

MILWAUKIE  
CITY COUNCIL MEETING  
April 15, 1982  
6:30 p.m.

COUNCIL CHAMBERS

WORK SESSION

A work session of the Milwaukie City Council was held on April 15, 1982 with the following councilors present:

Mel Paulson	Donald Graf
Wallace Bischoff	Roger Hall
Mayor Joy Burgess	

Also present:

Hugh H. Brown, City Manager  
Topaz Faulkner, Community Services Director  
Laurie Perkin, Secretary

Andy Catugno, Transportation Director from Metropolitan Service District provided information on the Regional Transportation Plan with recommendations for highway improvements, transit expansion and increased car-pooling. The plan represents a consensus on how to meet increased transportation needs over the next 20 years. He discussed financial problems due to federal funding cutbacks, decrease in tax revenues and stated that revenues for highway maintenance could be down by as much as 60% depending upon the inflation rate. A light rail system was discussed. It was recommended in the plan that a light rail system be built as each corridor reaches the necessary ridership level to justify the investment. All jurisdictions have participated in the plan and Metro would like to have Council support by their June 24 meeting.

Jim McClure, Project Development Manager from the Oregon Department of Transportation, made a presentation regarding North McLoughlin improvements. He presented maps showing three alternative plans and described the differences between them. He explained that alternative # 3 had more flexibility than the others in that it could more easily be converted by adding an extra lane at a later date. It would also be more easily converted should a light rail system be implemented. There was discussion on the locations of stations and traffic signals, traffic congestion and number of lanes. ODOT will be recommending one of the alternatives along with a report on modifications which could be made. The report will be done by early May and a presentation brought to the Council in late May. The Tacoma overpass project would be completed first and it would probably be 1986 before other improvements would be done. Both the Milwaukie and Portland City Councils would have to approve the same alternative in order to proceed. There was discussion on how funds would be used if the Council did not approve any of the alternatives and whether it would be possible to approve the Tacoma project only. There was agreement by the Council that the Tacoma project should be completed but that none of the alternatives seemed adequate at this time in meeting Council concerns regarding access to downtown.

John Griffith, Planner from Tri-Met gave a status report on the Transit Station. He said that the Public Hearing on this would be at the end of May and the grant proposal will be submitted in June. Tri-Met is continuing with the process during the legal challenges, assuming the site approved by the Council will be the one used. There was discussion on light rail. Griffith said that if alternative three as proposed by ODOT was selected by the Council, a cost analysis could be done. There was discussion about route changes and structural damage to houses caused by bus vibration. Tri-Met should be contacted directly by citizens when there are suggestions or complaints.

Ray Polani, Citizens for Better Transit, presented a slide show showing the route proposed for a light rail system which would make partial use of the old Portland Traction Company route. Mr. Polani made the point that the McLoughlin Corridor would not be as expensive for light rail as some other corridors. There was discussion on the cost of equipment, amount of ridership, durability of light rail vehicles and method of collecting fares.

Bob Bothman of ODOT said that a light rail system was not one of ODOT's proposed options. If the City Council approved only the Tacoma project and requested that a study be made on light rail, then Portland would have to make the same request and Metro would then do the study.

Mr. Catugno said that consideration of light rail would depend on funding. He said that Metro could allocate funds but it would be very unlikely that they would take funding from other projects to transfer to this one and 25 million would not be enough to build light rail. There would be no guarantee that the money allocated for the McLoughlin corridor would not be transferred to other transportation projects if the Council chose not to make use of it at this time. There was continued discussion on light rail and there was agreement by the Council that the possibility should be looked into more thoroughly.

The meeting was adjourned at 9:30 p.m.

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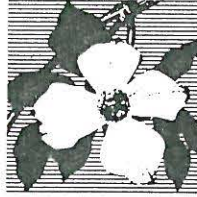
Joy Burgess, Mayor

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Laurie Perkin, Secretary

AGENDA  
CITY COUNCIL WORK SESSION  
April 15, 1982  
6:30 p.m.

- I            6:30 - 7:00            Regional Transportation Plan  
   Metropolitan Service District (Metro)  
   (Andy Catugno - Transportation Director)
- II            North McLoughlin Improvements
- a)       7:00 - 7:45            Oregon Dept. of Transportation (ODOT)  
   (Jim McClure, Project Development Mgr.)
- b)       7:45 - 8:00            Tri-Met (John Griffith, Planner)
- c)       8:00 - 8:30            Light rail slide presentation  
   (Ray Polani)
- III          8:30 - 8:45            Wrap-up - City Council and staff



## MEMORANDUM

April 13, 1982

TO: MAYOR AND MEMBERS OF THE CITY COUNCIL

FROM: HUGH BROWN, CITY MANAGER *Hugh Brown*

SUBJECT: INFORMATION PACKET FOR APRIL 15 WORK SESSION

Enclosed is background information for Thursday's work session on various transportation issues facing Milwaukie. Included are the following documents:

1. Recommended Regional Transportation Plan (Metro - January, 1982)
2. Memo from Topaz Faulkner with additional documents from more detailed regional transportation plan documents.
3. Map showing the affected area of North McLoughlin Blvd.

The following persons will be in attendance:

1. Metro - Andy Catugno
2. ODOT - Jim McClure
3. Tri-Met - Mike Kyte (unconfirmed)
4. ~~Al~~ <sup>Ry</sup> Polani - light rail slide presentation

Property owners from the North McLoughlin area have also been invited to listen to the presentations.

