

PORTLAND DEVELOPMENT COMMISSION
Portland, Oregon

RESOLUTION NO. 6617

**RECOMMENDING THE CITY COUNCIL ADOPT THE SOUTH
CORRIDOR PHASE II: PORTLAND–MILWAUKIE LIGHT RAIL
PROJECT 2008 LOCALLY PREFERRED ALTERNATIVE AND
PROJECT CONDITIONS**

WHEREAS, the 1988 Central City Plan recommended improving the Central City's accessibility to the rest of the region to accommodate growth and develop the Central City as the region's transportation hub through the construction of the light rail system, and working with TriMet and other metropolitan area jurisdictions to locate and obtain funding to complete the regional light rail system;

WHEREAS, City of Portland Resolution 35704, on June 18, 1998, approved the South/North Project's Locally Preferred Strategy ("LPS") and Land Use Final Order for a preferred light rail alignment in the South Corridor-Southeast Portland to Clackamas County, North Corridor- North Portland to Clark County, and downtown Portland;

WHEREAS, City of Portland Resolution 35800, on June 16, 1999, amended the South/North LPS to designate the N. Interstate Avenue MAX alignment from the Steel Bridge to the Expo Center as the preferred alignment for the North Corridor in North Portland and the first construction segment;

WHEREAS, City of Portland Resolution 36130, on March 19, 2003, amended the South/North LPS to include a two-phased approach to the South Corridor with the I-205 and downtown mall segments as the first phase and the Milwaukie segment as the second phase;

WHEREAS, City of Portland Ordinance No. 178815, on October 13, 2004, adopted the Transportation System Plan ("TSP") Update that implemented the region's 2040 Growth Concept and State of Oregon transportation requirements, recommended the development of a light rail system and bus connections as the foundation of the regional transportation system, and incorporated the South Waterfront Street Plan as part of the TSP and the Portland Comprehensive Plan;

WHEREAS, Metro and TriMet initiated the South Corridor Phase II – Portland to Milwaukie LRT Corridor Project in 2006 and prepared the Draft Environmental Impact Statement ("DEIS"), evaluating different alignments;

WHEREAS, all alignments considered travel through the North Macadam and Central Eastside Urban Renewal Areas;

WHEREAS, the project serves the North Macadam area and provides multi-modal opportunities for the district; thereby furthering goals of the South Waterfront Plan, including the objective of achieving an overall mode split of at least 30 percent and a work trip mode split of at least 40 percent for public transit, pedestrian and bicycle trips to the district by the year 2019;

WHEREAS, City of Portland Resolution 36425, on July 5, 2006, approved the Eastside Transit Alternative Analysis Locally Preferred Alternative to establish the Portland Streetcar Loop, connecting the current streetcar with the Lloyd District and Central Eastside district, and would connect to South Waterfront and RiverPlace utilizing the proposed light rail transit bridge;

WHEREAS, the Oregon Health Sciences University (“OHSU”) has initiated master planning for the proposed 19-acre Schnitzer Campus, within the North Macadam Urban Renewal Area, including alternatives to the street options identified in the adopted South Waterfront Street Plan;

WHEREAS, the Oregon Museum of Science and Industry (“OMSI”) has initiated master planning for the expansion of their facilities within the Central Eastside Urban Renewal Area, including consideration of the realignment of SE Water Avenue;

WHEREAS, the project’s Citizen Advisory Committee (“CAC”), comprised of citizens and representatives from the corridor, met numerous times during the preparation of the DEIS and reviewed public testimony to formulate a Locally Preferred Alternative (“LPA”) recommendation;

WHEREAS, the Willamette River Partnership, a group made of key stakeholders on both banks of the River and representatives of government organizations, met numerous times and made recommendations for the alignment, bridge crossing and station locations in the South Waterfront and OMSI/Central Eastside areas;

WHEREAS, the project’s Steering Committee has adopted an LPA that closely resembles the CAC’s recommendation, which includes the modified Porter Sherman alignment, the Tillamook Branch alignment, a terminus at Park Avenue, and locations of park and ride facilities and stations; and

WHEREAS, based on the findings in the Draft Environmental Impact Statement, the LPA recommendation best meets the project’s Purpose and Need and generates higher transit riders than the No Build 2003 LPA alternatives.

NOW, THEREFORE, BE IT RESOLVED that the Portland Development Commission (“PDC”) Board of Commissioners recommends the City Council adopt the Steering Committee’s South Corridor Phase II: Portland-Milwaukie Light Rail Project Locally Preferred Alternative (Exhibit A);

BE IT FURTHER RESOLVED that the PDC Board of Commissioners recommends the City Council accept the Willamette River Crossing Partnership’s modified Porter/Sherman alignment and the program items identified in the Partnership’s recommendations (Exhibit B);

BE IT FURTHER RESOLVED that the PDC Board of Commissioners recommends the City Council adopt Park Avenue as the terminus for the alignment;

BE IT FURTHER RESOLVED that the PDC Board of Commissioners recommends the City Council adopt the following as light rail stations inside City limits, pending additional analysis to determine the final number and location: Lincoln/Harbor Drive, South Waterfront, OMSI, Clinton, Rhine, Holgate, Bybee and Tacoma; and Harold is designated as a future station;

BE IT FURTHER RESOLVED that the PDC Board of Commissioners recommends the City Council instruct the Portland Office of Transportation (“PDOT”), the Bureau of Planning (“BoP”), and PDC to examine as part of the Central Portland Plan and the Portland Plan the optimal station locations to maximize development opportunities, community access, and further the goals of the 2040 Plan for compact and transit oriented developments;

BE IT FURTHER RESOLVED that the PDC Board of Commissioners recommends the City Council instruct City bureaus and PDC to work collaboratively with OMSI and stakeholders in the Central Eastside on the proposed realignment of SE Water Avenue and future development plans;

BE IT FURTHER RESOLVED that the PDC Board of Commissioners recommends the City Council direct City bureaus and PDC to work collaboratively with OHSU, Zidell Marine Corporation and other property owners in the North district of South Waterfront area on their future development plans;

BE IT FURTHER RESOLVED that the PDC Board of Commissioners recommends the City Council instruct City bureaus and PDC to work collaboratively with TriMet in the design of the future bridge, and that said design shall be reported back to the Design Commission and the Council;

BE IT FURTHER RESOLVED that the PDC Board of Commissioners recommends the City Council instruct PDOT to coordinate with TriMet to conduct a technical analysis and public involvement process to optimize a station location that supports the development goals and mode split goals for the south downtown area to best serve the RiverPlace and South Auditorium areas;

BE IT FURTHER RESOLVED that the PDC Board of Commissioners instructs PDC to analyze options for generating funds to help finance the project, and, based on this analysis, recommend to the PDC Board a financially feasible plan for assisting the City of Portland in its contribution to a financial strategy for the project;

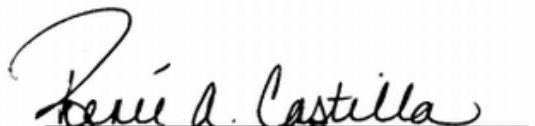
BE IT FURTHER RESOLVED that the PDC Board of Commissioners instructs PDC to work with PDOT, Metro, TriMet and project partners in the development of a financial strategy for the project, understanding the Tax Increment Financing (“TIF”) limitations in the Central Eastside and North Macadam Urban Renewal Areas, which includes a recommended contribution from the City of Portland, and work with the Office of Management and Finance and other city bureaus to devise a financial strategy for the City’s contribution and recommend such strategy to the City Council for approval;

BE IT FURTHER RESOLVED that the PDC Board of Commissioners recommends the City Council adopt Lake Road in downtown Milwaukie as a first phase terminus (or Minimum Operable Segment) if the Financial Strategy cannot identify sufficient local matching funds to balance project costs;

BE IT FURTHER RESOLVED that the PDC Board of Commissioners recommends the City Council request that TriMet prepare a Conceptual Design Report in coordination with PDOT and to report back to the Council on the conditions in Exhibit C as measures to be addressed during the next phases of the South Corridor Portland-Milwaukie Light Rail Project; and

BE IT FURTHER RESOLVED that this resolution shall become effective immediately upon its adoption.

Adopted by the Portland Development Commission on July 9, 2008.


Rerlee A. Castilla, Recording Secretary

Portland-Milwaukie Light Rail Project Draft Locally Preferred Alternative Report

Recommendations of the South Corridor Steering Committee

June 26, 2008



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1. SUMMARY

1.1 Report Purpose

This *Portland-Milwaukie Project Locally Preferred Alternative Report* presents the recommended implementation strategy and the Locally Preferred Alternative (LPA) for transit improvements in the Portland-Milwaukie Corridor. This Report documents the amendment to the 2003 LPA and defines the elements of the 2008 Portland-Milwaukie LPA. The LPA recommendation has been made based on information documented in the *Portland-Milwaukie Supplemental Draft Environmental Impact Statement* (SDEIS) (Metro: May 2008), public comment received, as well as other studies listed in section 5.1. The recommended LPA is shown in Figure 1.

1.2 Locally Preferred Alternative Recommendation

The recommended Portland-Milwaukie Light Rail Project Locally Preferred Alternative (LPA) is a light rail transit with alignment, terminus, stations, park-and-ride facilities, a new bridge for transit, bicycles and pedestrians across the Willamette River, and bus and streetcar elements as follows:

Alignment

- Connecting to the southern end of the new light rail mall alignment in downtown Portland with a SW Lincoln Street alignment.
- Refined SW Porter Street to SE Sherman Street Willamette River Crossing.
- Tillamook Branch Alignment south of Tacoma.

Terminus

- Park Avenue terminus

Light Rail Stations

Stations would include stops and shelters at: SW Lincoln Street/Harbor Drive, South Waterfront, Oregon Museum of Science and Industry (OMSI), SE Clinton Street, SE Rhine Street, SE Holgate Boulevard, SE Bybee Boulevard, SE Tacoma Street, SE Lake Road, and SE Park Avenue. A potential future station is planned at SE Harold Street.

Park-and-Ride

Park-and-ride facilities would be located at the Tacoma and Park Avenue stations. Both facilities would include 1,000 parking spaces.

Bus Improvements

The Portland-Milwaukie Light Rail Project LPA includes bus use of a transitway from SW 1st Avenue to approximately SE 8th Avenue and bus-related improvements at intersections and stations, including a new Bus Stop Shelter Area near the downtown Milwaukie (SE Lake Road) station.

Ruby Junction Maintenance Facility

The Portland-Milwaukie Light Rail Project LPA includes an expansion of the existing Ruby Junction Operations and Maintenance Facility to accommodate additional light rail vehicles associated with the operation of the Portland-Milwaukie Light Rail Project.

Future Streetcar Improvements

The Portland Streetcar, a distinct transit mode from light rail, could share some of the improvements made for light rail including the new Willamette River crossing, with light rail tracks also used by streetcars. Track connections would need to be made by a separate streetcar project plan and funding effort.

Project Finance Consideration

Securing local matching funds to complete the finance package has not yet been completed. If project revenues and project cost estimates cannot be balanced, a minimum operating segment (MOS) with a shorter alignment and a southern terminus at SE Lake Road could be pursued, consistent with the 2008 Portland-Milwaukie SDEIS.

A decision to proceed with a Lake Road minimum operating segment (MOS) will require prior Steering Committee consultation. Prior to making the decision on the MOS, the timing and specific level of the priority for the future Lake Road to Park Avenue segment would be addressed by the Project Steering Committee given required local match and the status of Small/New Starts program and ratings. The Lake Road to Park Avenue segment, if required, will remain a regional transit priority until constructed.

1.3 Next Steps

The LPA would include local approval to proceed with the following next steps:

- Submit FTA New Starts and Preliminary Engineering applications.
- Initiate a Final Environmental Impact Statement (FEIS).
- Clarify and reach agreement on the project elements that will be reduced, deferred or eliminated to reduce project costs by the time the FEIS is published.
- Undertake actions to finalize the capital and operating financial plan for the project by the time the FEIS is published.
- Resolve project issues identified during and after publication of the SDEIS.
- Conduct analysis with City of Portland by January 2009, to determine the optimal location of a single station to serve the RiverPlace and the South Auditorium areas.
- Control Project scope and cost. There will be consultation with the Steering Committee prior to major discretionary scope changes such as addition or deletion of stations, park and ride lots and bridge type.

Figure 1.1 Draft 2008 Locally Preferred Alternative



2. ALTERNATIVES CONSIDERED

The purpose of this section is to provide a brief description of how the previous 2003 South Corridor LPA decision was made and how it relates to the Light Rail Alternative and design options that were examined in the *Portland-Milwaukie Project Supplemental Draft Environmental Impact Statement (SDEIS)* (Metro: May 2008). For a complete description of these alternatives, please see the *Portland-Milwaukie Light Rail Project SDEIS*, Chapter 2 Alternatives Considered and Appendix L, Background on Alternatives Development. Chapter 5 of this report describes the modes and alignments that have been studied in the corridor.

