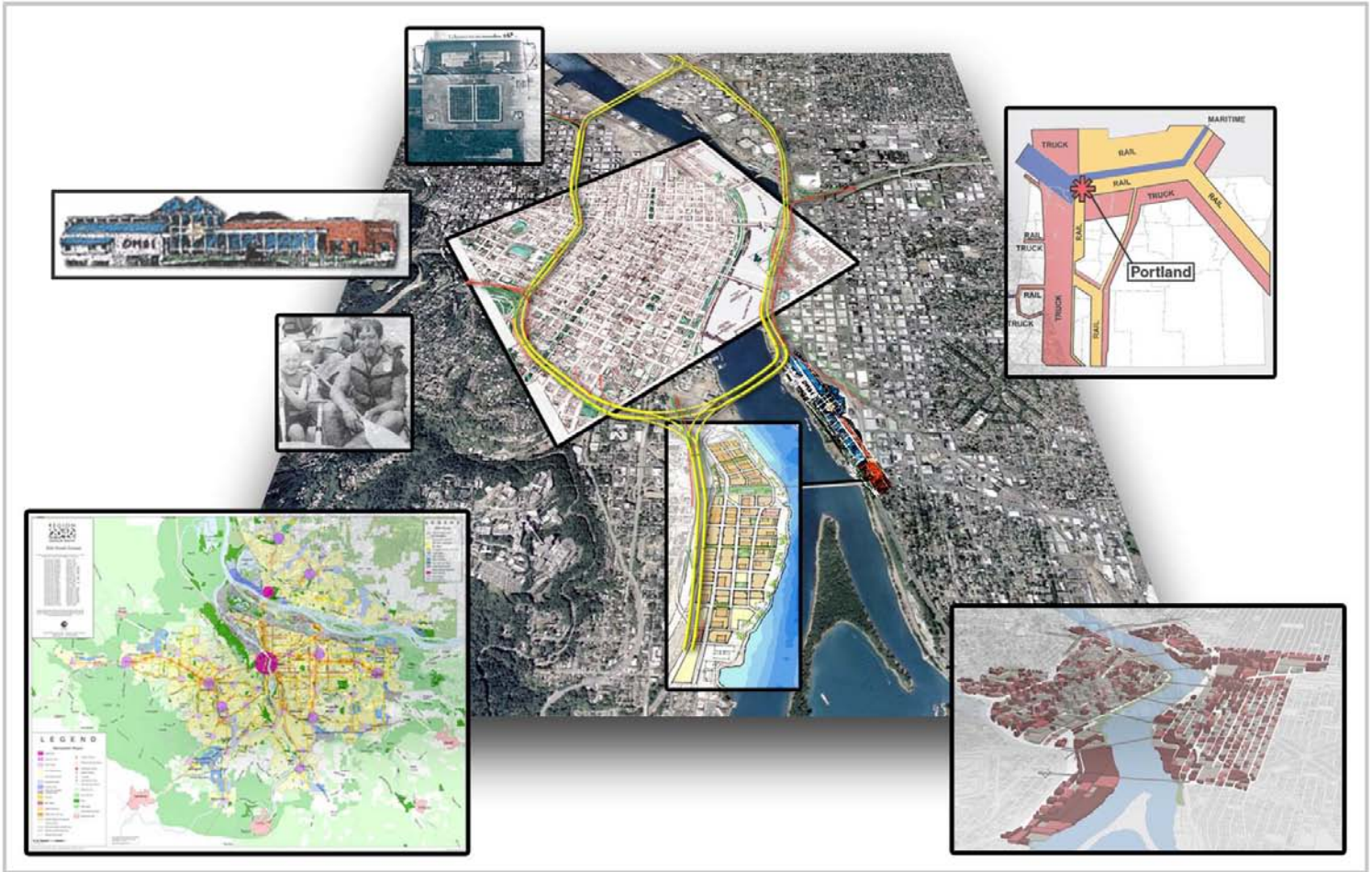
Freeway Loop Study

Project Summary Report

July 2005



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I-5/405 FREEWAY LOOP STUDY

Summary

The I-5/405 Freeway Loop Advisory Group (FLAG) has completed its review of the near- and long-term transportation, land use, and urban design issues regarding the I-5/405 Freeway Loop. Appointed by Mayor Vera Katz and ODOT Director Bruce Warner, the 24-member group has studied the Freeway Loop since Fall 2003. The FLAG, which provided direction and oversight for the study, found that this is a freeway system in ***urgent*** *need of improvement. The FLAG offers the following findings and recommendations.*

I-5/405 Freeway Loop– Where Aspirations, Barriers, and Opportunities Intersect

As a well-planned city, our community has great aspirations—

- an efficient freeway system in the Central City
- easy and pleasurable community access to a vibrant riverfront
- urban design that takes full advantage of our geography and our lifestyles
- a healthy local and regional economic engine and prosperous economy
- a dynamic waterfront on both sides of the Willamette River

These are challenging, yet attainable, goals. But there is a barrier. The I-5/405 Freeway Loop intersects with, and limits, each of these visions. The FLAG recognizes the opportunities and challenges. To tackle this pressing challenge, the group calls for collaboration, creativity, and innovative solutions *now*.

