

# PDC

## PORTLAND DEVELOPMENT COMMISSION

**DATE:** March 26, 2008  
**TO:** Board of Commissioners  
**FROM:** Bruce A. Warner, Executive Director  
**SUBJECT:** Report Number 08-35  
South Corridor Phase II: Portland to Milwaukie Light Rail Project

### **EXECUTIVE SUMMARY**

#### **BOARD ACTION REQUESTED**

None — information only.

#### **SUMMARY**

The purpose of this report is to update the Portland Development Commission (PDC) Board of Commissioners (Board) regarding the South Corridor Phase II: Portland to Milwaukie Light Rail Project. Previously, the Board received a briefing on this project in May 2007. Following today's meeting, staff expects to return with an updated briefing in May 2008, followed by a June 2008 Board final recommendation to City Council on a preferred light rail river crossing alignment. In addition, in April, Metro and TriMet will brief the Board specifically on construction cost related items.

Today's briefing is intended to provide the Board with an understanding of the work completed to date and currently underway, and to identify any questions or concerns the Board might have at this time.

### **BACKGROUND**

The South Corridor light rail connection from Portland to Milwaukie has been in Metro's regional plan since the early 1980's. Light rail project development started in the early 1990's and was examined as part of the South/North Transit Corridor Project that evaluated light rail alignment options from Clackamas Town Center to Milwaukie and from Portland to Vancouver. In 1998, this effort resulted in a recommended alignment, known as the Locally Preferred Alternative (LPA), adopted by Metro, TriMet, and local jurisdictions, including the City of Portland. The LPA was amended most recently in 2003, and the entire alignment is shown on the map on Attachment A.

A ballot measure to provide local matching financing for the entire South/North Transit Corridor Project was defeated in 1998. Subsequent efforts focused on incremental light rail investment and local funding strategies. Interstate MAX was completed in 2004. South Corridor Phase I is the alignment connecting Clackamas Town Center via an I-205 route and Downtown Portland via the Portland Transit Mall currently under construction.

The current LPA adopted in 1998, and amended in 2003, designates a Willamette River crossing from RiverPlace to the Oregon Museum of Science and Industry (OMSI) located

beneath the I-5 Marquam Bridge, as illustrated on the map in Attachment B. Since 2003, there have been changes in land use and development planning in both the Central Eastside and the North Macadam Urban Renewal Areas (URAs). As part of the environmental study, and to fully consider the optimum alignment for South Corridor Phase II given current land use and development plans, Metro is considering alternatives to the LPA for the Willamette River crossing section.

### Key Changes in Land Use in URAs

Several key changes in land use and development planning have occurred in the North Macadam and Central Eastside URAs since 2003, specifically:

In North Macadam URA:

- The South Waterfront Plan adopted in 2002 established development goals and regulatory guidelines now being implemented in the Central District and planned for further implementation on other properties.
- The South Waterfront Central District Development Agreement executed in 2003 established commitments for public and private investments in South Waterfront, now evident in the completion of the tram, Oregon Health and Science University (OHSU) wellness center, the Meriwether condominiums, and other residential developments now under construction.
- The Portland Streetcar was extended from Portland State University to RiverPlace in 2005 along the Harrison alignment previously contemplated for light rail; streetcar has since been extended to SW Gibbs Street and will open to SW Lowell Street in summer 2007.
- In 2005, the Schnitzer family donated its 20-acre South Waterfront holdings to OHSU for campus expansion planning now underway.

In Central Eastside URA:

- The Central Eastside URA plan was amended in 2006 and extended for 12 years to 2018.
- The Martin Luther King Jr. Blvd. / Grand Avenue viaduct replacement is under construction.
- The Central Eastside URA is now planned to be a service area in the Portland Streetcar loop. Streetcar will connect to North Macadam URA via the planned light rail bridge.
- In 2005, OMSI purchased the former Portland General Electric Station L site and is preparing a master plan for its facility, along with other development, on its expanded property holdings.
- Two major company headquarters have moved into the URA in the former Holman Building: Group Mackenzie and Coaxis.

These changes have been considered during the current environmental study phase.

## **PROJECT STATUS**

Metro is in the environmental study phase of the formal planning of this alignment, known as South Corridor Phase II-Portland to Milwaukie Light Rail Corridor. This six and one-half mile alignment between Portland and Milwaukie would provide additional transportation capacity for fast-growing communities with high traffic congestion in Clackamas County and southeast Portland. The line would connect an estimated 24,000 – 25,000 daily riders to the existing MAX system, creating access to the Central Eastside, South Waterfront, downtown Portland, Hillsboro, Gresham, and the Portland airport. Nine to ten stations and a new bridge across the Willamette River connecting the North Macadam and Central Eastside URAs would be part of the line.

