

A G E N D A

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736
TEL 503 797 1542 | FAX 503 797 1793



METRO

Agenda - Revised

MEETING:	METRO COUNCIL REGULAR MEETING
DATE:	May 1, 1997
DAY:	Thursday
TIME:	2:00 PM
PLACE:	Council Chamber

<u>Approx. Time*</u>		<u>Presenter</u>
2:00 PM	CALL TO ORDER AND ROLL CALL	
(5 min.)	1. INTRODUCTIONS	
(5 min.)	2. CITIZEN COMMUNICATIONS	
(5 min.)	3. EXECUTIVE OFFICER COMMUNICATIONS	
(15 min.)	4. SIXTH GRADE FUTURE CITIES PROJECT	Donovan
(30 min.)	5. SOUTH/NORTH LIGHTRAIL PRESENTATION	Brandman
(10 min.)	6. POTENTIAL ISSUES REGARDING STATE LEGISLATION	Naito
	7. CONSENT AGENDA	
3:10 PM	7.1 Consideration of Minutes for the April 24, 1997 Metro Council Regular Meeting and the March 24, 1997 Metro Budget Meeting.	
(5 min.)	8. ORDINANCES - FIRST READING	
3:15 PM	8.1 Ordinance No. 97-689 , For the Purpose of Amending the 1992 RTP to Include the Need, Mode, Function and General Corridor for the I-5/99W Connector.	
(5 min.)	9. ORDINANCES - SECOND READING	
3:20 PM	9.1 Ordinance No. 97-673 , For the Purpose of Adopting the Regional Disaster Debris Management Plan and Incorporating Part Two into the Regional Solid Waste Management Plan.	Morrisette
(5 min.)	9.2 Ordinance No. 97-682 , An Ordinance Amending the FY 1996-97 Budget and Appropriations Schedule in the Parks and Expo Fund to Increase Capital Outlay for Expo and Declaring an Emergency.	Naito

3:30 PM (5 min.)	9.3	Ordinance No. 97-686 , An Ordinance Amending the FY 1996-97 Budget and Appropriations Schedule By Transferring \$223,718 from Contingency to Personal Services and Capital Outlay of the Zoo Operating Fund, and Declaring an Emergency.	McLain
3:35 PM (5 min.)	9.4	Ordinance No. 97-687 , Amending the FY 1996-97 Budget and Appropriations Schedule for the Purpose of Reflecting Funding Increases Due to Costs Associated with Disaster Debris Disposal in Excess of Budget Expectations, Transferring Appropriations within the Solid Waste Revenue Fund, and Declaring an Emergency.	Morissette
	10.	RESOLUTIONS	
3:40 PM (5 min.)	10.1	Resolution No. 97-2456 , For the Purpose of Approving the FY 1997-98 Budget and Transmitting the Approved Budget to the Tax Supervising and Conservation Commission.	McFarland
3:45 PM (5 min.)	10.2	Resolution No. 97-2485 , For the Purpose of Increasing the Citizen Membership to Seven and Redefining the Area from Which Each Member Must Reside for Membership on the North Portland Enhancement Committee.	Washington
3:50 PM (5 min.)	10.3	Resolution No. 97-2487 , For the Purpose of Recommending A Development Program for Adoption by the Oregon Transportation Commission in the FY 1998-2001 STIP.	McLain
3:55 PM (5 min.)	10.4	Resolution No. 97-2489 , For the Purpose of Accepting Nominees to the Metro Committee For Citizen Involvement (MCCI).	McLain
4:00 PM (5 min.)	10.5	Resolution No. 97-2490 , For the Purpose of Authorizing Release of RFP 97R-9-REM for the Establishment of Native Vegetation on St. Johns Landfill.	Washington
4:05 PM (5 min.)	10.6	Resolution No. 97-2492 , For the Purpose of Authorizing the Executive Officer to Execute the Rock Creek Greenway Intergovernmental Agreement with the City of Hillsboro to Manage Properties Purchased by Metro Open Spaces.	Washington
4:10 PM (5 min.)	10.7	Resolution No. 97-2494 , For the Purpose of Authorizing an Exemption Pursuant to Metro Code Section 2.04.054(c) and Authorizing a Sole Source Contract Pursuant to Metro Code Section 2.04.062 for the Sale of Landfill Gas to Portland LFG Joint Venture.	Morissette
4:15 PM (5 min.)	10.8	Resolution No. 97-2495 , For the Purpose of Authorizing an Exemption to the Requirement of Competitive Bidding, Authorizing the Executive Officer to Execute the Resulting Multi-Year Contracts.	Washington
4:20 PM (5 min.)	10.9	Resolution No. 97-2500 , For the Purpose of Encouraging Haulers and Local Governments Within the Metro Region to Implement Solid Waste Fee Reductions Corresponding to Metro's Reduction in Disposal Rate.	Morissette
	11.	CONTRACT REVIEW BOARD	
4:25 PM (5 min.)	11.1	Resolution No. 97-2484 , For the Purpose of Amendment of Contracts for Property Acquisition Service for Metro Open Spaces Acquisition Division.	Naito
4:30 PM (5 min.)	11.2	Resolution No. 97-2491 , For the Purpose of Authorizing Change Order No. 22 to the Contract for Operating Metro Central Station, Change Order No. 21 to the Contract for Operating Metro South Station, and Change Order No. 22 to the Contract for Waste Transport Services.	McLain

4:35 PM
(5 min.)

11.3

Resolution No. 97-2496, For the Purpose of Authorizing the Executive Washington Officer to Extend Contracts with Devin Oil Co., Inc. and Stein Oil Co., Inc. for Purchasing Diesel Fuel Until June 30, 1998.

4:40 PM
(10 min)

12.

COUNCILOR COMMUNICATION

ADJOURN

CABLE VIEWERS: Council Meetings, the second and fourth Thursdays of the month are shown on City Net 30 (Paragon and TCI Cablevision) the first Sunday after the meeting at 8:30 p.m. The entire meeting is also shown again on the second Monday after the meeting at 2:00 p.m. on City Net 30. The meeting is also shown on Channel 11 (Community Access Network) the first Monday after the meeting at 4:00 p.m.

All times listed on the agenda are approximate; items may not be considered in the exact order.
For questions about the agenda, call Clerk of the Council, Chris Billington, 797-1542.
For assistance per the American Disabilities Act (ADA), dial TDD 797-1804 or 797-1540 (Council Office)

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 97-2495, FOR THE PURPOSE OF AUTHORIZING AN EXEMPTION TO THE REQUIREMENT OF COMPETITIVE BIDDING, AUTHORIZING ISSUANCE OF A REQUEST FOR PROPOSALS TO PROCURE HAZARDOUS WASTE DISPOSAL SERVICES, AND AUTHORIZING THE EXECUTIVE OFFICER TO EXECUTE THE RESULTING MULTI-YEAR CONTRACTS

Date: April 15, 1997

Presented by: Jim Quinn
Terry Petersen

PROPOSED ACTION

Approve Resolution 97-2495 to authorize the use of a request for proposals process to procure hazardous waste disposal services, issuance of the attached RFP (Exhibit A), and executive officer approval of the contracts resulting from the RFP.

BACKGROUND

Metro operates a hazardous waste program which includes two permanent household hazardous waste collection facilities, satellite collections held at various locations around the region, and a conditionally exempt generator (CEG) program. The transportation and disposal of the wastes collected in this program is currently performed by three contractors. All of the current hazardous waste disposal contracts expire at the end of June 1997.

JUSTIFICATION FOR USING RFP PROCESS

Metro's hazardous waste program strives to manage all wastes in a manner that maximizes both cost-effectiveness and environmental considerations. The use of an RFP process to procure hazardous waste transportation and disposal services provides a degree of flexibility that greatly facilitates the attainment of these two goals.

The hazardous waste transportation and disposal firms that service the Pacific Northwest have varying capabilities, and generally varying relationships with final recycling and disposal facilities. Some regional contractors may have developed in-house treatment and recycling methods, while others may ship wastes around the country to facilities under their control. A wide variety of hazardous wastes are received at Metro's facilities, and each potential disposal contractor will have certain types of wastes for which they offer particularly attractive pricing or otherwise unavailable processing or disposal technologies. The details of categorization and packaging that each contractor requires can vary significantly, and it is necessary to leave open these specific details in order to capitalize on strengths of the various hazardous waste management firms.

The RFP details 24 different categories of waste, based on the sorting procedures currently

Council Changes to the 1997-98 Proposed Metro Budget

Specified Departments Only

May 1, 1997

MERC

- \$472,000 no longer directed from MERC to Regional Parks.
- \$325,000 allocated to payment of Intel Loan.
- Approval of global budget format, and roll up appropriations for full MERC budget.
- Revises support services package with Administrative Services Dept. Redefines scope and process for providing support services. Reduces MERC payments to ASD by \$204,000 as compared to proposed budget.

Zoo

- \$219,100 allocated from the general fund to buy back 9.5 fte of filled positions recommended to be cut in the proposed budget.

Growth Management

- Increased appropriation for planning activities of \$140,000. This derives from an \$80,000 increase from the general fund, and \$60,000 from department contingency.

Parks

- Replacement of \$472,000 of directed funds from Expo, with general fund dollars.
- Net \$200,000 new general fund dollars to reduce fund balance losses and increase capital expenditures.



METRO

DATE: May 1, 1997

TO: Jon Kvistad, Presiding Officer
 Metro Councilors

FROM: Mike Burton, Executive Officer

RE: Executive Communication

Previous update issues

1. Transfer Station Operation Proposals
2. AC Trucking Rate Review
3. Regional Framework Plan
4. Neighbor City Agreements
5. Performance Measures
6. Opening of the return loop at the Zoo
7. Oxbow Park Slides
8. Disaster Criteria Executive Order
9. Amendments to S/N Alternatives

This Week:

REGIONAL FACILITIES

Informational

Anniversary

May

- Metro's Open Spaces Land Acquisition Program 2nd Year Anniversary- activities planned for the month of May 1997.
- Includes media tours, workshops and open houses.
- Details have been forwarded to the Council.
- For more information call Amy Kirshbaum at x1713.

SOLV IT

May

- Peninsula Crossing and Willamette Cove were SOLV IT clean-up sites on April 19. Sixty cubic yards of garbage and scrap metal were removed along with a motorcycle, stolen Mercedes and 30 tires.



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Support Services Fund

HISTORICAL DATA ACTUAL \$		FY 1996-97 ADOPTED		FY 1996-97 REVISED		FISCAL YEAR 1997-98		PROPOSED		Revised		COMMITTEE RECOMMENDATION	
FY 1994-95	FY 1995-96	FTE	AMOUNT	FTE	AMOUNT	ACCT #	DESCRIPTION	FTE	AMOUNT	FTE	AMOUNT	FTE	AMOUNT
Office of General Counsel													
<u>Personal Services</u>													
						511121	SALARIES-REGULAR EMPLOYEES (full time)						
83,864	91,935	1.00	94,728	1.00	97,380		Administrator	1.00	94,783	0.00	0	1.00	94,783
187,702	184,155	3.00	216,960	3.00	223,035		Senior Assistant Counsel	3.00	226,534	0.00	0	3.00	226,534
0	11,999		0		0		Assistant Counsel	1.00	58,255	0.00	0	1.00	58,255
0	44,812		0		0		Paralegal		0				0
0	22,929		0		0		Appraiser		0	0.00	0		0
						511221	WAGES-REGULAR EMPLOYEES (full time)						
36,616	45,603	1.00	37,584	1.00	39,367		Legal Secretary	2.00	64,060	0.00	0	2.00	64,060
0	0		0		0		Archivist		0	1.00	25,000	1.00	25,000
14,932	2,834	1.00	26,100	1.00	26,100		Administrative Support Assistant C	1.00	29,441	0.00	0	1.00	29,441
0	1,390		0		0		Paralegal		0	0.00	0		0
						511231	WAGES-TEMPORARY EMPLOYEES (full time)						
5,915	8,519		0		0		Temporary Support		0	0.00	0		0
405	1,305		5,000		5,290	511400	OVERTIME		5,000	0.00	0		5,000
97,284	103,254		106,504		108,394	512000	FRINGE		152,583	0.00	0		152,583
426,718	518,735	6.00	486,876	6.00	499,566		Total Personal Services	8.00	630,656	1.00	25,000	9.00	655,656
<u>Materials & Services</u>													
1,957	2,670		2,640		2,640	521100	Office Supplies		3,606		500		4,106
1,159	125		750		750	521110	Computer Software		1,973		0		1,973
1,072	1,052		1,500		1,500	521111	Computer Supplies		960		0		960
45	0		500		500	521290	Other Supplies		515		0		515
15,465	10,642		14,150		14,150	521310	Subscriptions		16,400		0		16,400
1,582	1,676		1,875		1,875	521320	Dues		3,023		0		3,023
874	675		1,500		1,500	525640	Maintenance & Repairs Services-Equipment		1,545		0		1,545
158	356		500		500	526310	Printing Services		515		0		515
0	757		950		950	526420	Postage		979		0		979
497	513		750		750	526440	Delivery Services		773		0		773
378	799		1,304		1,304	526500	Travel		2,450		0		2,450
0	0		765		765	526510	Mileage Reimbursement		788		0		788
0	528		1,300		1,300	526700	Temporary Help Services		1,339		0		1,339
2,121	3,557		3,294		3,294	526800	Training, Tuition, Conferences		4,320		0		4,320