If you have any questions regarding this material on Thursday's meeting, please give me a call.

MEMORANDUM

April 13, 1982

TO: CITY COUNCIL

FROM: TOPAZ FAULKNER

RE: HIGHLIGHTS OF THE REGIONAL TRANSPORTATION PLAN AS IT  
RELATES TO MILWAUKIE

DATE: APRIL 13, 1982

The Regional Transportation Plan is based on the expectation of increased highway volumes. McLoughlin has a 1980 peak p.m. volume of 950 cars heading north, and 1,850 going south, by year 2000 these volumes are expected to be 1,250 and 2,050 respectively. The latter figures represent conditions anticipated without the significant investments required to provide increased transit coverage, adequate transit capacity or more car-pools. McLoughlin at Tacoma is already considered as having an unacceptable level of service, and McLoughlin at Courtney is approaching an unacceptable level.

Recommended improvements to the southern sector (south of the Ross Island Bridge) are listed on Pages 5-6 and 5-8. Utilization of these recommendations could reduce the McLoughlin peak p.m. traffic volumes in year 2000 by 100 cars going north and 150 cars going south, and reduce travel times on the Corridor.

The affects of the recommended improvements on Economic Developments is shown on Figure 6-10. The direct benefits for the southern sector are listed on Page 6-20.

The total capital cost ranges from \$588 million to \$596 million, and there is a need to look for resources beyond the Federal Aid Interstate Funding. A comparison of highway related costs to available revenues is shown on Figure 7-5, with conclusions on Pages 7-20 and 7-21.

- facilitate traffic flows and circulation by improving the connection between Kane Road and Highway 26 (28), the 182nd/190th arterial (29) and the intersection of Highway 26 and Palmquist Road (30).

D. SOUTHERN SECTOR

The improvements recommended in the Southern Sector (Figure 5-3) combine highway, transit and demand management investments to:

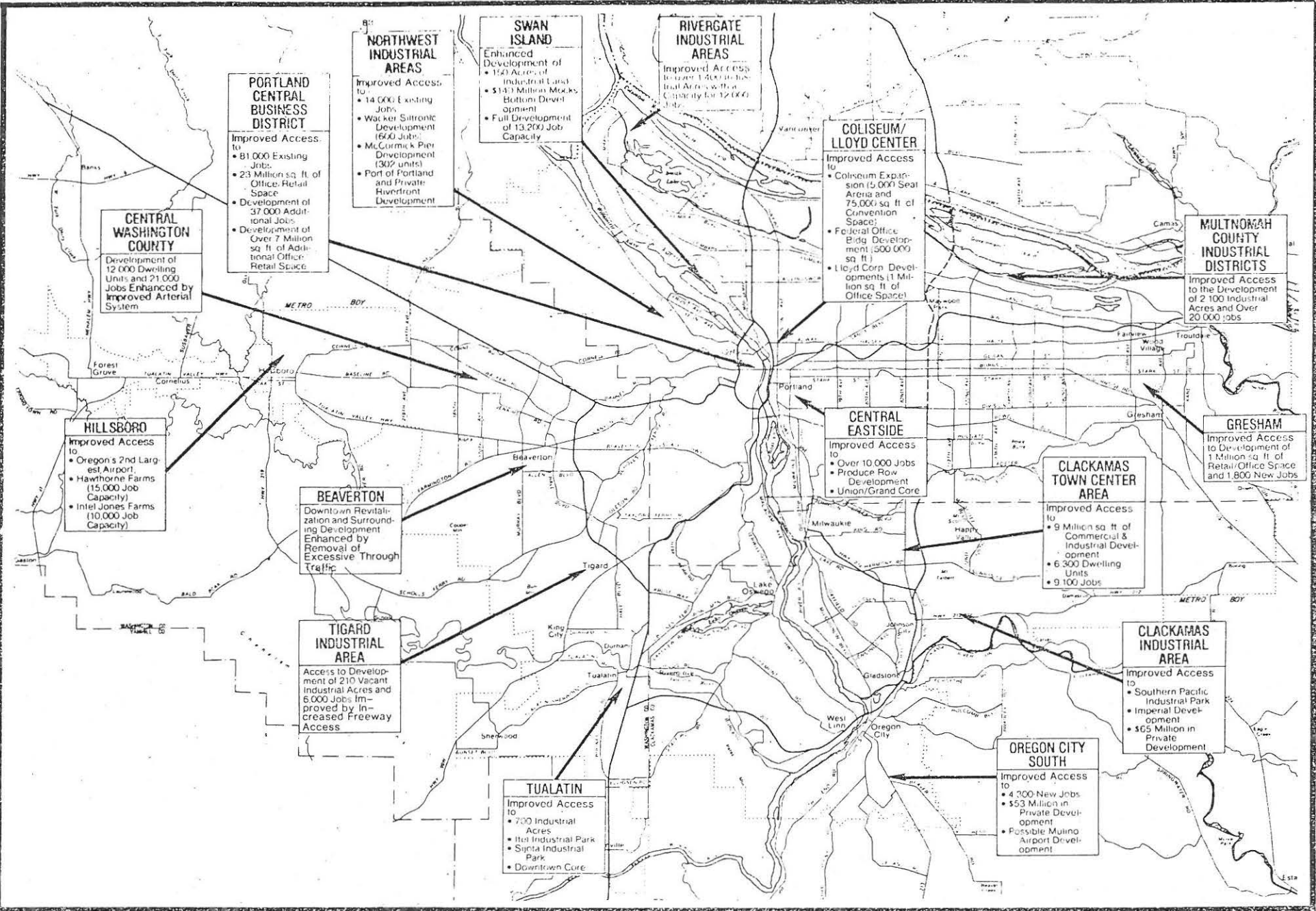
- reduce congestion in the two major radial corridors through widening of McLoughlin Boulevard from Milwaukie north (1), the completion of I-205 (2), and an auxiliary lane on I-205 from 82nd Avenue to Highway 212/224 (3);
- improve the operating efficiency of I-205 through ramp metering north of Sunnyside Road (4);
- remove through traffic from local areas by improvements to McLoughlin Boulevard (5), actions in the Sellwood area to divert through traffic and construction of the Oregon City Bypass (6);
- increase east-west access through improvements to Thiessen (7), Jennings (8) and Roots Roads (9) between McLoughlin Boulevard and I-205;
- increase access to major developments along I-205 through a new interchange and connecting arterial(s) north of the Clackamas Town Center (10) and improvements to Highway 212 east of I-205 (11) and 82nd Drive (12) and Jennifer Street (13);
- protect the flow of through traffic on the Milwaukie Expressway (Highway 224) by maintaining the option for grade separation and/or closure of signalized intersections;
- improve the through trip capacity of Highway 224 through a signal intertie and other traffic management techniques;
- improve circulation, increase industrial access, and reduce through trip conflicts with local movements by roadway improvements and access modifications in the Clackamas area north of Highway 212 and north and east of Highway 224;
- improve arterial flows through improvements to 82nd Avenue (14) and South McLoughlin Boulevard (15) and a climbing lane on Highway 212 east of Highway 224 (16) and improvements on Highway 212 through Boring (17);
- support transit dependent high density development nodes and improve transit service through implementation of a timed-transfer system by providing trunk routes from Oregon City to Milwaukie and Portland on McLoughlin Boulevard (18); Oregon City to Clackamas Town Center and East Multnomah County on 82nd Drive, a busway north of Clackamas Town Center to the new I-205 interchange (19) and I-205 (20); and Clackamas Town Center to Milwaukie and Portland on Railroad/Harmony (21). New service will be provided in the Milwaukie and Happy Valley areas on 112th, Mt. Scott Road, Idleman and 92nd;