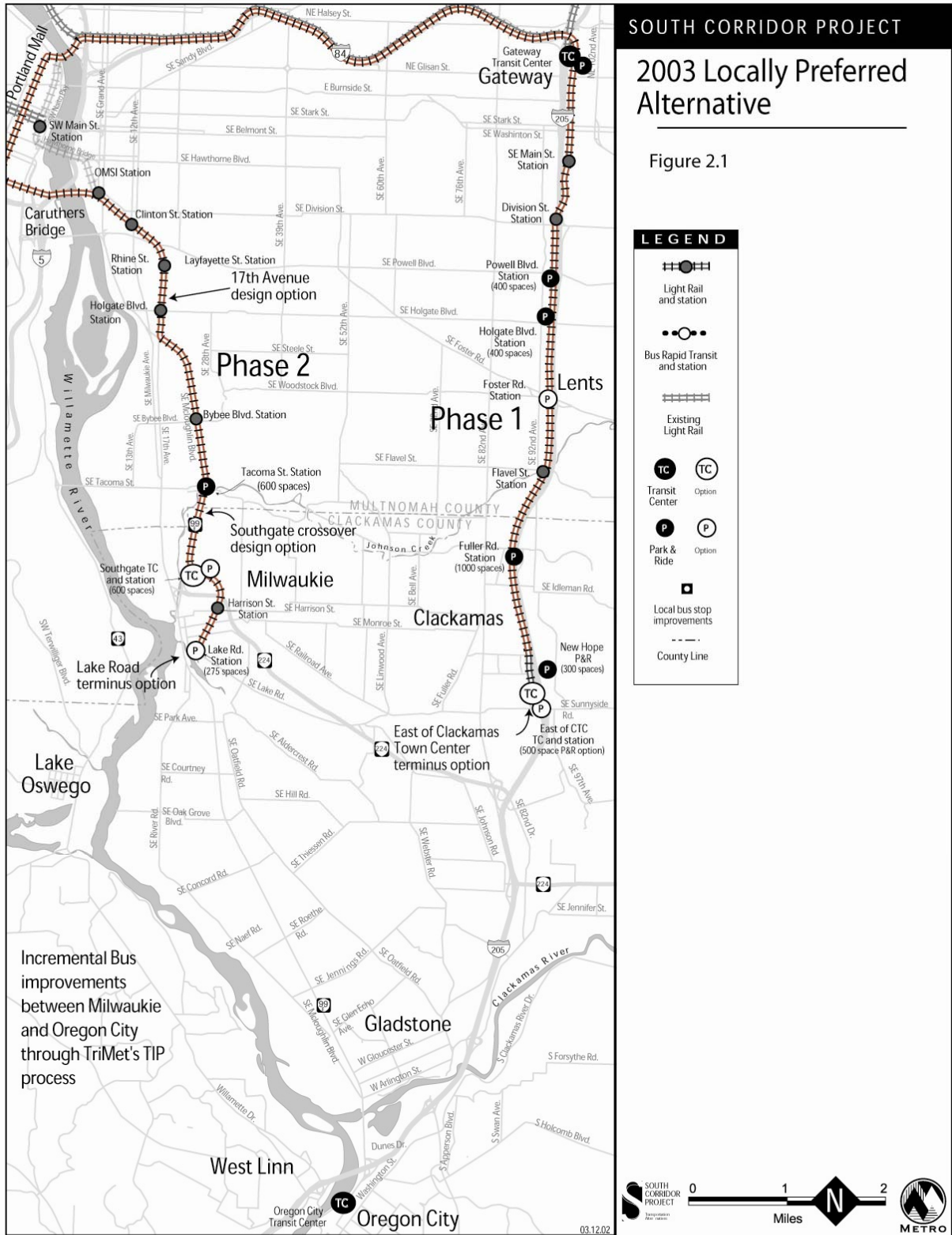
2.1 Portland-Milwaukie Light Rail Project Context in the South Corridor

On April 17, 2003, the Metro Council adopted a two-phased major transit investment strategy for the South Corridor (see Figure 2.1). Phase 1, the I-205/Portland Mall Light Rail Project, was selected as the Phase 1 Locally Preferred Alternative (LPA), to be followed by Phase 2, the Portland-Milwaukie Light Rail Project. The I-205/Portland Mall Light Rail Project was approved by the Federal Transit Administration (FTA) in a full funding grant agreement, with construction that commenced February 2007, with an opening scheduled for September 2009.

This LPA Report addresses Phase 2 of the South Corridor—the Portland-Milwaukie Light Rail Project.

In 2003, the project sponsors and Metro found that in the Portland-Milwaukie segment, the Light Rail Alternative was preferred over busway, bus rapid transit (BRT) and a No-Build Alternative because:

- **In 2020, Milwaukie Light Rail would have the highest number of transit trips in this segment** of any alternative, adding over 20,000 light rail trips in addition to I-205 light rail for a combined total of over 53,000 daily light rail trips in the South Corridor.
- **The Milwaukie Light Rail Alternative would provide the fastest travel time** of any of the Alternatives between Milwaukie and downtown Portland.
- **Light rail station areas would provide excellent opportunities for transit oriented development** in southeast Portland and in downtown Milwaukie.
- **Milwaukie Light Rail would provide better neighborhood transit service** than the BRT or Busway Alternatives, by providing accessible, high-capacity transit service to southeast Portland neighborhoods, Milwaukie and downtown Portland.
- **The Milwaukie Light Rail Alternative generated significant community support** in Milwaukie, southeast Portland and downtown Portland.
- **The Milwaukie Light Rail Alternative would have fewer environmental and displacement impacts** than the Busway Alternative.
- **Milwaukie Light Rail would be compatible with and would augment the regional light rail transit system** offering direct service to downtown Portland, the Rose Quarter and north Portland as well as easy transfers to the Blue and Red Lines between Hillsboro, downtown Gresham and the Portland Airport.



2.2 2008 Portland-Milwaukie Project SDEIS Alternatives

The 2008 SDEIS Light Rail Alternative was developed in response to modifications to the 2003 LPA proposed by citizens and local governments. These modifications were based on:

- A 2003 LPA work program element directing that options to the LPA alignment in the vicinity of the Milwaukie North Industrial area be investigated in order to mitigate impacts to businesses on SE McLoughlin Boulevard. This resulted in the creation of the Milwaukie Working Group that recommended the Tillamook Branch alignment design option in 2004 to the Milwaukie City Council.
- Demand for park-and-ride in the South Corridor.
- Interest by the City of Milwaukie and Clackamas County in a more southerly terminus outside downtown Milwaukie to serve light rail riders and park-and-riders further to the south and to maximize the quality and availability of downtown Milwaukie real estate for mixed-use, moderate density redevelopment.
- Substantial development in the South Waterfront area including a new Oregon Health & Science University (OHSU) building and plans for a future campus that include additional medical-related research and health facilities; an estimated increase in employment of over 10,000; ten planned new residential towers for 5,000 residents; and a need to have light rail be a part of an improved transportation system for the area.
- Completion of the Portland Aerial Tram and the desire for a closer connection between the tram and light rail.

Accordingly, starting in 2006 the Refinement Phase for the Portland-Milwaukie project examined and the Steering Committee narrowed alignment options in and south of Milwaukie and for the Willamette River crossing. As a result, Willamette River crossing alignment options, a Tillamook Branch alignment option and alignment options with a 0.84 mile extension of the southern terminus to SE Park Avenue were included in a 2008 Portland-Milwaukie SDEIS as part of the Light Rail Alternative. A No-Build Alternative was also included.

2.2.1 Portland-Milwaukie Light Rail Alternative

In 2008, the SDEIS Light Rail Alternative, including alignment and design options, included:

- **2003 LPA** from the Portland Mall to SE Lake Road in Milwaukie, with approximately 6.4 miles of light rail, 11 stations, and a new bridge across the Willamette River joining OMSI and RiverPlace.
- **Willamette River crossing options** between the South Waterfront District and southeast Portland, with four new alignment options in addition to the 2003 LPA river crossing, plus options for bridge height, bridge type, and whether the bridge would accommodate buses in addition to light rail, streetcar, bicycles and pedestrians.
- **Tillamook Branch Line**, an alignment option in the Milwaukie North Industrial Area that would transition to an alignment along the existing Tillamook Branch Railroad Line just south of the Tacoma Station and would include the extension to SE Park Avenue.
- **Extension to SE Park Avenue**, an alignment terminus option that would extend light rail approximately 0.84 mile from SE Lake Road to SE Park Avenue, add up to two stations, and provide additional park-and-ride capacity at SE Park Avenue.

Other localized options included:

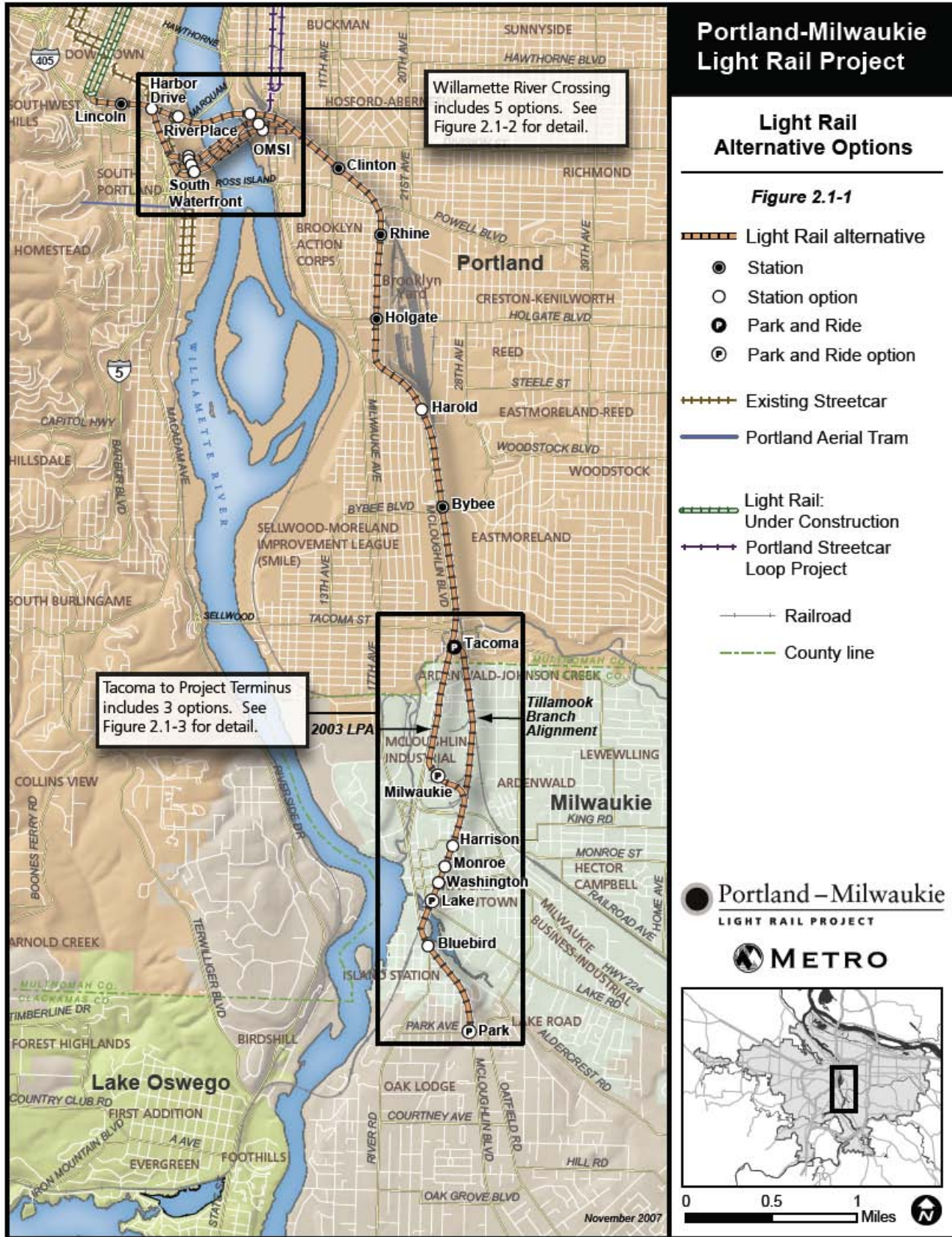
- SE Harold Street Station, an additional station in southeast Portland between the Bybee and Holgate Stations.
- Washington and Monroe Station options in downtown Milwaukie, in addition to the station at SE Harrison Street that was identified in the 2003 LPA.
- Options for elevated or at-grade crossings of the Oregon Pacific Railway (OPR) Line east of the Willamette River and across SE McLoughlin Boulevard south of downtown Milwaukie.
- Expansion of the Ruby Junction Operating and Maintenance Facility.

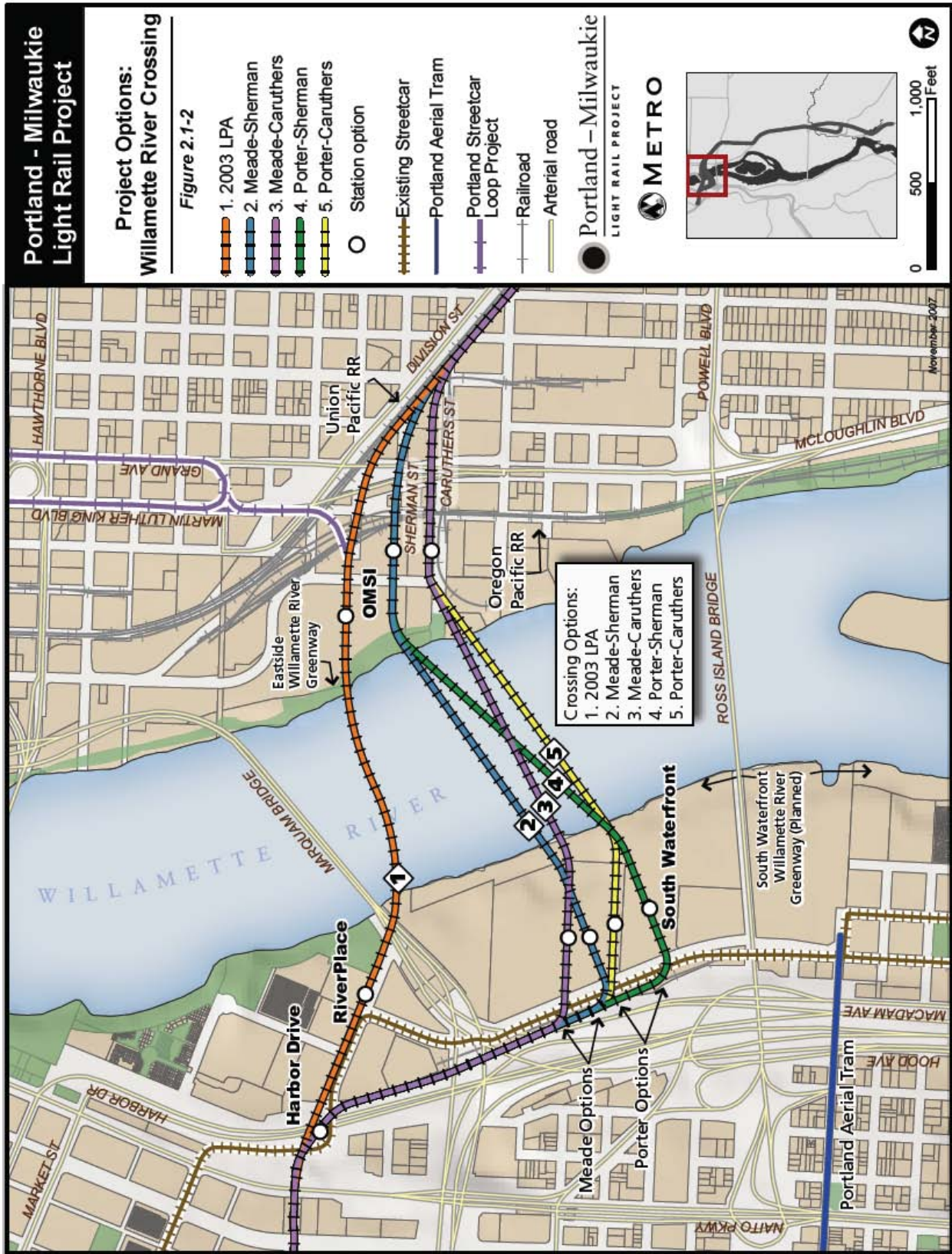
The analysis of the Light Rail Alternative was based on comparing the 2003 LPA to the alignment and design options, and each design and alignment option was combined with the 2003 LPA for analysis. For example, the Tillamook Branch Line option was combined with the 2003 LPA river crossing, and the Willamette River crossing options were combined with the 2003 LPA terminus at SE Lake Road. Figures 2.1-1 through 2.1-3 illustrate the alignment options evaluated in the Portland-Milwaukie SDEIS.