The environmental study phase culminates in the completion of an update to the Draft Environmental Impact Statement (DEIS) completed in 1998 for the LPA. This Supplemental Draft Environmental Impact Statement (SDEIS) evaluates the LPA and the alternatives over many factors including design, costs, land use and travel time. The SDEIS is expected to be published in April 2008 with a 45-day public comment period with a public hearing followed by recommendations from the Project Citizen Advisory Committee, Project Management Group, Steering Committee and may conclude with recommendations for changes to the LPA. Changes to the LPA would be adopted by the South Corridor Project Steering Committee in May 2008. Commissioner Sam Adams is the City of Portland's representative, and Metro Councilors Carlotta Collette and Robert Liberty co-chair the Steering Committee. Based on the finding of the environmental study phase, the City of Portland will recommend an alignment in June 2008 and the Metro Council will adopt the Locally Preferred Alternative in late June.

### **Current River Crossing Alignment Options**

The environmental study phase includes the consideration and evaluation of light rail alignments between downtown Portland and Milwaukie. All alignments under review generally follow similar paths. Each differs, within the City of Portland, at each alignment's river crossing in North Macadam and the Central Eastside. All bridges currently being considered are approximately 66' in width and are anticipated to carry LRT, streetcar, buses, pedestrians, and bicyclists. These alignments include:

**2003 Locally Preferred Alignment (LPA)** – This alignment was adopted by Metro, TriMet, and local jurisdictions including the City of Portland in 1998 and most recently amended in 2003. The LPA designates a river crossing from RiverPlace to OMSI. In 2003, this river crossing only included LRT, which would require additional right-of-way along River Parkway, particularly Parcel 8 and potential property impacts. With the addition of streetcar, buses, pedestrians, and bicyclists, the bridge width and right-of-way needs on River Parkway have increased, and would include additional property impacts to River Place Parcel 8 and 3.

**Alternative Alignments** – The four alternatives being considered differ from the 2003 LPA as they are aligned further south of the Marquam Bridge on the west side of the river into the South Waterfront district of the North Macadam URA and further south on the east side of the river. The alternatives are shown on Attachment B and can generally be described based on the closest street to the bridge landing on the west and east sides as follows:

- Meade Street - Caruthers Street
- Meade Street – Sherman Street

- Porter Street –Caruthers Street
- Porter Street - Sherman Street

### **River Crossing Options Key Issues:**

Key factors to be considered with all alignments include property impacts, urban design and land use compatibility issues, engineering feasibility, environmental impacts, and transportation connections. Issues identified and discussed with the WRCP include:

**Bridge Design:** All alternatives include a Willamette River bridge crossing. This new bridge is anticipated to accommodate LRT, streetcar, buses, pedestrians, and bicyclists, but not automobiles. Three bridge types are being considered: cable stay thru truss (for LPA option), cable stay, and concrete segment. Issues to consider with the bridge crossing include costs, navigational clearance under bridge, and how the bridge landing on each side of the river interfaces with the Greenway and local streets. The selection of bridge type will be the focus of additional studies after the LPA decision in June of 2008.

**North Macadam:** All alternative alignments in South Waterfront are north of the Ross Island Bridge. Issues are:

- **LRT alignment:** All alternative alignments will impact OHSU and ZRZ property north of the Ross Island Bridge. OHSU and ZRZ, with the City of Portland, are working together to identify an alignment that is agreeable to all parties.
- **Local Street grid:** PDOT, in collaboration with OHSU and ZRZ regarding their master plans for their respective properties, is evaluating design alternatives for the street grid in this area, as shown on Attachment C. Considerations include road and bridge elevations, access/egress to and from the bridge, north–south street locations and functions, including the consideration of a Moody-Bond couplet to replace the existing Moody-Bond-River Parkway concept. Dependant on the phasing of LRT and OHSU/ZRZ development, interim street facilities for Moody and Bond Streets will be required.

Changes to the local street grid, and the LRT alignment, will require an amendment to the South Waterfront Street Plan by City Council.