A Freeway Runs Through It

The I-5/405 Freeway Loop is an asset. One of the busiest stretches of freeway between San Francisco and Seattle, this 6.5-mile transportation hub is essential to moving passengers and local and national freight to and from the Central City and through the region and along the West Coast. The I-5/I-84 interchange is the busiest interchange in Oregon.

The southern segment of the I-405 is also congested and will face additional demands due to South Waterfront and Marquam Hill developments. This segment also lacks direct regional freeway and highway connections. These two segments will need immediate attention. With more than 75 over- and underpasses and approximately 45 on- and off-ramps, the Freeway Loop is a complex and interconnected system.

But the Freeway Loop was designed in the 1950s for a much smaller city with less travel demand. Powerful and popular builder of parks, freeways, bridges and cities, Robert Moses was brought to Portland in 1943 to devise a plan for Portland's transition to a post-World War II economy. The ideas he presented for a new freeway system in Portland were not new, but his stature helped provide the momentum to move forward on building Portland's freeway system. The unintended barriers the freeway system created for commercial, recreational, and residential vitality have now become apparent. With increased use, the Freeway Loop can only deteriorate as an efficient transportation link and continue to limit access to Portland's "front yard"—the Willamette River.

Fixing the Freeway Loop – Why Now?

The I-5/405 Freeway Loop is **highly congested** every day. This impacts our residents and neighborhoods, our businesses, and our economy. Complex transportation projects can take at least 15 years from initiation to completion. To design, fund, and build a system that works in the year 2030 or earlier, we must begin to plan **now** to find solutions. The need is **immediate**.

Portland is well recognized for its high quality urban environment. The I-5/405 Freeway Loop impacts our quality of life daily and presents complex challenges. Without pressing action, we will face even more congestion and lost opportunities. This must be avoided**. The FLAG calls for short- and long-term projects** to improve this critical transportation system.

The I-5/405 Freeway Loop Study and Findings

To understand the function, condition, and constraints of the I-5/405 Freeway Loop, Portland's Bureau of Planning and Office of Transportation and the Oregon Department of Transportation collaborated on the I-5/405 Freeway Loop Study. Initiated in Fall 2003, the study assessed how the loop performs today and its likely performance in the face of projected growth, conditions, and aspirations.

Based on the study, **the FLAG found that the Freeway Loop should remain,** even if major design changes are made to accommodate increased travel demand and other community objectives.

Among many conclusions, the FLAG found:

- The Freeway Loop's ability to move people and goods gives it a critical role in the economies of Portland, Oregon and the West Coast.
- Long-term transportation, environmental, and land use decisions must be coordinated.
- The performance of the current Freeway Loop will continue to deteriorate as travel demand increases.
- The current design of the Freeway Loop hinders high-quality urban development.
- Two-lane segments consistently experience serious congestion and high crash rates.
- Without major improvements, the Freeway Loop cannot meet future regional travel needs.
- System improvements will require significant investments unavailable from existing resources. Projected costs range from several hundred million to several billion dollars.

The FLAG recommends to the City of Portland and ODOT:

- Start planning now for short-and long-term improvements.
- Find funding for the project.
- Appoint a committee to oversee the next phase.

What if Nothing is Done?

Projected employment and housing patterns through the year 2030 show that, even with aggressive trip reduction, demand is expected to exceed the freeway system's ability to serve it, with the following results:

- longer peak travel periods throughout the day with intolerable backups reaching for miles
- significantly reduced freeway travel speeds
- impaired state and regional mobility, including impacts to freight terminals and port facilities
- limits on the Central City's ability to fulfill its role as the heart of the region, resulting in missed economic, cultural, and civic opportunities

- traffic diversion through business districts and neighborhoods, adversely affecting commercial activity and neighborhood livability

Looking for Solutions

To explore possible solutions, the FLAG developed and evaluated concepts. The concepts represented a range of options from modest improvements to a tunnel that would connect the Freeway Loop, I-84, and Sunset Highway, to a One-Way Loop. Three concepts were evaluated against the region's proposed transportation system, along with projected employment and household growth, for the year 2030. In completing its initial review, the FLAG found that additional work is needed to identify, prioritize, and start specific projects. (More concept information is available in the study report starting on page 5 and in the technical report in the appendix.)

Asking the Right Questions

To determine the future of the I-5/405 Freeway Loop, the FLAG believes that the following questions must be asked:

- How can we develop a transportation system that meets the needs for efficient movement, strong urban form, vibrant waterfront districts, livable neighborhoods, and a healthy economy?
- How will the Eastbank contribute to riverfront vitality in the future?
- How can access be improved from eastside neighborhoods to the Willamette River?
- How can the freeway and the riverfront successfully co-exist?
- Can moderate improvements fix current problems?
- If the I-5 Eastbank Freeway can be placed in a tunnel, how do we address the type, location, and length of the tunnel?
- How will the overall loop function?
- How will projects be phased and prioritized?
- How will short-term improvement projects be identified and implemented?
- How can Freeway Loop traffic, environmental and design studies be completed, including early focused work on the congested bottlenecks at the I-5/I-84 interchange and the I-405/South Downtown area, in time for the next federal funding opportunity?
- Which projects will be built first?
- How will this be funded?
- How can we jump-start this project?

