.

*- switch over - also Fremont.*

The general sentiment and point of view of persons in the affected Model Cities' neighborhoods is that the situation can be dealt with only by leaving the bridge ramps closed.

*over*

Neil Goldschmidt, Mayor  
October 15, 1973  
Page 3

*One partial answer to  
concerns raised by  
Emanuel*

*\$ budgeted*  
One important concern of Emanuel Hospital is that patients, visitors and doctors will continue to have an undesirable approach to the hospital through a dark and dreary industrial area along Williams and Vancouver avenues. It may be possible to alleviate this concern by more adequate street lighting, planting of street trees and restricting on-street truck loading along these streets.

The following bureau reports analyzing traffic and environmental impacts are attached:

*reports*

Traffic Engineer's Report  
Bureau of Planning Report  
Model Cities Agency Report  
Fire Bureau Memorandum  
Police Bureau Memorandum *(later)*

→ Also included is a memorandum outlining the concerns and needs of Emanuel Hospital, and a letter from the State Highway Department requesting a decision.  
→

Emanuel Hospital has retained Booze, Allen and Hamilton to evaluate the impact on, and concerns of, the hospital assuming the two alternatives to open or not open the bridge ramps. A report will be presented near the end of November.

*Stable high*

*map plans - 40 - month*

*pressure for long range solution*

*effort - 15' front yard - no garages*

*Res. character Williams n. of freeway*




PORTLAND MODEL CITIES - CITY DEMONSTRATION AGENCY

Interoffice Memorandum

October 10, 1973

TO: Mayor Neil Goldschmidt

FROM: Andrew Raubeson, Acting Director 

RE: East End Fremont Bridge - Connection to Surface Streets

In response to your request for a staff report on the proposals offered to date on opening the Fremont Bridge and actions approved by the Citizens' Participation structure relative to these proposals we find the following:

- 1) In April, the City Traffic Engineer submitted to Model Cities for review and recommendation an "Interim Plan" for opening the Fremont Bridge. This plan was received by the Boise Citizens Improvement Association on May 1, 1973, and by the Citizens Planning Board on May 15, 1973. The recommendation was unanimous not to open the Bridge until long range traffic improvements had been completed as detailed in the attached letter from Model Cities to Ron Buel.
- 2) In response to a request for an impact analysis of the proposed Bridge opening, Model Cities submitted a memorandum outlining traffic counts projected by the State of Oregon regarding the East end of the Fremont Bridge. This memorandum showed a considerable shift in traffic patterns which, without any major traffic improvements would have a highly undesirable environmental impact on the Model Cities area and is attached.
- 3) Model Cities reviewed in cooperation with the Boise and Eliot Neighborhoods, as well as the Metropolitan Engineer for the State of Oregon, eight alternative long range solutions to opening the East end of the Fremont Bridge. The Neighborhoods have recommended that three of these alternatives be reviewed in detail for implementation and have asked to be included in that review process.
- 4) The Commissioner of Public Works amended pending requests to C.R.A.G. for Federal Aid for Urban Arterial funds to include long range solutions for the East end of the Fremont Bridge. As of this writing, this request was approved by the Transportation Committee and is expected to be approved by C.R.A.G.

As things now stand, the Citizens Participation structure of Model Cities has rejected interim proposals in favor of implementing an improved traffic corridor from the Fremont Bridge to Union Avenue and those neighborhoods which are

immediately affected have begun to review possible alternatives. The FAU project is expected to provide a recommendation within a year and the State of Oregon has indicated a willingness to fund 50% of the local costs of a long range solution. Under such agreements the Fremont Bridge could be opened in 3 years at a cost to the City of 20% of total costs.

