EVALUATION REPORT

PROPOSED I-205 COLUMBIA RIVER BRIDGE BIKEWAY

Victor D. Wolfe
Location Engineer
March, 1973
OREGON STATE HIGHWAY DIVISION
Location Section

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BIKE SALES UP DRAMATICALLY SINCE EARLY '50s

SOURCE: U.S. DEPT. OF COMMERCE

FIGURE 1
INTRODUCTION

Proliferation of bicycles is an American phenomenon recent enough that conclusive statistical information has not yet been compiled. Some data such as national sales figures and population trends are obtainable. This study deals with the available current material while placing emphasis on qualitative judgments pertaining to proposed construction of bicycle and pedestrian pathways as a part of the I-205 Freeway. An examination is made of the citizen activities leading to local, state and Federal legislation, administrative action and current local planning. Considerations of safety, auxiliary uses and defense contingencies are also brought under study.
CONCLUSIONS

1. A bicycle/pedestrian path on the I-205 Columbia River Bridge would have extensive use according to per capita bike usage and to growth projections.

2. Potential uses as an emergency ingress and egress for police and medical aid cannot be underestimated. As an access to call boxes and fire control apparatus on the structure and as an emergency egress for the stranded motorist on foot, the bikeway would provide a potential benefit to motorized as well as non-motorized traffic. An additional benefit to the motorist would be the removal of pedestrians and bicyclists from the roadway shoulder.

3. Auxiliary uses of the bikeway would best be realized with a median situate, road-level configuration. This is the location listed as a logical choice by the consultant, Sverdrup & Parcel and Associates, Inc., in the supplementary report titled, "A Pedestrian-Bicycle Path Addition to the Proposed Interstate Route I-205 Columbia River Bridge" and is the number two choice of the State of Washington. It is also the least expensive, but may be subject to some maintenance problems as related in the consultants' conclusions.

4. Most of the benefits of the proposed pedestrian/bikeway, such as user safety and projected emergency uses, are intangible from the standpoint of fixation of dollar value. However, taken totally, they establish the reasonable position that a facility of this kind is highly desirable, if not indispensable.
RECOMMENDATIONS

It is recommended:

1. That a pedestrian/bikeway be constructed on the proposed I-205 Columbia River Bridge.

2. That the location of the bikeway be in the median at roadway level.

3. That the type of construction be of the precast floating slab design as shown in the report, "A Pedestrian-Bicycle Path Addition to the Proposed Interstate Route I-205 Columbia River Bridge" by Sverdrup & Parcel and Associates, Inc., the consulting engineers.

4. That potentials of versatile use be taken into full account in final design of catwalks, luminaire mountings, emergency call boxes, fire control apparatus and access.
BICYCLE USE TRENDS

Sales and Growth

In 1972, for the first time in over half a century, national bicycle sales closely approached automobile sales, totaling 12 million, 8.5 million having been sold in 1971. Underlying reasons for the sudden rise in popularity of the bicycle can be found in the simultaneous rise in popularity of aerobic exercise, interest in non-polluting forms of transportation and the discovery of miscellaneous conveniences in parking, garaging, bypassing jammed city traffic and, for some, a closer communication with the environment.

The resurgence of adult bicycling gained impetus on the college campus as convenient personal transportation between classrooms situated beyond quick walking distance. Bicycles became popular at Oregon State University in the 1960's. Now, emerging as a compromise between walking and driving an automobile, adult bicycling finds increasing utility as a commuter mode in the range of approximately one to five miles. Police officers working with the City of Portland Bicycle Detail estimate the total number of bicycles in the city at 176,000.

Industrial Promotion

The recent introduction of small foreign-built motorcycles in the United States was accompanied by voluminous advertising, promotional literature and press agentry. Films, brochures and pamphlets on safe riding were distributed to potentially interested parties including State Motor Vehicle Departments. Safety pamphlets were presented in language, form and quantity suitable for direct distribution by regulatory agencies. Activities of this
kind have not been forthcoming from bicycle manufacturers or distributors. The industry has in fact been taken by surprise and is hard put to meet existing consumer demand. The present enthusiasm appears to have arisen spontaneously in the public domain.

Future Use

The question arises as to whether present public enthusiasm over bicycling can be expected to wane or whether it is being permanently established. Because the bicycle is suddenly graduating from the category of an expensive toy for American children to a serious means of transport, exercise and recreation for American adults, it could gain a status in American transportation approaching that of Europe and Asia where it has been a basic transportation medium for generations.
CONCERNED ACTION

Citizen Action

Citizen groups devoted to bicycle route planning are actively developing master plans in many of our cities. These groups are composed of people with various skills, interests and points of view and usually range from the bicycle enthusiast to concerned citizenry.

It is likely that most meaningful public involvement in bicycle route programs will come from various citizen groups. So far the State Highway Division has under construction four bicycle routes that were developed from plans recommended by citizen groups.

Administrative and Legislative Action

Only one booklet of a purely promotional nature has become available to this agency, namely, a Federal publication sponsored jointly by the U. S. Department of Transportation and the U. S. Department of the Interior, entitled, "Bicycling for Recreation and Commuting". Pictured in a full page photograph is the President with a group of young cyclists at the completion of a transcontinental tour; a photograph shows Secretary Volpe leading 300 cyclists in a District of Columbia "bike-in"; several members of Congress are pictured astride bicycles as a band plays on the Capitol steps. The intent of the brochure is made plain on Page 6:

"In early 1971, Secretary of the Interior Rogers C.B. Morton and Secretary of Transportation John A. Volpe made a joint decision to promote bicycling. Interior plans to work on the recreational aspect of bicycling while
Transportation concentrates on bicycles as commuter transportation.

"Secretary Volpe in February, 1971, said, 'It must be our plan to restore some sense of humanism to our downtown streets . . . The city must be a gathering place for people, not vehicles.' The use of bicycles serves to achieve this objective.

"At the inauguration of Transportation Week, May 16, 1971, in Washington, D.C., Secretary Volpe led 300 bicyclists in a 'Bike In.' He outlined in a brief speech what the Department of Transportation intends to do for bicyclists across the nation. He said, ' . . . my Department is excited about bicycles . . . We intend to make Washington a "model city" for bicycles.' He declared that 'as far as the District of Columbia is concerned, bicycles have equal rights with automobiles on our city streets.'