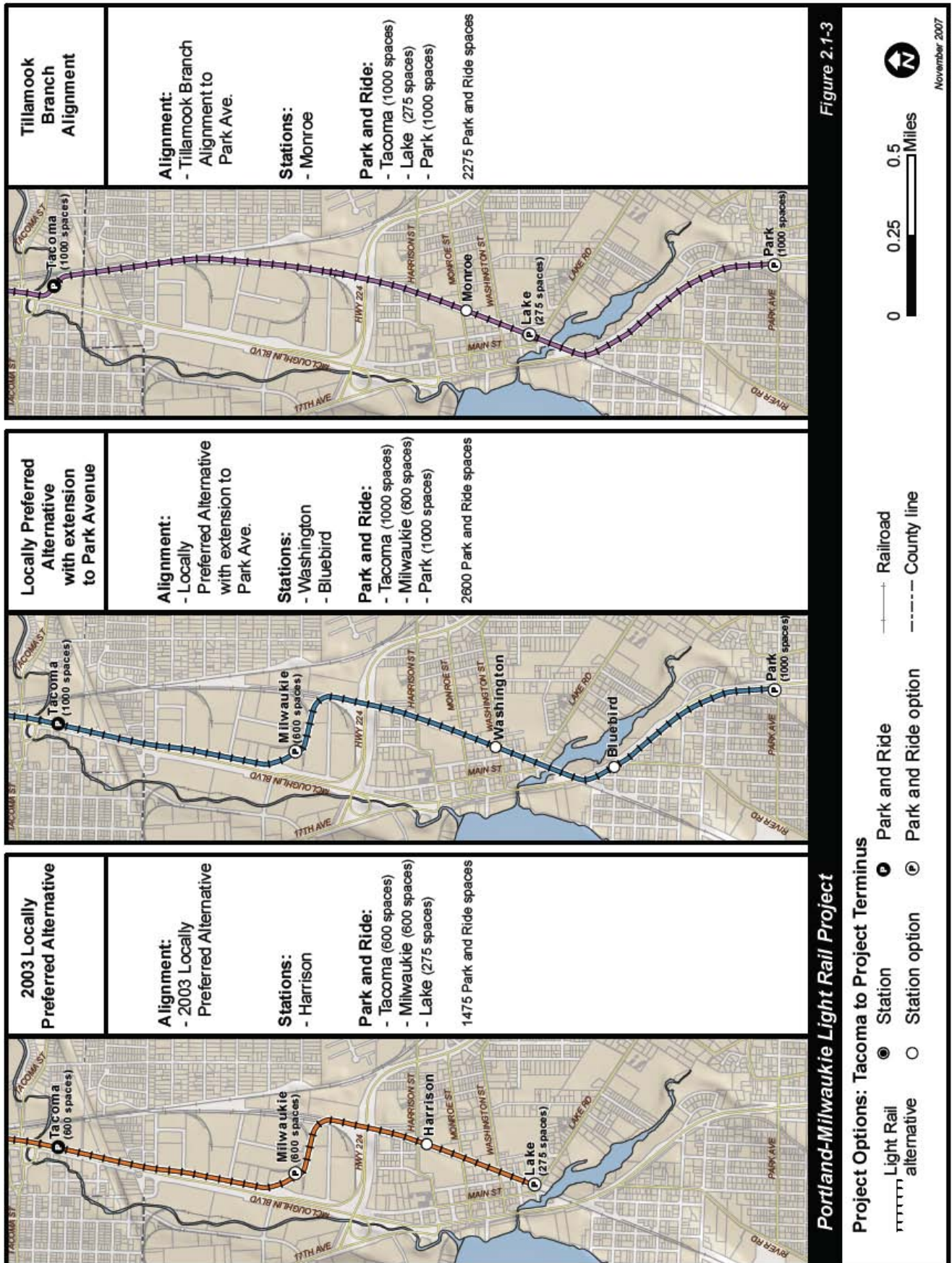
2.2.2 No-Build Alternative

The **No-Build Alternative** is required under NEPA and represents future conditions without the Portland-Milwaukie Light Rail Project. The No-Build Alternative represents both a possible outcome of the process and a reference point to gauge the benefits, costs, and impacts of the Light Rail Alternative.

The No-Build Alternative includes assumptions about future growth in population and employment in the region and in the project corridor through the year 2030, and the regional transportation system with the committed transportation investments that would occur with or without the Portland-Milwaukie Light Rail Project. The No-Build Alternative roadway improvements are projects in the corridor that are currently planned and for which a source of funding has been identified. They are the projects listed in the “financially constrained” project list of the 2004 Regional Transportation Plan, the currently adopted transportation plan for the region. Transit service would increase at a rate of 0.5% a year. See Table 2.1-1 of the SDEIS for a summary of the transit and roadway improvements included in the No-Build Alternative







3. PUBLIC OUTREACH AND INVOLVEMENT

3.1 Portland-Milwaukie SDEIS Distribution and Public Comment

The *Portland-Milwaukie Project Supplemental Draft Environmental Impact Statement* was distributed on May 1, 2008, and notice of availability was published in the *Federal Register* on May 9, 2008. This document was also circulated and discussed at four community open houses (May 21, 22, 27, and 28, 2008). The 45-day local public comment period ends at noon, June 23, 2008 and has included numerous neighborhood meetings and a public hearing on June 9, 2008. The South Corridor Steering Committee made the initial recommendation for the Locally Preferred Alternative (LPA) for the Portland-Milwaukie Light Rail Project. This *Portland-Milwaukie Project Locally Preferred Alternative Report* documents the amendment to the 2003 LPA and defines the elements of the 2008 Portland-Milwaukie LPA.

3.2 Portland-Milwaukie LPA Decision Process

The South Corridor Steering Committee considers the LPA recommendation on June 26, 2008. It will then be considered by local jurisdictions, ODOT and TriMet, the Joint Policy Advisory Committee on Transportation (JPACT) and by the Metro Council (See Figure 1.4-1). The final LPA decision will be made by the Metro Council after consideration of:

- Public comments on the Portland-Milwaukie SDEIS made during the public hearings and as documented in the *Portland-Milwaukie Project Public Comment Report* (Metro, June 2008).
- Data and analysis included in the *Portland-Milwaukie Project Supplemental Draft Environmental Impact Statement*.
- Consistency with the study Purpose and Need and the project's adopted goals and objectives.
- Consideration of recommendations from the following committees and jurisdictions on the following dates:

Portland-Milwaukie Citizen Advisory Committee	June 12
City of Oregon City Commission	July 2
TriMet Board of Directors	July 9
Multnomah County Board of Commissioners	July 10
Joint Policy Advisory Committee on Transportation	July 10
Milwaukie City Council	July 14, 15
City of Portland Council	July 17
Clackamas County Board of Commissioners	July 17
Metro Council	July 24

The recommendations and resolutions adopted by the committees and jurisdictions listed above will be contained in Appendix B of the Metro Council's Final LPA Recommendation.

Figure 3.1 Locally Preferred Alternative Adoption Process and Schedule



4. LOCALLY PREFERRED ALTERNATIVE DESCRIPTION AND RATIONALE

The recommended locally preferred alternative is a Light Rail transit project that would extend the light rail that is currently under construction on the Portland Transit Mall to a terminus at SE Park Avenue in Clackamas County. The LPA is based on the 2003 LPA and the options analyzed in the SDEIS. Specific elements of the LPA are discussed below. Figure 4.1 illustrates the Portland-Milwaukie LPA.

4.1. Willamette River Crossing Alignment: Refined Porter-Sherman

A. Location

From the terminus of the Portland Mall Light Rail alignment located between SW 5th and SW 6th Avenues at SW Jackson Street in downtown Portland, light rail alignment would be extended east crossing SW 5th Avenue and the I-405 on-ramp and would continue east in the center of SW Lincoln Street, then cross SW 1st Avenue and through to SW Naito Parkway in the location of a currently existing building. Proceeding east and crossing SW Naito Parkway, the light rail alignment would turn south on the east side of SW Naito Parkway. The light rail would proceed over SW Harbor Drive on a structure and under the I-5/I-405 elevated roadways on a structure and continue south along the east side of SW Moody Avenue to an intersection of SW Moody Avenue and a future SW Porter Avenue in an alignment proximate to the southern edge of the OHSU campus. The light rail would then turn east and cross the Willamette River on a modified Porter-Sherman alignment to a point on the east side of the Willamette River at SE Sherman Street, just north of the Portland Opera building.

B. Alignment Options Considered

The following alignment options were considered for the Willamette River crossing. Additional alignments were considered in the refinement phase and were narrowed by the Steering Committee to the alignments listed below.

- 2003 LPA (SW RiverPlace to south OMSI parking lot)
- SW Meade to SE Sherman
- SW Meade to SE Caruthers
- SW Porter to SE Sherman
- SW Porter to SE Caruthers

C. Rationale for Selection

The City of Portland convened the Willamette River Partnership, a committee of local property owners, businesses and agencies in the vicinity of the proposed bridge crossings. The committee was charged with coordinating private development plans and investments with City utility, street and park improvements and the light rail project. After a series of meetings, they recommended a refined Porter-Sherman crossing described in "A", above. All the more southerly river crossing design options (Meade and Porter on the west bank and Sherman and Caruthers on the east bank) share similar advantages over the 2003 LPA river crossing alignment.

Figure 4.1 Draft 2008 Locally Preferred Alternative



* Lake Road Minimum Operable Segment (MOS):
 A Lake Road MOS terminus would include a 275 space park and ride at Lake Road, and a 1250 space park and ride at Tacoma.

** The Lincoln and Harbor Stations will be consolidated into a single station. The New Starts application will include the Lincoln Station.

The refined Porter-Sherman crossing compared to the 2003 LPA would:

- Serve almost 3,000 more residents and more than 4,000 additional employees.
- Add 1,200 to 1,400 light rail trips a day between downtown Portland and Milwaukie or Oak Grove.
- Reduce total transit travel time to South Waterfront by 5 minutes (23 minutes compared to the No-Build).
- Have fewer noise impacts and would impact one less park.
- Be more likely to serve as a catalyst for development in the area.
- Provide substantive travel time benefits for buses, with over 13,000 riders gaining benefits.

In addition, the refined Porter-Sherman crossing would have several additional advantages not shared by all of the other southerly crossing options. It would:

- Avoid the greater business and property impacts required by the Meade-Caruthers or Porter-Caruthers options.
- Be compatible with the OHSU and OMSI master plans.
- Be more compatible with the South Waterfront Willamette River Greenway Plans for natural habitat area between SW Porter Street and the Marquam bridge.
- Offer a short walk connection to the Portland Aerial Tram, which provides access to more than 10,000 jobs on Marquam Hill.

D. Issues to be Addressed by Staff

The following issues will need to be further addressed

- Final bridge height, and bridge type (including number and size of in-water piers).
- Coordination with City of Portland on Willamette Greenway plan modifications.
- In-water and riparian habitat avoidance, mitigation and enhancement measures.
- Amount, extent, timing, cost and light rail Project cost burden for an elevated alignment in the South Waterfront area.

4.2 Preferred Light Rail Alignment: Tillamook Branch to Park

A. Location

The locally preferred alternative includes the Tillamook alignment in the Milwaukie North Industrial Area and a terminus at SE Park Avenue. From SE 8th Avenue to SE Tacoma Street the alignment is the same as the LPA adopted in 2003. On the east side of the river, following along the west/south side of the Union Pacific Railroad (UPRR), the light rail alignment would cross SE Powell Boulevard and go south along SE 17th Avenue to SE McLoughlin Blvd. The alignment would then continue south between SE McLoughlin Boulevard and the UPRR tracks to SE Tacoma Street.

At SE Tacoma Street the preferred Tillamook alignment would proceed south about 300 feet and then turn southeast. The Tacoma Street Station would be located south of Johnson Creek and a 1,000 space parking structure would be located at this site. The alignment would cross under the Springwater corridor bridge then be elevated to just north of Highway 224. The alignment would cross under Highway 224 and then run south along the west side of the Tillamook Branch railroad right-of-way to SE Lake Road. The light

rail would cross over SE McLoughlin Boulevard on a grade-separated structure and proceed south along the west side of SE McLoughlin Boulevard to SE Park Avenue.