- **Greenway Development Plan:** All alternative alignments could impact the Greenway Development Plan concept design based on the location, design, and structural requirements of a LRT bridge. Consequently, the Greenway Development Plan could require modification to incorporate the LRT and address any conflicts and constraints.
- **RiverPlace Parcel 3:** The LPA alignment travels along the northern edge of Parcel 3. A ROW dedication (undetermined width) may be required to provide sufficient ROW for the LPA. The alternative alignments travel along the western edge of Parcel 3, within the adjacent, existing ROW. No additional dedication from Parcel 3 is required. It should also be noted that the alternative alignments are elevated in this location. A potential elevated station is planned at the intersection of SW Harbor Drive and SW Moody Street. There could be an opportunity to tie this station directly into Parcel 3 that could benefit the station and associated development.
- **Harbor-Naito:** All alignments bisect the Harbor-Naito area. This area was the subject of the 2004 PDC sponsored Harbor-Naito Concept Study. PDC is currently in negotiations with

PDOT and ODOT to acquire their vacant right-of-way in this area for redevelopment opportunities. A potential elevated station is being considered on Naito Parkway east of its intersection with Lincoln Street.

**Central Eastside:** All alternative alignments in the Central Eastside land either near Sherman Street, which is located between OMSI and the Portland Opera property or near Caruthers Street, which is directly south of the Portland Opera property. Each landing alternative has impacts to properties and the potential need for business relocation efforts.

- **OMSI Master Plan coordination:** OMSI is in the early stages of master planning for future expansion. OMSI and OHSU are exploring a potential partnership. OMSI prefers an alignment adjacent to Sherman Street.
- **Caruthers Street alignment property impacts:** Alignments that land on Caruthers Street require ROW takings from adjacent property including existing operational businesses. These properties include Portland Spirit and the Portland Opera. This alignment would also compromise truck access and negatively affect the McCoy Group and Apple Foods. Letters from each of these property interests have been received in opposition to a Caruthers Street alignment.
- **Rail:** The eastside alignment will need to address intersections with Oregon Pacific Railroad and Union Pacific rail lines. In addition, the HUB museum has plans to develop a railroad museum near the rail lines east of OMSI. Coordination with these organizations is on-going.
- **Streetcar connections:** The eastside alignment and Central Eastside station area location need to be connected with the Eastside Streetcar. Coordination with the Portland Streetcar Inc. is on-going.
- **Greenway trails:** Similar to South Waterfront, the Sherman alternative alignment could impact the Greenway based on the location, design, and structural requirements of a LRT bridge.
- **Water Avenue relocation:** OMSI has requested PDOT to consider the realignment of SE Water Avenue as part of their campus master planning effort. The elevation of Water Avenue is impacted by the bridge crossing.
- **River Navigational Clearance:** The Central Eastside Industrial Council (CEIC) and Schnitzer Steel Industries submitted letters to Metro regarding the navigational clearance under the proposed bridge. The CEIC requests the highest clearance possible to ensure existing river capacity. Tri-Met and Metro are evaluating clearance options and are currently looking at 70 – 75 ft of clearance based on the needs of existing users and the clearance limits imposed by the Sellwood Bridge (75-foot) located approximately 2-miles upstream.

### **Willamette River Crossing Partnership and Refined Alignment**

The Willamette River Crossing Partnership (WRCP) was established to advise the City on a strategy for establishing the infrastructure needed to facilitate the timely completion of the LRT project and support public/private investments in South Waterfront and the OMSI subarea of the Central Eastside. The WRCP is chaired by Vera Katz, facilitated by David Knowles, and its membership is comprised of representatives of public agencies and property owners in the study area. PDC is a member of the WRCP.

Through the WRCP, a Refined Alignment has been identified. This alignment is known as the “Bowtie”/ Porter-Sherman alignment and is shown on Attachment D. The alignment crosses diagonally across the OHSU/ ZRZ property line in South Waterfront and the Sherman Street alignment in between OMSI and the Portland Opera on the eastside.

Advantages of the Refined Alignment include property owner buy-in from OHSU, ZRZ, OMSI, and Portland Opera, and the potential to integrate LRT with adjacent land uses. Challenges include the cost of the alignment, concerns regarding risk of railroad approval for crossings on the eastside, South Waterfront greenway interface and coordination with development, and project, phasing on each side.

