

Loop Framework Study Proposal



May 2005
Riverfront for People

Contents

Introduction
Schedule
Scope of Work
Budget

Appendix

Freeway Loop Advisory Group (FLAG) Report

Introduction

Purpose of the Loop Framework Study

The purpose of the Loop Framework Study is to:

- Determine what Eastbank transportation and land use options should be developed during the **Alternatives Analysis** recommended by the Freeway Loop Advisory Group.
- Develop a work program for the **Alternatives Analysis**.

Freeway Loop Advisory Group

In the fall of 2003, the Freeway Loop Advisory Group (FLAG) was appointed by Portland's Mayor to assess how the freeway loop around Portland performs today and is likely to perform in the face of projected future growth. The group was chaired by Portland State University's Dean Nohad Toulan and staffed by the Portland Bureau of Planning, the Portland Department of Transportation and the Oregon Department of Transportation. The Loop Framework Study is a logical continuation of work recommended by the FLAG in January 2005.

Freeway Loop Advisory Group Recommendations

FLAG's recommendations stated:

Interstate 5, between the Marquam Bridge's west ramps and the Interstate 5/84 interchange, requires fundamental modifications. The segment's poor transportation performance includes high accident rates, heavy congestion and incomplete interchanges. The segment also creates a significant barrier between eastside neighborhoods and the Willamette River, and creates environmental impacts at the river's edge. Expanding the facility in its current location does not appear to be a viable option.

These issues, taken together, indicate that the Eastbank Freeway should be relocated, most likely in tunnel form. The Willamette River crossing could be built either as a tunnel or a bridge. This action will allow the capacity upgrades necessary to connect OR-99E (SE McLoughlin Blvd.) to the region's freeway system, improve access between eastside neighborhoods and the river, and realize opportunities to use valuable riverfront land for other community purposes.

As a next step, FLAG recommended performing an **Alternatives Analysis** that would enable the City, Region and State to select alternatives that would be incorporated into a traditional interstate federal highway environmental impact statement. The preliminary cost of the **Alternatives Analysis** is estimated to be \$3.5 million to \$5 million.

Eastbank Alternatives

There is concern among Central Eastside property owners, businesses and other stakeholders that inappropriate alternatives will be studied, and that the whole Central Eastside Industrial District will come under a cloud of uncertainty during the **Alternatives Analysis** study period, damaging the business environment. The **Loop Framework Study** is calculated to alleviate such concerns, by developing consensus about the alternatives and issues that should be examined.

Introduction

Loop Framework Study

05/16/05

Loop Framework Study

The Loop Framework Study would be conducted over an eight month period. By working closely with the downtown community and Central Eastside interests, the study process would be structured to provide answers to the following questions:

1) Roadway Alternatives – Which set of freeway, bridge and tunnel alternatives should be reviewed and which of these alternatives would be widely approved by community stakeholders?

2) Railroad – If a tunnel is built for the I-5 freeway in the Central Eastside, is it desirable and feasible to bury the railroad on a separate level of the same tunnel, thereby insuring even greater access to the River and the Waterfront, and enabling the dismantling of the bridge viaducts over the railroad? What are the comparable costs and benefits of burying the railroad in its own tunnel?

3) Transit – Is it desirable and feasible to build a light rail loop that mimics the freeway loop? How does a light rail loop compare with a trolley loop for benefits and costs? If freeway loop capacity, and freeway capacity to and from the Central City is not to be radically increased, (and this is the assumption of the Loop Group), how much growth in transit into and out of the Central City will be required in the next 50 years to keep the Central City at its current level of 20% of the region's jobs, given the current and projected housing stock in the Central City? If we do not plan to radically increase highway capacity into and out of the Central City, do we require a subway under the River and under the Downtown Core to serve commuters and keep freeways accessible? If a subway is desirable, what would be the timeframe?

4) Land Use – What are the alternative uses of land that should be considered with the removal of 43 acres of ramps and freeway along the riverfront? What are the economic and environmental costs and benefits of alternative land uses?