B. Alignment Options Considered

The following alignment options were considered for the portion of the light rail alignment between SE Tacoma Street and SE Park Avenue:

- The 2003 LPA alignment along SE McLoughlin Boulevard and SE Main Street through the Milwaukie North Industrial Area with southern terminus at SE Lake Road.
- 2003 LPA alignment as described above with a southern terminus at SE Park Avenue.
- The Tillamook Branch Alignment with the extension to SE Park Avenue.

C. Rationale

Tillamook Branch Alignment. Compared to the 2003 LPA or the 2003 LPA to SE Park Avenue, this option would:

- Require fewer impacts to traffic and freight access for businesses in the Milwaukie North Industrial Area.
- Result in fewer acquisitions and displacements of North Industrial Area businesses.
- Reduce light rail travel time by one minute along the length of the segment.
- Cost less to construct (approximately \$39 million).
- Avoid adverse impacts to the historic ODOT building and grounds on SE McLoughlin Boulevard.
- Have support of the businesses in the North Industrial Area and is similar to the Milwaukie Working Group Recommendation from the 2004 process.
- Avoid traffic impacts at SE Ochoco and SE Milport Streets.

Park Terminus. The SE Park Avenue terminus is preferred, although funding is not assured. While substantial efforts will be made to find sufficient funds to construct to Park Avenue, a minimum operating segment (MOS) to Lake Rd is also indicated.

Compared to the Lake Road terminus, the Park Avenue terminus would:

- Increase the number of people using transit to get to downtown Portland.
- Put 1,100 to 1,600 more households and approximately 1,300 jobs within a ½ mile walk of the light rail system.
- Reach more commuters in north Clackamas County by maximizing park-and-ride opportunities with 1,000 more spaces.
- Increase ridership by over 2,000 rides each day.
- Would intercept significant park-and-ride trips south of downtown Milwaukie before it reaches the Milwaukie Town Center.
- Avoid impacts of a park-and-ride in downtown Milwaukie.

D. Issues to be Addressed by Staff

With the SE Park Avenue terminus, the following issues would need to be addressed:

- Developing cost reduction strategies that will allow for the extension to SE Park Avenue terminus.
- Developing capital and operating finance plan for the SE Park Avenue terminus.
- Addressing the additional noise and vibration impacts.
- Mitigating the potential impacts to two additional parks.

4.3 Locally Preferred Alternative Light Rail Stations: Portland

A. Location

The recommended Locally Preferred Alternative includes stations at the following locations:

- Lincoln/Harbor
- South Waterfront
- OMSI
- Clinton
- Rhine
- Holgate
- Bybee
- Tacoma

The station at Tacoma includes a structured park-and-ride with 1,000 spaces.

B. Options Considered

The following station locations were considered based on the 2003 LPA, findings of the *Refinement Report* (Metro 2007) and recommendations of the Willamette River Partnership, and the project Steering Committee:

- Lincoln
- Harbor Drive
- RiverPlace
- South Waterfront
- OMSI
- Clinton
- Rhine (formerly Lafayette)
- Holgate
- Harold (studied as an optional station)
- Bybee
- Tacoma

C. Rationale

The station locations selected in Portland are based on the adopted 2003 LPA, except as follows:

- The Lincoln Station was relocated from the 2003 LPA location on SE Harrison Street because the light rail alignment was relocated to SE Lincoln Street because the Portland Streetcar has been constructed on SE Harrison Street.
- The selection of the revised Porter-Sherman Willamette River crossing alignment precludes a station at RiverPlace. The Harbor Station, which was intended to serve RiverPlace, is discussed below.
- A station option at SE Harold Street was studied the SDEIS, though it was not included in the 2003 LPA. It is also discussed below.

4.3.1 Lincoln and Harbor Stations

A. Location.

The Lincoln Station studied in the SDEIS would be located in the South Auditorium District on SW Lincoln Street between SW 4th and SW 1st Avenue. The Harbor Station studied would be located over SW Harbor Drive and SW Moody Street in SW Portland near RiverPlace. Because of topography and light rail alignment grade considerations, the Harbor Station would be required to be an elevated station. The location of these two stations will be reexamined prior to January 2009.

B. Reasons to Consolidate Lincoln and Harbor Stations

The Harbor Station was preliminarily evaluated and is recommend to be consolidated with the Lincoln Station in the 2008 LPA because:

- Ridership to and from the Harbor station is estimated to be among the lowest of any station (900-1,200 boardings per day).
- The delay to each trip due to an additional stop reduces overall ridership, reduces the transit user benefits, and negatively affects the cost effectiveness to a significant degree—17,000 light rail riders and 21,000 bus riders daily would pass through Harbor Station and be slowed by 30-60 seconds if there were an additional stop.
- 70 percent of the riders at the Harbor Station would be transfers.
- The Lincoln Street station would be only 500-800 feet from the Harbor station.
- Most trips are within walk access to another station and have access to streetcar that will serve OHSU and OMSI as well as downtown.
- The cost of the Harbor Station, elevated 35 feet above SW Harbor Drive, (\$17 million) would be substantially more than other at-grade stations.
-
- An elevated station would require property from PDC redevelopment parcels.
- An elevated station would require steps, a ramp and possibly an elevator, which would make it less convenient for passengers than at-grade stations.

C. Consideration

Prior to January 2009, the project will reexamine the Lincoln and Harbor stations and identify a single station location that optimizes ridership, is fiscally responsible and serves the RiverPlace and the South Auditorium areas.

4.3.2 Harold Station

Examination of the potential for a future Harold Street station is identified as a future work element. See Chapter 6 Future Work Program for additional detail.

A. Location

The Harold Street Station would be located between SE Harold Street and SE Ellis Streets on the east side of SE McLoughlin Boulevard in SE Portland.

B. Reasons Not to Advance

The Harold Street Station was not recommended to be included in the 2008 LPA:

- Low ridership (1,400 boardings per day even with a pedestrian bridge that would provide access to neighborhoods to the east) compared with other stations.
- Most of the station area is within ½ mile of either Bybee or Holgate Stations.

- Most riders could be served by the existing #19 Woodstock or other routes that will benefit from using the new Willamette River bridge, which will increase reliability and decrease bus travel times
- 19,000 daily light rail riders traveling through the station would experience a 30 to 60 second delay, thereby reducing the cost effectiveness of the Project.
- Harold Station would be considered as a future station with track offsets designed to accommodate a station.

C. Considerations

Current land uses and zoning do not adequately support a Harold Station at this time. A Harold Street Station would benefit by having a multi-use bridge over the railroad tracks at SE Reedway Street to connect the Reed neighborhood and Reed College. The cost of the bridge is estimated at \$6-8 million.

D. Future Evaluation

The Harold Station is considered a future station with track offsets and infrastructure designed to accommodate a future station. Reasonable accommodations will be made for infrastructure requirements, which may include signal communication handholes, manholes, casings and conduits for utility feeds to the track, during design and construction.

As part of PE and future area planning processes conducted in coordination with the City of Portland, evaluate ridership, cost effectiveness, alternative funding sources, land use, zoning, infrastructure and bus routing options that would support a future Harold Station.

4.4 Locally Preferred Alternative Light Rail Stations: Milwaukie and Clackamas County

The preferred locations for stations are at Lake Road in Milwaukie and at SE Park Avenue in the Oak Grove neighborhood of Clackamas County.

4.4.1 Preferred Milwaukie Station: Lake Road

A. Location

The station is located on the north side of SE Lake Road, south of SE Adams and west of SE 21st Avenue adjacent to the railroad tracks in the downtown Milwaukie.

B. Alternatives Considered

Stations at SE Harrison Street, SE Monroe Street, SE Washington Street and SE Lake Road were studied in the 2008 SDEIS. A park-and-ride with 275 spaces was studied in the SDEIS. This option is discussed in section 4.5.1 below.

A station and park-and-ride at the former Southgate Theatre site was included in the 2003 LPA, and studied as part of 2003 LPA alternative in the SDEIS. A station at Bluebird was studied as an option with the extension to SE Park Avenue.

C. Rationale

Under the Park Avenue terminus option, one station in downtown Milwaukie is recommended.

A single station at SE Lake Road is preferred because it:

- Is the closest of the four stations studied, to Main Street, the retail spine of downtown Milwaukie.
- Encourages the greatest possible use of Main Street, helping to activate the entire length of the street with pedestrian activity compared with the other station alternatives in downtown Milwaukie.
- Provides downtown Milwaukie with the anchor the Downtown Plan suggests is necessary for strengthening Main Street.
- Supports the City of Milwaukie's plans for redevelopment.
- Will be highly convenient to the Milwaukie High School.
- Has community support and was recommended by the Milwaukie City Council.

Selection of a Tillamook Branch alignment in the North Industrial Area precludes the station and park-and-ride at the former Southgate Theatre site.

4.4.2 Bluebird Station

A. Location

The SE Bluebird Street Station would be located just north of SE Bluebird Street, on the east side of SE 22nd Avenue and along SE McLoughlin Boulevard in the City of Milwaukie.

B. Reasons Not to Advance

The Bluebird Station was not recommended to be included in the 2008 LPA or advance to the 2008 FEIS because:

- The station would need to be elevated and station construction costs and visual impact would be substantially greater than at-grade stations.
- The light rail ridership would be significantly lower than other stations along the light rail line (the Bluebird station is estimated to have only about 1,400 boardings and alightings daily compared with the station median of 2,748)
- The real estate potential of the surrounding area is very limited because of existing zoning and land uses.
- There are existing commercial uses that would have to be acquired and displaced at the site.

4.4.3 Lake Road Park-and-Ride

A. Location

A park-and-ride facility for the Lake Road Station located at SE Lake Road and SE Washington Street in downtown Milwaukie was evaluated in the SDEIS. It is not recommended to be included in the LPA.

B. Reasons Not to Advance

The Lake Road park-and-ride facility is not recommended to be included in the 2008 LPA for the Project to SE Park Avenue. It is included in a Minimum Operating Segment (MOS), which is discussed below. The reasons for the recommendation include:

- The park-and-ride would not conform to the City of Milwaukie's guidelines for parking within the downtown area.
- The extension to Park would provide a location further south for many park-and-ride trips and would bring less traffic into downtown Milwaukie.
- This 275 space structured park-and-ride lot would be difficult to construct next to Kellogg Creek and would be expensive (\$17 million).
- If an MOS with a Lake terminus is constructed, this park-and-ride would be needed in order to serve the southern portion of the alignment and to provide sufficient park-and-ride for the project.

4.5 Minimum Operating Segment: Lake Road

Final cost estimates and finance plans have not yet been completed. A Minimum Operating Segment (MOS) terminating at SE Lake Road would only be pursued if sufficient funds to construct the preferred alignment with a terminus at SE Park Avenue can not be identified. The preferred alternative would remain a SE Park Avenue terminus.

A. Location

A Lake Road Minimum Operating Segment (MOS) would use the Tillamook Branch alignment and would have a southern terminus at SE Lake Road – until such time as additional funds were secured to extend the light rail further south. A station would be located at SE Lake Road. The Park Avenue Park-and Ride would not be constructed until the line was extended to Park Avenue. Therefore, the Lake Road MOS would include a park-and-ride with 275 parking spaces located south of SE Washington Street and west of SE Main Street, and the Tacoma Park-and-Ride would increase to up to 1,250 spaces.

B. Rationale

This option would only be selected if sufficient funds to construct the preferred alternative can not be identified. The preferred alternative is the terminus at Park Avenue. In order to accommodate the demand for park-and-ride at the southern end of the project area, a park-and-ride would be necessary with the terminus at SE Lake Road. The park-and-ride structure could transition to city use when the project is completed to the Park Avenue terminus.

4.6. Additional Improvements

4.6.1 Ruby Junction Operations and Maintenance Facility

A. Location

The Ruby Junction Operations and Maintenance Facility is located in the City of Gresham near SE 199th and SE Burnside.

B. Rationale

The Ruby Junction facility would need to be expanded to accommodate the additional light rail vehicles that will be required for the Portland-Milwaukie project.

4.6.2 Bus Improvements

A. Location

Capital improvements for buses associated with the project include a transitway and bus-related intersection improvements from SW 1st and Lincoln to approximately SE 8th and SE Powell Boulevard. Service improvements include a new bus route to connect Milwaukie and the Clackamas Regional Center.

B. Rationale

Use of the new bridge and transitway decreases travel time and increases reliability because the buses do not have to travel on congested roads and bridges.

C. Considerations

Access control for buses entering SE Powell has yet to be determined and will be coordinated with the Oregon Department of Transportation.

4.6.3 Future Streetcar Improvements

A. Location

The Portland Streetcar could be accommodated on the Willamette River Bridge and portions of the transitway.

B. Rationale

The Portland Streetcar alignment could share some of the improvements constructed as part of the Portland-Milwaukie project, and has been planned to use the Willamette Bridge that would be constructed. The streetcar is a distinct project and mode and the track connections and switches would be a separate project.

4.6.4 SE Water Avenue Relocation

Location

The project will seek to accommodate the development of the current SE Water Avenue detour as the permanent SE Water Avenue alignment.

5. BACKGROUND AND ALTERNATIVES CONSIDERED AND NOT ADVANCED

5.1 Project History

The *Portland-Milwaukie Light Rail Project SDEIS* is a supplement to the *South Corridor Project Supplemental Draft Environmental Impact Statement* (2002).