"Secretary Volpe said, 'My personal staff and the Federal Highway Administration will explore with the District the possibility of establishing bicycle commuter routes with exclusive lanes--or even streets--set aside for them during rush hours . . . As you all know, the main problem with bike riding is the danger involved. We hope exclusive rights-of-way will solve that problem.'"

Another report by the National Transportation Safety Board entitled, "Special Study, Bicycle Use as a Highway Safety Problem", closes with Recommendation No. 5:
"In the Department of Transportation's efforts to encourage the use of bicycles for reasons of reduction of traffic congestion and air pollution and promotion of healthful exercise, the National Highway Traffic Administration and Federal Highway Administration be actively involved to assure that safety is given full consideration."(5)

In 1971 the Oregon Legislature passed House Bill 1700, popularly called the "Bicycle Bill", which appropriates one percent of State Highway funds for pedestrian/bikeway construction. The State of Washington passed House Bill 1060, enacted into law in May, 1971 under the title, "Chapter 130 (House Bill No. 1060) HIGHWAYS--CREATION, PRESERVATION, RE-ESTABLISHMENT OF RECREATIONAL TRAILS AND PATHS". The City of Portland, Oregon and the County of Multnomah, Oregon have passed resolutions identical in intent requesting bicycle and pedestrian facilities on the I-205 Freeway. (See Appendix)

This type of administrative and legislative action appears as an outgrowth of widespread interest on the part of bicycling enthusiasts brought into focus by a few dedicated lobbyists and letter writers. Response to questionnaires and testimony at public hearings has revealed that these emissaries speak for more than themselves. (Sample letters in Appendix)

Future Action

A favorite goal of the bicycle groups is ownership registration (already an ordinance in Portland) which is expected to provide a basis for numerical analyses, an aura of self-support, an aid in theft recovery and a general permanency for the movement.
Yet to be heard from is the bicycle industry itself. Once supply catches up with demand, added impetus can be expected from that source.
The land use planning map (Figure 2) shows the East Portland area as nearly solid, single residential usage served by commercial zones along the arterials. Bicycles being a virtual part of urban residential living, it is projected that East Portland is the largest reservoir of bicycles and bicycle users in the state of Oregon. Residents in the area have shown considerable initiative in the formulation of committees and study groups leading to formulation of a completed comprehensive bikeway plan.

This is reflected in the Columbia Region Association of Governments' planning for bicycle/pedestrian routes in both Portland and Vancouver, which amounts to an arterial grid in Vancouver connected by the I-5 route and an I-205 route to a gridwork of the city and county routes covering the East Portland area. (Figure 3)

In its preliminary planning, the Port of Portland shows intentions of furnishing the entire south shore area with a system of meandering "foot and bike" paths, one of which would gird the area, and others that would traverse the shore lines of the many ponds and lakes in the park areas. With four proposed connectors across Columbia Boulevard to the East Portland grid, this plan effectively becomes an extension thereof.

The Vancouver area is growing steadily eastward, the main expansive thrust being modern subdivision housing tracts. Zoning in Vancouver and resultant land use tends to be organized into solid blocks in contrast to the mosaic of Portland land use. One large block of proposed commercial zoning
straddles I-205 at its crossing of Mill Plain Road (Figure 2). Other blocks of heavy industrial zoning are located on the north shore of the Columbia, closer to the downtown area. Further eastward, some luxury homes with private yacht moorages line the north shore.

The cities of Vancouver, Camas and Washougal were all included in the Portland metropolitan area studies onward from 1960, both geographically and officially, as was Clark County, Washington. They are all a part of the same economic, social and geographic community. Division by the Columbia River and the state boundary has been no official handicap to mutual-aid performance of emergency services, which have a history of notable effectiveness. Interstate 205 can be expected to provide a closer connection and provide stimulus for residential, commercial and industrial growth on both sides of the river. Residential-to-industrial and residential-to-commercial commuting can be expected in both directions, the subject areas being well within the practical bicycle commuting range of five miles. Over 90,000 bicycles are estimated to be housed in the potential use area based on current population and national averages.

The Figure 3 map shows a portion of the bikeways tentatively planned by the Columbia Region Association of Governments. Other agencies, such as the Portland Bicycle Task Force appointed by the Portland City Council, have many other bike routes planned in addition to those shown. The tentative CRAG plan represents a convenient, comprehensive view of the area planning and is expected to be adopted in the very near future. The City of Portland inventories a total of 105.33 miles of recommended bike routes. (6)

Also shown are radii of one, two and three miles from the end points of the proposed I-205 Bridge and the existing I-5 Bridge. Cost-benefit studies
having implied a practical one-way commuting range of five miles, \(^{(2)}\) more or less, trips originating within a one-mile radius would terminate within a three-mile radius, and vice versa; trips originating within a two-mile radius would terminate within a two-mile radius. Thus it becomes apparent that the existing I-5 facility cannot possibly serve the needs of bicycle commuter traffic for the eastern parts of Portland and Vancouver. Only an I-205 facility could be expected to do this.
National Defense

The following quotes from the I-205 Draft Environmental Statement illustrate some of the thinking that has transpired in relation to contingencies of national defense:

"I-205 will bypass the central city and has therefore been designated the north-south military route in the area."(7)

"I-205 will provide a routing for National Defense and emergency vehicles. The Columbia River Bridge will provide an alternate crossing of the river during long-term emergencies when I-5 is blocked."(8)

In the event of a national or local disaster involving mass movements on the river structure, or in the event that civilian motor fuel supplies become nil or are rationed, a pedestrian/bikeway system would provide a known facility for non-motorized traffic, leaving the vehicular lanes open for the military. If gasoline were rationed, bicycle traffic would increase markedly.

Maintenance

Certain maintenance processes would be eased through utilization of a pedestrian/bikeway. Spot pickup of litter and luminaire maintenance could be accomplished with a minimum of interference with high-speed traffic (according to and dependent upon positioning in the final design).