Emanuel Hospital has consistently requested that the Fremont Bridge be opened. The hospital sees direct NW access to the hospital as essential to maintaining its competitive position regionally. The fear is that doctors and patients will utilize other facilities. The Neighborhood Organizations and the hospital have been meeting regularly in an effort to identify a mutual position on the Bridge opening. The choices seem to be as follows:

- 1) No Interim Access. This is the position supported by Model Cities as described above. Once the Bridge is opened it will be used and it is, therefore, imperative that improvements designed to meet projected volumes as well as environmental and comprehensive planning considerations be completed prior to the Bridge ramps being opened into the area.
- 2) Interim Access to Williams - Vancouver. This position is supported by Emanuel Hospital, but rejected by Model Cities also as indicated above. It is unlikely that this alternative can be implemented this year, and there appears to be no way to limit the negative impact on the Neighborhood. Now that the FAU project funds for planning design and environmental impact have been requested, Interim solutions could very well jeopardize subsequent requests for implementation funds by decreasing a need for the improvements. While this solution would accomplish direct access for Emanuel Hospital, it is at the expense of neighborhood environment and planning. The benefits are one sided and the long range value questionable.
- 3) Interim Access to Emanuel Hospital only. This solution has been discussed and might provide an avenue for compromise except that there appears no feasible way to implement such an alternative. The City Engineer and the City Traffic Engineer were asked to review a proposal to route traffic from the Bridge to the Emanuel Frontage Road presently under construction. Their comments are attached. Cost and safety appear to be prohibitive while there seems to be concern that projected traffic volumes would choke the Stanton Yard operations.

Given these three choices the position of Model Cities is clear. The Bridge ramps should remain closed until long range solutions are implemented. The opening of the Fremont Bridge has been discussed in great detail over the past 6 months with the help of the City Traffic Engineer, the State Highway Division and Model Cities. There has not been identified any alternative to keeping the Bridge closed which would provide a minimum of protection to the surrounding residential areas. Conversely, the position of Emanuel Hospital has been very poorly documented in term of trip time, accessibility and need. If there is a significant advantage to the proposed routing of Emanuel traffic on the Fremont Bridge as opposed to the Minnesota and East Bank Freeways exiting at Broadway-Weidler it has not been established.

N. Goldschmidt  
10-10-73  
pg. 3

For the first time since the Citizens Planning Board adopted the transportation Proposals included in the DeLeuw-Cather report in 1971, there is an effort to implement one of the recommendations. The State of Oregon has indicated cooperation and support of that recommendation, and CRAG appears likely to fund the cost of Design and Environmental impact studies. The City Council might well jeopardize the chance to open a major capital improvement project at 20% of costs should an "Interim" plan be adopted.

AR:lh

Attachment:

cc: L. Patton  
J. Deyampert  
J. Loving  
M. Henniger  
M. Schwab  
M. Opton  
Files

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

*From* Traffic Engineer October 4, 1973  
*To* Department of Finance & Administration  
*Addressed to* Mayor Neil Goldschmidt  
*Subject* East End Fremont Bridge--Connections to Surface Streets

Dear Mayor Goldschmidt:

As requested by Ron Buel, we have examined the proposal to connect the East Fremont Bridge approaches to the approved N. Kerby Street in the vicinity of N. Gantenbein. We find:

- 1) The design will require a 10 MPH curve to connect the Freeway ramps to Kerby Street. Even with adequate warning and traffic control this extreme speed change is potentially hazardous and undoubtedly will result in traffic accidents.
- 2) The projected volumes on and off the bridge under the Fremont-Ivy Street plan was 10,800 vehicles in each direction, or 21,600 total. The estimated volume with the Kerby Street proposal, 5,000 on and off for a total of 10,000 vehicles both directions. Of the 10,000, 3,000 would be to and from the hospital and Stanton Yard; the other 7,000 would be to and from the adjacent area.
- 3) Increased volume on Kerby would have a serious impact on Public Works-Stanton Yard activities.
- 4) Cost of providing traffic control for this proposal is \$50,000, which includes a traffic signal at Kerby and Graham, and a signal at Kerby and Russell.
- 5) The access provided to and from the hospital at Graham would require that this street and others within the hospital complex remain open for the length of this interim plan.

Mayor Goldschmidt

-2-

October 4, 1973

We have developed an alternative which we feel will provide access to the hospital plus the Model Cities area without a significant adverse impact on the Eliot Neighborhood. A sketch of this proposal is attached.

We estimate traffic volumes with this proposal would be the same as the previous interim plan, or 20,000 vehicles per day; 10,000 on, 10,000 off the bridge, and the cost of the traffic control would be \$31,000.