In addition to the 2002 and 2008 SDEIS's, the following documents were prepared and public has reviewed and comments have been gathered in association with these documents in the long-term work effort to assess an LPA for the Portland-Milwaukie Light Rail Project:

- *Tier I and Tier II South/North Alternatives Analysis* (1993)
- *South/North Draft Environmental Impact Statement* (1998)
- *Portland-Milwaukie Transportation Alternatives Study* (2000)
- *Downtown Amendment to the Portland-Milwaukie Project Supplemental Draft Environmental Impact Statement* (2003)
- *Portland-Milwaukie Refinement Report* (May 2007)
- *Portland-Milwaukie Light Rail Project Downtown Milwaukie Alignments Review* (June 2007)
- *Portland-Milwaukie Light Rail Project Downtown Milwaukie Workshop Summary SE Main Streets/SE 21st Avenue* (August 2007)
- *Portland-Milwaukie Light Rail Project 2008 SDEIS Public Comment Report* (June 24, 2008)

5.2 Transit Modes and Transit Substitutes Considered

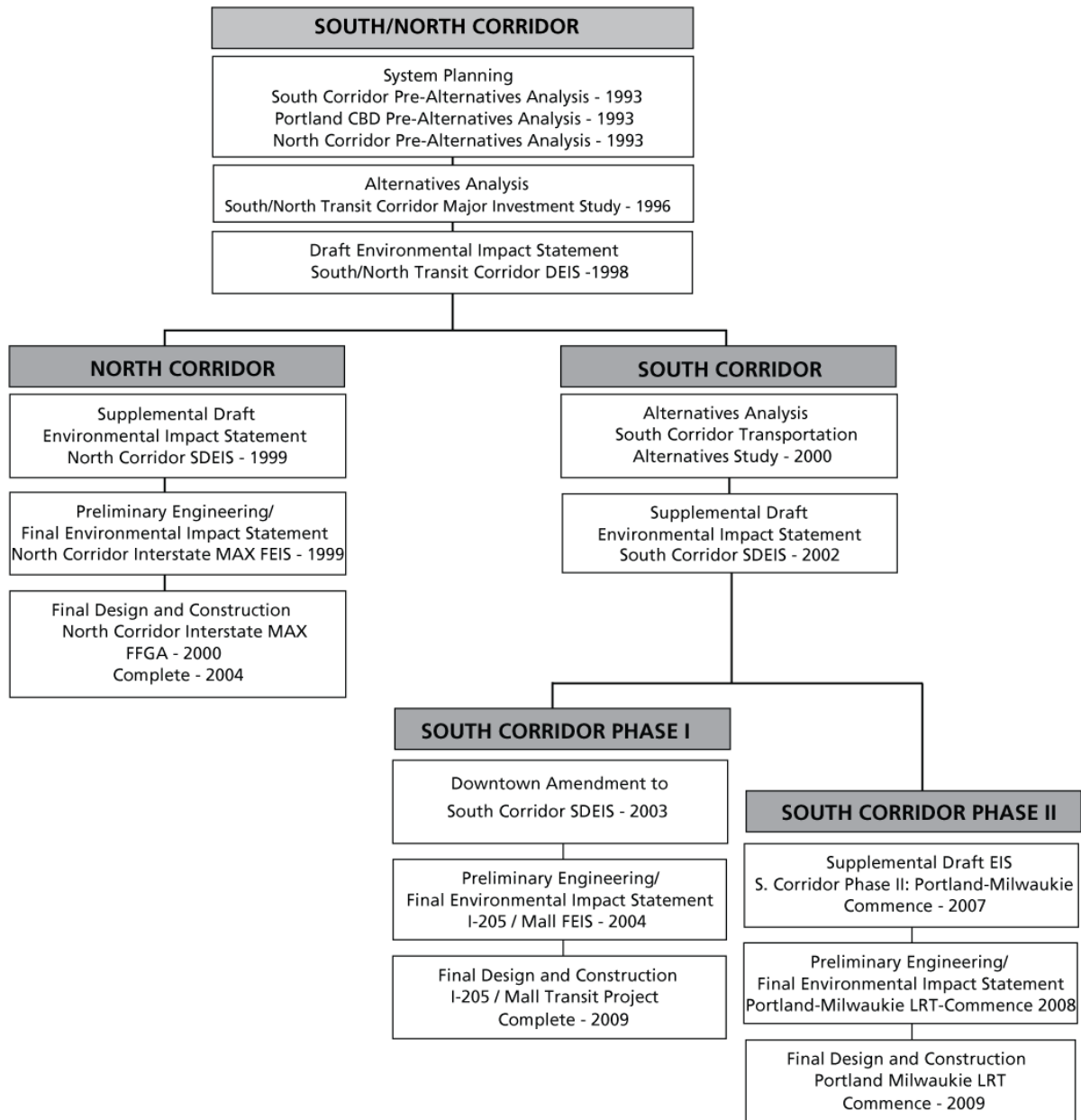
The transit modes (in addition to light rail) and transit substitutes (HOV and HOT lanes) that have been evaluated or considered¹ in the past for the South Corridor and Portland-Milwaukie area include:

- River transit
- Commuter rail
- High Occupancy Toll (HOT) and High Occupancy Vehicle (HOV) lanes
- Busway
- Bus Rapid Transit (BRT) including intelligent transportation management (ITS)
- Streetcar

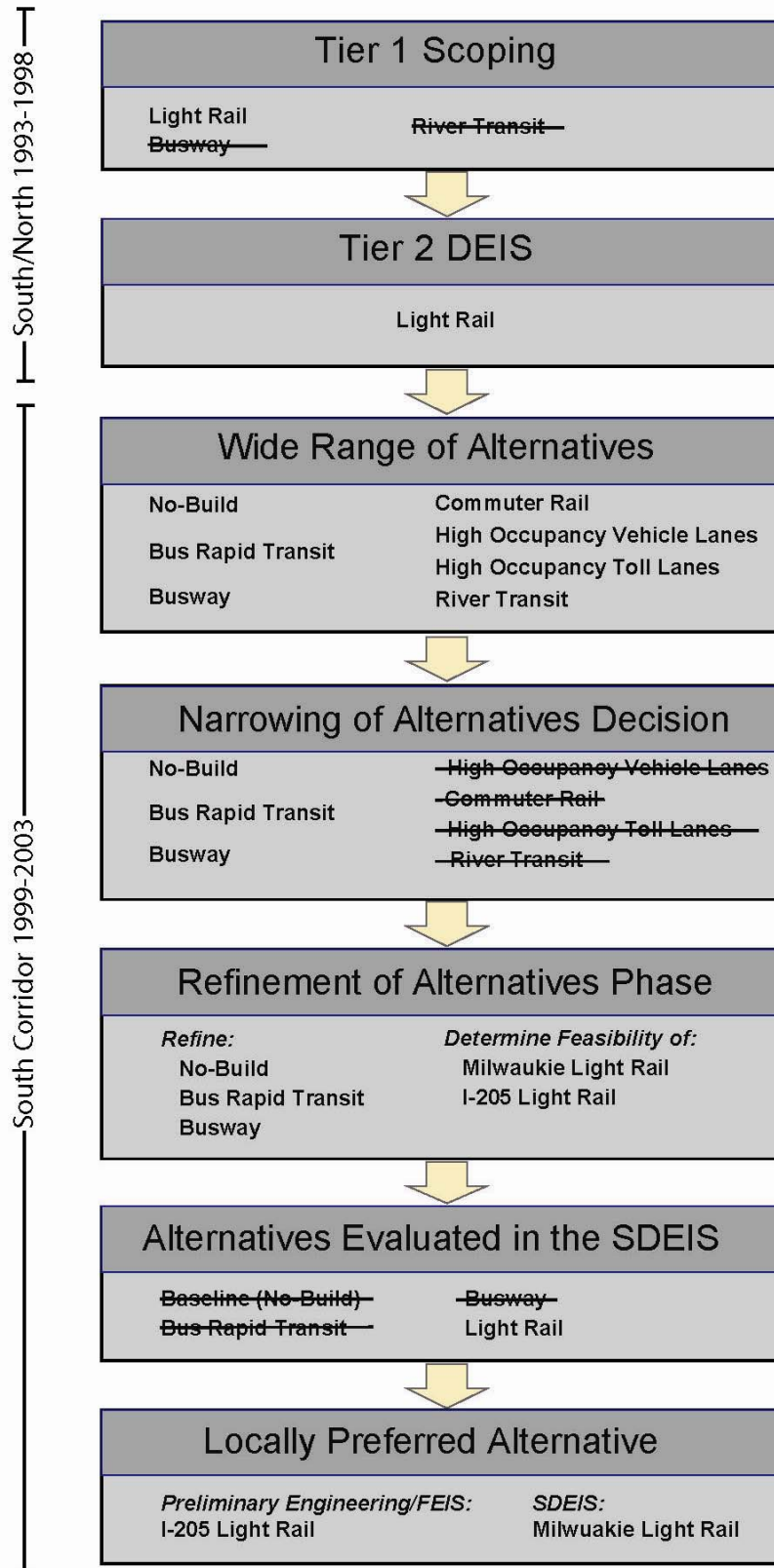
The reasons the modes were not advanced are detailed in Chapter 2 of the 2008 SDEIS.

¹ Streetcar was not evaluated in an environmental document in this corridor, but was rejected due to operational cost and lower carrying capacity.

Figure 5.2.1: South/North Corridor Project Development Process



**Figure 5.2.2
 Narrowing and Refinement of Modal Alternatives
 1993-2003**

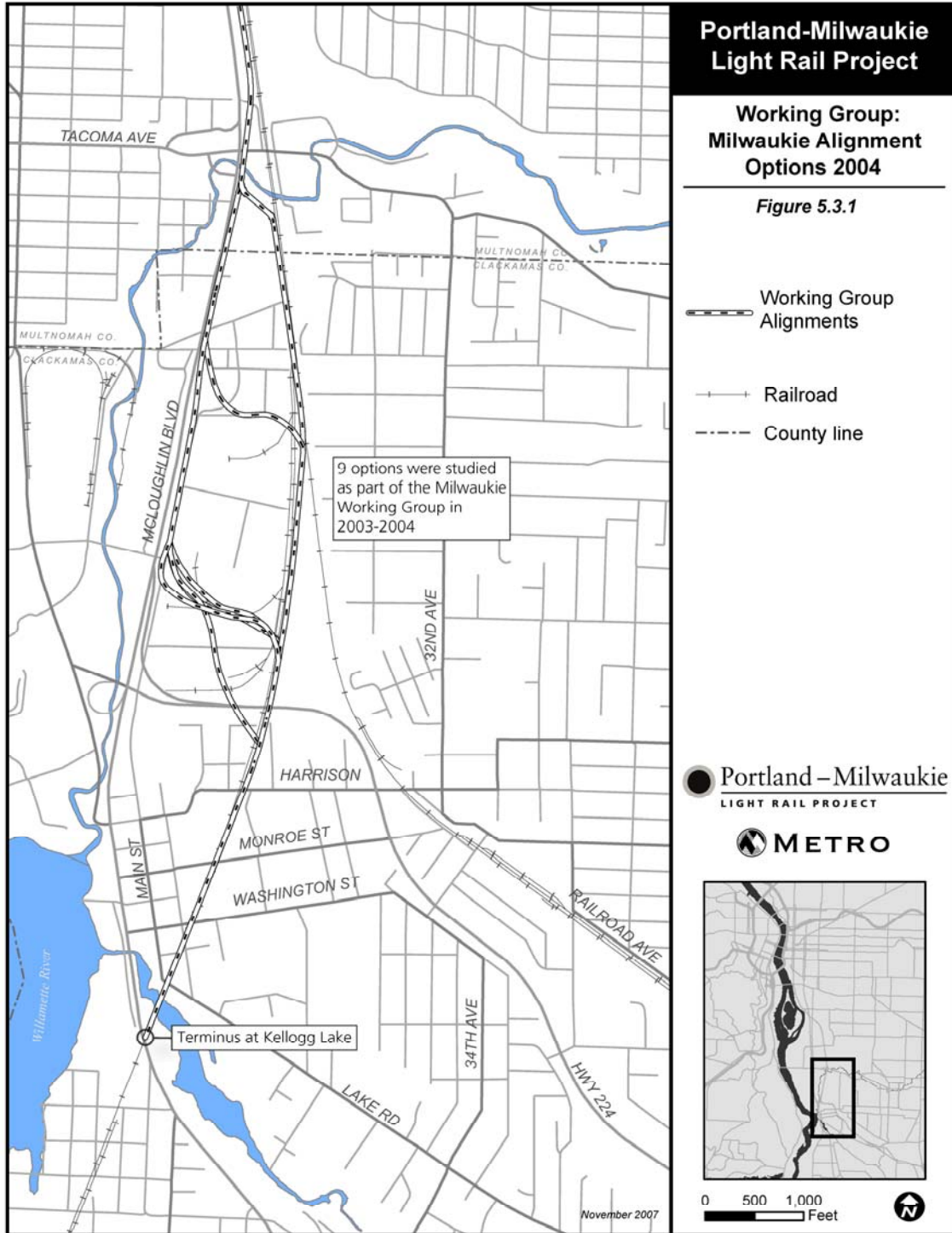


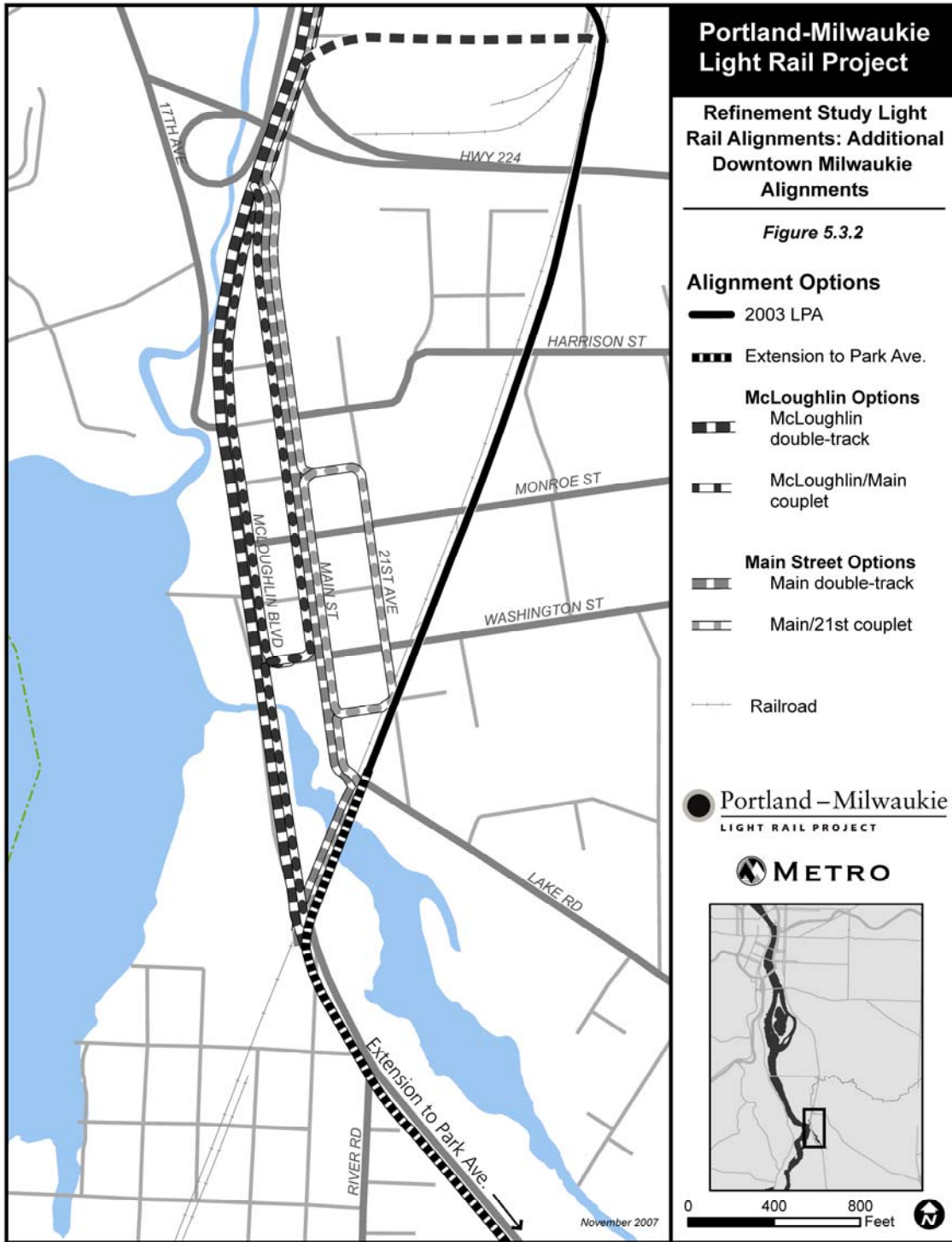
5.3 Transit Alignments Considered and Not Advanced