These are not rhetorical or easy questions. Portland's future will depend upon the answers and carefully crafted solutions.

Funding for I-5/405 Freeway Improvements

Major freeway improvements require funding from Federal and State sources. The next large freeway funding opportunity will be 2010, when the current Transportation Bill will be re-authorized by Congress. Federal funding for smaller improvements could be made through an annual Appropriation process. Metro manages the regional funding process for freeway projects. Although the need for improvements in the I-5/405 Loop are recognized in the Regional Transportation Plan, no projects are currently identified for State or Federal funds. Any Freeway Loop projects will be evaluated with other freeway needs, such as the Sunrise Corridor, I-5 Columbia River Crossing, I-5/99W Connector, and other current regional priority projects.

Through the annual Appropriate process, the City of Portland has currently requested $4 million to provide financing for a next phase Master Plan. However, these requests are rarely fully funded. If approved by Congress, funds could be available by 2006. This phase could be completed in 2007/08. This should allow time to complete the work for a funding

request for priority project(s) for the next federal re-authorization process. The City of Portland did not receive federal appropriation for the Federal 2006 Fiscal Year. City staff will examine alternative funding strategies, including a $1.0 million request for the 2007 federal appropriation process.

Recommendations

Moving the Project Forward: The Next Steps

To move forward immediately, the FLAG recommends:

1. Initiate Master Plan
By Spring 2006, contingent on federal earmarks and regional concurrence, the City of Portland, Metro, and ODOT initiate a two to three year master planning project to evaluate choices and recommend an option for engineering and design by Spring 2009.

2. Advance Ongoing Priority Projects
The plan will not interfere with current priority projects, such as the Columbia River Crossing, Delta Park-Lombard, and South Waterfront access, but will provide an evaluation framework for longer-range direction for all projects.

3. Complete Master Plan Before Major Investment
Major capital improvements in the Freeway Loop will not be undertaken until conclusion of the master planning phase. This will allow any potential interim improvements to be effectively evaluated against the recommendations of the Master Plan. The Master Plan will include both short-term and long-term strategies to address transportation, land use, economic, and urban design priorities for the I-5/405 Freeway Loop. This will minimize the land use uncertainty that has plagued the Central Eastside. Short-term strategies will include addressing bottlenecks at the I-5/I-84 interchange and the I-405/South Downtown area.

The Master Plan will address the questions previously identified in this report to develop appropriate solutions to critical near-term community needs regarding bottlenecks and safety problems on segments of the Freeway Loop, and long-term community needs for access and economic development.

The Master Plan will also examine solutions for the Eastbank Freeway and specifically whether a tunnel can address long-term needs for transportation, land use, and urban design. The City of Portland working with the Central Eastside should examine the future land use within this district and coordinate this effort with the Master Plan.

Planning for the I-84/I-5 interchange and the I-5 elements of South Portland Plan contemplated in the area of the interchange of I-405 and I-5 may proceed independent of the Master Plan with the understanding that the final plan for any such project be consistent with the Master Plan.

Our Freeway System Needs Immediate Attention

The I-5/405 Freeway Loop impacts our quality of life and local and regional economies every day. This essential transportation system demands immediate attention. **We need to make decisions, commitments, and plans for short-and long-term improvement of the Freeway Loop immediately.**

I-5/405 FREEWAY LOOP STUDY

REPORT

The I-5/405 Freeway Loop – A 1950s Design for a 21st Century City

Robert Moses, one of the most powerful men of the twentieth century, was as at the peak of his power when he arrived in Portland in 1943. Portland had a local arterial system and well under a million residents in the metropolitan area. His visit helped launch Portland's current freeway system. The concepts Moses advocated for I-5, I-84, I-205, and I-405 were built over the next 35 years. Location and design decisions were based on highway user's costs and benefits with very limited consideration of impacts to the surrounding areas. Freeway construction, combined with urban renewal projects, divided and destroyed neighborhoods in the name of a modern transportation system.

The I-5/405 Freeway Loop, envisioned more than a half century ago to serve a 1950s Portland, now must accommodate a much larger region with far greater travel demand. Today, Portland is a very different city. In the Central City, the economy and job concentration have grown. Residential development is booming and industrial areas have attracted reinvestment. Rail and bus transit, bikes and pedestrians are larger players in the local and regional transportation system.

The I-5/405 Freeway Loop is a hub for local, regional, and West Coast transportation. It will continue to exist, but what will it look like 25 years from now? Will the Freeway Loop efficiently carry future loads yet have less impact on the urban environment? The Freeway Loop currently distributes traffic to and through the Central City. It is a key economic force and the backbone of the regional transportation system.