Support Services Fund

HISTORICAL DATA ACTUAL \$		FY 1996-97 ADOPTED		FY 1996-97 REVISED		FISCAL YEAR 1997-98		PROPOSED		Revised		COMMITTEE RECOMMENDATION	
FY 1994-95	FY 1995-96	FTE	AMOUNT	FTE	AMOUNT	ACCT #	DESCRIPTION	FTE	AMOUNT	FTE	AMOUNT	FTE	AMOUNT
Office of General Counsel													
0	25		0		0	528100	License, Permits, Payments to Other Agencies		0		0		0
276	349		850		850	529020	Litigation Expense		1,500		0		1,500
0	73		350		350	529500	Meetings		361		0		361
79	162		300		300	529800	Miscellaneous		309		0		309
<hr/>		<hr/>		<hr/>				<hr/>		<hr/>		<hr/>	
25,663	24,129		33,278		33,278		Total Materials & Services		41,356		500		41,856
 <u>Capital Outlay</u>													
2,981	0		1,495		1,495	571500	Purchases-Office Furniture & Equipment		17,144		4,500		21,644
<hr/>		<hr/>		<hr/>				<hr/>		<hr/>		<hr/>	
2,981	0		1,495		1,495		Total Capital Outlay		17,144		4,500		21,644
<hr/>		<hr/>		<hr/>				<hr/>		<hr/>		<hr/>	
455,362	542,864	6.00	521,649	6.00	534,339		TOTAL EXPENDITURES	8.00	689,156	1.00	30,000	9.00	719,156

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May 1, 1997

Jon Kvistad, Presiding Officer
Metro Council
600 NE Grand Avenue
Portland, OR 97232-2736

RE: MTIP/STIP Development Program

Dear Officer Kvistad:

The public sector is the largest single investor in the market. The public builds the infra-structure that private development utilizes to make profit. This region has built a policy framework to focus private development into the existing developed area. Yet the recently adopted MTIP/STIP and the proposed development program directs the vast majority of investment to suburban areas.

Although, these are good projects and are needed, the region has failed to balance investment strategically. This is due to the development agenda of a small number of architects, planners, and elected officials. This agenda "ghettoizes" the Central Eastside by deferring critically needed investment on Interstate 5 along the eastbank of the Willamette River. This sets the stage for future urban renewal to move the freeway and transform the inner eastside into an elite mixed use neighborhood.

This vision has two fatal flaws. The vision is based on bad planning and no understanding of the real estate market. The market will **never** support this vision and, even if it did, through heavy public subsidy, the vision would destroy Portland. Second, the vision is inhumane. It is based on destroying the lives and future of the people who are in the innercity now, essentially, driving them into poverty and force them to give up their property to the public and developers.

The City of Portland has mislead you on two accounts. They have told you that Portland's City Council does not support the East Marquam Interchange project or the Greeley Interchange Project. This is a lie. The City Council is on record supporting these projects. The subsequent vote was declared illegal by the Land Use Board of Appeals because the City did not follow the legal process.

Second, they have told you that we can live with the existing situation. Yet, two recent incidents shut down the region. No other part of the system can have the impact of this main stem. Twice last month, a system breakdown on the eastbank stopped traffic from Wilsonville to Vancouver, Washington.

I personally urge you to move forward. Protect the safety and welfare of the people. Reject this insidious manipulation.

Sincerely,



Peter Finley Fry AICP

MINUTES OF THE METRO COUNCIL BUDGET COMMITTEE MEETING

Wednesday, March 26, 1997

Metro, Room 370A-B

Members Present: Patricia McCaig (Chair), Ruth McFarland (Vice Chair), Jon Kvistad, Susan McLain, Lisa Naito, Ed Washington

Members Absent: Don Morissette

Chair McCaig called the meeting to order at 2:05 PM.

1. CONSIDERATION OF MINUTES OF MARCH 5, 1997

The minutes of the March 5, 1997 Budget Committee meeting were not available for consideration.

2. RESOLUTION NO. 97-2470, FOR THE PURPOSE OF APPROVING CHANGE ORDER NO. 1 OF THE PUBLIC CONTRACT WITH PEOPLESFT INC. FOR THE PROVISION OF CONSULTING SERVICES

Jennifer Sims, Chief Financial Officer, reported on Resolution No. 97-2470 which would authorize an additional 60 days of on-site training and consulting services to support the Infolink project at Metro. A staff report to the resolution contains the factual background and analysis of the resolution and is included as part of the meeting record.

Motion:

Councilor Kvistad moved, seconded by Councilor Washington to recommend Council adoption of Resolution No. 97-2470.

Vote:

Councilors Kvistad, Naito, McLain, Washington, and McCaig voted aye. Councilors McFarland and Morissette were absent. The vote was 5/0 in favor and the motion passed.

Councilor Naito will carry the resolution to full Council.

3. RESOLUTION NO. 97-2474, FOR THE PURPOSE OF APPROVING THE LEASE/PURCHASE FINANCING WHEREBY SAWY LEASING CORP. LEASE/PURCHASE CERTAIN EQUIPMENT TO METRO PURSUANT TO A LEASE/PURCHASE AGREEMENT; AND AUTHORIZING THE CFO OR HER DESIGNEE TO EXECUTE THE LEASE/PURCHASE AGREEMENT AND SUCH OTHER DOCUMENTS AND CERTIFICATES AS MAY BE NECESSARY TO CARRY OUT THE TRANSACTIONS CONTEMPLATED BY THE AFOREMENTIONED AGREEMENT

Ms. Sims reported on Resolution No. 97-2474, which would approve the lease/purchase of computer monitors and related equipment for the Transportation Department. A staff report to the resolution contains the factual background and analysis of the resolution and is included as part of the meeting record.

Motion:

Councilor Kvistad moved, seconded by Councilor Washington, to recommend Council adoption of Resolution No. 97-2474.

MINUTES OF THE METRO COUNCIL BUDGET COMMITTEE MEETING

March 26, 1997

page 2

Vote:

Councilors Washington, Kvistad, Naito, McLain, and McCaig voted aye. Councilors McFarland and Morissette were absent. The vote was 5/0 in favor and the motion passed.

Councilor Naito will carry the resolution to full Council.

4. ORDINANCE NO. 97-679, FOR THE PURPOSE OF ADOPTING THE ANNUAL BUDGET FOR FISCAL YEAR 1997-98; MAKING THE APPROPRIATIONS AND LEVYING AD VALOREM TAXES; AND DECLARING AN EMERGENCY

Growth Management Services Department Budget

Chair McCaig asked Michael Morrissey, Senior Council Analyst, to review his budget questions regarding the Growth Management Department budget. Mr. Morrissey summarized those questions, which were contained in a handout that had been distributed at the March 12, 1997 Budget Committee meeting. A copy of the handout is included with the official record of that meeting.

Councilor McLain referred to two memoranda pertaining to the growth management budget. She said one memorandum, from John Fregonese, Director of Growth Management, to herself, dated March 12, 1997, referred to Metro grants for the cities of Cornelius and Milwaukie. The second memorandum, from herself to Chair McCaig, dated March 24, 1997, referred to three particular sources of revenue for her proposed increase of \$140,000 to the growth management budget. These memoranda were not distributed in committee and are not included as part of the meeting record.

Sherry Oeser, Growth Management Program Supervisor, appeared before the committee to address the upcoming budget year. She said the long-range planning division would be finishing up the Regional Framework Plan and assisting the Council in its consideration of the plan within the next month. A big issue was Urban Reserve planning, which included Council requirements to bring land within the Urban Growth Boundary. The division would also deal with housing issues, water conservation, and water quality issues. In the community development division, one issue would concern technical assistance to local governments. Work would continue on the Governor's 2040 Task Force and model codes. The data resource center would continue to provide in-house services, as well as outside services. Ms. Oeser described a data warehouse currently being instigated. A business plan for the RIC storefront would be developed. Public involvement work would take place in the Regional Framework Plan, and public involvement technical assistance would be provided to local governments.

Councilor McLain said she had spoken with department staff and the executive officer, and had received their support in terms of how the budget increases would be handled.

Chair McCaig asked if \$40,000 of the \$140,000 would go to the corridor and center planning, and \$100,000 would be set aside for the Urban Reserve Master Plan and the Functional Plan. Councilor McLain confirmed this, and added that precise expenditures within those categories had not yet been determined. Chair McCaig asked if any local jurisdiction requesting money would automatically receive assistance, and whether \$100,000 was sufficient for all anticipated requests. Councilor McLain responded there were criteria in transportation and land use planning that would have to be met in order to qualify for funds. In response to a question by Councilor Washington, Councilor McLain responded that the money was primarily to go for technical assistance.

MINUTES OF THE METRO COUNCIL BUDGET COMMITTEE MEETING

March 26, 1997

page 3

Councilor Naito said it would be important to set specific criteria in light of Measure 47, in order to assist local jurisdictions in setting their budgets. Councilor McLain said local jurisdictions were aware that the funds available would be limited. Councilor Naito asked when funding decisions would be made. Councilor McLain replied that in the absence of Mr. Fregonese, she would not report on specific assistance decisions. Mike Burton, Executive Officer, said to-date, 19 requests had been received. The request from the city of Tigard alone was for \$250,000.

Councilor Naito said the matter was a policy issue, and she questioned whether to put more money into Urban Reserve issues when there were density issues to be funded. In response to a question by Chair McCaig, Councilor Naito said she was concerned about the \$100,000/\$40,000 split because she did not know what the specific needs were.

Chair McCaig said the committee would place the \$140,000 proposal on the table for further discussion at a later date. Councilor McLain said the need would be refined over the next week, and a line item proposal would be presented to the committee.

Chair McCaig asked for general consensus that there were no problems with the budget as presented, with the exception of the \$140,000 proposal. Councilor Kvistad asked Mr. Morrissey whether the issues of the DRC subscription sales, the lease, and other line item questions had been resolved. Mr. Morrissey said they had, however, he was unsure that councilors had received copies of the answers. Chair McCaig said the intent had been that only unresolved issues would be brought back to the table.

Parks and Greenspaces Department Budget

Chair McCaig said she had met with Councilor Kvistad and staff to review the action of the last meeting. At the last meeting a vote had been taken to increase the solid waste excise tax by one percent, which passed five to one in favor. Councilor Kvistad and Councilor McFarland had presented proposals on how to spend the differential, but no vote had been taken on the matter.

Chair McCaig referred to a chart which set forth agency-wide needs. She said there were genuine needs in both short and long term needs of the agency.

NEEDS:								REVENUE	
<u>Parks</u> 100,000	operations	<u>Growth</u> 140,000	corridor/ctr & UR MPIn	<u>Zoo</u> 1.7 mil	operations	<u>MERC</u> 8 mil	cap needs	633,000	prks, fund , growth
200,000	cap mntnc					2.5 mil	balloon Intel (10 yrs)	160,000 (one time)	fund , growth, zoo
250,000	land bankng								
3 mil	unfund cap plng								
(230,000)	f.f. plng								

Chair McCaig then set forth the options for expending the additional excise tax in the following table.