The pedestrian/bikeway would provide a safe working space for bridge inspection teams during routine duty.(9)
Emergency Aid

Municipal police departments are interested in bikeways and footpaths as emergency ingresses and egresses in the event of complete blockage of traveled motor vehicle lanes. During blockages on long isolated structures, such as the proposed I-205 crossing of the Columbia, some vehicles will expectedly enter the shoulder areas, blocking them also. A pedestrian/bikeway provides an obvious immediate accessibility for the police motorcycle and for all types of ambulances except for dual-wheeled rescue vehicles.

Design proposals for the I-205 Bridge across the Columbia River show an 8-lane facility with 10-foot shoulders accommodating a 70 mph design speed. A complete blockage in all lanes, in both directions, of this 8-lane bridge is expected to be an extremely rare occurrence, nevertheless a possibility. Blockages could be precipitated or aggravated by fog, surface frost, surface ice, unexpected snow or combinations of these. Climatology studies (10) relate a fairly high incidence of fog, while the orientation of humid west winds alternating with sub-freezing east winds in the Columbia Gorge is well known. Early fallen snow, arriving before drivers on the freeway have stopped to fit chains, offers perhaps the greatest threat of total blockage. With the first snowfall of December, 1972 Interstate 5 was blocked in several places between Salem and Portland for virtually the entire afternoon. I-205, as a crossing of the Columbia River additional to the existing I-5 Bridge, is expected to provide increased benefits to emergency vehicle operations because the existing I-5 facility is a drawbridge, subject to being opened at the demand of river traffic, and further subject to mechanical failure, river vessel collision
or other major disaster. (11) The consultants, Sverdrup & Parcel and Associates, have recommended that on the I-205 structure some type of call system for emergency use of motorists be provided. (12) In addition to providing an access to stations of the call system for the stranded motorist, a pedestrian/bikeway would provide a refuge from vehicular traffic, a means of safely leaving the structure on foot and a final backup emergency ingress for police and medical aid.

Engineers' Regard for Public Safety

Of great importance and concern to the engineer is the responsibility for the ultimate safety of the occupants of any major structure. It is difficult to ignore the additional potentialities for public safety inherent in having a pedestrian/bikeway on the I-205 Columbia River structure. Walled off from the traffic lanes, a pedestrian/bikeway provides the only through lane not subject to blockage.
Types of Cyclists and Bikeways

In addition to commuters, three other groups of cyclists are cited in the 1972 Oregon Bikeways Progress Report:

1. School children riding to school, parks and community services.
2. Recreational users on day trips.
3. Long-distance riders averaging 100 to 150 miles per day on tour.

Oregon bikeways are classified in three different categories with regard to their usage and relationship to highways and pedestrian ways.\(^{(13)}\)

Class I - Physically separated from vehicular traffic, either one-way or two-way with minor pedestrian usage.

Class II - Restricted to bicycles along, separated from vehicular traffic by a berm, curb or other physical semi-barrier.

Class III - Shared bikeway delineated by signing and striping only. These may be shared with traffic, separated by striping, having been constructed on an extended shoulder, or shared with pedestrian traffic on a widened sidewalk.

All bikeway configurations proposed for the subject bridge would be defined as Class III, shared with pedestrian traffic. Considering the versatility that could be designed into this appurtenance, it might more properly
be called a general facility for non-motorized and contingent uses.

Bicycle design and engineering has undergone a steady evolution over the years. The latest major refinement is development and mass production of the ten-speed sprocket system that enables the rider to negotiate steep hills and cruise on level ground at satisfactory speeds, achieving prolonged averages of 10 to 15 miles per hour. Tests with 10-speed bicycles indicate possible use of steeper bikeway grades. (Figure 4)
Eight-foot Minimum Width

Proper width of the bikeway should be in accordance with guidelines set forth in "Footpaths and Bike Routes--Standards and Guidelines", a Highway Division publication. A minimum width of eight feet is recommended on the I-205 Columbia River Bridge. The desirable width for a two-way bikeway, as shown in the guideline, is eight feet. Bikeways shared with pedestrian traffic on land are ordinarily widened to a total width of seven to nine feet. Any width less than eight feet would be impracticable as an access for emergency vehicles other than police motorcycles. Therefore, for greatest utility, a two-way pedestrian/bikeway facility should have a definite minimum width of eight feet. A width of ten feet would allow dual-wheel rescue vehicles to use the facility.

Location of Bikeway

The consultant has submitted prospective sketches indicating choices of configuration at pavement grade and at a below-decks grade in an outrigger configuration. The latter have been rejected for lack of accessibility, versatility, ease of policing and lack of emergency utility. Remaining, then, are the choices of placement at grade which are obviously at either edge of the structure or in the median. An edge-mounted pathway would offer an unobstructed view of the river from one side of the bridge for bicyclists and pedestrians but would not be as versatile from a maintenance and emergency access standpoint. If luminaires are to be mounted on median barriers as discussed in the consultant's preliminary design report, a median-situate pedestrian/bikeway would provide an easy access to the luminaires. Emergency access to both northbound and southbound traffic lanes would be facilitated. Aesthetic considerations are not overly compromised in the median configuration.
Eye level of the bicyclist should be above the tops of most automobiles, allowing a distant view in any direction. Lacking would be a view straight down to the river.

Drivers are conditioned to expect stalled vehicles parked on an outside shoulder, but the car that comes to grief on an inside shoulder is in proximity to the highest speed lanes. A median location for a pedestrian/bikeway would provide a safeguard for the stranded motorist of both directions that chance to become stalled on the high-speed shoulder. Emergency call stations could be located on the pedestrian/bikeway and also on the outside barriers for complete coverage of the structure.

Adjacent Walls

As shown in Figure 6 and Plates 1 and 2 of the report by the consultants, Sverdrup & Parcel and Associates, Inc., titled, "Supplemental Studies for a Pedestrian-Bicycle Path on the Proposed Interstate Route I-205 Columbia River Bridge", the pedestrian/bikeway would be separated from vehicular traffic by a solid impact wall approximately three feet high with an additional metal railing above the wall.