Respectfully submitted,

D. E. BERGSTROM  
Traffic Engineer

DEB:ba  
Encls.

gary - for your perusal ✓  
File - Eliot - Emanuel

FIG

October 8, 1973

MEMORANDUM

To: File

From: Dick Brainard

Re: Fremont Bridge Ramps

Three interim alternatives have been identified for the Fremont Bridge ramps which can serve until the three to five year long-range solution has been constructed. These are:

1. Not opening the ramps at all.
2. Opening the ramps so as to serve only Emanuel Hospital.

3. Opening the bridge ramps to Vancouver and Williams Avenues. Opening the bridge ramps to Vancouver and Williams Avenue can be accomplished via a one-way <sup>couplet</sup> using Ivy and Commerical Streets as suggested by the State Highway Division, utilizing Ivy Street as two-way between the ramps and Williams Avenue, or utilizing Cook Street as two-way between the bridge ramps and Williams Avenue.

A general strategy at two meetings with the Mayor's Office (Buel and Scott), Don Bergstrom (Traffic Engineer), Mike Henniger (Model Cities Planner), Dick Brainard (Office of Planning and Development), and a representative of the City Engineer's Office is:

1. The Traffic Engineer and City Engineer will each prepare a report to the Mayor which will examine each alternative as to engineering design, cost, city-state split, and earliest completion time.
2. Mike Henniger will evaluate the environmental impact of each alternative on adjacent properties and on adjacent neighborhoods.
3. Gary Stout and Dick Brainard will meet with Emanuel to keep them informed of progress and also to get a better understanding ~~to of~~ their concerns.
4. Other bureaus will be asked, as appropriate, to submit reports based on the Traffic Engineer's report and Mike Henniger's report.

File

October 8, 1973

Page 2

These reports can then be presented to the Council at an informal meeting for their review and to determine if and when a public hearing will be necessary.



INTER-OFFICE CORRESPONDENCE  
(NOT FOR MAILING)

October 4, 1973

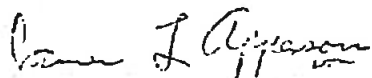
From Office of City Engineer  
To Mayor's Office  
Addressed to Neil Goldschmidt, Mayor  
Subject Temporary Diversion of Traffic at East Fremont Interchange

In answer to the request by Ron Buel of your office in a meeting on September 30, 1973, concerning the cost of construction of a connection of the East Fremont Interchange with the Emanuel Hospital Street Project as shown on the enclosed map, the estimated construction cost is \$100,000.

After review of the proposed plan, we feel that there are some extremely adverse features that should be pointed out.

1. The interchange is due to open in November, 1973 and we see no way that the Emanuel Project can be completed sooner than July, 1974. The design and construction of this connection could not be completed before October, 1974.
2. The Emanuel Hospital Project was not designed to accommodate the additional 21,600 vehicles per day that this connection would produce. The additional traffic that would be funneled through the center of the City's Maintenance operations at Stanton Yard would paralyze the already badly congested conditions which presently exist.
3. Traffic using the interchange would be diverted from reaching the area for which the interchange was designed to provide access.
4. This connection plan would jeopardize the approval of the Fremont F.A.U. project which has been submitted to CRAG because considerable funds would have been expended for a temporary project not compatible with the planned, future development of the area and the property owners in the vicinity of the F.A.U. route would be more difficult to convince of the validity of the F.A.U. project.

We find this plan to be unfeasible and recommend that any funds spent for temporary improvements be for the purpose of moving the traffic in an eastward direction as planned for this area.



JAMES L. APPERSON  
City Engineer

HRL:jr  
Encl.

cc: Commissioner Anderson



**OREGON STATE  
HIGHWAY DIVISION**

METROPOLITAN SECTION

5821 N.E. Glisan

Portland, Oregon 97213

Phone: 229-6971

October 8, 1973

MAYOR NEIL GOLDSCHMIDT  
Mayor's Office  
1220 S.W. 5th Avenue  
Portland, Oregon 97204

RECEIVED

OCT 1 1973

MAYOR'S OFFICE

Construction of the Fremont Bridge has progressed to the point that it is possible to set November 15 as the tentative opening date for traffic, both eastbound and westbound.