	OPTIONS		BENEFIT TO PARKS
I	As is	+633,000 (entire excise tax)	633,000 net
II	- 325,000	to MERC/Metro	308,000 net
III	-147,000	to new fund or Expo parking	160,000 net
IV	- 40,000	to growth management	120,000 net

MINUTES OF THE METRO COUNCIL BUDGET COMMITTEE MEETING

March 26, 1997

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Chair McCaig said there were proposals to use \$40,000 of the one-time-only \$160,000 for part of the growth management proposal, there were proposals to use some of it to offset more parks needs, there was a proposal to create a new fund, and there was the executive officer's proposal to use the entire \$160,000 at the zoo. The remaining \$60,000 needed for growth management would come from growth management's ending fund balance. She said the committee needed to package all of these decisions.

Executive Officer Burton pointed out there was an additional annual need of \$200,000 for Metro Regional Center renewal and replacement.

Councilor McFarland said if \$147,000 was removed from the \$633,000, the money would still come into the general fund as excise tax. The \$147,000 currently in the general fund as excise tax from Expo parking has been earmarked for parks. If the parks need was filled with another source, those funds would become unearmarked.

Councilor Kvistad reviewed his proposal from the previous week. He distributed an amplified version of his proposal to committee members. A copy of this document is included as part of the meeting record. His proposal would decouple parks from Expo. It would tie parks funding to Metro's utility funding mechanism, it would put more revenue toward major parks needs, and it would allow money from Expo to go back to that facility in order to start a renewal and replacement fund to deal with Metro's long-term commitments at Expo.

Councilor Kvistad said if parks were decoupled from Expo, parks needs would have to be covered with the revenue source. The amount needed to accomplish his proposal to decouple parks and Expo and to fully fund parks would be approximately \$670,000, which would require a backfill of \$39,000 from the general fund. The \$39,000 would fund not only the Exposition dollars, but also the \$200,000 capital needs at parks. Councilor Kvistad said he would be flexible regarding how to allocate the \$200,000.

Councilor Kvistad said the second part of his proposal dealt with a fund balance of \$472,000 of Expo renewal and replacement money and the excise tax from the Expo facilities. He proposed one of three options, 1) put all Expo excise tax revenues into the Expo renewal and replacement fund; 2) create a renewal and replacement fund at the level of \$325,000, and place the \$147,000 currently in the general fund into an ancillary facilities fund within the general fund; or 3) put the \$325,000 in the renewal and replacement fund, and keep the \$147,000 in the general fund balance, to be used agency-wide for projects approved by the Council. He pointed out the only issue would be how to deal with the \$147,000.

Chair McCaig said the resolution transferring parks to Metro provided that until a long-term stable funding source was found, Metro would fund the parks out of Expo. Councilor Kvistad disagreed. He said Metro had made a commitment to the county that the money that came over from the county would be used to keep the parks revenue neutral; and that Metro further committed to find a more stable source of funding for parks. Chair McCaig the resolution stipulated that, *"the arrangement continues through FY '96-'97, or until a permanent funding source is obtained."* She said it was up to the Council to determine whether Councilor Kvistad's proposal should constitute an alternate funding source. She said the resolution permitted Metro to continue funding parks through Expo if it chose to do so. She continued with specific resolution language, *"Before July 1997, the Council should review this funding strategy, and either authorize its continuation or implement an alternative funding source which addresses parks needs. The goal should be to reduce or eliminate Expo support to parks at the earliest possible date."* Councilor Kvistad said he had made a personal commitment to Tanya Collier, Multnomah County Commissioner, that Metro would find an alternate source of funding by July 1997.

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Councilor McLain said her purpose in reviewing the proposal was to determine what course of action was best for the parks. Chair McCaig asked if this, then, meant Councilor McLain would support devoting the entire \$633,000 to parks, rather than replacing money to Expo. Councilor McLain said she planned to consider all options following today's meeting.

Chair McCaig said her concern with Councilor Kvistad's proposal was that MERC received a greater benefit than parks. She pointed out there was \$633,000 new revenue and \$472,000 already existing revenue, yet the net benefit to parks would be only \$160,000 or \$200,000. She said the result of Councilor Kvistad's proposal would be that \$325,000 would go to MERC for renewal and replacement, a \$147,000 pot would be available to Metro to be used as it chose, and the benefit to parks would be \$200,000. The benefit to MERC could be as much as \$472,000. At issue was Councilor Kvistad's description that his proposal would solve parks problem. In reality Councilor Kvistad's proposal would not solve parks problem; it would make a dent, and it would create two new funds at Expo.

Councilor Kvistad said he was attempting to achieve a balance. He said parks would be made whole, and they would not lose anything when they were split off from Expo. There would also be an additional \$107,000 in general fund revenue over and above the \$200,000 for parks.

Councilor McFarland said parks should not assume it could continue to rely on MERC for funding. She said MERC did not gain from the proposal, rather, it got back its own money. She later distributed a memorandum to the committee from herself, dated March 26, 1997, entitled "Excise Tax and General Fund Considerations." A copy of this memorandum is included as part of the meeting record. The memorandum set forth her proposal that once total budgeted excise tax revenues had been raised during the course of a budget year, from that point forward, excise taxes generated by the Oregon Convention Center, Expo, and the Zoo would be allocated to renewal and replacement reserves for their respective departments.

Councilor Naito said in the short term, the benefit to parks may not be substantial enough to make a large dent in their capital or operating needs, and that additional funding sources might be needed in the future. However, the long-term policy implications were extremely beneficial to parks, in the sense that parks funding was currently linked to a building that had large, unmet capital needs. If these capital needs were not met, parks funding could not go on forever. She said it made sense to take money from Expo to ensure it continued to generate dollars and meet its long-term obligations. It would be beneficial to parks to develop an independent, more reliable, long-term source of funds.

Chair McCaig said she did not believe the proposal was a long-term fix because the excise tax differential was projected to last only up to five years. Executive Officer Burton said the amount generated from the tax could be greater than \$633,000; and that the bottom was falling out of cardboard, paper, and plastic markets. However, the costs of operating solid waste facilities and needs for bonds meant Metro could sustain the current level for three to four years at best. Executive Officer Burton said the stability of the excise tax funds would be no greater or less than the Expo fund. He suggested it might be appropriate to increase excise taxes across the board. He said there were major capital needs at the old Expo building, and that over the years the county had failed to invest in maintenance of the building.

Councilor McLain said the executive officer and Councilor Kvistad had demonstrated there were capital needs at both parks and the Expo facilities that were short and long-term. This was a yearly budget process, and no one was representing that a permanent solution to the parks situation was being made. The proposal would provide for short term needs, and would give an additional three to five years to find a general funding source.

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Councilor Washington said it was not possible to find a long-term funding source short of instigating a permanent funding source for Metro. Even then, he maintained the task would not be easy. He said the proposal under consideration was simply a matter of keeping the ship afloat.

Councilor Kvistad asked for general agreement on the specific points of his proposal. The committee agreed to the portion of his proposal that the \$325,000 currently going to parks from Expo be replaced with part of the \$633,000 excise tax increase.

However, the part of his proposal that would use the one percent excise tax differential to compensate parks for the \$147,000 it currently received from the Expo parking lot excise tax, and would shift that excise tax to the general fund was met with disagreement by Chair McCaig. She said the \$147,000 currently in the parks budget should remain, and the additional \$147,000 from the excise tax increase should be added to parks as well. She said if the net benefit to park was only \$200,000 and the \$147,000 was being used to create an undetermined fund or to be placed in the general fund, unallocated, she would not support the proposal.

Councilor McFarland said she would oppose any move to give the additional \$147,000 to parks if the department was made whole, and an extra \$200,000 was placed in its capital fund.

Councilor McLain asked if the \$147,000 were to revert to the general fund, if it could be used for the \$50,000 to \$100,000 proposed for RACC. Ms. Sims responded affirmatively, noting that the RACC funds would come from the general fund. Councilor McLain said this was why the Councilor Kvistad's third option to place the \$147,000 in the general fund for agency-wide projects approved by the Council had merit in her view.

Councilor Naito reminded the committee that the \$160,000 was to be reduced to \$120,000 with Councilor Kvistad's proposal. Chair McCaig said the growth management proposal of \$40,000 would double the needs out of the \$160,000 if it were not taken out of the \$633,000.

Councilor Kvistad asked for agreement that the entire \$633,000 would go to parks. He said the one percent went to parks to cover existing expenditures plus meet residual needs. Chair McCaig responded that of the \$633,000, \$470,000 would go to facilities, and \$200,000 would go to parks. She said the discussion had been helpful, and that the proposal would be brought up at the next committee meeting for final consideration.

Councilor Kvistad said it was important that the committee vote today on the one percent excise tax portion of his proposal. He said the \$147,000 Expo parking lot excise tax issue could be resolved at a later date. Chair McCaig said she could not vote on the proposal without knowing the package because the choices made after this action would affect the net benefit to parks. Councilor Kvistad said he would be willing to consider Chair McCaig's proposal that another \$147,000 be devoted to parks. Councilor McFarland pointed out to Councilor Kvistad that he would lose her vote in order to get Councilor McCaig's vote.

Councilor McLain said she could agree to leave the issue on the table. She described a "chicken or egg" process question that she said was often misunderstood by members of the press. The question was whether to set the excise tax before reviewing the specific budget items, or to set the budget items before increasing the tax. Either way, she said the matter was not tied down.

Councilor Kvistad then crafted language moving his proposal. His motion would dedicate the one percent excise tax to parks to fund the categories of parks funding that he had recommended before the committee today, and that the residual amounts would be dealt with in upcoming budgets. Chair McCaig said the motion could not include the \$40,000 from the \$160,000 if it were

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to the \$633,000. Councilor Kvistad agreed to modify his motion to deal only with the \$633,000, with the stated intention that he would make a motion at a later time for the backfill to make that program whole.

Following discussion, Councilor Kvistad and Chair McCaig agreed on the following language. "Councilor Kvistad moved... to allocate \$633,000 to parks, of which the benefit to Expo/MERC would be \$475,000, and of which the net benefit to parks would be \$160,000, and to review at a future date, the allocation of the \$160,000 general fund revenues, with the intention of backfilling the parks budget to \$200,000 to make that budget whole."

Councilor Naito said she would support dedicating the one percent to the parks, and to hold the decoupling discussions to a later date. She felt there was a substantial commitment to link those decoupled funds to the facility itself, but certainly there had been no decision out of the committee to do so. Councilor Kvistad said the disposition of the \$325,000 and the \$147,000 would be a separate discussion from the motion he made. He clarified that his motion was to dedicate the one percent, or \$633,000 from the differential excise to parks programs.

Motion:

Councilor Kvistad moved, seconded by Councilor McLain to dedicate the one percent excise tax differential to parks programs, with the stated intention that he would make a motion at a later time for the backfill to make that program whole.

Chair McCaig, once again, asked the committee not to take action on the motion until the growth management and zoo budgets had been considered. Councilor Kvistad said he did not want the issue to be unresolved when the excise tax increase came up for a vote at the next day's Council meeting. Councilor McFarland also encouraged Councilor Kvistad to allow the committee to postpone the decision.

Councilor McLain pointed out that if there was no proposal to deal with the funds at tomorrow's Council meeting, the executive officer would veto the ordinance. She said the executive officer would support the ordinance if the one percent were dedicated to parks, so it was important to make the decision today.

Councilor Kvistad said he had made a motion and would like action taken today.

Vote:

Councilors McFarland, McLain, Kvistad, Naito, and Washington voted aye. Councilor McCaig voted nay. Councilor Morissette was absent. The vote was 5/1 in favor and the motion passed.

Chair McCaig called a three minute recess to set up for the zoo budget discussion and public hearing.

Metro Washington Park Zoo Budget

Chair McCaig said the purpose of today's meeting was to receive a presentation on the executive's proposed zoo budget and to hear from zoo employees and members of the public wishing to testify on the budget. Mr. Morrissey distributed his list of zoo budget questions to members of the committee. A copy of this memorandum is included as part of the meeting record. Councilor McFarland, chair of the Regional Facilities committee, Mr. Morrissey, and Sherry Sheng, Metro Washington Park Zoo Director, were to meet prior to the next meeting to review Mr. Morrissey's questions.

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Ms. Sims gave an overview of the Metro Washington Park Zoo budget. A report entitled "Department Overview, Metro Washington Park Zoo" dated March 25, 1997, was prepared by Financial Planning staff, and contained the substance of Ms. Sims' remarks. Copies of this report were distributed to councilors, and a copy is included as part of the meeting record.