- improve transit transfer opportunities by 1) providing transit centers at Oregon City (22), Milwaukie (23) and Clackamas Town Center (24) in Clackamas County, and 2) implementing the transit transfer project in the City of Portland;
- improve transit service for the McLoughlin Boulevard trunk route through bus priority treatment on North McLoughlin Boulevard (including consideration of an HOV lane); facility improvements on South McLoughlin Boulevard and by investigating the upgrading of the PTC bridge and/or other Clackamas River crossings for bus use (25);
- improve transit access for the McLoughlin Boulevard trunk route to Oregon City through Gladstone by upgrading Abernethy Lane from McLoughlin to Portland Avenue (26);
- improve transit service for the Milwaukie-Clackamas Town Center trunk route through improvements to Railroad/Harmony (27);
- protect right-of-way for a transitway in the I-205 Corridor from the Clackamas Town Center to Gateway;
- elsewhere in the Southern Corridor, protect options for a transitway from Portland to Oregon City via the McLoughlin Corridor and Highway 224/I-205 Corridor.
- improve access to transit by providing park and ride facilities at Clackamas Town Center, Milwaukie, Oregon City the east end of the Highway 212 industrial area, near Clackamas Community College, and Foster Road at I-205; and
- decrease the number of single occupant automobile trips in the corridor through priority treatment for high occupancy vehicles on McLoughlin Boulevard and the McLoughlin Boulevard Rideshare program.

E. SOUTHWESTERN SECTOR

The improvement strategy for the Southwestern Sector (Figure 5-4) combines highway and transit investments to:

- reduce congestion in the two radial corridors by ramp metering and widening to the I-5 South Freeway to six lanes (between Highway 217 and Barbur Boulevard) (1) adding a southbound auxiliary lane on I-5 South between Carmen Drive and I-205 (2), and by improving intersections and signals along State Street in Lake Oswego (3), Highway 43 from Lake Oswego to I-205 (4) and on Barbur Boulevard from Slavin Road to the N. Tigard Interchange (5);
- remove through traffic from local streets and improve freeway access by improvements to Nyberg Road (6), SW 65th Avenue (7), Wilsonville Road (8) and Terwilliger Boulevard (9);
- improve major arterial access from I-5 to Lake Oswego through a widening of Boones Ferry Road (10);
- increase access to the industrial developments through improvements to 72nd Avenue (11), completing the 72nd/217 interchange (12) and reconstructing the I-5/Haines Road interchange (13);



- the construction of Inverness Drive will significantly improve access to the 2,100 industrial access and 20,000 jobs represented by the Multnomah County Industrial District development; and
- improvements to 221st/223rd and Burnside Street in Gresham are vital to the full development of one million square feet of office/retail space and 1,800 new jobs.