In the lower illustration of Figure 6, consultants' report, an additional outrigger wall is obviated. It is recommended that the metal railing extending above the solid wall be designed to facilitate the crossing of the wall on foot by persons of normal agility, and the handing across the wall of a litter patient from the shoulder area to the pedestrian/bikeway.
Non-Action

Non-action, i.e., the absence of a facility for non-motorized traffic, will force regulatory agencies into several situations of negative choice, some having characteristics of the multiple dilemma:

1. Non-motorized traffic will either be tolerated on the freeway shoulder or be banned by law.

2. The stranded motorist will be forced into a completely passive role, awaiting aid as it routinely arrives. The exposed shoulder would provide his only refuge from high-speed traffic. The motorist stranded on the high-speed median shoulder would be in a particularly compromising position.

3. The existing bikeway on the I-5 Columbia River Bridge would be out of range for daily commuting from east Vancouver to east Portland. The only mode remaining for commuting non-motorized traffic would be that it become motorized, i.e., that some type of common carrier for bicycles commence operations on the bridge.

4. The advantages of safety, access and convenience, as applied to matters of emergency operations, maintenance, inspection and potentials of national defense, as outlined in this report, would be forfeited.
Design Alternates

Continual reference will now be made to the consultants' (Sverdrup & Parcel and Associates, Inc.) report, "A Pedestrian-Bicycle Path Addition to the Proposed Interstate Route I-205 Columbia River Bridge". The consultant has noted that on a structure of this length (1.46 mile), a great many partial crossings and returns can be expected (Page 6). The point is well taken. It follows that two-way facilities are the more practicable from a service standpoint than one-way. The dual five-foot wide, one-way concept is thus virtually ruled out, since it also cancels out several other previously discussed auxiliary possibilities such as emergency access of an ambulance. (Multiple uses are discussed in the consultants' report, Page 12)

Alternate pedestrian/bikeway configuration possibilities are narrowed to three, listed with estimated cost and construction type alternates:

1. A dual two-way facility on each side of the structure,
   $7,760,000 (precast strut supported); $6,470,000 (integral);
   $6,840,000 (precast, post-tensioned).

2. A two-way facility on one side of the structure only,
   $3,800,000 (integral); $4,020,000 (precast, post-tensioned); $4,570,000 (precast, strut supported).

3. A median-situate two-way facility, $2,310,000 (slab-type construction); $3,510,000 (integral).

Each of these two-way paths would be eight feet wide. Costs are from table, Page 14, consultants' report. Integral paths are shown in Figure 3 and Figure 6, consultants' report. The post-tensioned cantilever concept and strut-supported concept of precast paths are detailed on Plate 1, consultants' report.
In making a final determination between the three alternates, utility and service advantages must be weighed against construction cost and design attributes of the structure.

Alternate 1 offers the highest service potential and largest capacity, for the greatest cost, but is not recommended, costs over six million dollars being considered prohibitive.

Alternate 2, recommended as the optimum choice by the consultant, if located on the west side of the structure would lack multiple use capabilities in terms of service to the northbound lanes. Symmetry of the total structure is an impossibility, detracting from the appearance of the structure. The strut-supported mode of construction, in addition to being comparatively expensive, could have additional adverse effects on the appearance of the bridge.

Alternate 3, suggested as the logical choice by the consultant, would have multiple-use capabilities in terms of service to northbound and southbound lanes equally. With the median location, symmetrical structure design is possible if the precast slab mode of construction is utilized. (See consultants' discussion of structural advantages and limitations, Pages 6, 7 and 8; also, Figure 6.)

The difference in construction cost between the precast construction and the integral construction of the median-located pedestrian/bikeway, amounting to $1,200,000, is deemed decisive. Therefore, in partial agreement with the consultant, it is recommended that the final choice be the median road-level location, employing the added precast slab type of construction.
NOTES


(2) Ibid. (Establishes the 5-mile range on a cost-benefit basis.) P.5.


(4) Nearly all the handout literature on bicycling pertains to rider safety and is directed to children. Several pieces of this type were provided by the Oregon Motor Vehicles Division and are listed in the References section.


(8) Ibid. P.2-17


REFERENCES

MANUALS


STUDY REPORTS


SAFETY LITERATURE


PROMOTIONAL LITERATURE

APPENDIX
Enrolled

House Bill 1700

Sponsored by Representatives STATHOS, THORNTON, HENDERSON, Senator WINGARD, Representatives CROTHERS, DENSMORE, HANNEMAN, KENNEDY, LANG, PAULUS, ROBERTS

CHAPTER 3.1.6

AN ACT

Relating to ways for public travel; creating new provisions; and amending ORS 366.515, 366.525 and 366.790.

Be It Enacted by the People of the State of Oregon:

SECTION 1. Section 2 of this Act is added to and made a part of ORS chapter 366.

SECTION 2. (1) Out of the funds received by the commission or by any county or city from the State Highway Fund reasonable amounts shall be expended as necessary for the establishment of footpaths and bicycle trails. Footpaths and bicycle trails shall be established wherever a highway, road or street is being constructed, reconstructed or relocated. Funds received from the State Highway Fund may also be expended to maintain such footpaths and trails and to establish footpaths and trails along other highways, roads and streets and in parks and recreation areas.

(2) Footpaths and trails are not required to be established under subsection (1) of this section:

(a) Where the establishment of such paths and trails would be contrary to public safety;
(b) If the cost of establishing such paths and trails would be excessively disproportionate to the need or probable use; or
(c) Where sparsity of population, other available ways or other factors indicate an absence of any need for such paths and trails.

(3) The amount expended by the commission or by a city or county as required or permitted by this section shall never in any one fiscal year be less than one percent of the total amount of the funds received from the highway fund. However:

(a) This subsection does not apply to a city in any year in which the one percent equals $250 or less, or to a county in any year in which the one percent equals $1,500 or less.
(b) A city or county in lieu of expending the funds each year may credit the funds to a financial reserve or special fund in accordance with ORS 280.100, to be held for not more than 10 years, and to be expended for the purposes required or permitted by this section.

(4) For the purposes of this chapter, the establishment of paths and trails and the expenditure of funds as authorized by this section are for highway, road and street purposes. The commission shall, when requested, provide technical assistance and advice to cities and counties in carrying out the purpose of this section. The division shall recommend construction standards for footpaths and bicycle trails. The division shall, in the manner prescribed for marking highways under ORS 483.040, provide a uniform
system of signing footpaths and bicycle trails which shall apply to paths and trails under the jurisdiction of the commission and cities and counties. The commission and cities and counties may restrict the use of footpaths and bicycle trails under their respective jurisdictions to pedestrians and nonmotorized vehicles.