But congestion and crashes are part of the Freeway Loop picture. It creates barriers in the urban fabric including poor crossings, noise and visual pollution, and obstacles to river access. Economic development suffers when the system cannot efficiently move goods and people. **Clearly, the I-5/405 Freeway Loop needs immediate attention.**

Looking for Solutions for a Very Serious Problem – The I-5/405 Freeway Loop Study

In 2003, Portland's Mayor Vera Katz and ODOT Director Bruce Warner convened the 24-member Freeway Loop Advisory Group (FLAG) to consider the Freeway Loop's importance and its future. Dean Emeritus Nohad Toulan of Portland State University chaired the group. The City of Portland Bureau of Planning and Office of Transportation, and the Oregon Department of Transportation collaborated on the study, assessing how the loop performs today and its likely future performance.

The study provides the framework for identifying and addressing issues related to:

- transportation
- design
- high-quality connections
- environmental consequences
- placemaking opportunities

No major Freeway Loop upgrades have been completed, with the exception of seismic improvements to the Marquam Bridge, an improved northbound connection to I-84, and pavement

maintenance, since its completion more than 30 years ago. The ultimate goal of this Freeway Loop study? Improve the transportation system and urban environment as soon as possible.

Three Principles to Guide the Study

The FLAG adopted these principles to guide the study:

1. The I-5/405 Freeway Loop Study addresses a long-term, rather than a short-term issue, in a system wide context. Shorter-term needs will be addressed within the broader context of long-range planning.
2. As a conduit for people and goods, the Interstate freeway system is a vital component of the economy, now and for many decades. This economic role extends to local, regional statewide and national geographies.
3. Central City freeways and transportation systems should enhance, rather than inhibit, high-quality urban development and should function as seamless and integral parts of the community.

Key Findings about the Freeway Loop

The FLAG found:

- **The Freeway Loop's ability to move people and goods gives it a critical role in the economies of Portland, Oregon, and the West Coast**.
  The 6.5-mile loop provides critical movement of people and goods to and through the economic heart of the region. Although it has only 9.5% of freeway system lane miles, it carries more than 30% of the region's freeway trips. The choice is a Freeway Loop that will support, or hinder, the area's economic future.

- **Two-lane segments consistently experience heavy congestion and high crash rates.**
  Traffic bottlenecks create backups on both I-5 and I-405. With large volumes entering and exiting the Freeway Loop over short distances, bottlenecks on I-5 between the Fremont Bridge and I-84 and three segments on I-405 experience heavy congestion, backups, and above average crash rates.

- **The Freeway Loop's performance will continue to deteriorate as travel demand increases.**
  By 2030, the Portland region's job growth is anticipated to increase by 79% and the number of housing units is predicted to grow by 58%. This growth will put tremendous pressure on the Freeway Loop.

- **Long-term transportation, environmental, and land use decisions must be coordinated.**
  The Freeway Loop's transportation function cannot be isolated from land use, environmental, and urban form issues. This is a complex, interconnected system. The City of Portland, working with the Central Eastside, should examine future land use within the district so that it is coordinated with the Freeway Loop.

- **The Freeway Loop hinders high-quality urban development.**
  Portland is well known for its innovative urban planning and pedestrian friendly developments. But the Freeway Loop creates barriers that hinder commercial, recreational, and residential development and limits access to the river.

- **Access to the river should be improved.**
  The current Freeway Loop presents a number of barriers to river access from adjacent districts. These barriers

include the long distances between crossings, the quality of the crossings, and freeway visual and noise impacts. Future project alternatives should include improved access and reduction in these barriers.

- **Without major improvements, the Freeway Loop cannot accommodate future regional travel demands.**
  In the year 2030, even with aggressive trip reduction, we will experience:
  - longer peak travel periods throughout the day with intolerable backups reaching for miles
  - significantly reduced freeway travel speeds
  - impaired state and regional mobility, including impacts to freight terminals and port facilities
  - limits on the Central City's ability to fulfill its role as the heart of the region's economic, cultural, and civic life
  - traffic diversion through business districts and neighborhoods, adversely affecting commercial activity and neighborhood livability

- **A wide range of ideas and solutions are needed to address Freeway Loop congestion and safety problems.**
  The FLAG examined three general concepts, Modest Improvements, One-Way Loop, and a Full Tunnel. The Modest Improvement offered a range of improvements that could be phased over time and had a cost range of $275 to $450 million. The One-way Loop concept appears to result in significant out-of-direction travel without significant urban design benefits. The tunnel option could be a long-term solution but would be the most expensive (estimated at $3.0 to $5.8 billion) and presents significant funding challenges as well as construction concerns.

- **System improvements will require significant investments unavailable from existing resources.**
  Projected costs range from several hundred million to several billion dollars. The Regional Transportation Plan identifies other priority projects which would require $10 billion. Federal funds will be needed for this major transportation investment.

- **To keep the I-5/405 Freeway Loop viable, planning and design for improvements must begin now.**
  The continued economic vitality and livability of Portland will require significant investment in the Freeway Loop. Planning involving all segments of the community must begin now.