### Southern Sector

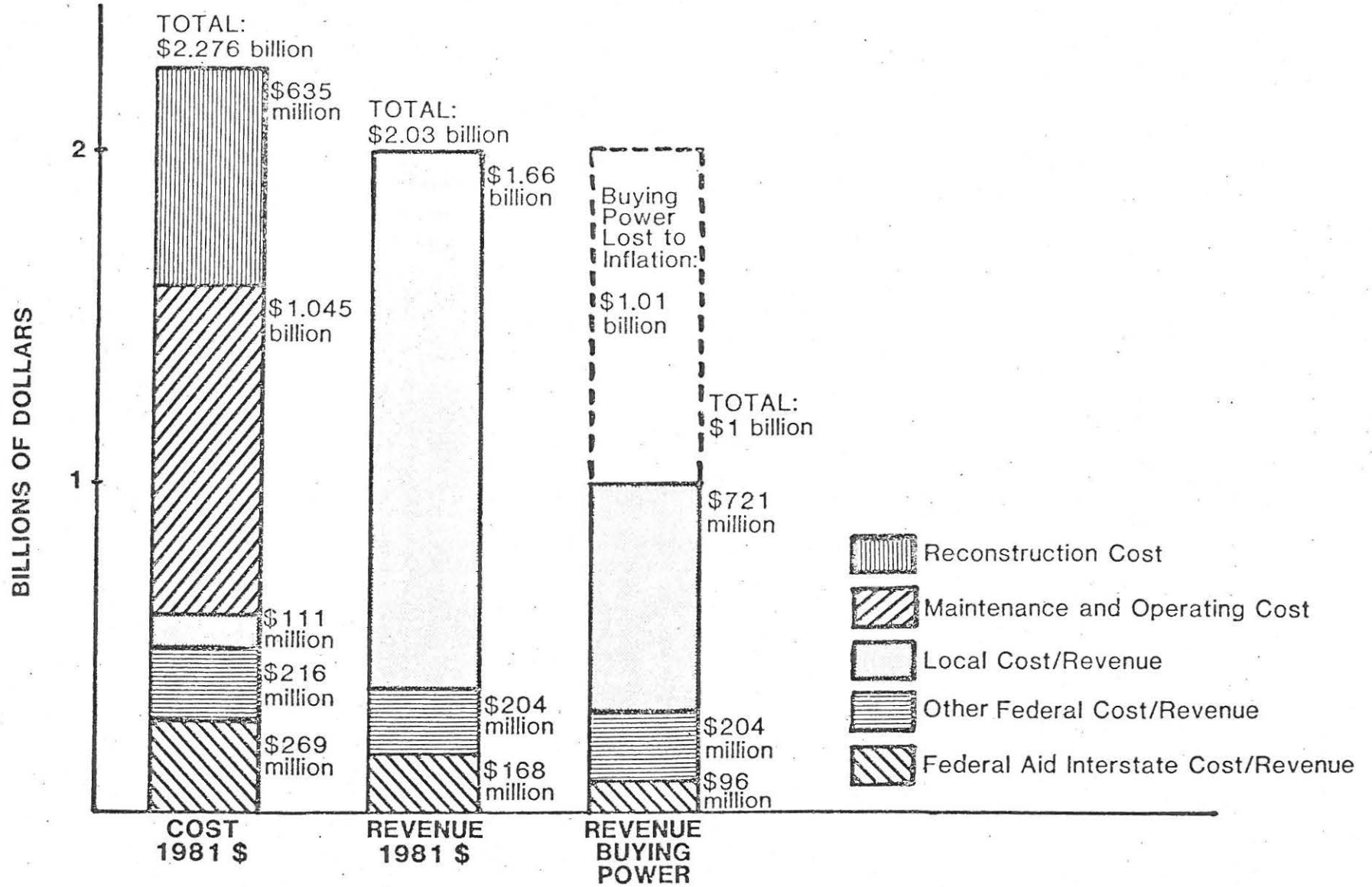
Economic development opportunities in the Southern Sector that will directly benefit from the recommended transportation improvements are:

- Clackamas Town Center (CTC) area, representing nine million square feet of commercial and industrial development and 9,100 jobs, which will experience improved access as a result of major transit service improvements (McLoughlin, I-205 and Railroad/Harmony regional trunk routes; exclusive busway connecting CTC to I-205; and a transit center and park and ride lot at the CTC), highway investments on McLoughlin Boulevard, 82nd Avenue, Sunnyside Road and a new I-205 interchange;
- increased access to the Clackamas Industrial Area (\$65 million in private development capital) through improvements to Highway 212/224, the construction of a service road south of the development; and improvements to 82nd Drive connecting the area to the Gladstone/I-205 interchange; and
- the construction of the Oregon City Bypass and highway improvements along McLoughlin Boulevard, combined with transit trunk routes on both I-205 and McLoughlin Boulevard (via the PTC bridge) and a transit station in downtown Oregon City will reduce congestion in the area and provide increased access to approximately 4,300 new jobs.

### Southwestern Sector

Several recommended transportation investments directly affect economic developments in the Southwestern Sector:

- improvements to I-5 South, 72nd Avenue, Boones Ferry Road and Nyberg Road will increase access to 700 industrial acres and two major industrial parks in Tualatin, as well as relieve congestion in the downtown core and improve freeway access to 6,000 jobs in the Tigard Industrial Area; and
- transit improvements such as trunk routes along I-5 South and Highway 217/Kruse Way and transit centers in Tigard and Lake Oswego will provide increased service levels and connectivity to commercial/office developments in Tigard, Tualatin, Kruse Way and Lake Oswego.