### **Costs and Funding**

Metro’s current preliminary funding plan shows the project cost for the existing LPA to SE Park Avenue at \$1,423,820,000, with inflation, in year of expenditure dollars (2011-2015). Each of the alternative crossings impacts the budget and is projected to be higher than the LPA by \$24,400,000 – \$34,300,000. The Project is also considering shorter alignments and options that could lower costs. Preliminarily, the City of Portland contribution is expected to be at or above 3% of the projected cost, with no specific funding source identified. A funding plan will be developed by Metro in consultation with its partner agencies. At the completion of the Preliminary Engineering/Final Environmental Impact Statement in summer 2009, a final funding plan will be in completed.

The 2007 State Legislature committed \$250 million in lottery backed bonds for this project and the TriMet intends to seek 60 percent of the project cost from the Federal Transit Administration.

At this time, PDC has contributed \$50,000 from the North Macadam URA to assist with SDEIS funding. No capital dollars are currently budgeted in North Macadam or Central Eastside URAs.

Metro and TriMet staff will present more information regarding estimated costs for LRT at the April 9 Board meeting.

### **Schedule**

Metro will complete the SDEIS analysis in the spring of 2008. Metro will be working with its regional partners, including the Oregon Department of Transportation, TriMet, Clackamas and Multnomah counties, and the cities of Portland, Milwaukie and Oregon City. PDC is represented on several LRT committees including the TAC, PMG, and Willamette River Crossing Partnership. There have been numerous updates and opportunities for public participation and comment. A citizen advisory committee was also assembled to advise Metro throughout the analysis.

Attachment E outlines the schedule for the LPA recommendation process. Key dates include:

- April 2008
  - PDC Board of Commissioners briefing regarding costs – TriMet & Metro staff
  - Initial LPA recommendation
  - Publish SDEIS
  - 45 day Public comment period starts

- May 2008
  - PDC Board of Commissioners briefing regarding LPA
  - TPAC LPA recommendation
- June 2008
  - COP Planning Commission LPA recommendation
  - PDC Board of Commissioners LPA recommendation
  - COP City Council LPA selection
  - TriMet LPA selection
  - Metro LPA selection
- July 2008
  - New Starts (Federal) Submittal
  - Initiate Preliminary Engineering Studies

### **Consistency with URA plans**

Light rail service through the Central Eastside and North Macadam URAs is consistent with the goals of each of the URAs. The recommended alternative alignments to the LPA are supportive of redevelopment planning underway in both URAs and is expected to contribute to cooperation/collaboration with two major stakeholders in each of the two districts: OMSI and OHSU.

### **Public Benefit**

The Portland-Milwaukie Light Rail Corridor is part of a regional light rail system. The southeast corridor connecting Portland Central City with southeast Portland and Milwaukie and Clackamas County is a key corridor not served by light rail transit.

Light rail combined with the Portland Streetcar Loop will provide important transportation capacity and circulation for future economic growth. The proposed bridge would also be used by streetcar to complete the Central City Streetcar Loop.

OMSI believes that light rail service is critical to its long term operations. Light rail service is supportive of redevelopment efforts in the Central Eastside and will increase capacity on regional connectors within the Central Eastside URA to accommodate increased visitors to OMSI and area employers.

The proposed LRT line within the CES URA will provide an opportunity for increased job densities and increased employment opportunities at the station in an area with transportation constraints.

This project will leverage significant federal funds (approximately \$750) that would not otherwise come into the Portland economy. The construction is forecast to generate between the annual equivalent of 10,800 to 13,680 jobs and generate between \$425 million and \$540 million in personal income.

Light rail service to the South Waterfront District of North Macadam is considered essential to provide transportation system capacity adequate to support continued development in the district in accordance with the South Waterfront Plan, based on existing transportation studies. This conclusion is expected to be reinforced in the North Macadam URA Transportation System Development Study currently underway.

In 2030, transit travel times between Milwaukie and the South Waterfront without light rail is forecast to be 39 minutes and with light rail this trip would take 16 minutes. Transit travel time between the OHSU Schnitzer Campus and other important research institutions including OMSI, Portland State University, OHSU Marquam would be less than 5 minutes.

OHSU now has 1,000 new jobs located in the South Waterfront as of fall 2006, and is planning 5,000 more jobs on its South Waterfront properties within the next ten years. Light rail service in the South Waterfront will connect these jobs with transit service to the metropolitan area. The South Waterfront Plan adopted a mode split goal for 30% of all trips on alternative modes and for 40% of commuter trips on alternative modes. Light rail is important to meeting these minimum targets.