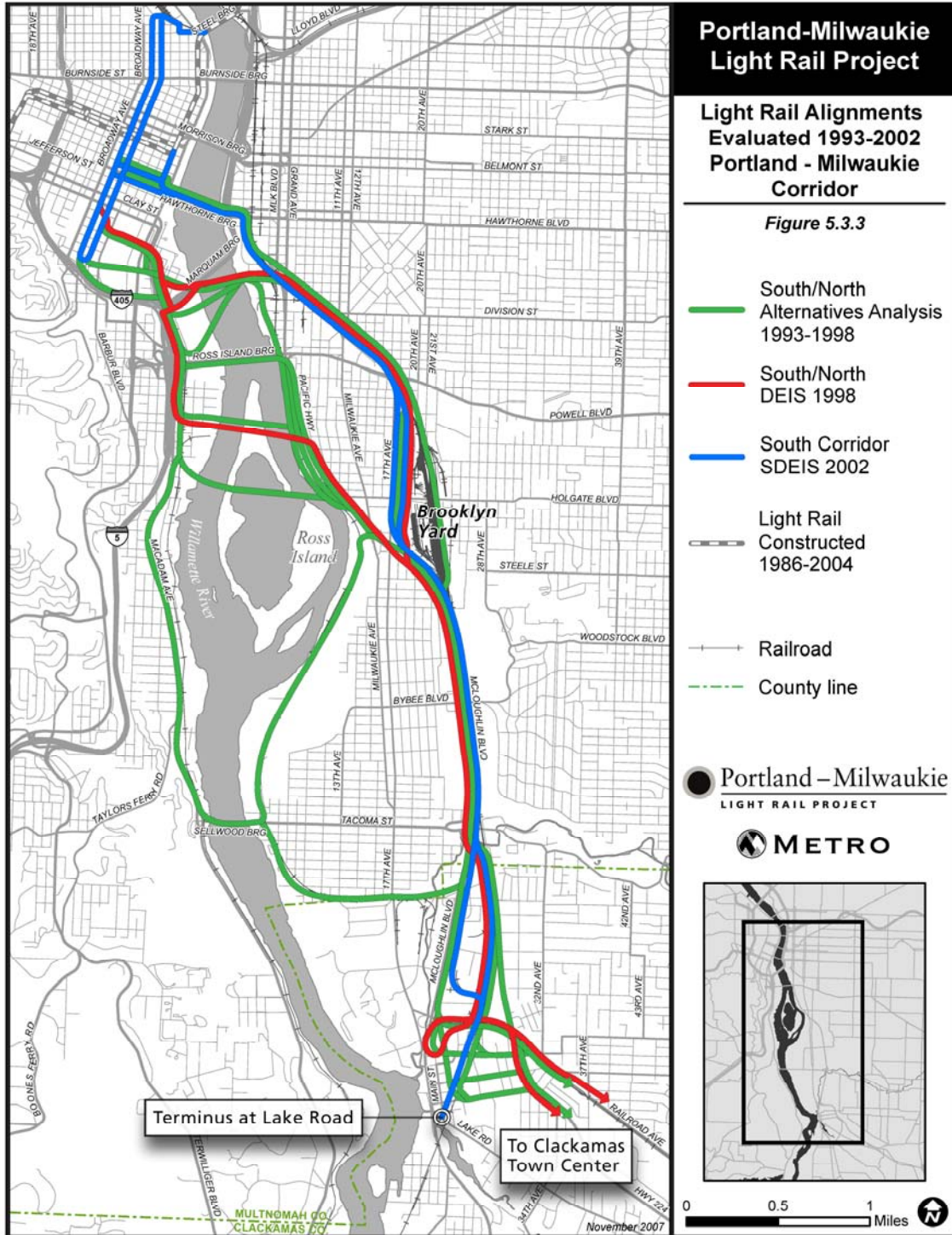
The following transit alignments were considered and not advanced:

- Nine options considered in 2004 Milwaukie Working Group situated in the Milwaukie Industrial area transitioning between McLoughlin Blvd and the Tillamook Branch line shown in Figure 5.3.1
- Six alternatives analyzed in 2007 Refinement Study with alignments located in the downtown Milwaukie area along McLoughlin Blvd, Main Street and 21st Ave shown in Figure 5.3.2
- Numerous alignments and combinations of alignments in the Portland-Milwaukie corridor studied between 1993 and 2002 illustrated in Figure 5.3.3

More details about these alignments and why they were eliminated may be found in Chapter 2 and Appendix L of the 2008 SDEIS.







6. FUTURE WORK PROGRAM

The following additional work has been identified that should proceed in order to complete the project:

- Develop and submit a New Starts Program Application.
- Develop and submit an application to enter Preliminary Engineering.
- Finalize the project financing plan.
- Prepare a Final Environmental Impact Statement.

Staff should consider the interplay between desired project features and cost and financing considerations in completing the above work program. Considerations include:

- Reducing the number of light rail vehicles initially purchased for opening year plus five years instead year 2030 capacity.
- Examination of the potential for an at-grade crossing of SE McLoughlin Blvd near SE Lake Road, recognizing substantive ODOT concerns.
- Building a combination of smaller structure and surface or surface only park-and-ride at SE Park Avenue.
- Removing the Darigold freight rail spur located at approximately SE 6th Avenue.
- Selecting an appropriate bridge type based on input from the community and consideration of the environment impacts, cost, aesthetics, greenway, transit and navigational needs.
- Relocating bike lanes to SE16th Avenue or location other than SE17th Avenue and redesigning SE 17th Avenue.
- Conducting a technical and public involvement analysis to optimize a station location to best serve the RiverPlace and South Auditorium areas.
- Defining specific project finance, ridership, and land use performance measures that would trigger a future light rail station at Harold Street.
- Further examination of the Tacoma Park-and-Ride to better calibrate optimal number of parking spaces.
- Development of Minimum Operating Segment (MOS) to Lake Road if project revenues and project estimates cannot be balanced. If the MOS to Lake Road is constructed, it would include a 275 space park-and-ride at SE Main and SE Washington Streets, and an increase at Tacoma Park-and-Ride up to 1,250 spaces.
- Development of a Bus Routing Plan to maximize use of the transit investment.
- Measures to minimize impacts to existing businesses and properties along the corridor, including a relocation strategy to find locations in the immediate vicinity and the future economic viability of remainder parcels.
- Coordination with the Portland Office of Transportation and ODOT on the design of the Sheridan Street intersection to accommodate the future I-405 northbound off-ramp.
- Further examination of an alternative to the SE 8th Avenue/SE Powell Boulevard intersection for bus access to the transitway across the Willamette River, recognizing ODOT's concern regarding a new bus only signal on SE Powell Boulevard.
- Completion of the station area planning work, which commenced in the fall of 2007, in partnership with the Cities of Portland and Milwaukie, and development of recommendations for further study.
- Jointly managing with the City of Portland, completion of any further station location evaluations called for by the station area planning recommendations prior to March 2009.

- Coordinate with the City of Portland on station area development strategies it may undertake on specific stations in the corridor in order to optimize ridership and future redevelopment potential.
- Coordinate with City of Portland as it develops a Central Eastside/Southern Triangle Circulation Plan that addresses bus access and circulation needs for the Central Eastside area, including the potential for a relocated SE Water Avenue with the City of Portland. The project will seek to accommodate the development of the existing SE Water Avenue detour as the permanent location for SE Water Avenue, however, design and construction of the permanent relocation are not included in the project.

June 9, 2008

The Honorable Tom Potter
City Hall
1221 SW 4th, Room 340
Portland, OR 97204

The Honorable Sam Adams
City Hall
1221 SW 4th, Room 220
Portland, OR 97204

Re: Recommendation of the Willamette River Crossing Partnership

Dear Mayor Potter and Commissioner Adams:

I am transmitting to you the Final Recommendation of the Willamette River Crossing Partnership.

Your charge to the Committee was to recommend a preferred alignment for a new Willamette River bridge that would carry light rail, streetcars, buses, bicycles, and pedestrians. This new bridge is an exciting opportunity for our City. It will improve the accessibility of our central city to the rest of the region; connect Portland Community College (PCC), the Oregon Museum of Science and Industry (OMSI) and Oregon Health and Sciences University (OHSU) into a Portland Science and Technology Quarter; and complete the Portland Streetcar Loop.

The Committee met four times over the last 9 months to review possible bridge alignments and to receive technical and policy information about each of the four alternative alignments as well as the official Locally Preferred Alternative adopted in 2003. We asked a lot of questions and directed staff to develop more information when we thought the answers were not complete.

Our recommendation is for a bridge that connects the SE Sherman right-of-way with a landing point on the west side, just north of the property line between OHSU and Zidell. This is the alignment that is the most cost-effective, would best serve the land uses on both sides of the river, create the best station locations, and provide the best ridership.



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The Committee unanimously approved all elements of the Recommendation, with one exception. The representatives of the Portland Spirit disagreed with the design principle in

Section 7 of the Recommendation that suggests a minimum vertical clearance of 75 feet. They are concerned that this height will negatively impact their operations. TriMet has pledged to continue working with them to address their navigation concerns.

The Committee also noted other issues that will need particular attention by the City and TriMet:

- Potential changes to the proposed Greenway Trail and Park on the west side need to be identified in greater detail.
- OHSU has proposed raising the finished grade on its ownership to help facilitate the development of its campus. This has implications for adjoining properties and for the planned streets.
- Project funding is not yet in place and will be challenging to obtain.

The Committee recommends that it continue to meet occasionally through the next phase of design work. In addition, the Committee recommended to TriMet the appointment of a Bridge Design Committee to provide advice on cost and design issues for this new alignment.

Thank you again for the opportunity to once again serve the City. I look forward to working with the City and its partners on the next phase of design.

Sincerely,



Vera Katz
Chair

Enclosure: Committee Recommendation



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**RECOMMENDATION
OF THE
WILLAMETTE RIVER CROSSING PARTNERSHIP**

May 1, 2008

To: Mayor Potter and Commissioner Adams

From: Chair Vera Katz

Re: Final Recommendation

For the last nine months, I have been privileged to lead the Willamette River Crossing Partnership Committee as we explored the technical and policy questions regarding the Portland to Milwaukie Light Rail Project and the options for a river crossing alignment. The Committee has approved this Final Recommendation which addresses both location and design issues for a new river crossing. The Committee's concurrence on these issues allows TriMet to pursue refinements of the design in collaboration with Metro, property owners and the City of Portland.