Although recognizing the conflict of opinions between the Model Cities neighborhood who question the opening of the Ivy Street ramps and the Emanuel Hospital who have declared the opening of the ramps necessary to the operation of their facility, present agreements between the State Highway Division and the City of Portland dictate opening of the Ivy Street ramps in conjunction with the Fremont Bridge. The agreement and subsequent supplemental agreements call for the City to accomplish several things in the way of enacting ordinances to designate one way streets in order to develop a connection from the bridge to Williams and Vancouver Avenues. These agreements call for the use of Ivy and Fremont to connect the Fremont Bridge to Vancouver and Williams Avenues with the actual connections the responsibility of the City of Portland.

In the event that the City options to proceed other than as outlined in the existing agreements, a request should be submitted expeditiously in order that necessary steps can be made due to the opening date November 15.

R. N. BOTHMAN  
Metropolitan Engineer

RNB:ar

Bill



File



## MEMORANDUM

### ISSUING OFFICE:

- ☐ 1600 S.W. WESTERN BLVD., CORVALLIS, OR 97330
- ☐ 777-106TH AVENUE N.E., BELLEVUE, WA 98004
- ☐ 414 NORTH FIRST, BOISE, ID 83701
- ☐ 1600 S.W. 4TH AVENUE, PORTLAND, OR 97201
- ☐ 360 PINE, SAN FRANCISCO, CA 94104
- ☐ 12075 E. 45TH AVE., DENVER, CO 80239
- ☐ 1930 ISAAC NEWTON SQ. E., RESTON, VA 22070
- ☐ 515 W. NORTHERN LIGHTS BLVD., ANCHORAGE, AK 99503
- ☐ 923 "D" STREET, JUNEAU, AK 99801
- ☐ 1525 COURT STREET, REDDING, CA 96001

TO: GES

FROM: RDB

DATE 9/26/73

RE: Emanuel Hospital

RECORD NO.


Jary,  
As I mentioned earlier this week, it is important that you meet with Les Wiersen, Chairman of Board and Roger Larson, Administrator of Emanuel Hospital re:

- 1) The hospital's use or need for the land
- 2) Commitments to others for use of the land
  - a) ABSCO Housing & Nursing Home
  - b) Commercial Facilities
  - c) Doctors' Office Bldg
  - d) Shriners Hospital
- 3) The need for Fremont Bridge lamps

You should discuss these with Neil first and take him along if ~~possible~~ warranted. If Neil goes, the mtg should be limited to the four of you.

Interoffice Memorandum.

June 20, 1973

FROM: Andrew Raubeson, Acting Director   
TO: Department of Finance and Administration  
ADDRESSED TO: Mayor Neil Goldschmidt  
SUBJECT: Fremont Bridge Eastern Interchange

Don Bergstrom, City Traffic Engineer, has submitted to Model Cities for review an "Interim Plan" for connecting the Fremont Bridge to surface traffic circulation in the Model Cities Area. This plan was agreed upon by the State and the City pursuant to Ordinance No. 122925 passed by the Council on July 31, 1966. With minor revisions, this "Interim Plan" was submitted for review and recommendation by Model Cities in May, 1973.

According to the State Highway Division the primary function of the Fremont Bridge is to complete an "Inner loop" freeway system serving the core area. The Fremont Bridge, when completed will connect the East Bank Freeway, Marquam Bridge and stadium freeway forming a loop with I-5 and 80-West as the major Radii. In addition, the State Highway Division contemplates additional Radii Freeways for future traffic volumes. These radii include the proposed Mt. Hood Freeway, the proposed St. Helens Freeway, and in Model Cities a proposed Rose City Freeway. The design of the Fremont Bridge, therefore, includes Bridge approaches and ramps which are not connected to the freeway system.