25 Years of Ideas and Analysis

Many ideas have been proposed for the Freeway Loop over the years. The Freeway Loop Study was the first to consider the entire system from a transportation perspective. Past studies and projects have included:

- South Waterfront Access Study – PDOT, ongoing
- I-405 Stadium Freeway Alternatives Analysis – ODOT, 2004
- South Corridor Light Rail Project (Phases One and Two) – TriMet, 2004
- To the River: Eastbank Access with EE's – Eastside EEs, 2003
- Eastbank Freeway and Marquam Bridge Removal – Riverfront for People, 2002,
- Rose Quarter Urban Design Plan and Development Strategy – PDC, June 2001
- South Portland Circulation Study – PDOT, 2001
- South Portland Concept Study – South Portland Transportation Alliance, 2000, Revised 2001
- A Vision for Central Eastside – Harvard, 1999
- I-405 Reconnaissance Study – ODOT, 1999
- Bridge the Divide and Cap I-405 – ASLA, 1998
- Water Avenue On-ramps – PDOT, 1995
- Eastbank Freeway Options Study – ODOT, 1989
- Eastside Options Study – City of Portland, 1988
- East Marquam Interchange Ramps – ODOT, 1980
- Greeley-North Banfield Corridor Concept – ODOT, 1980s-present

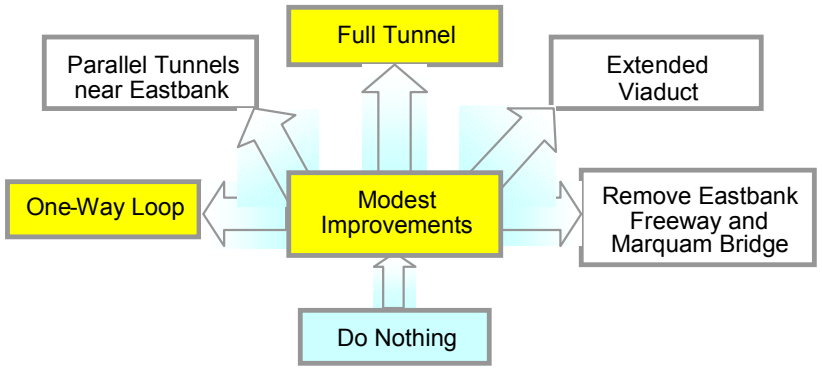
These studies were considered during the I-5/405 study.

How will the Freeway Loop Function in 2030?

Using growth and travel projections for the year 2030, the FLAG looked at existing and projected conditions impacting the Freeway Loop including:

- Land uses
- Traffic volumes and delay
- Freight
- Economic development
- Existing or proposed regional transportation projects with Central City impacts

After an extensive review, project staff and a consultant team developed six concepts for addressing these issues. Shown below, the top three concepts would require new right-of-way. The bottom four could be built largely within today's corridor.



The FLAG then identified concepts that could be used to test possible solutions. The ideas, developed after looking at the initial six concepts, were grouped into these concepts for testing:

- Modest Improvements
- One-Way Loop
- Full Tunnel

These offer collections of ideas, and are not unyielding approaches. Individual actions may fit into more than one concept and could be added to the final strategy. Simulation models analyzed this range of concepts for the study. A more comprehensive analysis with engineering design and traffic studies will be undertaken in the Master Planning phase.

Modest Improvements

This concept includes many improvements to the system, most within the existing right-of-way. Many ideas from past proposals and the Regional Transportation Plan are assembled in this concept.