### **Impacts to PDC staff**

PDC staff to the North Macadam and Central Eastside URAs will continue to support PDOT, Metro, and TriMet by providing input on the redevelopment opportunities and constraints as the environmental evaluation proceeds. Staff time in support of this project is not included in the PDC budget as a specific project activity but is included in current workplans.

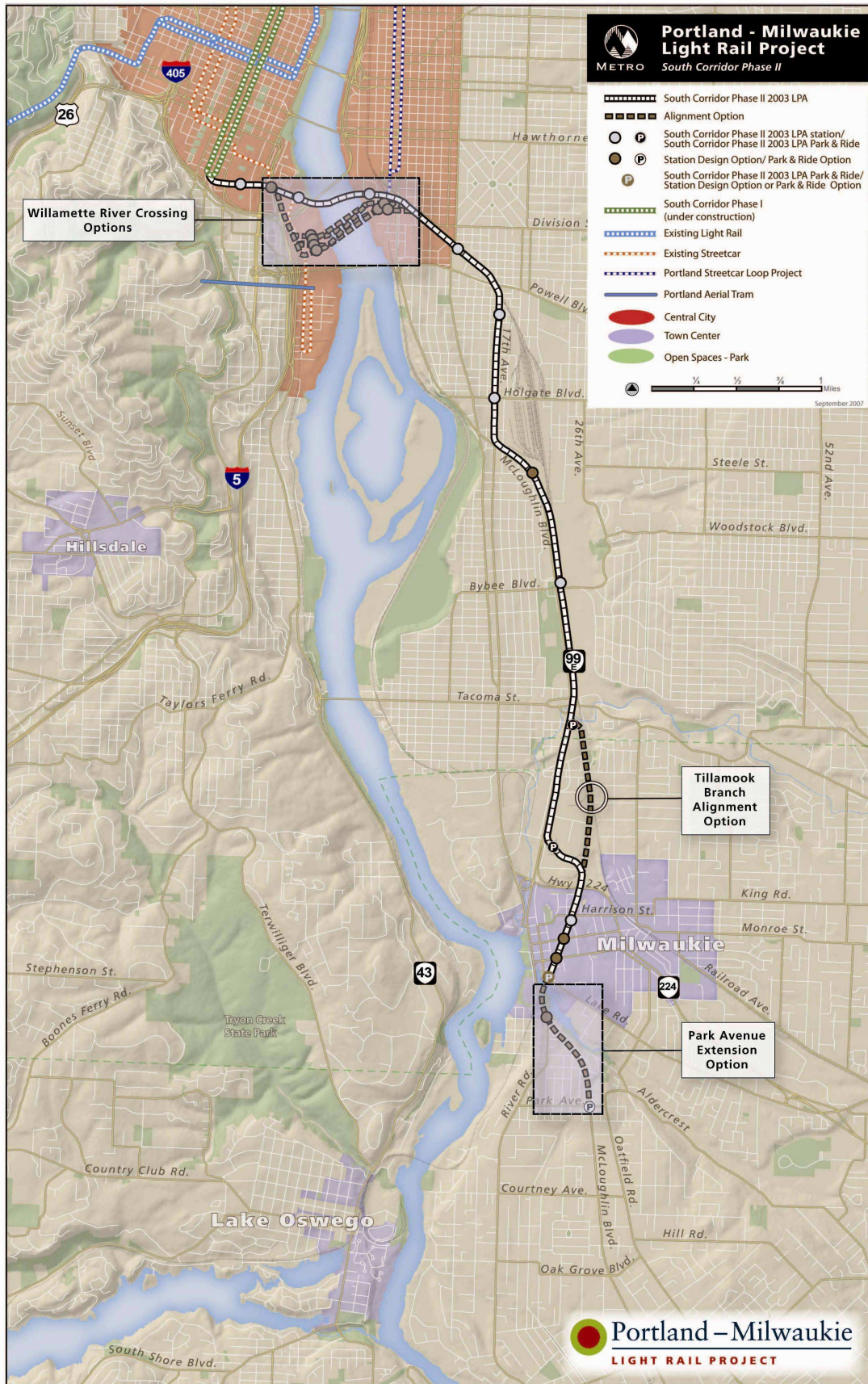
PDC staff represent PDC interests on a variety of committees related to this project. These include the Willamette River Partnership Committee, the City of Portland Portland-Milwaukie LRT Technical Advisory Committee, the Metro led Portland-Milwaukie LRT Technical Advisory Committee, and the Metro led South Corridor Phase II Project Management Group.