Example: Riparian restoration in the river, on the bank and on top of the bank.

Example: Workforce housing that would feed job growth in the Central Eastside.

Example: Tourist attractions on the esplanade (aquarium, maritime, museum, conservatory, etc.) between the Convention Center and OMSI.

5) Jobs – What are the impacts on likely sprawl and the cost of development if projected regional population growth is met, and the City does not step up to the challenge of keeping Central City jobs at a steady 20% of overall regional jobs? The metropolitan region is expected to double in population over the next 50 years. What can be done to insure that the Central City doubles its jobs in this time? As the jobs-rich Central Eastside continues to expand in the knowledge economy and with creative and entrepreneurial growth, what can be done with the 43 acres created by the removal of the freeway to best fuel this job growth?

6) Housing – If the Central City is to be served by the highway and transit that is contemplated to be built in the next 25 to 50 years, and the Central City is to maintain its current position as a supplier of 20% of the metropolitan region's jobs, what is the desirable amount of housing that is required in the Central City to keep commuter traffic into the Central City from the suburbs at a manageable level, thereby enabling freer flow of freight traffic? Is the demand in the Central City, as some studies have shown, for "workforce" housing (60% to 140% of average housing costs for persons who fall within that same

Introduction

Loop Framework Study

05/16/05

income range)? Is the 43 acres that could be captured by taking out the Eastbank Freeway, the ramps from the Marquam and the railroad viaducts a good location for such workforce housing? Would such housing feed desired job development in the Central Eastside because people like to live near where they work?

Public Involvement

The study will be successful if there is broad public consensus on the selection of Eastbank alternatives to be carried forward into the detailed **Alternatives Analysis**. Consensus would be developed during four major public forums. Suggested attendees include:

City Council and staff

Multnomah County Commissioners and Chair with Eastbank constituents

Metro Councilors & Executive and appropriate Metro staff, including Convention Center

State Legislators with Eastside Riverfront in Districts

Executive Director, Board and Staff from Tri-Met

Executive Director and Staff from Port of Portland

Portland Planning Bureau, Planning Commissioners, Director and Staff

Portland Department of Transportation Director and Staff

Oregon Department of Transportation Director and Staff

Portland Development Commission Director and Staff

Representatives of Sullivan's Gulch Neighborhood Association

Representatives of Buckman Neighborhood Association

Representatives of Hosford-Abernethy Neighborhood Association

Representatives of Brooklyn Neighborhood Association

Representatives of Southeast Uplift Board

Representatives of Corbett-Lair Hill Neighborhood Association

Representatives of Central Eastside Industrial Council, including major landholders

Representatives of Portland Business Alliance

Representatives of Oregon Business Association

Representatives of Oregon Business Council

Representatives of Riverfront for People

Representatives of Bicycle Transportation Alliance

Representatives of Willamette Riverkeepers

Representatives of Portland Audubon Society

Representatives of 1000 friends of Oregon

Representatives of Willamette Pedestrian Society

Representatives of American Institute of Architects Board & Design Community

Representatives of the American Organization of Rail Transportation Advocates, Oregon

Various Westside major landholders near the Marquam Bridge, South & North of it

Participants in the Freeway Loop Advisory Group not otherwise covered

Board and Staff of OMSI

Board and Staff of the Lloyd Center Transportation Management Association

Representatives of Paul Allen and other major Rose Garden neighborhood landowners

Educators from PCC Training Center and PSU School of Urban Affairs

Schedule

Month

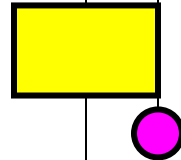
Work Tasks

1 2 3 4 5 6 7 8

1

STARTING

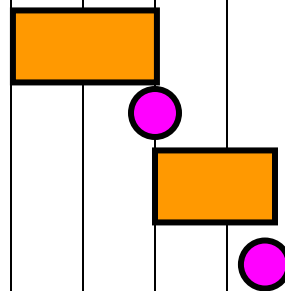
- 1) Finalize Project Procedures
- 2) Review Background Materials
- 3) Identify Opportunities & Constraints
- 4) Prepare Workshop Materials
- 5) Workshop #1 – Establish Study Objectives