Ms. Sims reported that since the budget was submitted, an increase of \$160,000 in excise tax revenue had been projected due to higher tonnages next year. The executive officer had recommended the \$160,000 be used to restore security at the zoo, which is one of the proposed cuts. This would provide restoration of in-house security for a period of two years. Ms. Sims said HJR 85 could lessen the impact of Measure 47 by approximately \$350,000. It allow Metro to backfill the loss of tax revenue with increases in fees because Metro would meet the provision that less than ten percent of its revenue come from property tax.

Chair McCaig said Measure 47 would prohibit Metro from using the increase in the excise tax to offset losses at the zoo, but that the "Son/Daughter of 47" would allow the excise tax to be used to offset these losses. Executive Officer Burton said during budget discussions, an increase in the gate fee had been discussed as a means to respond to inflationary costs. However, with the passage of Measure 47, Metro was prohibited from doing so. The "In-law of 47" would permit this increase to occur.

Kathy Kiaunis, Assistant Zoo Director, gave an overview of the process used in developing the zoo budget, which involved several meetings with all parties involved, including zoo administration, the executive officer, and union representatives. She said zoo managers had established a set of guiding principles to use in recommending cuts. Some of these principles were: 1) the zoo would remain Oregon's premier conservation and education resource, 2) priority would be given to species that have a high conservation need locally and internationally, 3) the zoo would remain a clean, fun, safe place to visit, 4) the zoo would remain a good value for visitors and members, and 5) entrepreneurial opportunities would be sought to generate funds for the zoo's most important programs.

Ms. Kiaunis said in addition to making appropriate cuts, zoo administration worked to reduce the depth of the cuts by raising revenue producing capabilities. They also obtained a commitment from the executive to reduce support services costs. The cuts permitted the zoo to maintain important programs, to continue to meet all legal requirements, to save money, and to maintain revenue generating capability. The decisions were made even more difficult by the fact that the cut was not a one-time-only cut, but was a cut on the cap on future growth in property taxes that would have a growing impact on the zoo over time.

Chair McCaig reviewed the executive's response to Measure 47 which was as follows: The total cut would be \$1.7 million, which could go down to \$1.4 million. About \$600,000 in cuts would come from reducing employees, cutting hours, and outsourcing. Approximately \$200,000 would come from cuts in materials and services and capital outlay. Support services costs would be reduced by \$175,000, and intake at concessions had been increased by \$200,000. The remainder of the gap was filled with \$500,000 from the ending fund. She said the gap must be filled, and asked those testifying before the committee to give proposed alternatives.

Chair McCaig opened a public hearing.

1. Alex Herring and Steven Aaberg, 1090 Chandler Rd., Lake Oswego, OR, students at Forest Hills School, appeared before the committee to express their opposition to elimination of the insect zoo in the executive's proposed budget. They did not have any ideas for making budget cuts, but proposed increasing the gate fee by a nickel in order to maintain funding for the insect zoo.

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2. Ron Sarver, AFSCME Local 3580 President, 1303 NE Euclid Avenue, Portland, OR, appeared before the committee to present the union's budget proposal which would maintain services and keep jobs at the zoo. Mr. Sarver reported that the union supported the executive officer's recent proposal to dedicate the \$160,000 surplus tipping fees and any excess excise tax to restoring jobs and services at the zoo. Mr. Sarver presented the committee with a petition signed by members of AFSCME Local 3580, members from LIU 483, members of the Portland Organizing Project, and members Local 3580-1 (MERC employees), which encouraged the committee "...to avoid layoffs by restoring the nine jobs [specified in the union proposal], and to seriously consider the union's proposed zoo operating budget."
3. Tim Collins, AFSCME Local 3580 Executive Board, 1776 SW Greenway Circle, West Linn, OR, appeared before the committee to present the union's proposed budget. He distributed copies of this proposal, a copy of which is included as part of the meeting record. He pointed out the proposal did not include any recommended changes to the Education and Visitor Services divisions. He also pointed out their proposed budget did not depend upon the executive officer's recommendation to dedicate the surplus \$160,000 in additional tip fees to the zoo budget, although the union would support this transfer of funds.

Mr. Morrissey said management's proposed zoo budget included the \$160,000 which did not appear in the budget manual. Mr. Collins said the budget manual had \$188,000 less in personal services -- the security officer positions. The union proposal added that back in; and the contract and other items led to a subtraction of \$124,662.

Councilor McLain asked if design services provided signage at the exhibits. Mr. Collins said that this was so.

Councilor Kvistad asked for a comparison of FTE between the executive's proposal and the union's proposal. Mr. Collins said the union's proposal restored all of their positions. He said he was unaware of how many other positions would be cut; and that the union was looking at trades which would eliminate three positions currently not in the executive officer's budget. In response to Chair McCaig, Mr. Collins said the union was not buying back 16 FTE, but rather ten people for a total of 7.5 FTE, leaving some FTE vacant; and that in addition there could be two or three FTE that are new that would not be approved.

Councilor Washington asked about seniority issues surrounding the graphics design positions, inasmuch as the three individuals slated for cuts in those positions had been employed at the zoo for ten to thirteen years. Mr. Collins said the AFSCME contract contained strong seniority language, however, it went by classification to ensure qualified individuals filled each position. He said the graphics design classification was very unique, and all three individuals in question would be subject to layoff. Councilor Washington asked how long the design coordinator had been on staff. Mr. Collins responded that individual had been with Metro for less than one year.

4. Carol Lewis, Friends of the Zoo Board Member, 2628 SW Vista, Portland, OR, appeared before the committee to speak in favor of the executive officer's budget, and to report on actions undertaken by Friends of the Zoo (FOZ) to meet the zoo's budget shortfall. Ms. Lewis said FOZ had offered to step up to the plate to help Metro deal with the effects of Measure 47. This meant FOZ would do all fund raising, which would entail FOZ taking on salaries, benefits, and all other costs associated with fund raising, for a savings to the zoo of approximately \$122,000. She said consolidation of fund raising efforts under one roof would be cost effective. The money raised to the zoo would be turned over to the zoo so that it would not lose any revenues from current fund raising efforts. In addition, FOZ would raise funds to

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support conservation and research programs that the zoo has designated as high priority. FOZ would fully fund the operation of the center for species survival at \$160,000. FOZ would also increase fund raising efforts to support the elephant research program at \$72,000. FOZ would continue to support zoo operations through a portion of the membership income. Altogether, FOZ's contribution to the zoo would exceed \$1 million.

Councilor Washington asked Ms. Lewis whether FOZ intended to raise the \$1 million. Ms. Lewis said FOZ intended to turn over \$1 million. Fund raising efforts of FOZ were being developed jointly with Ms. Sheng and executive staff of the zoo; it was not up to FOZ to designate the purpose of the funds raised. She said the \$1 million had already been accounted for in the executive's budget.

5. Tim Estes, POVA, 10700 SW Allen Blvd., Beaverton, OR, appeared before the committee to speak in favor of the executive officer's proposed budget and to present perspective on the issue from the standpoint of tourism. He said the zoo is the state's most frequented admissioned attraction. He said POVA wished to see the zoo remain the significant anchor of POVA's package to sell the region to conventions and tourists. He stressed the importance of continued product development of the zoo and of ensuring the zoo remained an attractive venue for businesses and travelers. He said the successful bond measure will redevelop about 20% of the zoo, and he expressed concern about the remaining 80%.
6. Janice Hixson, Animal Registrar, Metro Washington Park Zoo, 2831 SW Troy, Portland, OR, appeared before the committee to speak in favor of maintaining the registrar position at the zoo. Ms. Hixson submitted to the committee, a memorandum from herself to the Metro Council, dated March 26, 1997, entitled "Importance of the Animal Registrar/Records and Information Specialist Position for the Zoo." Attached to the memorandum were letters in support of the registrar position from Michele R. Schiremen, Animal Care Staff, Metro Washington Park Zoo; the United States Department of the Interior, Fish and Wildlife Service; the Oregon Department of Agriculture, Animal Health and ID Division; the Oregon Department of Fish and Wildlife, Wildlife Division; the Oregon Department of State Police, Fish and Wildlife Division; and Wildlife Safari. Ms. Hixson's remarks were based on her memorandum, a copy of which is included as part of the meeting record, along with copies of the letters of support.
7. Michael Illig, Senior Animal Keeper, Metro Washington Park Zoo, 3036 NW Creekwood Place, Forest Grove, OR, appeared before the committee to speak in favor of maintaining the registrar position at the zoo. Mr. Illig submitted to the committee, a memorandum from himself to the Metro Council, dated March 26, 1997, entitled "Proposed Zoo Budget." This memorandum contained the substance of Mr. Illig's remarks, and a copy has been included as part of the meeting record.
8. (9. and 10.) David Kato, 1915 SW 139th Ave., Beaverton, OR; Doug Katagiri, 5195 SW Cherry Ave., Beaverton, OR; and Eileen Yee, 1446 SE Dake St., Portland, OR, all of Design Services, Metro Washington Park Zoo, appeared before the committee to speak in favor of maintaining the 2.0 FTE graphic design positions at the zoo. They submitted to the committee, a memorandum from themselves to the Metro Council, dated March 26, 1997, entitled "1997-1998 Zoo Budget and the Outsourcing of 2.0 FTE Graphic Design Positions." This memorandum contained the substance of their remarks, and a copy has been included as part of the meeting record.
11. Sue Gemmell, Graphic Designer, Metro, appeared before the committee to speak in favor of maintaining the graphic design positions at the zoo. Ms. Gemmell described the problems she has experienced associated with outsourcing graphics design work. Her experience included writing scheduled work, interviewing candidates, reviewing their work, and occasionally bailing

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out projects that had been unsatisfactorily undertaken by contract workers. She concluded it took more time to draft the scheduled work, select the contractor, and manage the contract than to do the work in-house, not considering the paperwork for accounting and the contracts division. She said the proposed outsourcing would not be a cost-saving option.

12. Al Warren, Zoo Employee, Metro Washington Park Zoo, appeared before the committee to speak in favor of maintaining the security positions at the zoo. He submitted to the committee a transcript of his remarks, a copy of which has been included as part of the meeting record.
13. Scott Secrist, Emergency Medical Technician, Metro Washington Park Zoo, appeared before the committee to speak in favor of maintaining the security positions at the zoo. He reported that 24 to 32 hours of day training, swing training, and graveyard training were required. It would take six months before a new employee was comfortable with his or her position. He had experienced problems with contract security being left on their own with only two hours training. Mr. Secrist pointed out the zoo was one of the rare entities where in-house security was the best option. Contract security did not respond to problems, but rather observed, reported, and had to request permission to respond to problems. He said in-house security could also respond to instances where employees were working in an unsafe manner. Mr. Secrist pointed out that in-house security looked on the zoo as "their zoo," while contract officers would respond either with "it's not my job," or would take an overzealous cop attitude.
14. Elizabeth N. Boyd, Gardener 2, Metro Washington Park Zoo, appeared before the committee to speak in opposition to reclassifying her Gardener 2 position to a Gardener 1 position. Ms. Boyd submitted to the committee written testimony in support of her position, a copy of which has been included in the meeting record.
15. Barry Clark, Metro Washington Park Zoo, appeared before the committee to speak with regard to the process which led to development of the proposed zoo budget. With regard to remarks about meetings with staff, Mr. Clark reported that staff were initially denied participation in the process. With regard to guiding principles, he reported one of the principles was that cuts would make sense to staff, which Mr. Clark maintained they did not. Another principle about conservation seemed to conflict with cuts of the registrar position, and the cut of the Golden Lion Tamarin, the only project at the zoo to reintroduce a species back into the wild. With regard to Ms. Kiaunis's comments that the zoo would be clean and safe, he maintained the zoo would not be safer with contract security. With regard to FOZ fund raising comments, he said FOZ people had been critical of that organization's fund raising efforts in the past as being expensive, specifically more expensive than the zoo's in-house fund raising. Mr. Clark said if the cuts were made to the graphics department, that department would consist of one graphics manager, and three workers. He said zoo employees were disappointed by the personnel cuts because they were all workers, and did not include managers.

The following documents were received from individuals who did not have an opportunity to speak at the public hearing:

1. A letter from Melissa Barringer, Portland Chapter AAZK and David Illig, Portland Chapter AAZK, vice-president (Mr. Illig did testify) to the Metro Council, dated March 26, 1997 in support of the registrar position.
2. A memorandum from Mary Jo Anderson, Animal Keeper, to the Metro Council, dated March 26, 1997, in support of the registrar position.