### **ATTACHMENTS:**

- A. 1998 / 2003 Locally Preferred Alignment
- B. River Crossing Alternative Alignments
- C. South Waterfront West Issues Summary
- D. Refined Alignment
- E. Project Schedule

**CC:** C. Twete, Development Director  
G. Moyle, Sr. Project Coordinator  
D. McGriff, Sr. Project Coordinator  
M. Baines, General Counsel  
J. Jackley, Executive Operations Manager









**Willamette River Crossing Partnership  
 West Side Issues Summary**

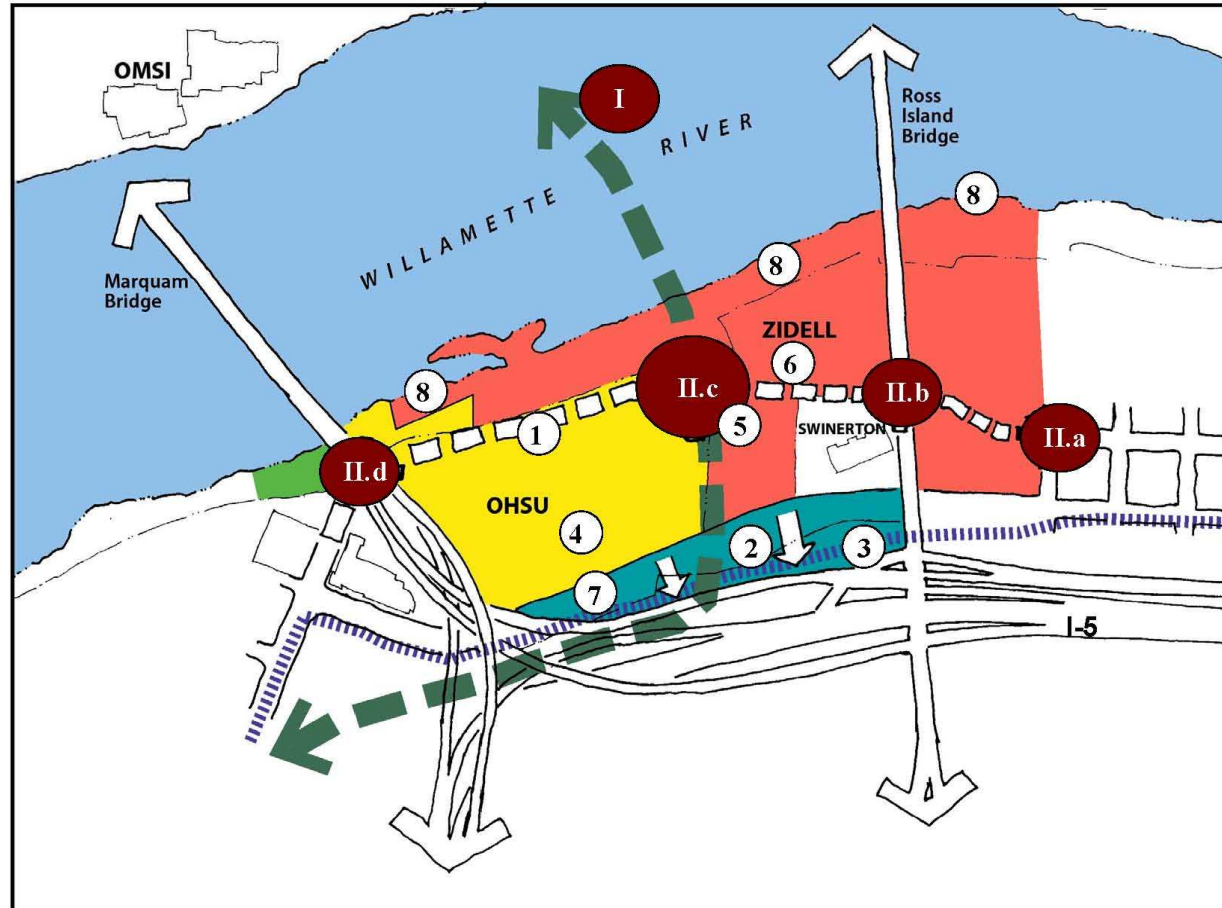
**KEY ISSUES**

**PLANNING PARAMETERS**

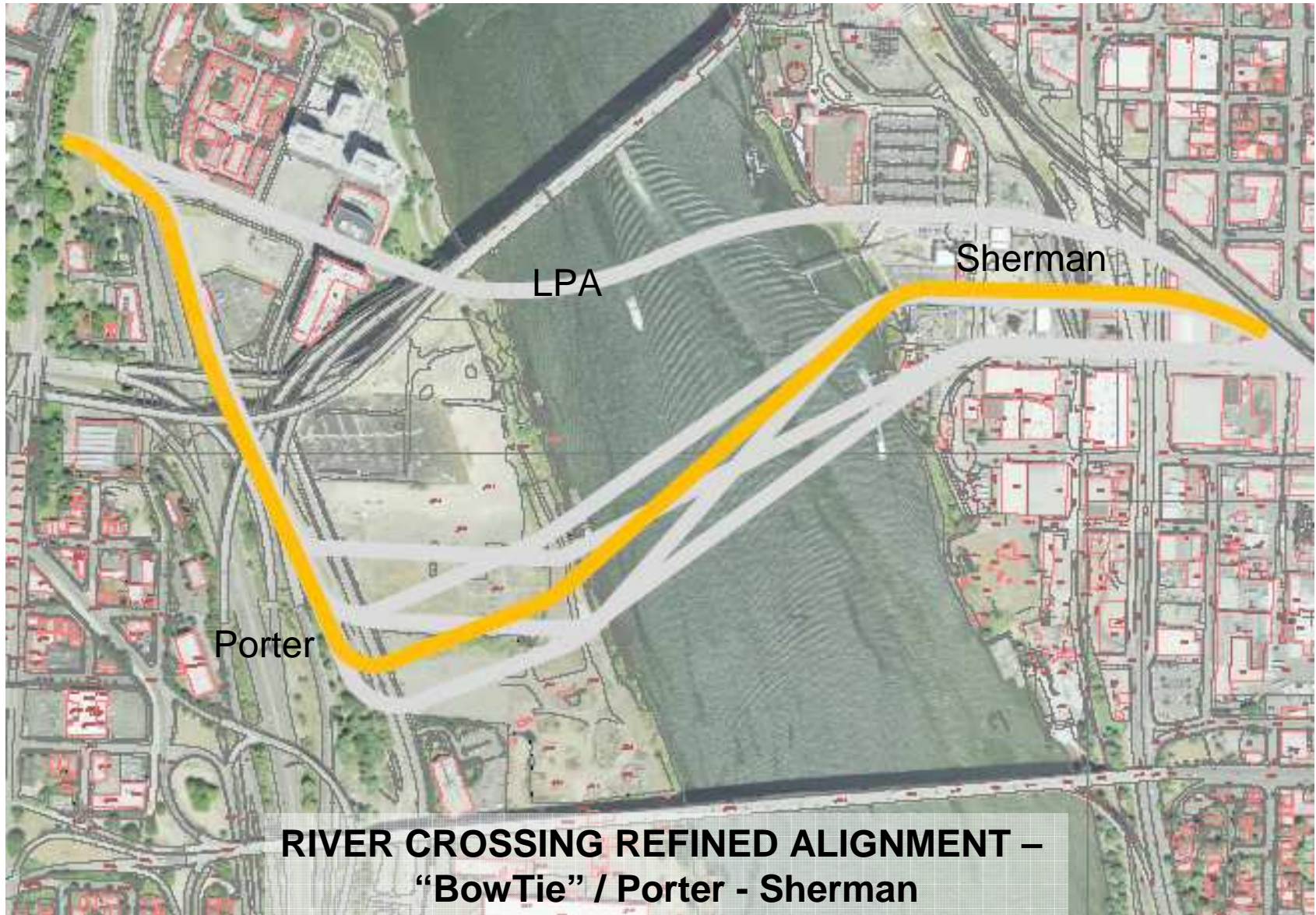
- I. Proposed South Corridor Bridge and transit corridor
- II. SW Bond control locations:
  - a) Existing SW Bond Avenue
  - b) Existing Ross Island Bridge columns
  - c) Location and alignment of proposed South Corridor transit bridge
  - d) Existing Marquam Bridge columns