Features

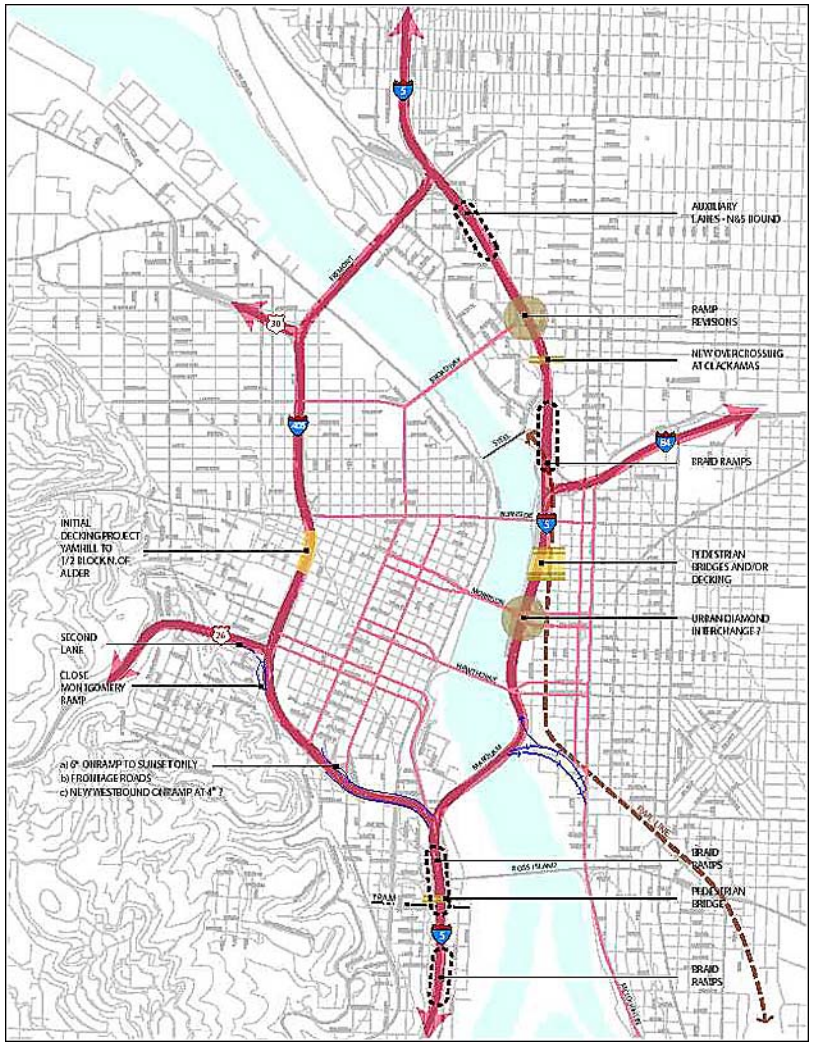
- New braided ramps for the congested and high crash I-5/I-84 interchange and segment northward to the Fremont Bridge
- A new connection between I-5 and OR-99E (SE McLoughlin Boulevard)
- Simplified and improved connections between U.S. 26 (Ross Island Bridge and Vista Ridge Tunnel/Sunset Highway) with traffic redirected from the Corbett-Terwilliger-Lair Hill neighborhood to a frontage road system at its edges
- Modified I-5 connection at the east end of the Morrison Bridge with improved access to the river
- New frontage roads at the edge of the I-405 trench
- Improved connections to and from South Waterfront District

Performance

- Modeling indicated that this concept does not improve projected travel delay or the projected increase in congestion during peak periods
- Proposed braided ramps at the Rose Quarter would increase the barrier that separates it from the Lloyd District and increase the freeway's dimensions
- The Morrison Bridge interchange would fail as designed, forcing too much travel demand through the interchange
- Some but not all high crash areas are improved

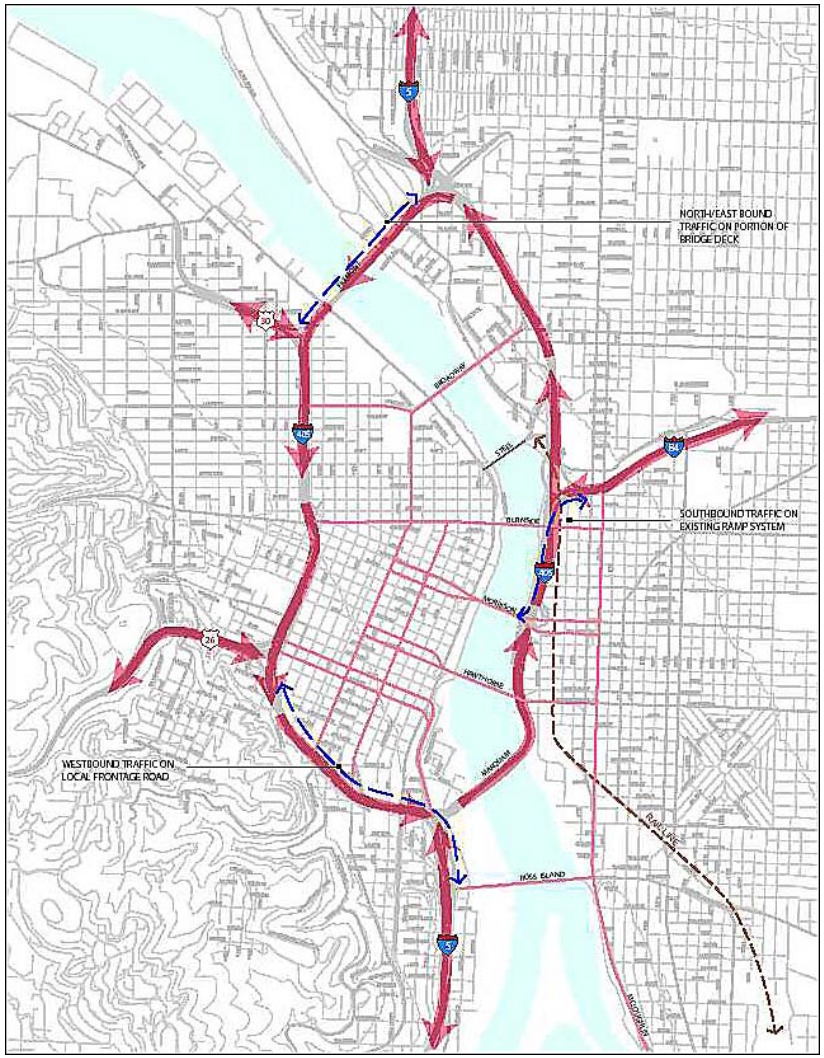
Capital cost estimate

$275-$450 million (2003 dollars)



One-Way Loop

This revolutionary concept changes the current loop to flow one-way in a counter-clockwise direction, acting as a distributor of traffic between freeways and the local street grid—a very large roundabout. This concept was intended to maximize the current capacity of the available right-of-way.