2

DESIGNING

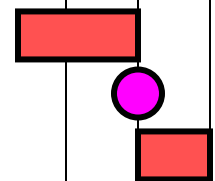
- 1) Develop Loop Concepts
- 2) Evaluate Concepts
- 3) Prepare Workshop Materials
- 4) Workshop #2 – Review /Select Preferred Concepts
- 5) Refine Loop Concepts
- 6) Evaluate Refined Concepts
- 7) Prepare Workshop Materials
- 8) Workshop #3 – Review/Select Refined Concepts



3

COMPLETE WORK PROGRAM

- 1) Prepare Draft Work Program for Alternatives Analysis
- 2) Prepare Workshop Materials
- 3) Workshop #4 – Review & Comment on Work Program
- 4) Prepare Final Work Program
- 5) Prepare Presentation Materials



Scope of Work

Loop Framework Study

05/16/05

Phase	Activities
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1	STARTING 1) Finalize Project Procedures 2) Review Background Materials 3) Identify Opportunities & Constraints 4) Prepare Workshop Materials 5) Workshop #1 – Establish Study Objectives
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Task 1.1 – Finalize Project Procedures

Conduct Project Team Kickoff Meeting.

Attendance: Consultant team and representatives from the City of Portland, ODOT, PDOT, TriMet, and other individuals recommended by the City.

Meeting Purposes: Discuss the communication protocol, project scope, intended results, and refine the contract, schedule and deliverables.

Products: Finalized work scope and project schedule, including benchmarks, task completion dates, public involvement/stakeholder meeting dates; ongoing reporting procedures and delivery protocol.

Task 1.2 - Review Background Materials/Inventory Resources and Assets

Obtain all relevant information from the City, including, but not limited to, base map information (including property lines, topography, building footprints, streets, parking lots, and existing vegetation); zoning and comprehensive plans; transportation and traffic studies; housing, demographic, retail and market studies; proposals for public and private development; and aerial photographs.

Circulation: Review the existing traffic volumes and flows, freeway volumes and connections, street level of service, signalization, turning movements, street directionality, on- and off- street parking facilities, transit service, and pedestrian and bicycle circulation in the Eastbank area; use existing data sources with field review as needed.

Market and Demographic Analysis and Financing Assessment Prepare existing market trends analysis for housing, employment, retail, and entertainment conditions; include ongoing and projected investment in the Eastbank area; profile the demographic character of the Eastbank area using the recent U.S. Census data and other information available locally; assess existing financing and funding tools.

Scope of Work

Loop Framework Study

05/16/05

Regulations and Codes: Gather and review the policies, regulations, codes and guidelines affecting uses and new and redevelopment construction in the Eastbank area

Preliminary Meetings with Project Staff and Key Stakeholders: Conduct on-site reconnaissance of the Eastbank area and gain understanding of the key stakeholders' (businesses, public institutions, and other private organizations, the City, other public agencies) objectives and key issues.

Products: 1) Base map of Eastbank area indicating existing land uses and transportation systems; 2) Economics and Market Analysis; 3) Transportation, and Infrastructure/Utility Conditions Memoranda; 4) Summary memorandum of stakeholders' objectives and key issues.

Task 1.3 - Identify Opportunities and Constraints.

Prepare graphic map(s) and brief summary memorandum describing the physical opportunities that should be built upon and the constraints or obstacles that need to be overcome. The opportunities and constraints analysis will include:

Products: 1) Graphic maps for the primary Eastbank area that describe project opportunities and constraints. 2) A brief summary memorandum describing opportunities and constraints.

Task 1.4 – Prepare Workshop Material

Background materials will be summarized in graphic format for the presentation in Workshop #1.

Products: A PowerPoint slide show summarizing existing conditions, the project scope of work and schedule and the opportunities for public comment.