(\$2.46 million in 1981 dollars) could reasonably be expected to come from local general funds, tax increment financing, local improvement districts and the like over the 19-year period.

Given, however, that time will elapse before the capital improvements can be implemented and that maintenance is an ongoing expense, inflation will continue to be an issue; therefore, the second comparison illustrated in Figure 7-5 is more realistic. Under this scenario, assuming a 10 percent per year inflation rate, the buying power of the total highway-related revenue in relation to constant costs drops dramatically--to only \$1 billion, a reduction of 50 percent. This situation would leave a \$1.25 billion shortfall to be borne by non-highway-related local revenue sources. The traditional local revenue sources mentioned above could not realistically be expected to provide this additional local revenue, and the choices to the region would be to either increase the amount of State and local funding available or not implement needed maintenance, reconstruction or capital improvements to the highway system.

#### 4. Conclusions

If the region is to implement the recommended highway improvements and adequately protect the sizable past investments in the highway system, it is apparent that additional highway funding must be secured. The implications of not implementing the highway improvements are discussed in Chapter 3 of the Plan and this choice is clearly unacceptable in terms of decreased mobility and negative economic impact.

Several directions are open to the region to obtain additional highway funds, but foremost among these are the following:

- a. the region must receive the total amount of federal Interstate Transfer and Federal Aid Interstate funding authorized for the region in a timely and realistic manner;
- b. additional authorizations and supplemental appropriations of federal funding to the region must be aggressively pursued; and
- c. increases in the amount of State and local dollars available for highways must be obtained.

Specific recommended actions regarding the federal funding situation have been presented previously in this chapter. In regard to the need for additional State and local highway revenues, the following options are among those available to the region:

- a. ensure that the proportion of ODOT revenue spent in the region does not decline as maintenance, operations and reconstruction activities receive higher statewide priority;
- b. increase revenues available from existing highway-related sources by raising the levels of taxes or indexing present user taxes to the prevailing inflation rate;
- c. develop new sources of local revenue such as business and user financial participation in specific highway improvements; and/or
- d. increase the amount of funds from non-highway related revenue sources such as local general funds (property taxes) that are used for the highway system.

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## METRO'S REGIONAL TRANSPORTATION PLAN

The proposed Regional Transportation Plan represents a regional consensus on how to best meet increased transportation needs over the next 20 years. The additional transportation investments called for in the plan are essential to the continued economic prosperity of the region.

The program of transportation improvements called for in the plan will:

- improve access to jobs, shopping and new industrial developments
- support a continued strong downtown employment center as well as major new employment centers in the suburbs
- keep the economy of the Portland metropolitan area competitive with other West Coast cities and ports by providing adequate access to new industrial development
- maintain livability in the region by reducing air pollution and neighborhood traffic.

### Major Transportation Corridors

In the major transportation corridors connecting central Portland to the suburbs, the plan recommends a combination of highway improvements, transit expansion and increased carpooling. The combination of all these elements is essential to solving our transportation problems.

Without a major increase in transit and carpooling, the highway system simply cannot carry the anticipated load. It is not feasible to simply expand the highway system without shifting part of the burden to transit and carpooling due to financial and environmental limitations.

For example, adding more lanes to the Sunset Highway (US 26) and to I-5 South could handle the expected traffic increases. However, any extra lanes on those highways would also require widening the Vista Ridge tunnels, wider ramps onto I-405, and widening (or possible replacement) of the Marquam Bridge.

### Other Highway Needs

In addition to improvements in the major transportation corridors, the plan also calls for construction of a full suburban highway system in growing Clackamas and Washington Counties, and for access improvements to key industrial sites.

### Other Transit Needs

The transit system recommended in the plan would be more than twice the size it is today and would carry more than three times the number of riders. It would include additional routes serving more of the region and connecting to new transit stations throughout the metropolitan area.

Light rail transit is recommended to be built in all of the major transportation corridors because it is possible to carry a larger number of people faster in fewer vehicles with fewer drivers. The light rail lines will be built as each corridor reaches the necessary ridership level to justify the investment and when the financing is available.

### Carpooling

The plan's goal is to increase carpooling from the current 23% to 35% of all auto commuters. In addition to reducing the number of autos on the roads during rush hours, carpooling also reduces the need for expensive highway and transit investments.

### Financing

The Regional Transportation Plan clearly shows that additional public transportation investments are essential to the economic prosperity of the metropolitan area. However, new sources of financing will be required to fully implement the plan.

The plan recommends a cost-effective system combining highway and transit improvements, and despite the high cost, the plan represents a very conservative and prudent use of public funds.