In 1971, Model Cities funded a Traffic Circulation Plan prepared by DeLew, Cather and Company-Consulting Engineers. The goal of this plan was the provision of a balanced transportation system including Mass Transit facilities, in harmony with Model Cities land uses and facilities. This study found that Traffic Volumes projected to 1990 could be adequately handled without constructing the Rose City Freeway. The Plan recommended major improvements as follows:

- .Fremont Street should be improved to a six lane divided roadway between Fremont Bridge and Union Avenue.
- .Union Avenue should be improved to a six lane divided roadway between Hancock and Killingsworth.
- .The Minnesota Freeway should be widened to a consistent lane width adjacent to Model Cities.
- .Interstate Avenue should be improved within existing curb lines to increase its capacity.
- .Thirty-Third Avenue should be improved to a four lane arterial between Broadway and Fremont.

The DeLeuw-Cather Plan has been adopted by Model Cities and is incorporated into the Model Cities Comprehensive Plan. Although the Comprehensive Plan contemplated a complete and balanced transportation system projected through 1990 traffic volumes, elements of the plan may not be immediately developed. The improvements proposed for both Union and Fremont Streets are in the planning stages now, and the Citizens' Planning Board has allocated \$50,000 to be matched by other sources in order that development plans and implementation may proceed. Until then two options are apparent with respect to the Fremont Bridge opening scheduled for November of this year. The "Interim Plan" is one alternative; the other would be the closing of those ramps which come to grade in the vicinity of N. Ivy and N. Commercial. The staff at Model Cities has reviewed these two alternative and their impact as summarized below:

"Interim Plan"

Basically, the interim plan opens the East end of the Fremont Bridge with minimum improvements to the surface streets. Fremont Street would be widened within the existing right-of-way and parking removed. Parking would be removed on Ivy, Commercial and Williams as well. The intersections of Ivy with Vancouver and Williams would be signalized. Ivy would become one-way east bound, Fremont would remain two-way with two west bound and one east bound lane, Commercial would become one-way south, and the Williams-Vancouver couplet would remain essentially the same except for a lane addition between Ivy and Fremont.

The Oregon State Highway estimated the effect or impact that the Fremont Bridge would have on traffic using it in the vicinity of Fremont Street. Their estimate is based on regional traffic patterns measured in 1960, checked in 1970 by actual traffic counts and projected to 1990. The projection is based on expected population and employment growth patterns forecast for the entire region. It is anticipated that initially 67,000 vehicles per day will be diverted from other river crossings to the Fremont Bridge. Approximately 22,000 of these vehicles are expected to enter and leave the Bridge in the vicinity of Fremont Street. The greatest impact is a shift in traffic flow from Broadway-Weidler to Fremont and Ivy. These projections indicate a net decrease on the Broadway-Weidler couplet of 28,000 vehicles per day between the Broadway Bridge and 33rd Avenue while creating a net increase on Fremont between the Bridge and 21st and Ivy between the Bridge and Williams of 33,000 vehicles per day (See Attachment). It is expected that very little traffic will be attracted to the Bridge outside the Model Cities Area as existing major traffic facilities would retain their attractiveness.

The Interim Plan does have some advantages. First of all it is inexpensive when compared to major roadway improvements designed to carry the anticipated traffic volumes. Secondly, the Interim Plan can be quickly implemented, in time for the expected Bridge opening in November. Finally, the Interim Plan will remove some congestion on Broadway-Weidler, particularly in the area of the Memorial Coliseum. In general, there is a very high price paid for these advantages. From a traffic planning and engineering point of view the "Interim Plan" is a poor design. For simple comparisons, the average daily traffic count projection for the Fremont-Ivy couplet exceeds existing traffic counts on Union Avenue. This problem is compounded by the minimal



improvements to be made under the plan. Houses along Fremont-Ivy and Commercial streets have average setbacks of less than 15 feet. Few of the structures have garages. The environmental impact will, therefore, be acute in the area. The plan proposes to route Bridge traffic to the Williams-Vancouver couplet. Under a functional street classification system, freeways should feed arterials which feed minor arterials which feed collectors which feed residential streets. The proposal would route freeway traffic through residential streets to collector streets. The plan as proposed would establish a dysfunctional system of traffic movement and because the projected volumes can be considered maximum capacity volumes upon the date of the Bridge opening, the interim plan would be obsolete within a very short period, probably less than five years. If the Traffic Engineer is correct in estimating a seven year period before long range solutions can be implemented for the area, one could expect a two or more year period where congestion would be intolerable under the Interim Plan. Finally, although the Plan does relieve some congestion presently existing particularly on the Broadway-Weidler couplet the character of the Traffic Volume shifts are unacceptable. Large Traffic Volumes currently exist on Broadway, Weidler, Union and to a lesser degree on Williams, Vancouver, and Fremont. The former are built up to Commercial with arterial designations while the latter retain a good deal of residential land use and are designated as collectors or minor arterials. The shift of some 33,000 vehicles per day onto residential oriented collector streets does not seem to be appropriate since the Broadway-Weidler couplet is not currently viewed as overloaded or deficient.