BACKGROUND

1. The Portland to Milwaukie Light Rail Project (Project) is an undertaking of TriMet, Metro, ODOT, Clackamas County, and the cities of Portland and Milwaukie to extend light rail from downtown Portland to downtown Milwaukie in Clackamas County. The Project is an outgrowth of the 1998 South/North Transit Corridor Project that would have connected Clackamas County to Vancouver, Washington. In 2003, Metro adopted a revised Locally Preferred Alternative (LPA) from downtown Portland to Milwaukie. The current Project updates and continues concept design and environmental analysis from 2003. Included in the 2003 LPA is a river crossing alignment from the south side of the Oregon Museum of Science and Industry (OMSI) main building to SW River Parkway.
2. In August 2007, Metro initiated a work program to prepare a Supplemental Draft Environmental Impact Statement (SDEIS) for the Project. The SDEIS updates existing environmental information for the corridor and evaluates impacts of the proposed alignment, including a new bridge across the Willamette. The analysis includes, but is not limited to impacts to land use, transportation, natural resources, and views. The SDEIS is scheduled to be published in early May. At the conclusion of public comment, Metro, with the advice of the City of Portland and other jurisdictions, will select a new Locally Preferred Alternative (LPA) for the project.
3. Since the adoption of the 2003 LPA, there have been substantial changes in land uses and transportation, particularly in the South Waterfront District. Several residential condominium towers are complete or under construction. The Oregon Health and Science University (OHSU) has completed a large office and research facility. A new aerial tram now connects OHSU's main campus to the South Waterfront District. The Portland Streetcar has been extended to SW Lowell. Through donation, OHSU has acquired 19 acres between the Ross Island and Marquam Bridges and is planning significant new development on the Schnitzer OHSU Campus. On the east side of the river, OMSI has acquired six blocks

- immediately south of its existing building. The Portland Opera also owns a development site immediately to the east of its office and rehearsal space. The zoning in this area permits some mixed-use development. The Portland Streetcar Loop Project is entering the final engineering phase of development and would add a streetcar to Martin Luther King Jr. Boulevard and Grand Avenue. The Loop project will include a temporary terminus near OMSI, with the intent of utilizing the LRT Willamette River crossing to connect to the streetcar in South Waterfront.
4. Metro, TriMet, and the City of Portland developed four alignment options located south of the 2003 LPA bridge alignment. The options would serve the west side along SW Porter or SW Meade Streets, and the east side along either SE Caruthers Street or the former SE Sherman Street right-of-way just north of the Opera building.
 5. A new bridge may affect navigation of the Willamette River. TriMet and Metro are working with river users to determine the extent of the affects. TriMet has consulted with the Coast Guard for guidance on bridge height requirements and a river users survey has been conducted. TriMet has conducted one work session to learn more about the needs of river users and the impacts of height options on property owners on both sides of the river.
 6. A river crossing south of the LPA will better serve existing and future development in the South Waterfront District and will advance Portland's development of a Science and Technology Quarter that spans the river and connects OMSI and OHSU, as well as connecting to Portland Community College (PCC) and Portland State University (PSU). A new bridge over the Willamette River will be required and will be configured to serve light rail, streetcar, buses, bicycles, and pedestrians. Entry and exit points for each of these modes will be designed for both sides of the river.
 7. In August 2007, the City of Portland (the City), TriMet, and Metro joined together to form the Willamette River Crossing Partnership. City participants include the Bureau of Planning, the Portland Office of Transportation, the Portland Development Commission, and the Bureau of Parks and Recreation. The Partnership also includes representatives of property owners and neighborhood associations. The formal charge to the Partnership is to provide advice to Commissioner Adams and Mayor Potter on the location and design of the river crossing and related issues such as the street network and greenway. The Committee was also asked to consider strategies to support the timely completion of the Portland to Milwaukie Light Rail Project and public/private investments in South Waterfront and the OMSI subarea of the Central Eastside. The membership of the Partnership Committee is listed in Exhibit E.
 8. The full Partnership Committee met four times between August 2007 and May 2008. During this time, City, TriMet, and Metro staff worked to refine alignment design options including street locations, bridge height, costs, ridership, and many other issues. At each meeting, the Partnership Committee was briefed on these issues. Comments from committee members were instrumental in shaping the design options and the preliminary concept design for the alignment as set forth in this Recommendation.
 9. In addition to meetings of the full Partnership Committee, several work sessions were conducted with property owners and agency staff. These work sessions

provided the opportunity to integrate information on planned development activities by OMSI, the Portland Opera, OHSU, and Zidell with the design of the crossing alignment. City, TriMet, and Metro staff participated in each of the work sessions.

RECOMMENDATION

1. The river crossing alignment preferred by the Partnership Committee is set forth in Exhibit A. Beginning on the east side, the alignment is near the former SE Sherman Street right-of-way just north of the Portland Opera properties. A station would be located between the relocated SE Water Avenue and its existing, unrelocated right-of-way. The station location is illustrated in Exhibit D. The alignment would cross the river and land at a point on the west side just north of the property line between OHSU and Zidell. A station would be located on a site that is just south of the current property boundary, between SW Moody Avenue and the future SW Bond Avenue. The station is illustrated in Exhibit C. The station footprints, streetcar connections, pedestrian connections and bicycle connections on both sides of the river are all preliminary and will be refined in later phases.
2. OHSU and Zidell have reached a tentative agreement on a property exchange. The alignment of the transit project relative to the existing property line has been referred to as the "bow tie" during the Partnership Committee's deliberations. The preferred preliminary concept design is not dependent on the property exchange; however, it would facilitate the efficient use of the land adjacent to the alignment. This property exchange is conceptually depicted in Exhibit B.
3. On the west side, it is anticipated that the finished elevation would be increased throughout the OHSU campus and portions of the Zidell ownership. This change would address the need to cap contaminated soils and may facilitate the development of underground parking. For purposes of the next phase of design work, TriMet will assume a finished grade elevation of 12 to 14 feet above the existing grade at the bridge landing point. Additional discussions among property owners, the City, and TriMet will be required to refine the finished grade assumptions and address associated cost issues as design progresses over the next year.
4. The Partnership Committee recognizes that the Willamette River Greenway is a high priority for the community. On both the east and west sides, the bridge must connect to the Greenway Trail in a safe and sensitive manner. On the west side, the location of bridge abutments and the bridge landing point will necessitate reconsideration of the accepted South Waterfront Greenway Development Plan. It is important to maintain the essential functions provided in the current design. Some project resources may be available to support design work related to the Greenway Park and Trail on both sides.
5. The Partnership Committee encourages the Bureau of Planning to evaluate the current zoning near the proposed SE Sherman Street station. The current designations may not facilitate mixed-use development at the densities desired next to a light rail station.

6. The Project will impact property ownerships on both sides of the river. To the maximum extent possible, the conversion of existing ownerships to public use should be avoided in order to help preserve the financial capacity of the districts to support the Project.
7. The Partnership Committee believes the following design principles should guide further design efforts for the bridge structure, the transit alignment on land, streets, greenway, and open space:

Bridge

- Provide a bridge and bridge approaches that provide adequate horizontal and vertical navigation clearance for vessels. The minimum vertical clearance is believed to be in the range of 75 feet above Columbia River Datum (CRC) +0.00. The proposed vertical and horizontal clearances will be addressed by TriMet with the help of river users during the next phase of design. The height of the bridge is subject to approval by the Coast Guard which considers the needs of all river users.
- Provide a profile for pedestrian accessibility that complies with the American With Disabilities Act (ADA).
- Develop a bridgehead that is integrated with the landscape of the Greenway and provides a good, complementary pedestrian environment for abutting buildings.
- Construct a bridge that strives to avoid, minimize, or mitigate its environmental impact on the Willamette River, its banks, and its fisheries.
- Construct a bridge that is visually sensitive to the built and natural contexts.
- Construct a bridge that is worthy of becoming a Portland icon with respect to looking at it, being near it, and being on it.
- Provide a bridge that serves all modes of transportation, except vehicles, and functions to connect the Science and Technology Quarter that will develop on both sides of the river.
- In the design of the bridge, apply low impact development standards and best practices, including in the management of storm water runoff.

Greenway/ Open Space

- Ensure that the functional purpose of the Greenway Park in this area is achieved and that the minimum Greenway setback is 100 feet from the "2002 Top of Bank" line
- Develop a complementary aesthetic and ecological relationship between the greenway and the bridge.
- Develop bridge landings that accommodate grade-separated greenway path crossings as well as facilitate good linkages to other existing paths and sidewalks.

Streets and Access

- Provide rights-of-way that efficiently accommodate transit (LRT, streetcar, and bus), while maintaining flexibility for future changes in technology and operations.
- Develop SW Moody Avenue and SW Bond Avenue/River Parkway as a couplet (SW Moody will initially be a two-way street but will phase into a couplet as the district develops) with capacity and configuration consistent with the capacities to the north and south. Develop SW Moody Avenue and SW Bond

Avenue/River Parkway to accommodate the streetcar. It is anticipated the Moody will eventually be relocated to the west and at a higher grade than its current location

- Develop an east-west local street plan in conjunction with the OHSU Master Plan and ZRZ Development Plans.
- Amend the South Waterfront Street Plan to support the preferred alignment.
- Aspire to realign SE Water Avenue to improve pedestrian and bicycle safety, implement the OMSI Master Plan, and improve freight mobility.
- Integrate the LRT with OMSI's Master Plan, realignment of SE Water Avenue, the Portland Streetcar Loop Project, and Oregon Rail Heritage Foundation Museum.
- Develop a revised circulation plan to incorporate the realignment of SE Water Avenue, the Greenway/Springwater Corridor access, and local circulation.

Land Use

- Promote land use patterns that support the Central City Plan and South Waterfront Plan.
- Effectively nurture the development of the vision for a Portland Science and Technology Quarter that connects OMSI, OHSU, PCC, and PSU.
- Support OMSI and OHSU master plans.
- Support future development plans for ZRZ, Portland Opera, and other adjacent properties.
- Support future Oregon Rail Heritage Foundation Museum.

Environmental

- Meet NEPA requirements.
- Be designed to avoid or minimize impacts on water and habitat resources.
- Aspire to apply innovative stormwater management techniques.
- Utilize construction practices that are appropriate for sensitive environmental areas.

Phasing

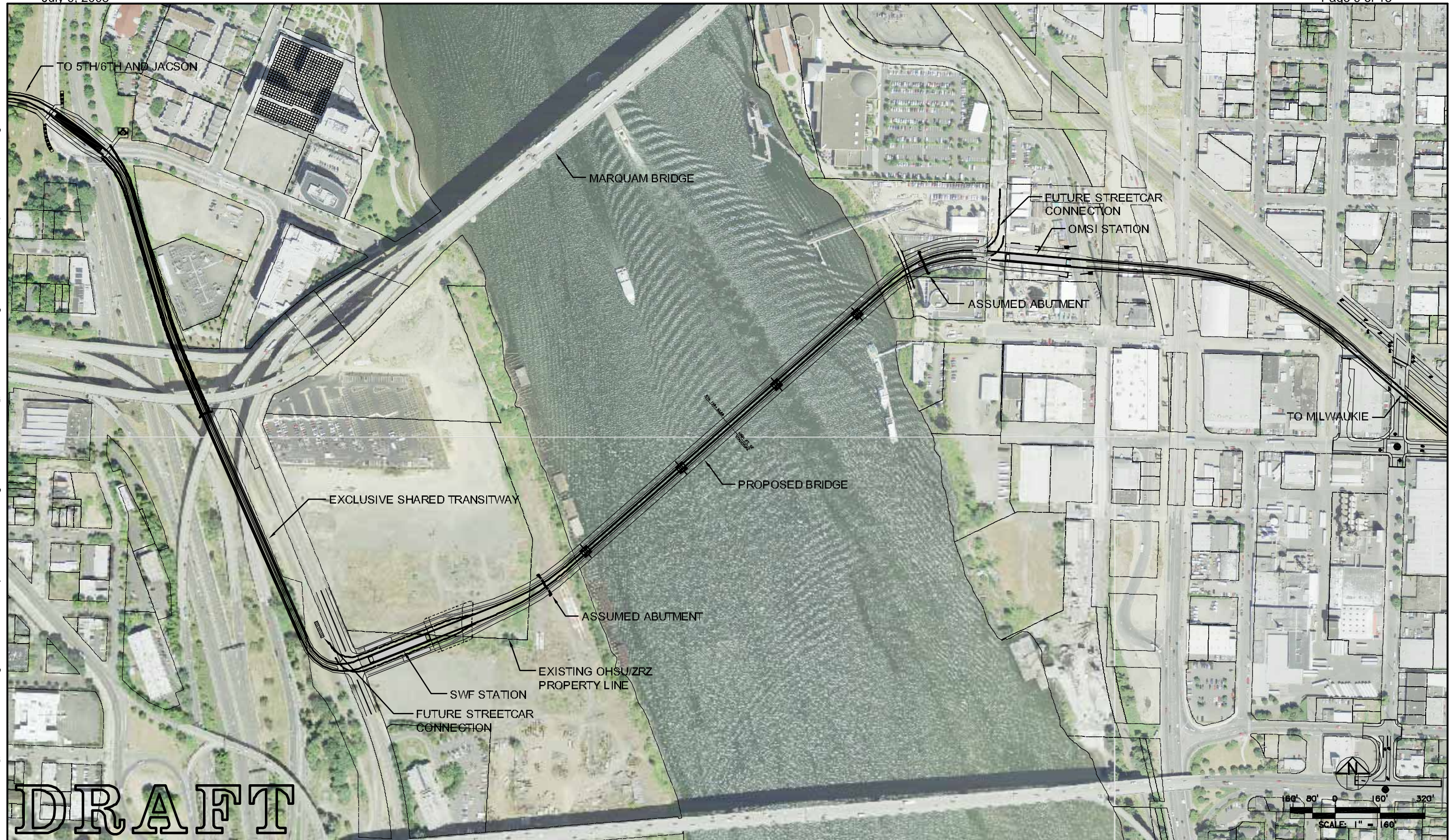
- Prepare a preliminary phasing concept plan for streets, parks, LRT, streetcar, pedestrian and bicycle facilities as part of Preliminary Engineering and to be refined as part of Final Engineering.
 - Address the following phasing issues:
 1. Construction of LRT with OHSU's development plans.
 2. Construction of LRT with the phasing of SW Moody and Bond Avenues.
 3. Construction of LRT with the phasing of the Greenway improvements.
 4. Construction of LRT with the phasing of street improvements with ZRZ Development Plan.
 5. Construction of LRT with OMSI's development plans.
 6. Construction of LRT with realignment of SE Water Avenue.
 7. Develop construction mitigation plans with the phased improvements of infrastructure and development.
 - Develop a preliminary financing plan for the phased improvements.
8. The Partnership Committee expresses its support for the Portland to Milwaukie Light Rail Project and recognizes that the list of issues and improvements included in this recommendation include many shared responsibilities between partners. The Partnership Committee encourages all parties to acknowledge and agree to

participate collaboratively in future additional design work required to address detailed issues as outlined above.

9. Additional design work will be required by TriMet, the City, and property owners to refine details of the horizontal and vertical alignment design, street plans, interface with the Greenway, utility placement, station location, and other issues. Because of the complexity of these items and the interrelationship of the landward design elements with the bridge, the Partnership Committee recommends that the Committee continue to meet occasionally through the completion of the next phase of bridge design. In addition, the Committee recommends the formation of a Bridge Design Advisory Committee. The committee would provide advice on bridge design and cost issues. The committee should be formed by TriMet, Metro, and the City in consultation with property owners.