Features

- Removal of nearly half of the existing on- and off-ramps
- A frontage road system parallels the south reaches of I-405
- The bottom decks of both the Fremont and Marquam bridges are devoted to more local connections
- Several counterclockwise connecting ramps between freeways and bridges would require widening to handle the new travel patterns
- Some current southbound I-5 ramps could be removed, in some cases out of the Willamette River

Performance

- One-way flow allows more efficient use of the limited available right-of-way, though less than originally expected
- Some traffic is diverted off the counterclockwise freeway and onto Portland's arterial network to avoid out-of-direction travel, impacting neighborhoods and commercial corridors
- One-Way Loop concept has the most segments where demand exceeds capacity of the roadway
- Planning level analysis could not properly evaluate the potential operational benefits of this concept

Capital cost estimate

In the $450 million range (2003 dollars)

Full Tunnel

The most radical concept relocates a significant portion of the southern and eastern part of the loop into tunnels and removes the Marquam Bridge. This concept offers the greatest opportunity to redefine the Central City's urban form and reclaim land for economic and social uses. Through travel is emphasized in the tunnel. Local connections are made from the tunnel's portals.

Features

- Three miles of I-5 underground between SW Corbett Avenue and N. Broadway
- Travel decks well beneath the riverbed (about 75 feet below sea level) which means that connections to I-405 cannot surface until about SW Park Avenue
- Freeway interchanges at OR-99E (SE McLoughlin Blvd) and I-84
- Partial interchange at NE Multnomah Street
- New street connections atop the tunnels, which distribute trips between the portals and their Central City destinations
- Central Eastside railway relocated below grade
- Reclamation of acres of land that currently forms barriers, providing new opportunities for economic development, open space, and other amenities
- Improved economic development, neighborhood connections, and environmental reclamation

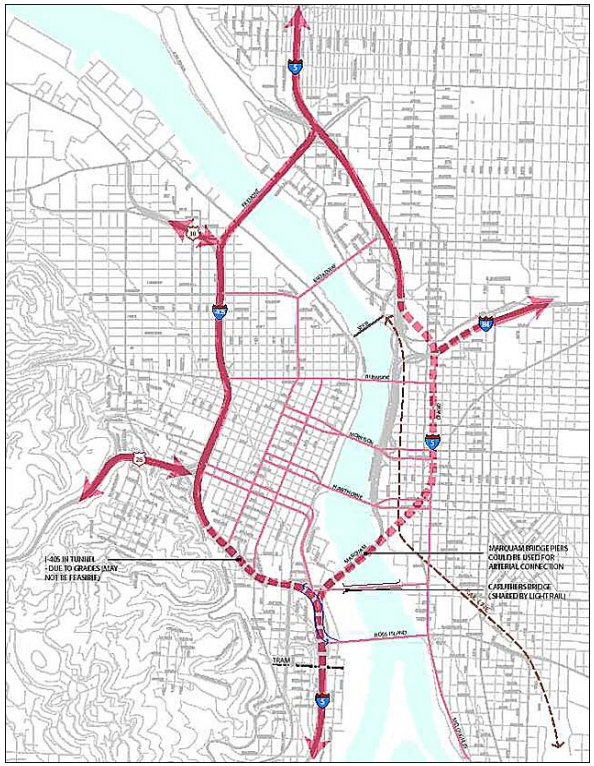
Performance

- The Full Tunnel concept provides transportation improvements that significantly outweigh the other concepts including highest capacity and average speed
- This concept offers the best safety enhancements
- Bottlenecks are addressed so that projected 2030 travel demand increases are accommodated with a system that performs similarly to today's situation

The tunnel option, as evaluated for this study, could alter the role of the Freeway Loop for access and circulation to and from the Central City. Traffic traveling through the Central City would use the tunnel. A new network of arterial streets would provide access to and from the Central City. The need for direct freeway access and additional interchanges to specific areas of the Central City, such as the Central Eastside or Lloyd Center, could be part of a future study. Additional study will be needed to evaluate the traffic operations of the tunnel and new arterial network.

Capital cost estimate

$3.0-$5.8 billion (2003 dollars)



Rebuilding, Relocating, and Reconnecting—Moving from Concepts to Planning to Investment in the Freeway Loop

The FLAG recognizes the immediate need for improving the Freeway Loop and endorses a concept that rebuilds, relocates, and reconnects portions of today's system. By Spring 2006, contingent on federal earmarks and regional concurrence, the City of Portland, Metro, and ODOT should initiate a two to three year master planning project to evaluate choices and recommend an option for engineering and design by Spring 2009.