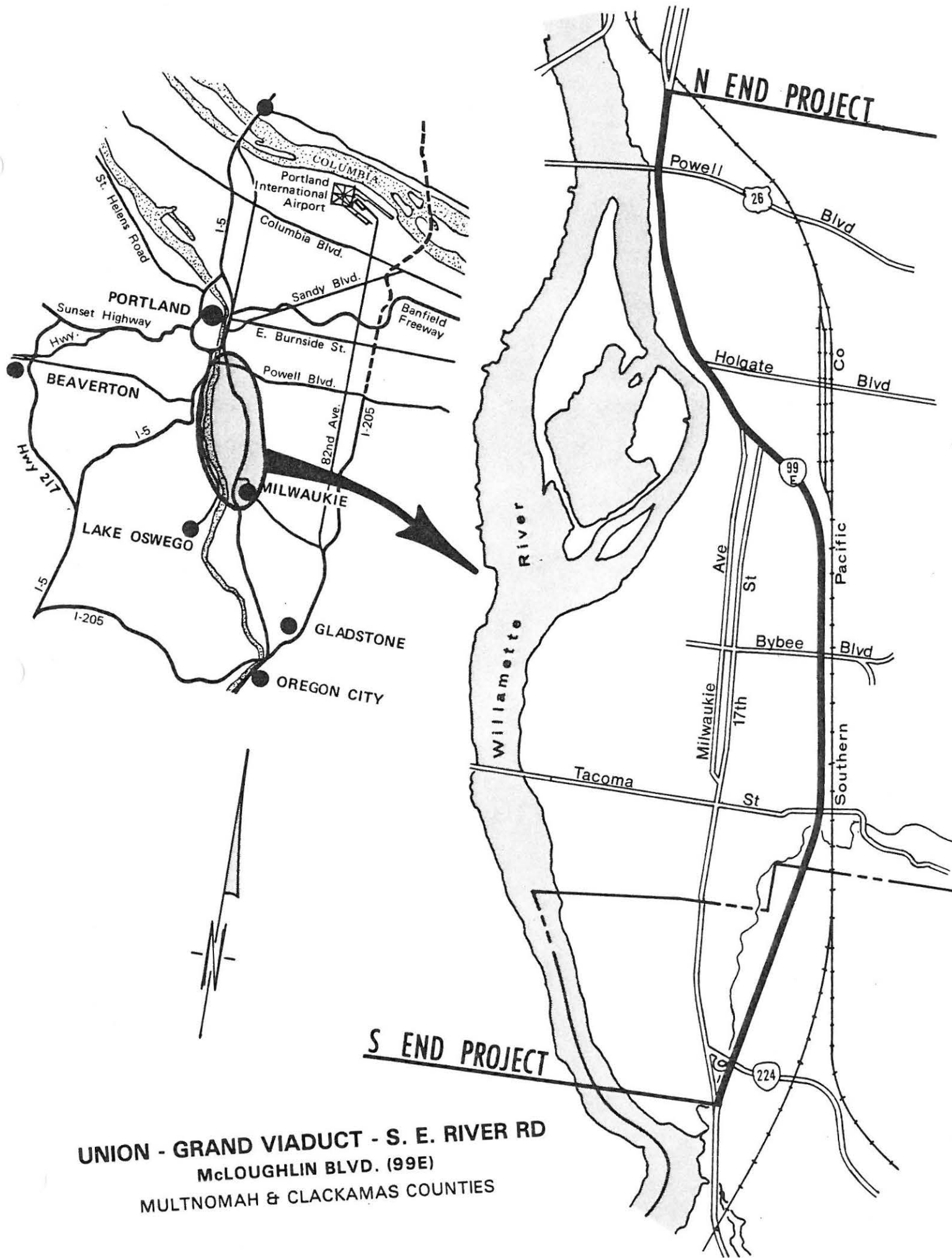
Additional financing is needed because:

- with declining gasoline consumption, gas tax revenues will not keep pace with inflation to even maintain the existing system, much less expand it;
- depending upon the inflation rate, revenues for highway maintenance could be down by as much as 60 percent;
- funding for capital improvements will be reduced by 20 to 30% due to federal funding cutbacks;
- current transit financing will only fund operation of the existing system plus the new Banfield light rail line, but will not support any expansion; and
- an increase of only 10% in public transit funding would expand ridership by three times what it is today.

## Conclusion

Even with new sources of revenue to fund all the transportation improvements recommended in this plan, the public will have to lower its service expectations slightly and be willing to accept a minimally higher level of congestion on the highway and transit system. To maintain or improve current service levels would require an even greater level of public investment in transportation improvements.

The Regional Transportation Plan represents a well-planned and cost-effective system which will provide a reasonable level of service at the lowest possible cost. Full implementation of the plan is essential to ensure the continued livability and economic prosperity of this region.