Exhibit List

- Exhibit A Plan View of the Preferred Alignment
- Exhibit B Illustration of "Bow Tie" Property Exchange
- Exhibit C Concept Design for Westside Station Location
- Exhibit D Concept Design for Eastside Station Location
- Exhibit E Willamette River Crossing Partnership Committee Membership





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TRI-COUNTY METROPOLITAN TRANSPORTATION DISTRICT OF OREGON


TRIMET

CAPITAL PROJECTS
AND
FACILITIES DIVISION
710 N.E. HOLLADAY STREET
PORTLAND, OREGON 97232

TRIMET
MILWAUKIE LIGHT RAIL
 SEGMENT A - OPTION B5
 MOST SUPPORTED ALIGNMENT
 MOU EXHIBIT A

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TRI-COUNTY METROPOLITAN TRANSPORTATION DISTRICT OF OREGON


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 FACILITIES DIVISION
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 PORTLAND, OREGON 97232

TRIMET
MILWAUKIE LIGHT RAIL
 SEGMENT A – OPTION B5
 MOST SUPPORTED ALIGNMENT
 MOU EXHIBIT B

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TRI-COUNTY METROPOLITAN TRANSPORTATION DISTRICT OF OREGON


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TRIMET
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 SEGMENT A – OPTION B5
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 MOU EXHIBIT C


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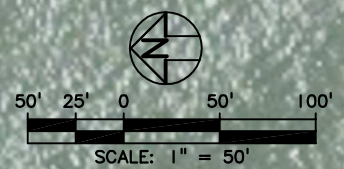
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TRI-COUNTY METROPOLITAN TRANSPORTATION DISTRICT OF OREGON
 CAPITAL PROJECTS AND FACILITIES DIVISION
 710 N.E. HOLLADAY STREET
 PORTLAND, OREGON 97232
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 SUBMITTED: _____ DATE: _____ APPROVED: _____ DATE: _____

TRIMET
MILWAUKIE LIGHT RAIL
 SEGMENT A – OPTION B5
 MOST SUPPORTED ALIGNMENT
 MOU EXHIBIT D
 SCALE: 1" = 100=0"
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 CONTRACT NO.: _____
 SHEET NO.: D



WILLAMETTE RIVER CROSSING PARTNERSHIP COMMITTEE MEMBERS

Vera Katz
Chair

Willamette River Crossing Partnership

Richard Brandman
Deputy Planning Director
Metro

Rod McDowell
Vice President; Facility Services
Oregon Museum of Science & Industry

Kurt Bruun
Lorentz Bruun Construction (LBC)

Neil McFarlane
Executive Director, Capital Projects
TriMet

Bob Durgan
Vice President, Development Services
Andersen Construction, Inc.

Valeria Ramirez
Director of Business Operations
Portland Opera

Jim Gardner
South Portland Neighborhood Association

Rick Saito
North Macadam Property Owner
Group MacKenzie

Sue Keil
Director
Portland Office of Transportation

Zari Santner
Director
Portland Parks and Recreation

Gil Kelley
Director
Portland Bureau of Planning

Steve Stadum
Executive Vice President
Oregon Health & Science University

Wayne Kingsley
Portland Spirit

Peter Stark
President
Central Eastside Industrial Council

Pat Lacrosse
Oregon Museum of Science & Industry

Nancy Steuber
Director
Oregon Museum of Science & Industry

Ken Love
President
South Portland Neighborhood Association

Bruce Warner
Executive Director
Portland Development Commission

Dean Marriot
Director
Bureau of Environmental Services

Mark Williams
Associate Vice President
Oregon Health & Science University

Christopher Mattaliano
General Director
Portland Opera

Dan Yates
Portland Spirit

Jay Zidell
Chief Executive Officer
Zidell Marine Corporation

Exhibit C

Post Locally Preferred Alternative (LPA) Recommendations

The City Council requests that TriMet prepare a Conceptual Design Report, in collaboration with the Portland Office of Transportation (PDOT), to be reviewed by the Portland Design Commission, Planning Commission, Portland Development Commission (PDC) and City Council prior to the completion of the preliminary engineering phase of the project. The report should address and resolve the following issues and opportunities.

A. General Recommendations

1. Willamette River Crossing: Coordinate with TriMet's bridge study to determine a bridge option that meets habitat, Willamette Greenway and navigational needs and is of high aesthetic value.
 - a. Provide access for pedestrians and bicycles with a minimum width of 20 feet if travel in both directions is combined onto one side of the bridge.
 - b. Coordinate with PDOT, the Bureau of Planning, PDC, the Bureau of Environmental Services and the Bureau of Parks and Recreation, on the bridge design and associated impacts to the Willamette Greenway, water quality and wildlife habitat and mitigation of associated impacts. Use the Streamline Permit Process for preliminary bridge design and permit uses.
 - c. Include the Portland Design Commission in reviewing and advising on the bridge design.
 - d. Report findings to City Council.
2. Station Development Strategies: Coordinate with the City of Portland to develop comprehensive station development strategies for stations located in the City of Portland and coordinate with the Portland Plan and Central Portland Plan.
 - a. Continue to partner with OHSU, PSU, and OMSI to develop a Science-Technology Corridor.
 - b. Coordinate with the Portland Development Commission's development activities along the alignment.
 - c. Evaluate station locations to optimize ridership and provide for spacing, access and future redevelopment.
 - d. Develop a public planning process for station area plans and development strategies for the stations along SE 17th Avenue and SE McLoughlin Boulevard.
3. Conceptual Bus Routing Plan: Undertake a conceptual bus plan to evaluate community transit service needs, minimizing overlapping bus routes by examining new cross town bus service between southeast Portland and southwest Portland, and north Portland and northeast Portland.
 - a. Bus Plan should define bus routes serving the recommended Willamette River Transit Bridge, and should insure adequate bus service to the South Portland area.
 - b. Consider new crosstown bus service options for the Bybee Station and Holgate Station.
 - c. Coordinate transit service with the Portland Streetcar Loop.
 - d. Prepare a comprehensive bus routing plan to address the bus service needs for the original South/North Corridor prior to opening of the line.

4. Work Force Plan: Work collaboratively to support TriMet's and PDC's work force diversity goals to foster apprenticeship training, maximize training opportunities and increase recruitment and retention of women and minorities involved with the construction of the project.
5. Property Impacts: Work with TriMet to minimize impacts to existing businesses and properties along the corridor as a result of the alignment.
 - a. Consider future economic viability of sites in designing alignment and stations.
 - b. Minimize right-of-way acquisitions.
 - c. Minimize loss of on-street parking.
 - d. Minimize loss of access to properties.
 - e. Encourage TriMet to partner with the Portland Development Commission to develop a business relocation strategy for businesses displaced by this project, with a priority for relocation within the immediate community and then the City of Portland as the next priority.
6. Bicycle and Pedestrian access: Provide adequate pedestrian and bicycle access to the stations and neighborhoods. Integrate stations to the adjacent areas by providing direct access, adequate sidewalks, lighting, signage, street crossings, public art and place-specific station design.
 - a. Provide ample, safe and convenient bicycle parking at stations.
 - b. Continue working with TriMet to resolve bicycle conflicts along the alignment and improve the bicycle network.
 - c. Explore the opportunity for multi-use paths along the alignment as part of right-of-way acquisitions, particularly in the segment between SE 11th Avenue and SE Sherman Street, and in the SE McLoughlin Boulevard corridor.
7. Natural Habitat: Provide for stormwater control and water quality treatment consistent with the Portland Stormwater Manual.

B. Station Recommendations

1. Station Locations: Perform additional public outreach and technical analysis to optimize location for the stations. Consider spacing, local access, efficient transit operation, cost and future redevelopment potential. Provide the results in the Conceptual Design Report.
 - a. Lincoln/Harbor Stations
 - i. Evaluate how to provide access to the regional transit system in the South Auditorium and RiverPlace areas to meet Central City transit commute mode split goals.
 - ii. Consider reducing the size of the light rail structure by eliminating the bus lanes.
 - iii. Evaluate the opportunities to optimize station location and integrate the station with adjacent vacant development parcels.
 - iv. Address capital costs and other trade-offs.
 - v. Compare results of a single station to two stations.
 - b. Southeast Stations
 - i. Optimize the station locations between the OMSI and Harold stations.

2. Specific Stations

a. SW Lincoln Street/RiverPlace Station Area

- i. Create a streetscape plan for the reconstruction of SW Lincoln Street that addresses street trees, lighting, bicycle facilities and standard width (12-foot) sidewalks.
- ii. Address multimodal circulation conflicts, specifically bicycle and pedestrian movements, at the 5th Avenue tie-in of South Corridor Phase II with Transit Mall light rail.
- iii. Consider utilizing an off-street multiuse path adjacent to I-405 as an alternative to bike lanes on SW Lincoln Street.
- iv. Coordinate station design with PDC development plans for the adjacent properties.
- v. Consult with PDC and Design Commission on design of elevated structure between Naito and Sheridan to ensure that the alignment preserves the aesthetic qualities of the Harbor Drive gateway and enhances pedestrian connections in the area.

b. South Waterfront Station

- i. Support the recommendations of the Willamette River Light Rail Crossing Partnership Committee.
- ii. Work with the City of Portland to coordinate with the development plans for the OHSU Schnitzer Campus and Zidell (ZRZ) properties, the LRT and the Streetcar Loop to specifically address any increase in the base elevation, including phasing, transitions, and cost-sharing/funding strategy.
- iii. Coordinate with the City of Portland to amend the South Waterfront Street Plan to reflect the recommended light rail and streetcar alignments.
- iv. Coordinate with the City of Portland to amend the South Waterfront Willamette Greenway Plan to reflect the recommended light rail alignment and design modifications to accommodate the light rail project while preserving the overall goals of the Plan, including pedestrian and bicycle connections to the Willamette Greenway.
- v. Coordinate with the Portland Office of Transportation and ODOT on the light rail guideway design to incorporate the future I-5 northbound off-ramp at SW Sheridan Street.

c. OMSI Station

- i. Coordinate with the City of Portland to address light rail project impacts on the Willamette Greenway, including pedestrian and bicycle connections between the bridge and station to the Willamette Greenway and impacts of the bridge structure over the Greenway.
- ii. Coordinate the station design with the adjacent property owners (OMSI and Portland Opera).
- iii. Allow for a future connection to the Eastside Loop streetcar.
- iv. Ensure adequate access routes to provide for oversized freight loads.
- v. Optimize the number of economically viable parcels resulting from acquisitions for the project.
- vi. Coordinate the development of OMSI Master Plan with the LRT Project, the Central Portland Plan, PDC's URA plan, and access and circulation

- needs of the district, including the proposed realignment of SE Water Avenue.
- vii. Develop a Central Eastside/Southern Triangle Circulation Plan as part the Milwaukie LRT Project. Continue to evaluate the proposed signal on SE Powell/ SE 8th Avenue for bus access and circulation as well as consider truck access as part of this recommended signal.
 - viii. Examine access and circulation needs for the Central Eastside area and for potential redevelopment adjacent to light rail stations.
- d. Clinton Station
- i. Optimize the station location based on an analysis of connectivity and redevelopment potential.
 - ii. Maintain a convenient east-west connection from SE Clinton Street bike boulevard to the west side of SE Milwaukie Avenue.
 - iii. Analyze the feasibility, design and placing of a pedestrian/bike bridge over railroad tracks.
 - iv. Analyze impacts and best location for third light rail track.
- e. Rhine and Holgate Stations
- i. Conduct a feasibility study of the bicycle facility alternatives between 11th Avenue/Division Street and 17th Avenue/McLoughlin Boulevard, including improved north/south connections across Powell Boulevard.
 - ii. Ensure adequate access and freight truck turning movements from SE Holgate Boulevard to SE 17th Avenue.
 - iii. Analyze the feasibility, design and placing of a pedestrian/bike bridge over railroad tracks.
- f. Harold Station
- i. Define specific project finance, ridership, and land use performance measures that would trigger this future light rail station.
 - ii. Analyze the structural and financing requirements to provide an east-west pedestrian connection along SE Reedway Street from Reed College to Westmoreland.
- g. Bybee Station
- i. Coordinate with the Bureau of Environmental Services on the water quality and habitat impacts and mitigation of associated impacts of the Crystal Springs stream crossing.
 - ii. Enhance safety and security of the station design, including creating opportunities for active uses integrated into the station.
- h. Tacoma Station
- i. Coordinate with the Bureau of Environmental Services on the water quality and habitat impacts and mitigation of associated impacts of the Johnson Creek stream crossing.
 - ii. Coordinate with the Bureau of Environmental Services on the impacts to the existing Combined Sewer Overflow line.
 - iii. Analyze the transportation system impacts, including impacts to the SE 17th Avenue/Tacoma Street intersection, of increasing the number of park and ride spaces to 1,250.

- iv. Explore opportunities for redevelopment of the site, in addition to the park-and-ride structure, and joint development opportunities with adjacent properties.

PDC

PORTLAND DEVELOPMENT COMMISSION

Resolution Number 6617

TITLE: RECOMMENDING THE CITY COUNCIL ADOPT THE SOUTH CORRIDOR PHASE II: PORTLAND-MILWAUKIE LIGHT RAIL PROJECT 2008 LOCALLY PREFERRED ALTERNATIVE AND PROJECT CONDITIONS


Adopted by the Portland Development Commission on July 9, 2008.

PRESENT FOR VOTE	COMMISSIONERS	VOTE		
		Yea	Nay	Abstain
<input checked="" type="checkbox"/>	Mark Rosenbaum, Chair	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input checked="" type="checkbox"/>	Sal Kadri	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input checked="" type="checkbox"/>	Bertha Ferrán	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	Charles Wilhoite	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input checked="" type="checkbox"/>	John Mohlis	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Consent Agenda		<input checked="" type="checkbox"/> Regular Agenda		

Certification

The undersigned hereby certifies that:

The attached resolution is a true and correct copy of the resolution as finally adopted at a Board Meeting of the Portland Development Commission and duly recorded in the official minutes of the meeting.


Renee A. Castilla, Recording Secretary

Date: July 15, 2008