(5) As used in this section, "bicycle trail" means a publicly owned and maintained lane or way designated and signed for use as a bicycle route.

Section 3. ORS 366.515 is amended to read:

366.515. (1) The highway fund shall be expended under the jurisdiction of the commission.

(2) Except as provided in ORS 367.236 and 366.735, the commission shall set aside from the highway fund, in the following order:

(a) An amount sufficient for the salaries and expenses of the highway department.

(b) A sufficient amount to cover the cost of operating and maintaining state highways which have been constructed or improved.

(c) Sufficient funds to meet the Federal Government appropriation and requirements of sections 6 and 8 of the Act of July 11, 1916, 39 Stat. 355, entitled "An Act to provide that the United States shall aid the states in the construction of rural post roads and for other purposes," or any federal appropriation that may be provided.

(d) The remainder shall be used for any of the purposes authorized by law.

(3) All the highway fund not otherwise specifically applied shall be expended by the commission in its discretion, except as required by section 2 of this 1971 Act, on the construction, maintenance, betterment or pavement of roads and highways within the state.

Section 4. ORS 366.525 is amended to read:

366.525. There shall be and hereby are appropriated out of the highway fund annually such sums of money as will equal 20 percent of all moneys credited to the State Highway Fund by the State Treasurer between July 1 of any year and June 30 of the following year and which have accrued from funds transferred to the highway fund by the State Treasurer under ORS 481.850, paragraph (b) of subsection (2) of ORS 484.250 and ORS 767.635. The appropriation shall be distributed among the several counties for the purposes [now] provided by law.

Section 5. ORS 366.790 is amended to read:

366.790. Money paid to cities under ORS 366.785 to 366.820 shall be used only for the purposes stated in section 3, Article IX of the Oregon Constitution and the statutes enacted pursuant thereto including section 2 of this 1971 Act.
CHAPTER 130
[House Bill No. 1060]
HIGHWAYS--
CREATION, PRESERVATION, REESTABLISHMENT
OF RECREATIONAL TRAILS AND PATHS

AN ACT Relating to public highways; and creating new sections.
BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:

NEW SECTION. Section 1. (1) No limited access highway shall be constructed that will result in the severance or destruction of an existing recreational trail of substantial usage for pedestrians, equestrians or bicyclists unless an alternative recreational trail, satisfactory to the authority having jurisdiction over the trail being severed or destroyed, either exists or is reestablished at the time the limited access highway is constructed. If a proposed limited access highway will sever a planned recreational trail which is part of a comprehensive plan for trails adopted by a state or local governmental authority, and no alternative route for the planned trail exists which is satisfactory to the authority which adopted the comprehensive plan for trails, the state or local agency proposing to construct the limited access highway shall design the facility and acquire sufficient right of way to accommodate future construction of the portion of the trail which will properly lie within the highway right of way. Thereafter when such trail is developed and constructed by the authority having jurisdiction over the trail, the state or local agency which constructed the limited access highway shall develop and construct the portion of such trail lying within the right of way of the limited access highway.

(2) Where a highway other than a limited access highway crosses a recreational trail of substantial usage for pedestrians, equestrians, or bicyclists, signing sufficient to insure safety shall be provided.

(3) Where the construction or reconstruction of a highway other than a limited access highway would destroy the usefulness of an existing recreational trail of substantial usage for pedestrians, equestrians, or bicyclists or of a planned recreational trail for pedestrians, equestrians, or bicyclists incorporated into the comprehensive plans for trails of the state or any of its political subdivisions, replacement land, space, or facilities shall be
provided and where such recreational trails exist at the time of
taking, reconstruction of said recreational trails shall be
undertaken.

NEW SECTION. Sec. 2. Facilities for pedestrians, equestrians, or bicyclists shall be incorporated into the design of
highways and freeways along corridors where such facilities do not
exist upon a finding that such facilities would be of joint use and
conform to the comprehensive plans of public agencies for the
development of such facilities, will not duplicate existing or
proposed routes, and that safety to both motorists and
pedestrians, equestrians, and bicyclists would be enhanced by the
segregation of traffic.

In planning and design of all highways, every effort shall be
made consistent with safety to promote joint usage of rights of
way for trails and paths in accordance with the comprehensive plans
of public agencies.

Passed the Senate April 30, 1971.
Approved by the Governor May 18, 1971.
Filed in Office of Secretary of State May 20, 1971.
BEFORE THE BOARD OF COUNTY COMMISSIONERS FOR

MULBUNGHAN COUNTY, OREGON

In the Matter of Requesting a Hearing 
Concerning the Provision for PEDESTRIANS 
and BICYCLES WITHIN the RIGHTS-OF-WAY of 
INTERSTATE HIGHWAYS

The above-entitled matter is before the Board to consider requesting the Oregon State Highway Commission to hold a public hearing concerning the need for facilities for pedestrians and bicycles within the rights-of-way of interstate highways; and it appearing to the Board that:

WHEREAS, there exists a need for varied facilities of all types for transportation within the total system; and

WHEREAS, all freeways, and specifically I-205 and the Columbia River Bridge, serve as uninterrupted links across many neighborhoods and could have great importance as elements of a pedestrian-bicycle pathway system; and

WHEREAS, Chapter 376, Oregon Laws 1971, requires the State Highway Commission to spend reasonable amounts of its budget on bicycle trails and footpaths; and

WHEREAS, the State Highway Commission is considering review of its policy on location of transportation facilities; and the Board being fully advised in the premises, it is therefore

RESOLVED, DECLARED AND ORDERED that the Chairman of the Board of County Commissioners request the Oregon State Highway Commission to hold a public hearing to consider policy regarding the location of pedestrian-bicycle paths within the rights-of-way of interstate freeways.

January 13, 1972

APPROVED AS TO FORM:

DANIEL D. CONNALL
District Attorney for
Multnomah County, Oregon

By PHIL C. HACKET
Deputy District Attorney

BOARD OF COUNTY COMMISSIONERS
MULBUNGHAN COUNTY, OREGON

By M. JAMES GLEASON
Chairman

RECEIVED
JAN 19 1972
BEFORE THE BOARD OF COUNTY COMMISSIONERS FOR
MULTNOMAH COUNTY, OREGON
C-37a-71
In the Matter of Requesting Inclusion of Bicycle and/or Pedestrian Paths in Conjunction with the I-205 Freeway.