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3. A packet of documents supporting the registrar position, including a reference for Ms. Hixson submitted by an unattributed source, along with letters from the Oregon Humane Society, and the Audubon Society of Portland.

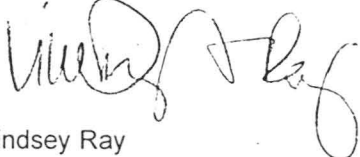
These documents have been included as part of the meeting record.

Chair McCaig closed the public hearing. In light of the lateness of the hour and scheduling conflicts, she said those who did not have an opportunity to speak today would have another opportunity at an upcoming meeting, at a date to be determined at the next meeting of the budget committee.

Chair McCaig thanked people for their input, stating it was very helpful. She pointed out the Council faced a daunting task in responding to the budget challenge. Of the \$160,000 surplus tip fee, she pointed out those funds had already been appropriated to other projects. Chair McCaig encouraged zoo employees to watch budget committee deliberations as other department budgets were considered. She said the zoo was not isolated in terms of its needs and the competition for budget dollars.

Following committee discussion of councilor schedules, next week's meeting was moved ahead to 2:00 PM. There being no further business before the committee, Chair McCaig recessed the meeting at 5:25 PM.

Prepared by,



Lindsey Ray
Senior Council Assistant

MINUTES OF THE METRO COUNCIL MEETING

April 24, 1997

Council Chamber

Councilors Present: Jon Kvistad (Presiding Officer), Susan McLain, Ruth McFarland, Patricia McCaig, Ed Washington, Lisa Naito, Don Morissette

Councilors Absent:

Presiding Officer Jon Kvistad called the meeting to order at 2:02 p.m.

1. INTRODUCTIONS

Mr. Will Naito, Ms. Lindsey Grey, Ms. Kirsten Naito, and Ms. Anna Morrissey introduced themselves. They were involved in Career Day events, participating in their parent's work for the day.

2. CITIZEN COMMUNICATION

Mr. Chet Orloff, Director of the Oregon Historical Society and President of the National Lewis and Clark Bi-centennial Council which had been set up to plan and coordinate the national commemoration of the bi-centennial of the Lewis and Clark Expedition, taking place from 2003 to 2006. The Council had begun their work and wished to meet with the Metro Council to report that they had established the Lewis and Clark, 2005 Inc. in the metropolitan area, a corporation to plan and coordinate the commemoration of the Lewis and Clark Bi-centennial. It was hoped that this event would be bringing money to the region through the various programs planned. In the Portland area there was both an obligation and opportunity to do this because in 1905 the Worlds Fair, the Lewis and Clark Exposition of 1905, was initiated and organized by the Oregon Historical Society.

The plans for the 2005 Lewis and Clark Bi-centennial would include working with schools, local and county organizations, and with government across the United States to plan collaborative projects to commemorate the expedition. The reason for this event was that there was an opportunity to explore and apply some of the lessons of the Lewis and Clark Expedition, the philosophy behind Thomas Jefferson's vision for the expedition as we look at the 21st century. The idea of diplomatic relations with foreign nations was one of the key principles of the expedition and broad views about how this part of the world would develop and related to the Pacific and the Far East. They would be using the themes of the expedition as they planned this event and would include educational programs, exhibits, architectural elements and sculptures and other opportunities for citizens of the region to be involved. They planned to report to the Metro Council frequently as the plans evolved.

He requested that Metro appoint a liaison to the Board of Directors to serve in an ex-officio member. He had made the same request to the three county governments. It was important that

there was a permanent place on the board representing Metro so that Metro was formally tied into their work. They had incorporated themselves and were putting together their board of directors.

Councilor Naito indicated that there was a school, Jason Lee Elementary School that was trying to bring to the Worlds Fair to Portland for 2005. She noted a letter from Mr. Orloff requesting the legislature assist in this effort. She asked where this was.

Mr. Orloff responded that they had continued to work with the legislature in putting forward the idea of the bi-centennial, the educator who taught the classes that were involved in this event at Jason Lee School would be on the Board of Directors for this event. The Worlds Fair in 2005 would be in either in Calgary or Japan. That had already been decided. The region would not have a formal Worlds Fair in 2005.

Councilor McFarland noted that when this event really began to roll she felt that all of the facilities that were in the region would be put to use to accommodate this commemoration.

Mr. Orloff expressed his gratitude as the Director of the Historical Society for the Council's support on the strategic plan for the Howell Territorial Park on Sauvie Island. He believed that the facility would be a model for the nation.

Aleta Woodruff, 2143 NE 95th Place, Portland, OR 97220 MCCI Member, said that both her children and grandchildren have gone to Jason Lee School. Lou Sheets, the fifth grade teacher, took many young people down to Salem to put a bill forward for a celebration for the year 2005. She noted her grandson's involvement in this event.

Councilor Naito said her experience with the Jason Lee Grade School was an extraordinary one. She acknowledged the teacher of the class, Lou Sheets, a remarkable person. She had been invited to come and listen to what the children were doing in the class. They had a formal presentation, an agenda a five areas, an action plan, proposals for legislation for increasing penalties, and pro-active activities in the areas of graffiti, drugs, and earth quake safe neighborhoods.

Lewis Marcus, 7318 N Syracuse, Portland, OR 97203, Chair of the Cathedral Park Neighborhood Association, said he had brought an issue before Council last month. He thanked the Council for addressing the issue and resolving it. He personally thanked Presiding Officer Kvistad, Councilor Washington, Alexis Dow, Dan Cooper, and Mike Burton for their helpfulness and assistance. He noted the calendar of events distributed to Council concerning the St. Johns area events.

3. EXECUTIVE OFFICER COMMUNICATIONS

None.

4. POTENTIAL ISSUES REGARDING STATE LEGISLATION

Councilor Naito reviewed bill HB 3639, the Eighmey bill had a hearing and there was more work to be done, the process was continuing. The Boundary Commission Bill, SB 947 was up for review this afternoon in the Senate Livability Committee.

SB 626, one of Metro bills on RV fees, would be up on May 1st for hearing at 3:00 p.m. Councilor Naito was planning on attending that hearing.

The Ballot Measure 50 implementation continued, the Transportation package, 3631 had been heard in the House Revenue Committee and had been put on a fast track. Councilor Naito may go down and testify on that bill.

SB 624 and 625 both Metro bills on farm and forest deferral passed without opposition on the Senate floor, however, SB 624 passed but on a 17 to 13 vote after an hour and a half of debate on the Senate floor. SB 625 passed 16 to 14. These were housekeeping bills. She felt there was some work to be done to inform the legislature of what was in these bills because they were truly housekeeping bills.

SB 459 Tollways bill would be on the Senate floor next week.

Councilor Naito had asked for a monitoring position on HB 3456, the recycling bill in order to meet with staff in REM. REM had reviewed the bill, while it did not do a lot, it was a positive bill and Metro would want to take a positive in support of this bill.

Motion: **Councilor Naito** moved to support HB 3436, the recycling bill.

Seconded: **Councilor McFarland** seconded the motion.

Discussion: **Councilor Morissette** said there was a hearing on this bill yesterday and thought there might be changes.

Councilor Naito indicated that the changes were already made and the changes would be what Metro would be supporting.

Vote: The vote was 7 aye/ 0 nay/ 0 abstain. The motion passed unanimously.

Councilor McLain asked about the Boundary Commission bill and if Mr. Cooper was at the legislature representing Metro.

Mr. Marvin Fjordbeck, Legal Counsel, responded that Mr. Cooper was in Salem.

Councilor McLain asked if there were any amendments on the bill in the last several days?

Mr. Fjordbeck responded, none that he was aware of.

Councilor McLain asked Mr. Cooper to leave her a voice mail when he returned from the legislature.

Councilor Naito responded that she would have Mr. Higby get back to Councilor McLain on that bill.

5. CONGESTION PRICING BRIEFING

Bridget Wieghart, Transportation Planning Department Congestion Pricing, had briefed the Council in January on the status of the Traffic Relief Option Study. At this point in the study they were looking at a large group of possible options, various types of congestion pricing, the most broad stage of the study. Through the spring and summer the Task Force would be identifying a smaller group from more detailed study of about 10 options. In the fall they would take the selection of 10 out to the general public for open houses to get feedback. As a lead into this they were starting to go out to meet with different interest groups and jurisdictions with the Task Force and Technical Advisory Committee Speakers Bureau which had been set up. They would be meeting with Chambers of Commerce and City Councils. She gave a slide presentation on traffic congestion including definition, studies, and examples of various traffic relief options that they would be taking to the general public and jurisdictions. She also asked if any members of the Council would be interested in serving as members of the speakers bureau. She would be informing the Council of which groups they would be speaking to so that the Council could select where they spoke if they so desired.

She indicated that this presentation would be taken out to general groups to evaluate and give feedback about alternatives. There would be opportunity after the slide show for input from all groups. She would also include newsletters and materials for those groups to review. She added that the allocations of resources was equally in public involvement and technical evaluation.

She reviewed the various concepts for traffic relief and the pros and cons for each. She added that the slide presentation presented to Council today was the first run and asked the Council for input for additional slides. The Task Force was currently reviewing traffic congestion in the area to see if one or more areas should be used as a test. The Task Force would select ten possible options which would be taken out for public comment next fall. They had identified criteria for evaluation of these ten options, matters related to current and future land use, fairness and equity, effects on the economy and other factors.

Councilor McLain suggested that on the slide where there was a notation of hotline and web site there be a phone number listed so that people could seek more information if they so chose. She suggested at least using the Metro logo.

Ms. Wieghart said she would modify the script to include information about where to seek additional information.

Councilor Naito asked if these were intended to be information sharing meetings or were they asking for a response back from the people.

Ms. Wieghart said the show would be to accommodate both.

Councilor Naito asked if down the road they wished to look at other sites, would there be an opportunity for this?

Ms. Weighart responded that at these meetings she generally did not take maps showing all options that were being looked at because in fact they had changed. Examples were given instead, but when they got to the level where only ten options were looked at seriously and in greater detail, that would be the time when they would modify the slide show, probably in the Fall.

Andy Cotugno, Transportation Director for Metro, said that when they got to the 10 options, one of the key criteria for picking the 10 would be, might this be a reasonable demonstration project to try out. For example, there were studies underway right now for a Tualatin-Sherwood expressway as a toll road. If this site was not chosen to be one of the ten, there would still be a toll road study going on for that area even though it may not be one of the ten options considered.

Councilor Naito asked who would make the recommendations on which sites would be included?

Mr. Cotugno said the Task Force would be making the recommendation to both JPACT and the Council.

Councilor Washington said he would like to see more slides that showed conditions in Portland rather than in Seattle. The study would be in this region, Metro needed to let people know what was happening here. He asked that the black and white slide of the committee be put in color.

Ms. Weighart asked again if any councilors would like to be part of the speakers bureau?

Presiding Officer Kvistad said he expected that the entire Council would be speakers when this began.

Mr. Cotugno briefed the Council on the Transportation Planning Rule indicating that the Land Conservation Commission would be meeting tomorrow as part of its review of the TPR. Their own review requirement was set up five years ago when the rule was adopted to see in five years where they would need to change it. He noted the area relating to the standards and performance measures that were adopted in that Rule of reducing vehicle miles of travel per capita by ten percent over the next twenty years and twenty percent over the next thirty years and parking per capita by ten percent over the next twenty years was under review. These were adopted in the Rule as standards at the time they were picked out of the air, this was why they put the five year review criteria in once they had experience with the Rule. They hired a consultant to evaluate if they were good measures, a good standard for the measure and were there other things that should be considered besides those measures, both vehicle travel and parking. He noted a letter to LCDC which was a recommended set of comments on the consultant evaluation which said, while the measure was not perfect it was not time to change the rules of the game, a lot of areas, cities, counties and MPOs were going through a significant planning process. It was not a good idea to change the rules. It was not a good idea to lower the bench mark even though some areas had expressed concern about not being able to meet the bench mark. The target should be left as a high target, trying to strive to get to that target but acknowledging that they may not be able to get to the target and providing a means of being able to adopt the plan that didn't get to that target as long as they were demonstrating the kind of steps that would get them towards that target.