Task 1.5 – Workshop #1 (Establish Project Objectives)

Conduct two-part workshop with the public and stakeholders. Part one will include an introduction of the team and an educational PowerPoint presentation on 1) Findings from the Freeway Loop advisory Committee (FLAG); 2) existing Eastbank conditions including the physical setting and economic/demographic characteristics, existing economic, market, transportation, traffic and utility conditions; and physical opportunities and constraints. In part two, groups of five to eight people will discuss key issues. They will be asked to fill out individual ballot identifying their top issues and concerns.

Products: 1) Summary memorandum of group and individual comments. 2) Summary of key issues which will be used to develop the study objectives. These objectives, in checklist format will be used as evaluation criteria for the evaluation of alternative Loop concepts. 3) PowerPoint presentation on CD.

Scope of Work

Loop Framework Study

05/16/05

Phase Activities

2

DESIGNING

- 1) **Develop Loop Concepts**
- 2) **Evaluate Concepts**
- 3) **Prepare Workshop Materials**
- 4) **Workshop #2 – Review /Select Preferred Concepts**
- 5) **Refine Loop Concepts**
- 6) **Evaluate Refined Concepts**
- 7) **Prepare Workshop Materials**
- 8) **Workshop #3 – Review/Select Refined Concepts**

Task 2.1 - Develop Loop Concepts

Prepare a maximum of three “sketch level” Eastbank concepts with detailed land-use and circulation elements that respond to project goals and objectives identified in Workshop #1.

Alternative concepts will include those involving roadway alternatives for what is now I-5 and the interchange to I-84 and the Marquam Bridge including the Westside Ramps for the Marquam Bridge. Conceptual roadway alternatives will be considered for the Alternatives Analysis study -- 1) A tunnel underneath the Willamette River and under the current I-5 Freeway on the Eastbank, connecting to the Banfield and emerging aboveground at the Rose Garden. This tunnel should include entrances and exits to the Central Eastside, going both North and South. 2) A new lower-profile, more graceful bridge replacing the Marquam Bridge, leaving the Westside where the Marquam does today, and crossing between OMSI and the old KPTV building on the Eastside, providing a connection at the crossing of McLoughlin Blvd. which includes a diamond interchange that enables exit and entrance onto the freeway from both directions on McLoughlin, then proceeding East to tunnel under 7th Ave. and emerge aboveground at the Banfield for access to the East, West and North. 3) “Kneecapping” the existing Marquam Bridge and putting the roadway into a tunnel just across the Eastbank of the Willamette, going North where I-5 goes North today, providing exits and entrances North and South to the Central Eastside, intersecting with the Banfield, and then emerging aboveground at the Rose Garden.

Each of these three roadway alternatives should include consideration of expanding auto and truck capacity from what exists in the current roadway system; and multiple tunnels under the Eastside including one connecting East to the Banfield and one connecting North to what is now I-5.

For the land-use elements to be included in this conceptual sketch look at alternatives, and refer to the introductory sections on the railroad, transit, land use, jobs and housing. Conceptual alternatives need to be examined for each of these five items. Since all three roadway alternatives consider tunneling under much of the Eastside, alternatives aboveground should be the same for all three, with the exception of the new bridge and connections to the Marquam on alternative #2. On the Westside, these land-use and transportation elements differ for all three roadway alternatives.

Scope of Work

Loop Framework Study

05/16/05

In addition, each of the alternatives should include a cost-benefit study that considers benefits in the public participation section that are not limited solely to economics, such as riparian restoration, environmental impacts and community access to the River.