RESOLUTION

The above-entitled matter is before the Board to consider the adoption of the above-stated request; and

WHEREAS, Multnomah County has undertaken a program to design and implement a comprehensive local bicycle and pedestrian path system; and

WHEREAS, it has become apparent, as a result of this study, that there is a need for a major north-south path in the vicinity of the I-205 Freeway; and

WHEREAS, such a path is necessary in order to provide a vital connecting link in the over-all path system; and

WHEREAS, the explicitly stated policy of the Federal Highway Administration is to encourage multiple uses of highway rights-of-way to include, specifically, bicycle and pedestrian trails, it is therefore

RESOLVED by the Board of County Commissioners of Multnomah County that State and Federal Highway authorities be requested to include bicycle and/or pedestrian paths in conjunction with the I-205 Freeway.

December 5, 1972

BOARD OF COUNTY COMMISSIONERS
MULTNOMAH COUNTY, OREGON

(SEAL)

By M. JAMES GLEASON
Chairman

APPROVED AS TO FORM:

CHARLES S. EVANS
Charles S. Evans
County Counsel for
Multnomah County, Oregon

RECEIVED
Dec 20, 1972
RESOLUTION NO. 31154

WHEREAS, The City of Portland has undertaken a program to design and implement a comprehensive local bicycle and pedestrian path system; and

WHEREAS, it has become apparent, as a result of this study, that there is a need for a major north-south path in the vicinity of the I-205 Freeway; and

WHEREAS, such a path is necessary in order to provide a vital connecting link in the overall path system; and

WHEREAS, the explicitly stated policy of the Federal Highway Administration is to encourage multiple uses of highway rights-of-way to include, specifically, bicycle and pedestrian trails;

THEREFORE, be it resolved by the Portland City Council that State and Federal highway authorities be requested to include bicycle and/or pedestrian paths in conjunction with the I-205 Freeway.

Adopted by the Council

DEC 7 1972

Lloyd Anderson, Commissioner
WSL:bg
11/30/72

George Yorkwood
Auditor of the City of Portland
January 23, 1973

Mr. A. E. Johnson
Assistant State Highway Engineer - Construction
State Highway Division
Highway Building
Salem, Oregon 97310

RE: SR 205 Columbia River Bridge Bicycle Path

Dear Mr. Johnson:

We have reviewed the report on the subject item, prepared by Sverdrup and Parcel, transmitted by Mr. Hart's letter of January 5. We believe the report adequately covers and evaluates the alternatives for location of the trail. Our initial preference for location would be the Suspended Path, attached edge mounted, on the west side, depicted in Figure 7, at a cost of $2.59 million. We believe that the improvement to the environment of the trail users, in terms of reduced noise and vehicular traffic impact and improved air quality, offset the increased danger of unobserved "muggings", etc. Even though the pedestrian's view would be somewhat more restricted, traffic itself would not allow a reasonable view to the east from roadway level anyway. It would also appear this location may offer more potential for some maintenance functions.

To summarize our selection of the alternates contained in the study, we list here our order of preference.

(1) Figure 7, Precast outside on west with rail protection only.
   (not screened)
(2) Figure 6, Precast in the median.
(3) Figure 3, West side only.

With respect to that portion of the report outlining the alternates for access ramps to the bridge, we feel that consideration should be given to using a spiral ramp instead of the ramp as proposed to get from the bridge down to SR 44 vicinity. From an aesthetic standpoint, it would seem that a spiral ramp located between the piers on the centerline of Pier 3 would be far more attractive than the ramp as shown on Plate 3.
If you have strong preferences which run contrary to ours, however, we are willing to be guided by your final judgment, and are more interested in adding our strong support to the need for this pedestrian bicycle capability on the structure, in some fashion.

We agree it wise that a supporting package which can be jointly transmitted to Federal Highway Administration for addition of this feature, with FAI participation, should be developed by your organization, and we stand ready to assist you in any way that you desire. Attached for your use in preparation of this material, is data from Clark County of Washington, including a letter from Mr. T. Jenkinson, Director of the Regional Planning Council, an abstract from their Bikeway Master Plan, and a map defining the comprehensive bicycle system, with priorities on that system identified. It would appear that a strong case could be developed for benefits of this addition, above the obviously recreational potential. We must, of course, design this transportation unit for the 20-year design period in which the projected growth in Washington and Oregon would make it apparent that considerable commuter value may be derived from the bicycle features on this bridge. It would also appear that benefits would be available for utilizing the pedestrian addition as a refuge and walkway for travelers with stalled vehicles and for maintenance activities on the structure itself.

Again we say, we will be glad to participate in preparing of any necessary material. If you need additional data, please advise.

Very truly yours,

G. H. ANDREWS
Director of Highways

By: W. M. FOSTER
Assistant Director
of Highway Development

GHA
WMF:nb

Attachment
cc: Andrews
Carroll
Oregon State Highway Department
Salem, Oregon 97310

Gentlemen:

The Multnomah County Planning Commission would like to see bicycling and pedestrian facilities incorporated into the design of the I-205 Columbia River Bridge. If such facilities are not made an integral part of the bridge at the time of its construction, it will be virtually impossible to obtain them at a later date.

The Multnomah County Planning Commission staff is currently involved in a study designed to locate bikeways, and pedestrian paths in Multnomah County. One product of this study is an appreciation of the importance of acquiring pedestrian and bicycle access across the I-205 Columbia River Bridge. The final design of our bikeway system will most certainly provide direct access to such a river crossing. This access to the crossing would not simply be something tacked on as an afterthought, but would, instead, be an integral part of a comprehensive system. Be assured that bicycle and pedestrian facilities on the bridge would not come to a dead end on the southern end of the bridge.

The Columbia River South Shore Study, undertaken in conjunction with the Port of Portland, is recommending an increased recreational use of the river and slough areas, and is proposing the creation of a system of paths which would offer excellent access to the I-205 bridge. Further, this improved area would serve as an incentive to cause Washington hikers and bicyclists to cross the river, employing non-motorized means of transportation.