The thrust of the letter was, to not make changes but make it a practical process to actually develop and adopt a plan. Several areas of substantive recommendations besides the targets themselves included that the consultant recommended moving away from parking supply management approach and moving towards parking price as well as a recommendation that a congestion pricing project be implemented, both road and parking pricing being strong influencers of travel demand in terms of mode and time of day. The letter commented that it was

not a good idea to jump to that kind of pricing approach, there was no question that it did have major effect on behavior but they needed to get some experience in dealing with supply of parking before they jumped into pricing of parking. They had not finished with the congestion pricing study and were not sure if they should be adopting something on congestion pricing yet.

One change at MPAC was that the consultant recommended that there be a link between ODOT's decisions on financing of transportation improvements and the region's demonstrated ability to meet the performance standards. If the jurisdiction was getting toward the vehicle mile reduction then they would get their funds, if they weren't then they would be penalized. The consultant said to move towards those sanctions. The previous version of the letter suggested that they not undertake that punitive approach but that they view transportation funding as a reward mechanism rather than a punishment mechanism. JPACT said not to use financing, MPAC felt that there was a split on where they should or shouldn't use financing as an enforcement tool and recommended dropping it from the letter all together.

Presiding Officer Kvistad asked who sent it to MPAC, had they requested it?

Mr. Cotugno said that staff had scheduled it for MPAC because it effected land use.

Councilor Washington noted that the letter had been looked at in the Transportation Committee and although there was no official vote, in essence, they concurred with the letter.

Councilor McFarland asked that Mr. Cotugno hold his tie up before the Council.

Mr. Cotugno indicated his tie represented reducing vehicle miles per capita.

Councilor McLain noted that she was at JPACT, MPAC and the Transportation Committee when the letter was reviewed. She said it was important that all of the groups be unified, both the elected officials who dealt with land use and those who dealt with transportation were in agreement on some of the strategies. She supported the change that MPAC recommended. There was a MPAC/Council subcommittee that was trying to institutionalize some of those referral in such a way that both the Council and MPAC had some certainty about how that happened. It was her hope that Council would support this letter.

Presiding Officer Kvistad said he believed that since it had gone through the JPACT process unless there was objection to this, it was automatically part of the process in place.

Councilor McLain said she supported this letter going forward to the State.

6. CONSENT AGENDA

6.1 Consideration of the Minutes of April 10, 1997 and April 17, 1997 Metro Council Regular Meeting Minutes.

Motion: **Councilor McFarland** moved the adoption of the minutes of April 10, 1997 and April 17, 1997 Metro Council Regular Meetings.

Seconded: **Councilor Morissette** seconded the motion.

Discussion: None.

Vote: The vote was 7 aye/ 0 nay/ 0 abstain. The motion passed unanimously.

7. ORDINANCES - FIRST READING

7.1 **Ordinance No. 97-690**, For the Purpose of Amending Ordinance No. 95-625A to amend the 2040 Growth Concept Map and Ordinance No. 96-647C to amend the Title 4 Map.

Presiding Officer Kvistad assigned Ordinance No. 97-690 to Growth Management Committee.

7.2 **Ordinance No. 97-691**, For the Purpose of Amending Title 8 on Council Interpretation of the Urban Growth Management Functional Plan.

Presiding Officer Kvistad assigned Ordinance No. 97-691 to Growth Management Committee.

Councilor McLain asked Mr. Larry Shaw, Legal Counsel, to put two memos together to John Fregonese (copies of these may be found in the Permanent Record of this meeting located in the Council Office) from Mr. Shaw on April 9th and 22nd. She had asked Mr. Shaw to give a summary of this work because she felt some Councilors would be interested in coming to the Growth Management Committee to discuss the Title 8 Interpretation Process Amendments and Title 8 Partial Compliance Approvals. She then asked Mr. Shaw to review these.

Larry Shaw, General Counsel, said that there had been some questions raised at the last MPAC meeting just as Council was ready to adopt the Functional Plan about how Title 8 would operate in those sections having to do with interpretations of the Functional Plan for local governments and citizens. The issue raised was about LUBA and the length of time that it would take for LUBA to react to appeals and the possibility of local governments having a series of individual appeals of Metro's interpretation decisions to LUBA while the local government was still trying to make a final decision that would then go to LUBA as well. Mr. Cooper and the attorneys met to try and coordinate some way to get an interpretation out of Metro which local governments wanted in terms of getting the advantage of LUBA and of Metro having interpreted the Functional Plan and follow that interpretation if anyone was attacking what the governments had done. There were three parts to the proposed amendment, the first was to omit sections 5 and 6 and the second two were to replace five and six with a different approach, the first part would be a final decision by the Council on every compliance proposal to Metro as required by Title 8 throughout its draft in that period six months before the two years was over at the 18 month period where they were supposed to demonstrate how they would comply. Instead of the approach of having it reviewed only by the Executive Officer, this approach would be to have those proposals come to the Council after a recommendation from the Executive Officer to get the Council to have a hearing and take an action. The action was structured so that the action would be a resolution of intent, at that point and a final decision at the time the city or county finally adopted what they proposed. This would allow for two land use decisions, hopefully in agreement with each other, that would go forward at the same time and would be mutually supportive. The second piece was added at the Growth Management Committee which lead to the A version to avoid confusion between the earlier draft and the current draft. The "A" version added something that was requested by MTAC and the Executive Officer and that was, given the funding problems of Measure 47 and 50 if it passed, a lot of partial compliance would be occurring after two years. There may be requests for extensions on the two year final compliance

date. There was also a lot of work going on at the same time for land use purposes that they were already doing, i.e., Gresham's Parking plan had just been finished. The Growth Management Committee agreed with this idea so that had been added to the ordinance.

Councilor McLain said, as part of the Functional Plan it was the hope that Metro would allow a review of MPAC, doing that in an organized way. It was the wish of the Growth Management Committee that it be brought forward to Council and take a week to review it and then decide to take it to MPAC. There would be a joint presentation from Mr. Cooper and local jurisdiction legal staff so that they could get a feel for what the legal staff was feeling about these issues. She encouraged the Council to bring concerns or questions to Mr. Cooper or herself.

8. COUNCILOR COMMUNICATIONS

Councilor McLain noted a packet that she had given to MPAC from herself putting together information because there had been many requests from the local governments for planning. She thought it was important to put together for their folks in their districts exactly how Metro was already supporting planning in the local jurisdictions. She reviewed the packet. She thought it was important for the public to note the kinds of technical support and staff that Metro had given to individual programs.

Secondly, she noted a letter written to her from Rob Drake, Chair of MPAC. This letter from MPAC had asked for Council support so that the Growth Management Committee could work further with them on the performance measures. Upon discussions with MTAC, the subcommittee, growth management staff and the Executive Officer, she was very supportive of working with this MPAC subgroup and the Growth Committee. She said there was continued work with MPAC subcommittee on what their role was and how the work could be best managed. She asked for Council input on the joint effort between the Growth Management Committee and MPAC.

Councilor Washington commented that he applauded Councilor McLain for her participation in MPAC.

He invited the Council to drive Martin Luther King Jr. Blvd. and look at the housing projects. This was in direct relationship to the Metro Council's encouragement and participation. He also noted the Lloyd Center Housing area. MLK Blvd. was coming alive again and the Council took the lead on this.

Presiding Officer Kvistad will be attending a meeting of the Seaport property for jail site. The Butternut Creek site was included in one of the urban reserves. He asked if there was objection to taking a position to oppose.

Councilor McFarland said she did not feel that the Council should take a position either pro or con. She didn't believe it was appropriate.

Presiding Officer Kvistad indicated he would be attending the jail site hearing representing himself.

Presiding Officer Kvistad updated the Council on the Smithsonian Exhibit, 231,000 attendees in the last several weeks, 10,000 to 12,000 per day. The Smithsonian asked if Metro would allow

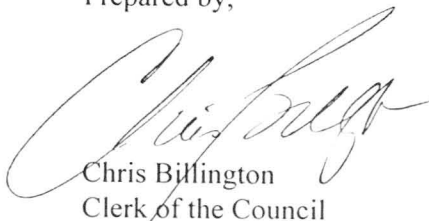
them to extend their stay. Unfortunately, the new Expo building was already booked and was booked for the next two years. He encouraged all to attend and thought that the attendance would exceed half a million. He thanked all who have contributed to this effort.

He announced that he, Councilor Washington and Mike Burton would be at the Cascadia Conference, a transportation land use discussion that Metro continued to have with their northwest partners in Vancouver BC on 9th and 10th of May.

9. ADJOURN

There being no further business to come before the Metro Council, Presiding Officer Kvistad adjourned the meeting at 2:55 p.m.

Prepared by,



Chris Billington
Clerk of the Council

Document Number	Document Title	Document Date
042497-01	Memo from Larry Shaw to John Fregonese concerning Title 8 Interpretation Process Amendments - Functional Plan	4/9/97
042497-02	Memo from Larry Shaw to John Fregonese concerning Title 8 Partial Compliance Approvals - Functional Plan	4/22/97
042497-03	Letter from Jon Kvistad, JPACT to Mr. William Blosser, Chair Land Conservation and Development Commission 1175 Court Street NE Salem, OR 97310-0590	4/24/97
042497-04	Letter to Susan McLain, Chair Growth Management Committee from Rob Drake MPAC Chair concerning planning needs of the cities.	4/23/97

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042497-05

Ordinance No. 97-691A

no date



METRO

Date: April 15, 1997

To: South/North Steering Committee

From: Richard Brandman, Chair, South/North Project Management Group

Re: **Addressing Issues Raised During the Public Comment Period**

The purpose of this memorandum is to address a variety of issues and comments raised during the cost-cutting comment period. As stated at the close of the public comment meeting on April 9, 1997, staff has been impressed by the degree of thought and effort that is represented through the comments that Metro has received. The quality of comments is evidence of two very important points. First, they illustrate that we are reaching and communicating clearly with a wide spectrum of citizens, businesses and organizations. Second, they demonstrate that the public is committed to participating in developing important transportation decisions that will shape our region's future for generations to come.

Following is a summary of the major themes of public comment that Metro and the project has received during the public comment period and during the overall cost-cutting process. I have included an explanation of how the attached Project Management Group's recommendations respond to those comments.

Reduce Project Costs

The project found in an analysis of voter attitudes following the November 1996 election, that while there remains strong regional support for the South/North light rail project, there was concern about cost. The Steering Committee and Metro Council echoed that concern as they directed the initiation of the cost-cutting process. The recommendations being forwarded by the PMG have, I believe, successfully responded to this issue. With the proposed cost-cutting measures, project costs would be reduced by approximately one-third, which represents a savings of over \$500 million for a project serving both Clackamas County, downtown Portland and North Portland. Additionally, the project's cost per mile would be reduced to a level equivalent to the current Westside Project. The end result of the cost-cutting process has been to enable the project to have higher ridership with less cost, which will enable it to compete more effectively for federal funding.

Additionally, more information is being communicated to the public about the relative cost of this project versus alternatives. For example, the cost of upgrading the existing roadways in the

corridor to a freeway standard, together with the connections to I-5, are estimated by ODOT to cost over \$3 billion, more than three times as much as the proposed LRT option.

Extend the Project into North Portland

There has been strong support voiced for extending light rail into North Portland. A key accomplishment of the proposed cost-cutting measures is that they meet this objective by extending the alignment well into North Portland and support the project's finance plan and request for federal funding. To achieve this objective, the recommendations include options which would defer alignment segments in the south, within downtown Portland and north into Clark County from the first phase of the project. The DEIS would, however, continue to study options to extend the project further to the south and north and to complete the downtown alignment during the first phase in the event that current funding assumptions change.

In particular, many citizens and neighborhood groups in North Portland asked that the recommended Lombard Street terminus option be extended north to the Kenton Central Business District (CBD). The cost of extending light rail from the Lombard Terminus to the Kenton CBD would be \$32 million for an Interstate Avenue alignment and over \$50 million for an I-5 alignment (note that all costs within this memorandum are in year of expenditure dollars). The cost per mile for these extensions north to Kenton is similar to the cost per mile for the general alignments south of N Lombard Street. A Kenton light rail station would attract over one thousand weekday riders. A Lombard Street Terminus would retain 600 to 800 of those riders who would use connecting bus service between Kenton and the Lombard Station to access light rail. While the objective of extending service into Kenton and further north is a continuing goal of the project, we cannot recommend extending the Lombard Terminus option to the Kenton CBD at this time because of the limited funds available for a first phase of the project. However, the full alignment to Vancouver will still continue to be analyzed and data will be provided regarding the extension of this alignment to Kenton.