Finally, there are four optional pieces which should be included for examination in this conceptual sketch study of alternatives, including their costs and benefits. Study of each of these four options will add about \$50,000 to this effort, for a total of \$200,000, and will take more time in the workshops, but the opportunity to get community input on each should be taken: 1) An exploded look at the entire I-5 to I-84 interchange and what can be done to alleviate congestion under each of the roadway alternatives. 2) An exploded look at the Westside of the Marquam Bridge to consider new connections to the freeway system from the rapidly growing South Waterfront area under all three roadway alternatives. 3) A careful analysis of adding a second entry to the Lloyd Center area at 12th Ave. from I-84 going East, so that access to that area of Northeast from the South and West is improved. 4) A careful analysis of adding a third lane in both directions on the I-405 freeway within the existing cut, and re-designating that freeway as I-5. This analysis should include widening exits and entrances to the Fremont from the North. Further, this analysis should look at the possibility of capping certain portions of what is now I-405 as the work is done in widening to three lanes within the existing cut.

Products: Land use and circulation plans, sections, diagrams, and perspective sketches; summary tables or graphs describing each concept suitable for PowerPoint presentations.

Task 2.2 - Evaluate Concepts

Complete a 1) conceptual transportation assessment of roadway, transit, pedestrian, and bicycle circulation Eastbank concepts and 2) a conceptual economic assessment of the alternative concepts.

Products: Brief memorandum comparing Eastbank concepts and how they respond to the project objectives identified in Workshop #1.

Task 2.3 – Prepare Workshop Materials

Eastbank Loop Concepts and their response to the project objectives will be summarized in graphic format for the presentation in Workshop #2.

Products: A PowerPoint slide show summarizing Eastbank Loop Concepts, and their response to the objectives identified in Workshop #1.

Scope of Work

Loop Framework Study

05/16/05

Task 2.4 – Workshop #2 (Review/Select Preferred Concepts)

Conduct two-part meeting. Part one will include: 1) a brief summary of Workshop No. 1 and review of the schedule and project objectives and 2) a presentation on the alternative Eastbank Loop concepts, and response to project objectives. Part two will include a workshop in which groups will discuss, evaluate, and complete the individual ballot response sheets indicating their preferred concepts.

Products: 1) Summary memorandum of all group and individual comments. 2) One-page summary of preferred concepts that will be refined. 3) PowerPoint presentation on CD.

Task 2.5 – Refine Loop Concepts

Refine preferred concepts for the Eastbank area based on input from Workshop No. 2.

Products: 1) Refined land use and circulation plans, sections, sketches, or other drawings, illustrations, tables or graphs will be prepared to describe the refined Eastbank Loop concepts.

Task 2.6 – Evaluate Refined Concepts

Complete a summary evaluation of the transportation, land use and economic implications of the Eastbank concepts.

Products: Brief memorandum comparing refined Eastbank concepts and how they respond to the project objectives identified in Workshop #3.

Task 2.7 – Prepare Workshop Materials

Eastbank Loop Concepts with an evaluation will be summarized in graphic format for the presentation in Workshop #2.

Products: A PowerPoint slide show summarizing Eastbank Loop Concepts, and their response to the objectives identified in Workshop #1 and public preferences indicated in Workshop #2.

Task 2.8 – Workshop #3 (Review/Select refined Concepts)

Conduct a two-part meeting. Part one will include 1) a review of the schedule and a summary of the options, tabulated data, ballots, and written comments from Workshops 1 and 2; 2) presentation describing refined options for the Eastbank area. Part two will include a workshop in which groups/individuals will discuss the refined Eastbank options, complete a final ballot response sheet indicating their preferences and provide written comments about the refinements.

Products: 1) Summary memorandum of all group and individual comments 2) One-page summary of the refined land use and transportation frameworks for the preferred refined Eastbank concepts.

Scope of Work

3

COMPLETE WORK PROGRAM

- 1) Prepare Draft Work Program for Alternatives Analysis
- 2) Prepare Workshop Materials
- 3) Workshop #4 – Review & Comment on Work Program
- 4) Prepare Final Work Program
- 5) Prepare Presentation Materials

3.1 Prepare Draft Work Program for Alternative Analysis

Public preferences identified in workshop #3 will be used to shape the **Alternatives Analysis** Work Program.

Products: A draft work program identifying 1) the Eastbank Loop concepts the public would like to see developed in an **Alternatives Analysis** and 2) scope of project (activities, schedule and transportation modes) that the **Alternatives Analysis** should include.