At the present time, a Multnomah County resident desiring to cross the Columbia River must either utilize some means of motorized transportation, or go to considerable length and inconvenience to use the meager facilities offered on the I-5 Columbia River Bridge. The addition of a crossing on the I-205 bridge would place a path for non-motorized traffic between Oregon and Washington much closer to the
bulk of the population in Multnomah County. In addition, such a route would serve to open our entire non-motorized circulation systems northward, instead of confining them to the natural limits imposed by the Columbia River.

Federal transportation officials have evidenced a clearly defined and publicly enunciated policy toward the creation of trail facilities in conjunction with highways. F. C. Turner, Federal Highway Administrator, issued a directive on August 12, 1971, which stated in part:

There are times when in the planning of a highway it is possible to include in the highway right-of-way a walking or bicycle trail that would be of significant benefit to the community. This would be especially true when the trail along the highway serves as a connecting link between a larger system of trails running through the community.

In view of the above, trails proposed within highway rights-of-way should be given favorable consideration where an important public need will be served and where conditions are appropriate. This policy is in accord with recent statements by Secretary Volpe and myself urging the development of trails for hiking, bicycling, and equestrian use.

In all cases where we have the J-C planning operation in progress, consideration should be given to including trails as part of the areawide transportation plan. We are seeking all possible ways to utilize those transportation modes or mixtures of several modes which will provide the most efficient and acceptable service.

We submit that there is no more appropriate location in the nation for such construction than on the I-205 Columbia River bridge. Oregon and Washington are the only two States in this union which have funded statewide bicycle systems.

Michael Lash, Director of Environmental Policy for the Federal Highway Administration, elaborated upon this trails policy in June, 1971. He said:

"The time is ripe to explore fully the extent to which the highway program can assist in the development of trails either by including trails as an integral part of highway projects or by close coordination of highway programs with programs for the construction of trails."
"Despite the problems that remain to be solved, the climate today is far more favorable than ever before for considering trails within highway rights-of-way. Public policy at the State and Federal levels has changed a great deal in the past five to ten years. The stress of making highway improvements compatible with community development plans and on protecting and enhancing the environment creates a greater receptivity to considering trails as an integral part of highway projects."

"There are several provisions in Federal highway law that permit the use of Federal funds for either walking trails or bicycle paths when included as part of the initial construction project."

"In conclusion, the time has never been better for groups interested in promoting trails within highway rights-of-way to find an open mind on the subject on the part of highway officials. Good opportunities to include trails in new highway projects should be spotted early and brought to the attention of State Highway Departments."

"There seems little doubt that the public desire for pleasant walking trails and bicycle paths is increasing. The highway program can help meet some of this need."

It is difficult to imagine a more precisely predicated statement of policy than that drawn by Mr. Turner and Mr. Lash. They have quite explicity outlined a Federal commitment toward the establishment of pedestrian and bicycling facilities in association with highways.

The strength of this commitment is so substantial that an investigation of the entire length of I-205 with an eye toward establishing such facilities is certainly appropriate. We ask that the policy which has been so explicity presented by Federal officials now be followed.

Very truly yours,

MULTNOMAH COUNTY PLANNING COMMISSION
Robert S. Baldwin, Planning Director

Cliff Harris
Cliff Harris, Urban Planner

CH:md
December 21, 1972

Mr. James D. McClure
Bicycle Route Engineer
Location Section
Oregon Dept. of Transportation
Highway Building
Salem, OR 97310

Dear Mr. McClure:

Recently Mr. Lee Doss of the Highway Division visited with me to explore the possible secondary usage of bikeways as emergency access routes. In particular, his interest centered on the proposed Interstate Route 205.

After much consideration of this most interesting approach, I am of the opinion that all future bikeways should receive some thought as to their possible value as an emergency access route. It is, of course, realized that all bikeways will not necessarily prove of value in this regard. However, it would seem that those bikeways bounding on heavy trafficked routes could provide access for emergency vehicles. This approach would prove its worth especially during peak traffic hours.

Thank you for this opportunity to express my opinion. I will be most happy to explore this avenue approach in more detail at your convenience.

Sincerely,

[Signature]

Harvey L. Latham
Administrator

By: Herbert L. Hirst
Field Coordinator
Mr. Richard Carroll, District Engineer  
Washington State Department of Highways  
P. O. Box 1717  
Vancouver, Washington

Dear Dick:

Regional Planning Council has previously written on behalf of the inclusion of a bicycle and pedestrian route on the I-205 Columbia River Bridge. (See letters of May 23, 1972, to Mr. George Andrews, Washington State Highway Department, and May 24, 1972, to Department of Transportation, State of Oregon, Attn: Dorland E. Swan. Carbon of each should be in your files.)

Since last May the staff of Regional Planning Council has prepared a draft proposal "Bikeways Plan". An abstract and summary of that plan are enclosed with this letter.

Research continued during the summer months verified many of the tentative findings of last spring and reported in the May 24 letter referred to above. Two of these bear particular significance with respect to the I-205 bridge. Evergreen Highway, a north bank Columbia River bikeway, has proved to be very popular with Clark County bicyclists in spite of the lack of route markers or adequate speed control for vehicular traffic. Bicycle traffic over the I-5 bridge (Vancouver to Hayden Island) has increased noticeably with commuter use becoming apparent to even the casual observer for the first time.

The hypothesized attractiveness of scenic and recreational areas as the destination of most recreational riding was verified. It appears, in fact, that as far as local trips are concerned, people ride bicycles for much the purpose, (commuting, recreation, shopping, school) that one might drive an automobile. Furthermore, the bicyclist tends to select his route similarly to the way a motorist
selects his route, albeit a difference in scale. If this very general observation can be applied to a particular case, the I-205 bridge; it follows that the proportion of local trips (automobile) to local trips (bicycle) will tend to be constant for traffic on the I-205 bridge. The constraint of no alternative route availability will certainly reinforce this condition.