**DESIGN CONSIDERATIONS**

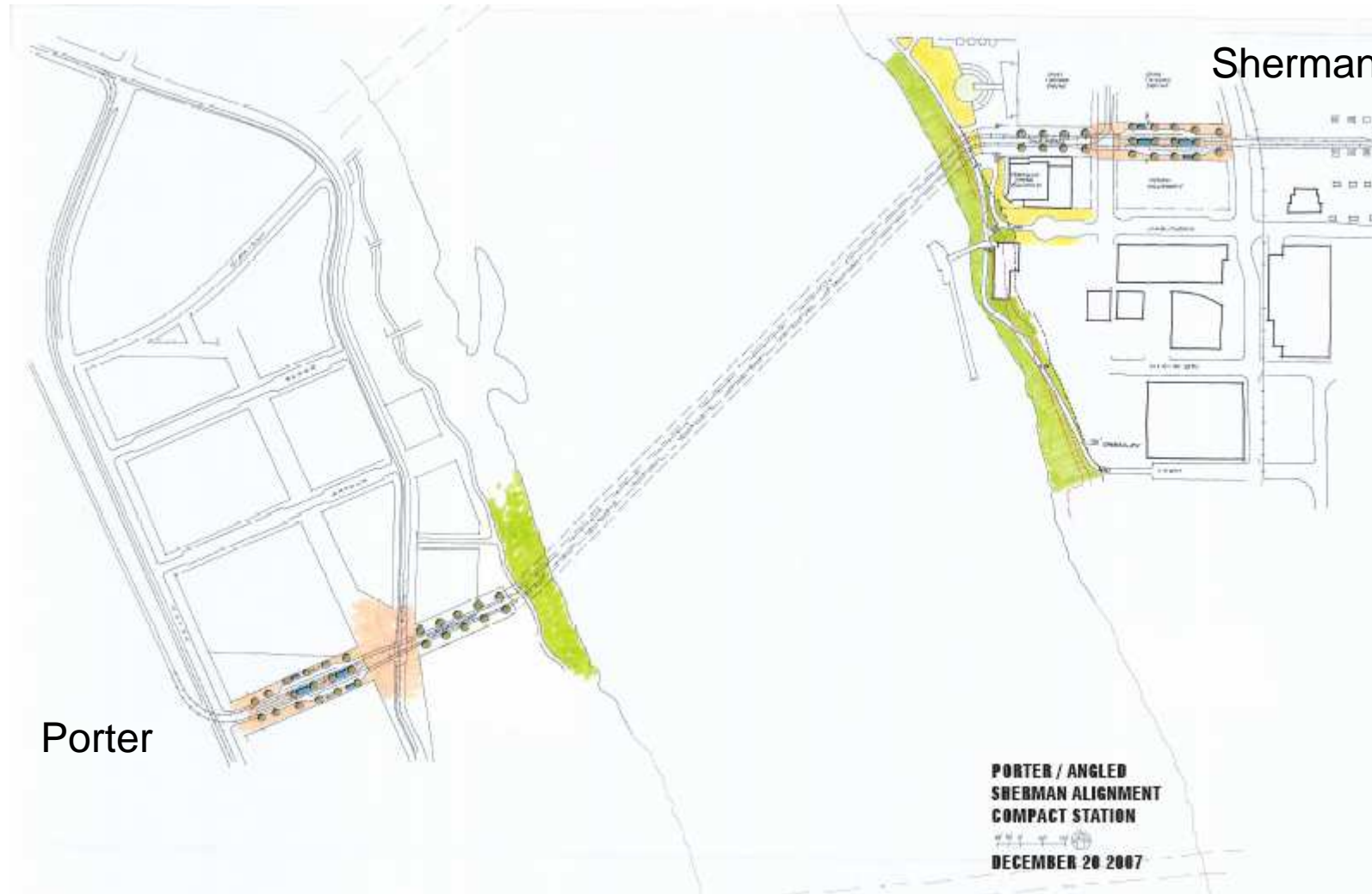
- 1. SW Bond alignment
- 2. SW Moody shifts west
- 3. Existing streetcar alignment 4' above existing SW Moody
- 4. Elevation of OHSU campus and transition to adjacent parcels
- 5. Transition LRT/Bond intersection onto Zidell Property
- 6. Zidell Property DEQ site remediation requirements
- 7. Reconstruction of SW Moody sequenced with OHSU and Zidell development phasing
- 8. Riverfront greenway and parks pending development agreements with Zidell and OHSU







**RIVER CROSSING REFINED ALIGNMENT –  
“BowTie” / Porter - Sherman**



**RIVER CROSSING REFINED ALIGNMENT –  
“BowTie” / Porter - Sherman**



Portland to Milwaukie Light Rail Project Schedule - February 2008