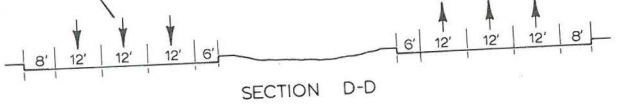
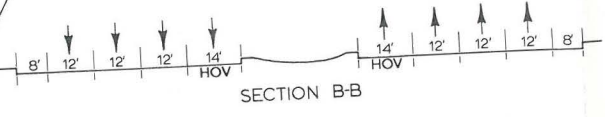
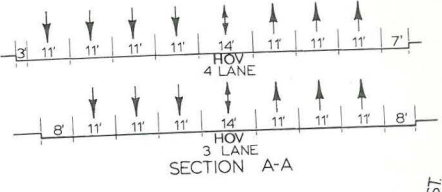
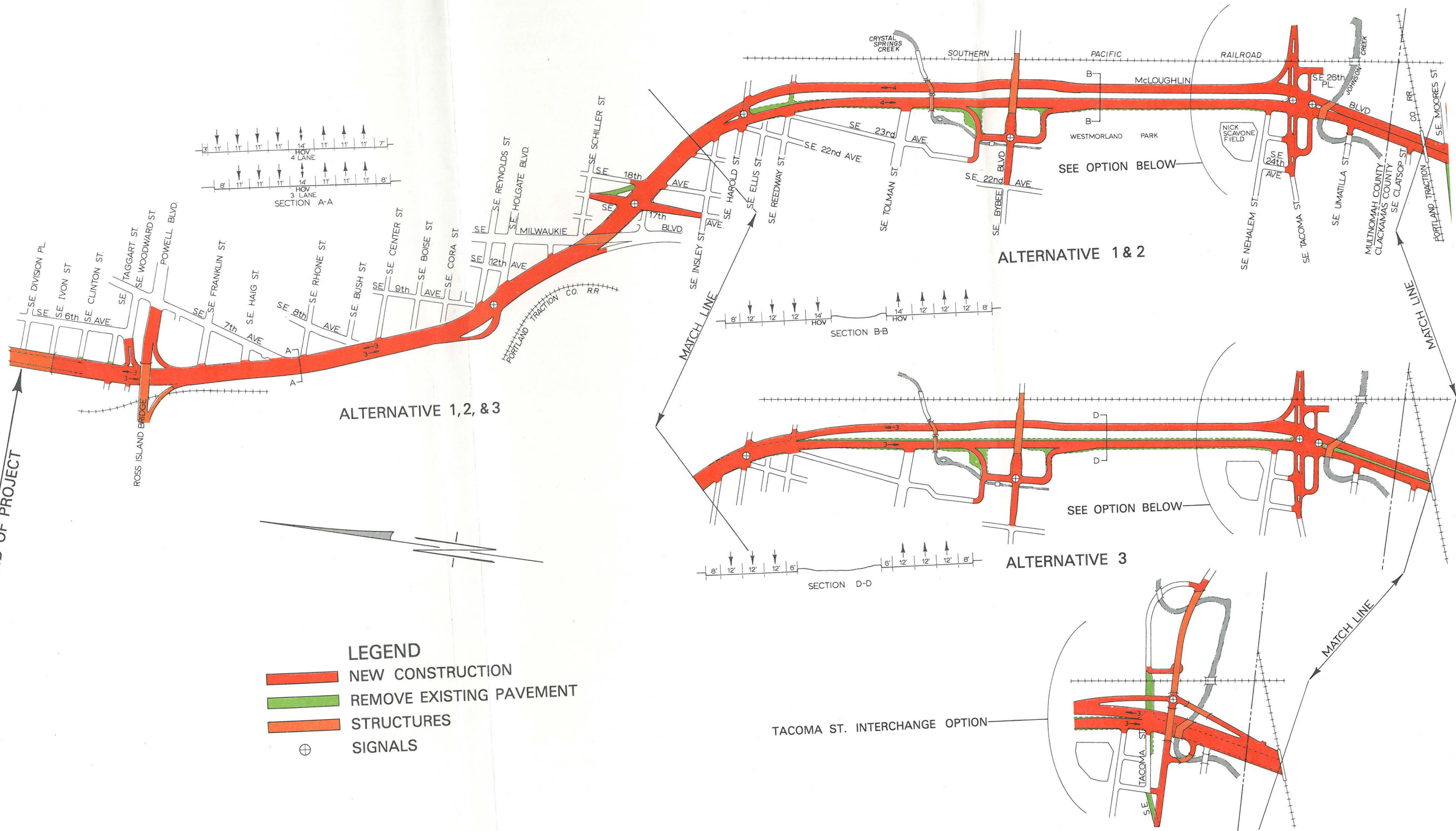
**N END PROJECT**