In the five and a half miles separating the I-5 and I-205 bridges there are three water access parks on the Washington side of the river totaling less than two thousand feet of frontage. On the Oregon side in the same five and a half miles, over two miles are public beaches, and much of the remaining three and a half miles is oriented toward commercial recreation. Obviously a large number of users of these Oregon beaches (as well as Blue Lake Park, and Delta Park, both nearby) will be residents of the Washington side. There are well over fifteen thousand such residents of Clark County within twenty minutes bicycle riding time of the bridge (about a three mile radius) -- a population that is increasing at about 11% per year. This implies a doubling of that population in less than ten years and a stable population (at saturation density) of about fifty thousand within twenty years. Studies in Portland, Oregon, Eugene, Oregon, and nationally have indicated the bicycle ownership rate to be from .3 to .46 bicycles per person or about two bicycles per family of four individuals. We feel confident in assuming the Portland ratio (.46) to hold true here in the urban portion of Clark County. It follows that the present potential Clark County user population of that bridge for bicycling is not less than seven thousand individuals and it will increase in at least direct proportion to the increase in population.

Planning of bikeways in the Portland-Vancouver metropolitan area has proceeded from the start with the assumption that a bikeway system must be regionally coordinated. To this end, the Columbia Region Association of Governments has provided a regional framework for the efforts of individual jurisdictions. The plans of Clark County, the City of Portland, Multnomah County and the Port of Portland all anticipate the availability of right-of-way on the I-205 bridge for bicycle and pedestrian use.
We hope the information provided here will be of some assistance in your effort to satisfy the considerable public desire for a bicycle and pedestrian right-of-way on the I-205 bridge. We very much appreciate your interest and enthusiasm in this project.

Yours truly,

[Signature]

T. Jenkinson
Director

TJ:JMP:imd

Encl.

cc: CRAG
   Dorland Swan
Mr. Scott Colter  
Oregon State Highway Division  
Metro Section  
5821 N.E. Glisan  
Portland, Oregon

Dear Mr. Colter:

The City of Portland Bicycle Path Task Force wishes to state its continued and unswerving support for pedestrian and bicycle facilities on the I205 bridge and freeway, now in the planning stage.

This Task Force was appointed last November, 1971, by Portland City Commissioner Lloyd Anderson to prepare a comprehensive bicycle plan for Portland. The City will receive approximately $50,000 per year from state highway funds for the implementation of such a plan. The Task Force has completed its report, which is now being prepared for publication and should be available in late December or early January. Our plan was presented at a public hearing on November 13, and was favorably received. The main criticism was that the plan did not provide enough bicycle routes. We enclose the agenda of the meeting and the documents that were distributed, including the Goals for Planning, and the Policies which we hope the City of Portland will adopt in order that bicycles will be a more viable means of transportation.

We are very concerned about the need for bicycle routes in the rapidly urbanizing area around the proposed I205 freeway, where the City and Multnomah County boundaries intermingle. City-county consolidation is inevitable, and will erase these boundaries. (The City-County Charter Commission is now holding public hearings.) We have
exchanged information and ideas with the Multnomah County Bicycle Task Force and coordinated our plans. Of our major bicycle-routes, four will be continued by the County. These are Northeast Glisan, Southeast Woodward, Harrison and Lincoln, and Holgate-Harold Steele. Two others, Northeast Alamada and Northeast Schuyler-Grant-Tillamook, will lead to the County. We enclose copies of the reports recommending these routes. In addition, we are supporting efforts to provide a system of bicycle trails along the Columbia Slough and Marine Drive.

The easternmost route in our plan is 72nd-75th Avenue (copy enclosed). We have rejected 82nd as a bicycle route because of its congestion and lack of potential as a safe bicycle route. The I205 freeway would provide the only major north-south route east of 72nd Avenue for school children, shoppers, and commuters, as well as recreational riders. The freeway and bridge are being constructed for the use of the increasing populations in eastern Clark County and Multnomah County. A safe bicycle facility will increase the active, daily use of the thousands of new bicycles purchased in the last year. Cyclists at our two public hearings hammered away at the theme that a perfectly justified fear prevented them from using their bicycles more often. When we have a quiet, inexpensive, pollution-free means of transportation that promotes health and requires little space or pavement, we should encourage, not discourage, its use. The denial of access across the I205 bridge to cyclists and pedestrians would eventually have to be corrected. This would be at a far greater cost than is envisioned now.

We hope that you will convey our expressions of support and the documents certifying the need for bicycle facilities to the Federal Highway Administration.

Very sincerely,

Betty Barker
Chairman, Bicycle Path Task Force
December 12, 1972

Mr. Michael Ackley
Rose City Wheelman C. C.
2807 NE Glisan, Apt. 304
Portland, Oregon 97232

Dear Mr. Ackley:

Your letter supporting construction of bicycle facilities on the I-205 Bridge is most appreciated. I have taken the liberty of forwarding copies of this letter to CRAG and the Oregon State Highway Division for their use in gaining federal approval of the project.

You may be interested to know the City Council recently passed a resolution requesting bicycle path facilities be constructed with the I-205 freeway project. This would connect with the bridge and provide further justification for the bridge facility.

Thank you for writing.

Yours very truly,

Lloyd Anderson
Commissioner of Public Works

LEA:bg

cc  CRAG
   Oregon State Highway Division
Rose City Wheelmen
Oregon's Oldest Bicycle Club

City of Portland Bicycle Task Force
City Hall
Portland, Oregon

November 28, 1972

Attn: Commissioner Lloyd Anderson;

We members of the Rose City Wheelmen Bicycle club are in favor of construction of a bicycle path across the future interstate 205 bridge, from Oregon to the State of Washington.

We feel the importance of a bicycle path on this bridge because it will be a main artery connecting Oregon to Washington.

The rising interest in Cycling for transportation.

The need of safe bicycle travel for commuting cyclists.

The need for increased use of "non-polluting vehicles."

Yours Truly;
Michael Ackley
President

[Signatures]
**Preliminary Copy**
**Subject to Change**

**Bike Path Details**

**Alternate Detail**
**Fixed Side**

- **Metal rail**
- **3'-0"**
- **4'-6"**
- **Continuous scupper**
- **9'-4"**
- **Depth of regal**
- **1% slope**

- **Cont. seal**
- **Drain pipe (10'†)**
- **To collector system where required.**
- **Cont. scupper**
- **Bearing pad & bearing plate**

Detail for precast rail alternates

Cont. galv. flashing. Fasten & seal as required.

By P.M.O
12-17-73