The second alternative is essentially a "Do Nothing" alternative. It proposes that those ramps which come to grade in the vicinity of Commercial and Ivy streets remain closed until long range solutions for traffic circulation are implemented. This alternative recognizes the essential purpose of the Fremont Bridge to connect the I-5 and stadium freeway systems and does not interfere with that purpose. It is not projected that this alternative will overload any particular street, as traffic circulation patterns currently observed would remain unaffected by the closing of the Bridge ramps. The "Do Nothing" alternative avoids all of the negative aspects of the interim plan and retains many of its virtues. The "Do Nothing" plan is quicker and cheaper than the Interim Proposal. While it does not shift traffic patterns, it is not expected to add congestion to the circulation system either.

The Citizens Participation Structure of the Model Cities program from the neighborhood level through the Citizens' Planning Board has recommended the "Do Nothing" alternative as outlined in the letter from Andrew Raubeson to Ron Buel. There is presently a concerted effort under way to implement long range alternatives for traffic circulation on both Union Avenue and Fremont. This effort is supported by the Comprehensive Plan for the Model Cities Area which should be used as the basis for traffic circulation planning by the City.



June 4, 1973

DEPARTMENT OF  
PUBLIC AFFAIRS

MILDRED SCHWAB  
COMMISSIONER

MODEL CITIES  
AGENCY

ANDREW HAUGHTON  
ACTING DIRECTOR

5329 N.E. UNION AVE.  
PORTLAND, ORE. 97211  
503/254-8201

Ron Buel  
Executive Assistant  
Room 303  
City Hall

Dear Ron:

The Citizen's Planning Board, at its regular meeting of May 15, 1973, approved a motion to support the previous recommendations of the Boise and Eliot Neighborhoods and recommended against an interim Traffic Circulation Proposal for opening the Fremont Bridge prepared by the Bureau of Traffic Engineering.

The Bureau of Traffic Engineering recently proposed an interim plan for access and egress from the East end of the Fremont Bridge. The plan called for removal of parking, designation of Fremont, Commercial and Ivy Streets as Bridge routes, and signalization of intersections with traffic being carried to the Williams-Vancouver couplet.

At the request of the Boise Citizen's Improvement Association a special meeting was held on May 1, 1973, to discuss this plan, its impact on the neighborhood, other alternatives for opening the Bridge including the Traffic Circulation portion of the Model Cities Comprehensive Plan, and to recommend an appropriate course of action to the Boise-Humboldt Coordinating Committee. After discussions among residents of the area, planning consultants for the Boise-Humboldt area, and representative from the Bureau of Traffic Engineering and Model Cities, the Committee recommended the following:

1. That the interim plan be rejected and that these Bridge ramps not connecting the Fremont Bridge to the Minnesota Freeway be kept closed until a long range traffic alternative is implemented.
2. That the Bureau of Traffic Engineering consider and adopt the Traffic Circulation portion of the Model Cities Comprehensive Plan including the improvement of Union Avenue and Fremont Street and seek implementation of that plan.
3. That the proposed Rose City Freeway not be built.
4. That the City seek designation as a State Highway for Fremont Street between the Fremont Bridge and Union Avenue.
5. That any person relocated as a result of traffic improvements along Fremont Street be entitled to relocation benefits as enumerated in the 1970 Uniform Relocation Act.



Ron Buel  
6-4-73  
Page 2

These recommendations were accepted by the Boise-Humboldt Coordinating Committee, ratified by the Boise and Eliot Neighborhoods, approved by the Community Development Working Committee and adopted by the Citizens Planning Board.