A Master Planning Phase will build on the study's recommendations to establish a Freeway Loop investment agenda. **The Master Plan will identify and prioritize Freeway Loop improvements, allowing local, regional, and state project prioritizations to occur.**

Master Plan steps include:

1. Initiate Master Plan for the I-5/405 Freeway Loop

The City of Portland, Metro, and ODOT should cooperate in a master planning project which will:

- Feature a significant public involvement program which includes all parties and issues of interest
- Define and evaluate several options that build on the work of this study.
- Guide public investments in the Freeway Loop
- Recommend a preferred option or options for detailed engineering and design
- Last 2 to 3 years
- Cost $3 to $5 million, most likely requiring federal assistance

2. Advance Ongoing Priority Projects

The I-5/4-5 Freeway Loop is just one project of many needs in the region. All are important to our community's future. Current priority projects include the Columbia River crossing, Delta Park-Lombard, and South Waterfront access. The plan will not interfere with current projects, but will provide a framework around which all projects can be evaluated in light of the longer-range direction.

3. Complete Master Plan Before Major Investment

Major capital improvements in the Freeway Loop will not be undertaken until conclusion of the master planning phase. This will allow any potential interim improvements to be effectively evaluated against the recommendations of the Master Plan. The Master Plan will include both short-term and long-term strategies to address transportation, land use, economic, and urban design priorities for the I-5/405 Freeway Loop. Short-term strategies will include addressing bottlenecks at the I-5/I-84 interchange and the I-405/South Downtown area.

This next phase of work should begin environmental studies for future environmental requirements for potential short-term projects identified as a result of the Master Plan.

Planning on I-84/I-5 interchange and the I-5 elements of South Portland Plan contemplated in the area of the interchange of I-405 and I-5 may proceed independent of the Master Plan with the understanding that the final plan for any such project would be consistent with the Master Plan.

Funding for I-5/405 Freeway Improvements

Major freeway improvements require funding from Federal and State sources. The next large freeway funding opportunity will be 2010, when the current Transportation Bill will be re-authorized by Congress. Federal funding for smaller improvements could be made through an annual Appropriation process. Metro manages the regional funding process for freeway projects. Although the need for improvements in the I-5/405 Loop are recognized in the Regional Transportation Plan, no projects are currently identified for State or Federal funds. Any Freeway Loop projects will be evaluated with other freeway needs, such as the Sunrise Corridor, I-5 Columbia River Crossing, I-5/99W Connector, and other current regional priority projects.

Through the annual Appropriation process, the City of Portland has currently requested $4 million to provide financing for a next phase Master Plan. However, these requests are rarely fully funded. If approved by Congress, funds could be available by 2006. This phase could be completed in 2007/08. This should allow time to complete the work for a funding request for priority project(s) for the next federal re-authorization process. The City of Portland did not receive federal appropriation for the Federal 2006 Fiscal Year. City staff will examine alternative funding strategies, including a $1.0 million request for the 2007 federal appropriation process.

Developing the Plan, Finding the Funds

Master Planning should start as soon as funding is identified. Short-term or interim investments should proceed as the long-term improvement strategies emerge. Study partners are now developing funding strategies. If funding is identified, planning could start as early as 2006.

The Master Plan scope will be:

1. Develop an overall Freeway Loop Master Plan that will guide public investment for improvements to the I-5/405 Freeway Loop.
2. Develop a phasing strategy for implementation of the Master Plan. Include the currently approved Regional Transportation Plan improvements as well as new elements.
3. Identify and pursue a funding strategy.

Phase/Task	'03	'04	'05	'06	'07	'08	'09
Freeway Loop Study							
Master Plan Preparation							
Master Plan							

Schedule was based upon the assumption that federal funding would be available in 2006. The schedule will need to be revised when funding for the master plan work is secured.

The Next Phase

Proposed Purpose Statement

Improvements to the I-5/4-5 Freeway Loop must address long-term transportation and land use needs in a system-wide context. Because the movement of people and goods is a vital economic function, changes must be considered in relation to local, regional, and statewide geographies. Freeway Loop improvements should enhance, not inhibit, high-quality urban development, and should function as seamless and integral parts of the community.

Proposed Principles

These objectives will guide the selection and evaluation of options in the next phase:

1. Maintain or enhance transportation performance, including transit.
2. Support a multi-modal strategy for automobiles, transit, trucks, bicycles, and pedestrians.
3. Support trade and freight movement to facilitate regional and state economic development.
4. Support local, regional, and state land use plans.
5. Ensure regional accessibility to and from the Central City to reinforce its significant statewide, regional, national, and international economic role.
6. Support economic activities and new investments in the Central City and in adjacent industrial areas.
7. Improve the quality of the built environment and connections across facilities.
8. Avoid or minimize negative impacts on the natural environment.
9. Evaluate facility improvement costs relative to the distribution of benefits and impacts.
10. Develop strategies that can be implemented in phases.
11. The Master Plan should include short- and long-term improvements to be built over the next 30 years.

It's Time to Act

The I-5/405 Freeway Loop is at the center—of our city, the metropolitan area, and the region. Without an effective hub, our transportation system, economy, and urban form break down. With the right plan and design, our legacy will be a flourishing transportation system and urban environment. If we act now, this study could lead to project funding at the next opportunity—the 2010 federal transportation authorization. We are at a very critical juncture. It's time to move forward.