3.2 Prepare Workshop Materials

The results from Workshop #3 and draft **Alternatives Analysis** (Next Steps) work program will be summarized in graphic format for the public's review and comment in Workshop #4.

Products: A PowerPoint slide show summarizing 1) Workshop #3 results and 2) a draft Alternatives Analysis work program.

3.3 Workshop #4 (Review and Comment on Work Program)

Conduct a two-part meeting. Part one will include 1) Workshop #3 results and 2) a draft **Alternatives Analysis** work program describing the next steps in the implementation process. The second half of the meeting will include a workshop in which groups/individuals will discuss the draft **Alternatives Analysis** work program and complete a response sheet answering specific questions about the scope of the Alternatives Analysis.

Products: 1) Summary memorandum of all group and individual comments evaluating the draft **Alternatives Analysis** work program.

Scope of Work

Loop Framework Study

05/16/05

3.4 Prepare Final Work Program

The final work program will include Eastbank Loop Options that the public would like to see studied in detail in an **Alternatives Analysis** along with an outline work program describing the steps and schedule for the analysis.

Products: 1) Alternatives Analysis Work Program along with 2) a description of the Eastbank Loop Options to be examined.

The Work Program will be summarized in a copy ready 8 ½" x 11" report.

3.5 Prepare Presentation Materials

Material explaining the need for the **Alternatives Analysis** and the benefits of implementing the Loop Framework will be needed to explain the concepts to decision makers.

Products: Two products will be produced:

- 1) An easy to read Executive Summary describing the need for the **Alternatives Analysis** along with the public's preferred concepts and preliminary cost and benefits associated with implementing an Eastbank strategy.
- 2) A PowerPoint presentation summarizing the Eastbank Loop Framework Study and the findings

Budget

Loop Framework Study

05/16/05

PHASE	Agency	Urban Design	Transportat.	Economics	Environ.	Cost Estimate	Public Involvem.	TOTAL
1	STARTING							
	1) Finalize Project Procedures							
	2) Review Background Materials							
	3) Identify Opportunities & Constraints							
	4) Prepare Workshop Materials							
	5) Workshop #1 - Establish Study Objectives							
Cost Phase 1	12,000	30,000	5,000	5,000	5,000	0	10,000	67,000
2	DESIGNING							
	1) Develop Loop Concepts							
	2) Evaluate Concepts							
	3) Prepare Workshop Materials							
	4) Workshop #2 - Review/Select Preferred Concepts							
	5) Refine Loop Concepts							
	6) Evaluate Refined Concepts							
	7) Prepare Workshop Materials							
	8) Workshop #3 - Review/Select Refined Concepts							
Cost Phase 2	15,000	90,000	50,000	5,000	5,000	15,000	15,000	195,000
3	COMPLETE WORK PROGRAM							
	1) Prepare Draft Work Program for Alternatives Analysis							
	2) Prepare Workshop Materials							
	3) Workshop #4 - Review and Comment on Work Program							
	4) Prepare Final Work Program							
	5) Prepare Presentation Materials							
Cost Phase 3	12,000	45,000	15,000	5,000	5,000	5,000	10,000	97,000
Cost Phases 1,2 & 3	39,000	165,000	70,000	15,000	15,000	20,000	35,000	359,000
REIMBURSABLES								
Travel & Per Diem								0
Printing, telephone and related expenses at 5% of labor								17,950
Consultant Markup @ 10%								19,400
TOTAL Reimbursables								37,350
TOTAL COST (Labor & Reimbursables - All Phases)								396,350

4 Optional Programs

Exploded Look at I-5 to I-84 Interchange	\$50,000
Exploded Look at connections to freeway system and Marquam from South Waterfront	\$50,000
Review of connection on I-84 going East to the Lloyd Center at 9th to 12th Avenue	\$50,000
Analysis of widening I-405 to three lanes in both directions and designating it as I-5 and capping portions of the freeway	\$50,000