The Model Cities staff concurs fully with this neighborhood recommendations. Any opening of a major Freeway into a residential neighborhood should only be contemplated under long range traffic alternatives offering environmental protection to individuals directly affected by such actions. The interim plan proposed would in effect place two lanes of Freeway traffic along residential streets where the average front yard is less than 15 feet from the curb. By suggesting that Freeway traffic be routed to the Williams-Vancouver couplet, the Bureau of Traffic Engineering is severely straining its own system of hierarchical street classification. Exiting a Freeway on a local collector system can be expected to cause monumental traffic problems.

Model Cities has prepared and approved a Comprehensive Plan which includes Traffic Circulation recommendations to handle Traffic Volumes to 1990. This plan should be used as the basis for any changes in Traffic Circulation patterns contemplated by either the State or the City.

Sincerely,



ANDREW RAMBESON  
ACTING DIRECTOR

cc: Patton  
Opton  
Loving  
Dyampert  
Henniger  
Files

November 21, 1973

**MEMORANDUM**

**TO:       HOWARD R. LAUGHERY,**  
**Streets and Structures**

**SUBJECT: Request for Estimate of Acquisition Cost of Certain**  
**Properties between Fremont Bridge - Ivy Street Ramps**  
**and Williams Avenue.**

Pursuant to your request, I have made County Record investigation and physical exterior inspection of Subject Properties (Parcels #1 through #9) and have formed an opinion of value based upon typical representative property sales in the area.

**Parcel #1:**

22 North Ivy Street.

A 1906 - 1018 S.F., 1½ story, 4 bedroom, 1 bath frame dwelling with partial basement in fair condition located on 45' x 96' lot.

**Estimated Value: \$6,500.00**

**Parcel #2:**

102 North Ivy Street.

A 1909 - 998 S.F., 1 story, 2 bedroom, 1 bath frame dwelling without basement in poor condition. Located on 45' x 96' lot.

**Estimated Value: \$4,500.00**

**Parcel #3:**

110-12 North Ivy Street and 3328 North Vancouver Avenue.

A 1910 - 1760 S.F. (1st Floor), 2160 S.F. (2nd Floor), 2 story frame apartment building with partial basement. Has 4 - 2 bedrooms and 2 - bedroom (total 6) rental units each with bathrooms. Considered in fair condition. Located on 45' x 61' lot.

**Estimated Value: \$23,000.00**

**Parcel #4:**

223 North Ivy Street.

An 1884 - 932 S.F., 1 story, 2 bedroom, 1 bath, frame dwelling with partial basement in fair condition.

Parcel #



Located on 41' x 81' lot.

Estimated Value: \$5,000.00

**Parcel #5:**

3406 North Gantenbein Avenue.

A 1910 - 600 S.F., 1 story, 1 bedroom, 1 bath, frame dwelling with full basement in fair to good condition.

Located on 39' x 40' lot.

Estimated Value: \$5,000.00

**Parcel #6:**

249 North Ivy Street.

An 1892 - 985 S.F., 2 story, 5 bedroom, 1 bath, frame dwelling with full basement in fair condition. Located on 43' x 81' lot.

Estimated Value: \$9,500.00

**Parcel #7:**

257 North Ivy Street.

A 1901 - 1083 S.F., 2 story, 4 bedroom, 2 bath, frame dwelling (appears used as up and down duplex) with full basement and single detached garage. Appears in good condition. Located on 50' x 81' lot.

Estimated Value: \$14,500.00

**Parcel #8:**

267 North Ivy Street.

A 1919 - 1103 S.F., 1½ story, 4 bedroom, 1 bath, frame dwelling, with full basement with single detached garage. Good condition. Located on 55' x 80' lot.

Estimated Value: \$12,500.00

**Parcel #9:**

327 North Ivy Street.

A 1910 - 820 S.F., 2 story, 4 bedroom, 1 bath, frame dwelling with full basement in fair to good condition. Located on 40' x 108' lot with 40' x 108' lots on both sides in apparent contiguous ownership.

Estimated Value: \$13,000.00

Total Estimated Value: \$93,500.00

Very truly yours,

J. R. STOUT  
Right of Way Appraiser

JRS:jmp

Enc.