Finally, we received several comments in support of the Interstate Avenue alignment over the I-5 alignment. While that comment is noted, it is recommended by the PMG and I think understood by the community, that the choice between Interstate Avenue and I-5 will be made following the completion of the DEIS. There is also a strong recognition by the community that the on-going North Portland Economic Study, being conducted by the Portland Development Commission, the City of Portland and Metro, should provide valuable information in making the alignment choice in North Portland.

Eastside Connector

The project has received many comments in support of an Eastside Transit Connector, that would avoid the cost of bringing light rail across the Willamette River and into downtown Portland.

The PMG does not recommend that the DEIS be amended to include an Eastside Transit Connector as an alternative alignment. In general, this recommendation is based on the findings that an Eastside Connector alignment, in lieu of a downtown Portland alignment, would result in a higher proportional ridership drop than the proportional savings in capital costs. (Ridership demand to downtown is approximately seven times higher than to the central eastside from the south corridor while the cost savings would be closer to ten percent.) This would lead to a drop in cost-effectiveness and would hinder our ability to compete for federal funds.

However, our recommendation recognizes that an Eastside transit connection should remain as a long-term option that would be studied for implementation after the South/North project is completed. This would offer service along the east side of the Willamette in addition to the downtown Portland alignment. Therefore, we have reworded our recommendation in response to comments made by Eastside organizations to recognize and reaffirm the Steering Committee's policy that planning and engineering work on the light rail alignments within the DEIS should allow for a future Eastside transit connection.

Caruthers Crossing

The cost-cutting process elicited a strong response from the SE Portland community. First, there was almost unanimous support of the recommended cost-cutting measures proposed for the Caruthers/Brooklyn Yard alignment. Those recommended changes include a low-level fixed span bridge (at a height of approximately 75 feet), modified station configurations, both on the east and west bank, and the elimination of the above-grade alignment option between OMSI and SE Powell Boulevard.

Those citizens and organizations who supported the Caruthers cost-cutting measures also supported the Caruthers/Brooklyn Yard alignment over the Ross Island alignment. Again, it is recommended by the PMG and understood by the community, that the selection of a South Willamette River Crossing for light rail will be made following publication of the DEIS. If the cost-cutting measures for the modified Caruthers crossing are approved, the revised alternative's costs, benefits and impacts will be studied and documented in the DEIS in comparison to the current Ross Island alignment.

Downtown Milwaukie

Over the past year, the project has received comments expressing concern over the two alignment alternatives that would run on SE Monroe Street. In addition, several businesses located in North Milwaukie along SE McLoughlin Boulevard have requested that the McLoughlin Boulevard alignment between Highway 224 and SE Tacoma Street be removed from further consideration. These concerns have been based in large part on potential residential and business displacements, local traffic impacts and other more general neighborhood impacts associated with the Monroe

Street alternatives. The PMG has responded by recommending the elimination of both Monroe Street alternatives and the addition of the Main Street/SP Branch Line alternative. This new alternative would avoid all of the residential displacements and lessen the commercial and local traffic impacts. The Main Street/SP Branch Line alternative would also better integrate light rail into the Milwaukie Regional Center by placing the station in the heart of the established central business district and by entering and exiting the CBD via established transportation corridors along Highway 224 and the Tillamook Branch Line. Finally, the new proposed alignment would save \$31 million compared to the Monroe Street alternatives which would serve downtown Milwaukie or \$10 million compared to the option which skirted the CBD.

Railroad Avenue

The project has received comments from citizens and neighborhood groups located along Railroad Avenue that expressed concern over the potential residential displacements and neighborhood impacts associated with the current Railroad Avenue alignment alternative. In response, the PMG is recommending that the DEIS study and evaluate three new alternatives for connecting the Milwaukie and Clackamas Regional centers, each of which would reduce potential residential displacements and lower capital costs.

Clackamas Regional Center

A variety of comments have been received by the project concerning the Clackamas Regional Center. They have included concern over potential residential impacts in the area bordered by SE Harmony Road, SE Fuller Road and SE 80th Avenue and concerns by the Clackamas Town Center (CTC) regarding a terminus at the Town Center and impacts associated with the alignment south of the Town Center. Also, Clackamas Community College (CCC), the Oregon Institute Technical (OIT) and the Clackamas Regional Parks Board have expressed concerns about the designs and localized impacts of the proposed alignment options directly adjacent to their facilities along SE Harmony Road. In response, the PMG's recommendations include the deletion of a SE Fuller Road alignment and replacing it with an alignment along SE 79th and 80th Avenues, reducing both potential residential displacements (by approximately 40) and costs (by \$12 million to \$24 million). A separated grade crossing over 82nd Avenue has also been eliminated which would reduce the cost of the North Clackamas Town Center option by \$7 million. The PMG also recommends that project staff continue to work with Clackamas Town Center, CCC, OIT, the Clackamas County Regional Parks Department and other interested parties to look at opportunities to modify the alignment options in the vicinity of their facilities to further reduce costs and/or to improve the characteristics of the alignment design.

Commuter Rail

Several organizations have recommended that commuter rail be studied further in the DEIS, either in lieu of or in addition to South/North light rail. The attached *Commuter Rail: Analysis and Recommendations Report* provides a detailed response to those comments. In general, the PMG has found that commuter rail as a general technology does not address the same transportation problems and travel markets as light rail does. Commuter rail in the South/North corridor would be less expensive than light rail, but by being generally constrained to existing freight tracks, would not serve major activity centers, neighborhoods and business districts. It would therefore not have the same land-use benefit and would attract approximately five percent of the forecast light rail ridership. Therefore, the PMG does not recommend that commuter rail be included within the South/North DEIS.

However, commuter rail, as evidenced by experience in other metropolitan areas, may effectively serve other transportation markets. These markets would tend to be longer trips, connecting neighboring cities or smaller rural communities outside the urban growth boundary with the central city. The PMG is therefore recommending that Metro's Joint Policy Advisory Committee on Transportation sponsor a series of workshops on commuter rail to determine whether commuter rail should be considered for inclusion in the Regional Transportation Plan.

Conclusion

In conclusion, these and many other more specific comments from the public have shaped the recommendations developed by the Project Management Group. In general, the strong showing of support and interest in the project has illustrated to the PMG the key role that this project will continue to play in our community's discussion over how to best shape our future. By significantly reducing costs, these recommendations will allow South/North light rail to continue to be a viable tool in our efforts to retain and improve our community's livability. Finally, the PMG believes that, when taken as a whole, these recommendations to reduce costs allow us to meet our cost-cutting goal, "To design the most cost-effective rail project that achieves livability and transportation goals within available funding."

Please contact me at 503/797-1749, if you have any questions or if you would like to discuss these recommendations prior to the Steering Committee meeting scheduled for Wednesday, April 23, 1997, 7:30 - 9:00 a.m.

Attachments



South/North

Citizen Advisory Committee

Rich Williams
Chair

Marc Veneroso
Vice-Chair

Bob Elliott

Brad Halverson

Frank Howatt

Champ Husted

Stanley Lewis

Gary Madson

Gina Maloney

Michael Mulkey

Irene Park

Larry Quilliam

Steve Rogers

Barbara Yasson

Staff
Gina Whitehill-Baziuk
Metro
503/797-1746

April 18, 1997

Councilor Ed Washington
Chair, South/North Steering Committee
Metro
600 NE Grand Avenue
Portland OR 97232

Dear Councilor Washington;

The purpose of this letter is to provide you and the South/North Steering Committee with the South/North Citizens Advisory Committee's (CAC's) recommendations for cost-cutting measures to be incorporated into the Draft Environmental Impact Statement (DEIS). The CAC met on April 16, 1997 to consider the Project Management Group's recommended cost-cutting measures and then adopted the following recommendations for cost-cutting changes to the project's alternatives and design options.

Before describing the CAC's recommendations, I would like to point out that the CAC received several briefings on the proposed cost-cutting measures from project staff. We received public comment on the recommendations at meetings in March and April of 1997, and we had the opportunity to review and consider the letters and oral comments made during the 30-day public comment period. Finally, we spent more than three hours discussing and debating recommendations within each of the Corridor's segments, struggling, as I am sure Steering Committee will, with how to reduce project costs while ensuring that the project's goals and objectives are met.

1. Clackamas Regional Center

- *Add a terminus option at the Clackamas Town Center Transit Center Station for both the North and South of CTC Alignment Alternatives.*
- *Amend the North of Clackamas Town Center Alignment Alternative by deleting the proposed alignment generally adjacent to SE Fuller Road and linking the alignment between SE Monterey Avenue and SE Harmony Road with an alignment that would run in the vicinity of SE 79th and 80th Avenues.*

South/North

Citizen Advisory Committee

Rich Williams

Chair

The CAC unanimously recommended these two cost-cutting measures for the Clackamas Regional Center (CRC) as proposed by the PMG. The committee's support was based on the objective to reduce cost and on the reduction of potential residential displacements by replacing the SE Fuller Road alignment with the SE 79th/80th Avenue alignment.

The approval of this recommendation was preceded by a thorough discussion by Committee members of the merits of extending light rail to the Clackamas Town Center. While several members were not necessarily in favor of a Clackamas Regional Center Terminus, the committee came to the conclusion that the appropriate time to conclude that issue will be following the completion of the DEIS.

2. Railroad Avenue

- *Amend the current Railroad Avenue Alternative being studied in the DEIS to reflect a narrower street design.*
- *Add an alternative that would close sections of Railroad Avenue to through-traffic and would generally locate light rail within the right-of-way currently occupied by SE Railroad Avenue.*
- *Add a North of Highway 224 alignment to be studied further in the DEIS. The proposed new alignment alternative would run north of and parallel to Highway 224, generally within right-of-way currently owned by ODOT.*
- *Evaluate the Railroad Avenue Alignment alternatives with and without a Wood Avenue Station.*

The CAC unanimously recommends the three new alternatives for the segment that connects the Clackamas and Milwaukie Regional Centers. While committee members voiced concern over possible traffic impacts with the alternative that would close sections of SE Railroad Avenue, we agreed that the potential costs savings and reduction in the number of potential residential unit displacements merited a closer study of this option in the DEIS.

While the CAC agreed with the PMG's recommendation concerning the Wood Avenue Station, we felt that it should be reworded to communicate more clearly that the Railroad Avenue Alternatives would be studied in the DEIS *with and without* a Wood Avenue Station, and that only following publication of the DEIS would the project decide whether or not to include the Wood Avenue Station. The wording above reflects our proposed change.

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3. Central Milwaukie

- *Eliminate the two Monroe Street Alternatives and add a Main Street/SP Branch Line Alternative to the DEIS for further study.*

The CAC unanimously agreed with the PMG that, given the very promising characteristics of the Main Street/SP Branch Line Alternative, the two Monroe Street Alternatives should be removed from further study. The new alternative is an innovative solution to meeting regional objectives while lowering costs and minimizing localized impacts.

4. McLoughlin Boulevard

- *Study the McLoughlin Boulevard segment with two options, one that would include the reconstruction of the SE Bybee Boulevard overpass and one that would not include reconstruction of the overpass.*

The CAC unanimously agreed that the DEIS should study the McLoughlin Boulevard segment with the option to avoid reconstruction of the existing SE Bybee Boulevard overpass as a possible way to reduce project costs. However, we also felt that given the possibility of local traffic impacts, the original option which called for the reconstruction of the overpass should continue to be studied and documented in the DEIS. Then, when the DEIS is published the region will be in a better position to make an informed decision on the status of the overpass.

5. South Willamette River Crossing

- *For the Caruthers Crossing Alternative:*
 - a) *eliminate the Caruthers Modified Alignment Alternative (including the 100-foot, fixed-span bridge);*
 - b) *add a 75-foot, fixed-span bridge alternative; and,*
 - c) *add two westbank design options for the 75-foot bridge alternative, a Caruthers/Moody alignment and a Caruthers/South Marquam alignment.*
- *Eliminate the Above-Grade Design Option of the Caruthers/Brooklyn Yard Alignment Alternative.*
- *There are no recommended changes to the Ross Island Crossing or the East of and West of McLoughlin Boulevard Design Options.*

The CAC unanimously concurred with the PMG's recommendations to lower the design height of the Caruthers Crossing bridge (from approximately 100 feet to approximately 75 feet) which would lead to lower

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costs and better station configurations. The CAC did, however, suggest that wording of this recommendation should be changed and reformatted (as reflected in our recommendation above) to more clearly describe the changes being proposed for the Caruthers Crossing Alternative.