**S END PROJECT**

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 McLOUGHLIN BLVD. (99E)  
 MULTNOMAH & CLACKAMAS COUNTIES**

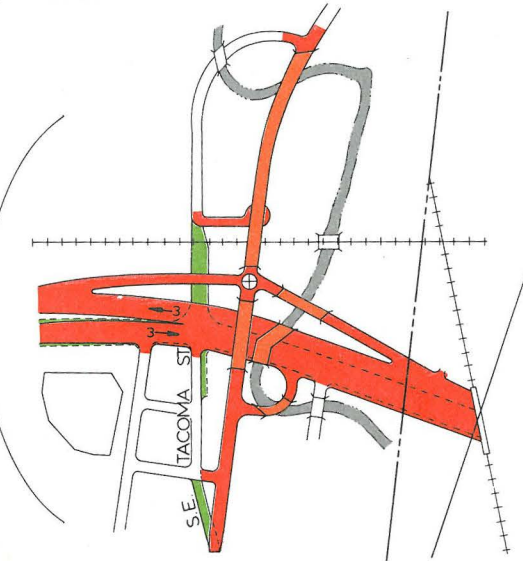


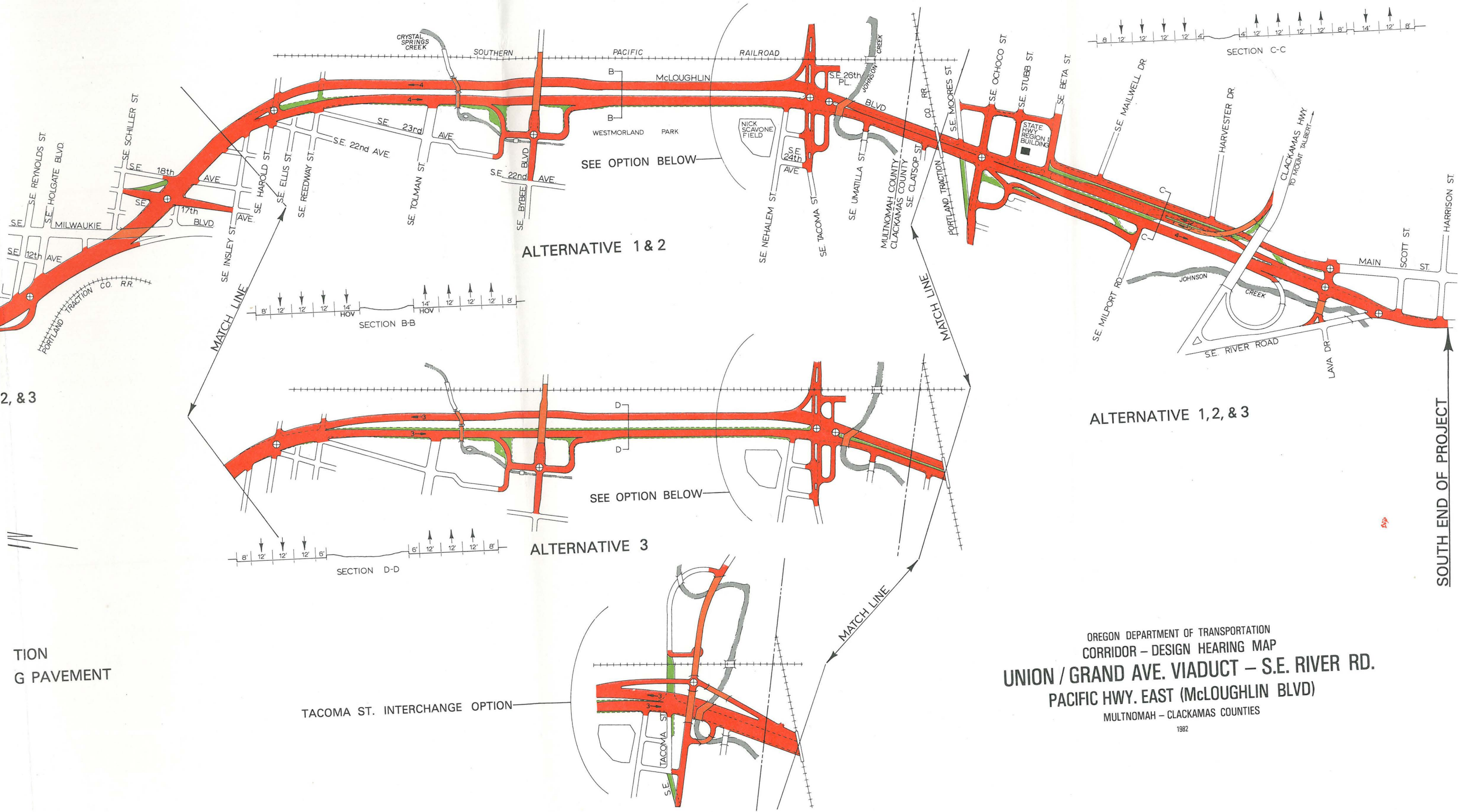
NORTH END OF PROJECT



- LEGEND**
- NEW CONSTRUCTION
  - REMOVE EXISTING PAVEMENT
  - STRUCTURES
  - ⊕ SIGNALS

TACOMA ST. INTERCHANGE OPTION





ALTERNATIVE 1 & 2

ALTERNATIVE 3

ALTERNATIVE 1, 2, & 3

TACOMA ST. INTERCHANGE OPTION

OREGON DEPARTMENT OF TRANSPORTATION  
 CORRIDOR - DESIGN HEARING MAP  
**UNION / GRAND AVE. VIADUCT - S.E. RIVER RD.**  
 PACIFIC HWY. EAST (McLOUGHLIN BLVD)  
 MULTNOMAH - CLACKAMAS COUNTIES  
 1982

SOUTH END OF PROJECT

TION  
 G PAVEMENT

SEE OPTION BELOW

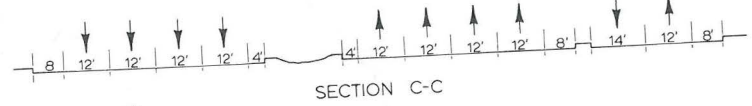
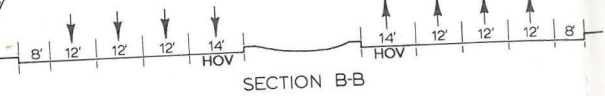
SEE OPTION BELOW

2, & 3

MATCH LINE

MATCH LINE

MATCH LINE



CRYSTAL SPRINGS CREEK  
 SOUTHERN PACIFIC RAILROAD  
 McLOUGHLIN BLVD  
 WESTMORLAND PARK  
 NICK SCAVONE FIELD  
 SE 26th PL.  
 JOHNSON CREEK  
 SE 24th AVE  
 SE NEHALEM ST  
 SE TACOMA ST  
 SE UMATILLA ST  
 MULTNOMAH COUNTY  
 CLACKAMAS COUNTY  
 SE CLATSOP ST  
 PORTLAND TRACTION CO. RR  
 SE MOORES ST  
 SE OCHOCO ST  
 SE STUBB ST  
 SE BETA ST  
 STATE HWY REGION 1 BUILDING  
 SE MAILWELL DR  
 HARVESTER DR  
 CLACKAMAS HWY TO POINT TALBERT  
 SE MILPORT RD  
 JOHNSON CREEK  
 SE RIVER ROAD  
 LAVA DR  
 MAIN ST  
 SCOTT ST  
 HARRISON ST