The CAC also agreed that the appropriate time to select between the Caruthers Crossing and the Ross Island Crossing alternatives is following the publication of the DEIS.

6. Downtown Portland

- *Replace the perpendicular turn from SW Harrison Street to SW 5th and 6th Avenues with the PSU diagonal alignment.*
- *Add a MAX Connector Alternative to the DEIS for further study. This recommendation would:*
 - a) Retain the existing full-mall alignment; and*
 - b) Add a second alternative in downtown Portland that would be composed of the mall alignment from the PSU Plaza to SW Morrison and Yamhill Streets, where the South/North and the East/West tracks would be connected.*
- *While an Eastside Connector is not recommended to be studied further in the DEIS, the project's existing policy (i.e., that planning and engineering work on the light rail alternatives to be studied further in the DEIS should allow for a future Eastside transit connection) should be reaffirmed.*

The CAC endorsed the PMG's recommendations for downtown Portland cost-cutting measures, with a vote of seven in favor and two opposed. The vote on this recommendation reflects the discussion that the committee had concerning the Eastside Transit Connector. While some members suggested that an Eastside Connector should be added into the DEIS, other members agreed with the current policy reflected in the PMG's recommendation that a future Eastside transit connection should be provided for as the alternatives within the DEIS are planned and designed. While there was disagreement between Committee members as to the timing of the Eastside Connector, we all agreed that transit, pedestrian and automobile access in the Lloyd District and the Central Eastside must be addressed by the City of Portland, Tri-Met and Metro if we are to achieve our mutual goals of continuing development on the Eastside with increasing transit use.

7. Eliot

- *Add a lower-cost design of the Rose Quarter Transit Center.*

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The CAC unanimously agreed with the PMG by recommending that project staff should be directed to develop a low-cost Rose Quarter Transit Center design for further study in the DEIS. This low-cost design would then be compared to the current design, which has a higher cost but may have benefits that justify the added expenditure.

8. Kaiser to Lombard Street

- *Add a design option to the I-5 Alignment that would move the existing southbound I-5 off-ramp at N Alberta Street to just north of N Going Street and would close the existing southbound on-ramp to I-5 from N Alberta Street (access southbound would be via the N Going Street on-ramp).*
- *Modify the track treatment planned for Interstate Avenue to reduce costs while retaining urban design objectives.*

The CAC unanimously approved the recommendation to study a design that would modify the southbound I-5 ramps at N Alberta Street in order to reduce costs and potential residential displacements. However, the committee felt this recommendation should be reworded to more accurately describe the proposed modifications to the ramp configuration between N Alberta and Going Streets, as reflected in our recommendation above.

9. Lombard Street to VA Hospital/Clark College

The CAC has no recommendations to change alignments or design options within the segment from N Lombard Street in North Portland to the Clark County terminus at the Veterans Administration (VA) Hospital and Clark College.

10. Length Alternatives (Minimum Operable Segments (MOS))

- *Keep the Full-Length Alternative from the CRC to the VA Hospital/Clark College*
- *Keep MOS 1 from the Milwaukie Market Place to the VA Hospital/Clark College*
- *Keep MOS 2 from the CRC to the Arena Transit Center*
- *Delete MOS 3 from the CRC to the Edgar Kaiser Medical Facility*
- *Delete MOS 4 from the CRC to the Expo Center*
- *Add MOS 5 from the CRC to N Lombard Street*
- *Add MOS 6 from the Milwaukie Market Place to N Lombard Street*

The CAC first decided to modify the structure of the PMG's recommendations concerning length alternatives, removing the discussion of MOSs

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from the segment discussions and consolidating our recommendations into this single set of recommendations concerning length alternatives.

We had a detailed discussion about the PMG's proposed MOSs. The CAC concluded, with a six to three vote, to endorse the length alternatives proposed by the PMG with the addition of one more MOS: MOS 6 from the Milwaukie Market Place to N Lombard Street. The majority of the committee felt that the DEIS should evaluate an MOS that would extend south to Milwaukie and north to N Lombard Street. By including this MOS in the DEIS, the region would then be provided with comparative data on the performance of this MOS in relationship to the other MOSs. While the committee is aware of past regional commitments that the next light rail line would extend south into Clackamas County, a majority of us felt that the DEIS should provide us with the technical information necessary to determine whether that priority for light rail improvements should remain or should change.

During the discussion on MOSs, several committee members voiced the position that the N Lombard Street Terminus should be extended north to the Kenton Central Business District (CBD). However, the committee concluded that the N Lombard Street Terminus should be studied further in the DEIS. The committee noted that with the Full-Length Alternative and MOS 1, the DEIS would include data on the costs and benefits of a Kenton CBD Station. This would allow the project to modify the northern terminus if our current funding assumptions change prior to selection of the locally preferred alternative.

11. Commuter Rail

- *Commuter Rail should not be added to the South/North DEIS for further study.*
- *A sub-committee of Metro's Joint Policy Advisory Committee on Transportation should conduct a series of workshops to determine whether commuter rail should be considered for inclusion in the Regional Transportation Plan.*

The CAC voted unanimously in favor of the PMG's recommendation concerning commuter rail. First, the committee agreed that commuter rail is not a promising alternative to light rail within the South/North Corridor and should therefore not be studied further in the South/North DEIS. Discussion on this topic included the position that commuter rail should not compete with the South/North Project for either planning or construction funds. Second, the committee agreed that commuter rail is an attractive mode of transportation and that it could be a cost-effective alternative in other travel markets in the region. Therefore, the region should commit the time and resources necessary to determine whether commuter rail should be a component of the Regional Transportation Plan.

Councilor Washington
April 18, 1997
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Conclusion

In conclusion, these recommended cost-cutting measures, while somewhat different from the PMG's recommendations, still achieve the same cost-cutting targets while retaining as much value as possible within the project. We are encouraged by the prospects of light rail in the South/North Corridor and are heartened by the project's ability to so quickly respond to the loss of State of Oregon funding. The leadership that the Steering Committee has provided throughout this process is to be commended. In particular, the CAC especially appreciated the opportunity to participate in the joint cost-cutting work session with the Steering Committee in January 1997.

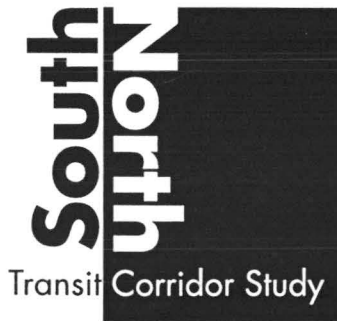
I look forward to discussing these recommendations with you at your meeting on April 23, 1997. If you have any questions concerning our recommendations that you would like to discuss prior to that meeting, please contact me at 503/236-6441.

Sincerely,

A handwritten signature in cursive script that reads "Rick Williams" followed by a stylized flourish.

Rick Williams, Chair
South/North Citizens Advisory Committee

cc: South/North Steering Committee
South/North Citizens Advisory Committee
South/North Project Management Group



Commuter Rail Overview and Recommendation

Steering Committee

April 25, 1997



METRO

Commuter Rail Overview and Recommendation

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1. Introduction

During the South/North Scoping Process in 1993 commuter rail was studied as a possible high capacity transit (HCT) mode alternative for serving travel demand in the South/North corridor. Based on public comment and the analysis of criteria including ease of access, cost, ridership, and land-use implications, light rail was identified as the preferred mode for providing high capacity service in the corridor. It was recommended that commuter rail not be analyzed further in the South/North Transit Corridor Study.

Although it was determined that commuter rail was not a suitable HCT mode for the South/North Corridor, it may still serve a role in addressing future regional transportation needs. The purpose of this report is to update and summarize earlier technical analysis and to propose a course of action for further study of commuter rail in the Portland/Vancouver metropolitan region. The South/North Steering Committee recommends that commuter rail be evaluated as part of the comprehensive regional transportation planning process. To accomplish this, commuter rail needs to be addressed in a regionally coordinated effort and incorporated into Metro's Regional Transportation Plan (RTP). The following describes the information and process which led to this recommendation and the decision not to study commuter rail in the South/North Corridor.

2. Commuter Rail Overview

2.1 Mode Description

Commuter rail is passenger rail service which typically operates within a large, expansive metropolitan area, typically during the a.m. and p.m. peak commute periods serving peak directional flows from outlying communities to major employment centers, usually the central business district (CBD). Commuter rail lines range in length, but on average the length from an exurban terminus to the central business district ranges from 40 to 80 miles. Commuter rail uses existing railroad right-of-way when possible, which can reduce construction costs and the need to acquire land. However, some degree of track improvement or new trackage is usually required by the host railroad company.

Operations is usually handled as part of the regional transportation system or by a railroad company under contract to a public agency. Oversight of rail operations is provided by a range of public agencies including local and regional governments, transit agencies, state departments of transportation (DOT) and non-profit, quasi-public, single-purpose passenger rail agencies.

In comparison with light rail, commuter rail is typically used for longer distance service from relatively large, outlying communities to a CBD with dense employment, stops are less frequent than LRT, averaging between one and four miles with some spaced as much as fifteen miles apart. Commuter rail trips are typically longer and more expensive than a light rail trip. Light rail also tends to carry many times more trips per station because its operation is typified by all-day service with frequent headways and frequent stops.

In order to understand better the characteristics of new commuter rail systems, Metro has conducted research, with particular emphasis on recent, west coast operations. The typical east coast

commuter rail service (e.g. New York, Philadelphia, Boston), tends to be much older and serves urban areas of a scale and type that are not representative of Portland. The following sections provide detail on west coast commuter rail operations, with particular focus on San Diego and Vancouver, British Columbia (B.C.) which are the two west coast cities with existing commuter rail operations that are most similar to Portland, although both are larger cities.

2.2 Fare Structure

Based primarily on west coast commuter rail service, fares are typically categorized by travel zones and range widely based on distance traveled. Discounts are offered for 10-ride tickets, monthly tickets and in many cases tickets are valid for transfers to other regional transit modes. Below are comparisons between the cost for a 20 mile trip to a CBD for various commuter rail lines.

Commuter Rail Cost Comparisons for 20 Mile Trip

Commuter Rail Service	Cost of 1-Way 20 Mile Trip (1997)
MetroLink (Los Angeles Area)	\$ 4.50
CalTrain (San Francisco)	\$ 3.75
West Coast Express (Vancouver, B.C.)	\$ 3.00 (U.S.)
The Coaster (San Diego)	\$ 3.00

Source: Metro 1997

2.3 Station Spacing

Station spacing varies considerably among west coast commuter lines. Portions of CalTrain's San Francisco service and Los Angeles' MetroLink service, for example, have station spacing of 1 to 3 miles. For other sections of service, particularly on express trains, stations can be spaced 5 to 15 miles apart. The West Coast Express which serves Vancouver, British Columbia has spacing between stations of 2 to 15 miles. Such differences in station spacing appear to be linked to the density of population and employment in the areas served by a commuter rail line.

2.4 Description of Service

Commuter rail service hours of operation and headways vary substantially. Generally, in larger urbanized areas where commuter rail serves the CBD, as well as major population and employment centers, service is provided throughout the day with higher frequency in both directions during the morning and evening peaks. In San Francisco and Los Angeles, for example, some a.m. and p.m. peak period trains run at 10 to 15 minutes headways for lines which service large population and employment centers outside the CBD. Service continues mid-day for many lines (some lines are peak-hour only). Mid-day headways in these cities generally range from 30 to 60 minutes.

In comparison, in cities with well-defined CBDs and few additional large population and employment centers, service may be during the peak hour and in the peak direction only. Examples are San Diego and Vancouver, B.C. (peak periods are approximately 5:30 to 8:30 in the morning and 3:30 to 6:30 in the evening). Headways for both cities are 30 minutes. One mid-day train, and limited weekend and special event service have also been integrated in San Diego.

2.5 Function, Purpose and Market Niche

Findings in a recent study of planned and existing light rail and commuter rail service across the nation help define the function, purpose and market niche filled by commuter rail. They are listed below. Many of these findings were substantiated by a closer evaluation of five west coast commuter rail lines (4 existing and 1 planned) included in this memorandum.

- Commuter rail service requires dense Central Business Districts (CBDs) but can operate in low density residential areas, especially if access via park-and-rides and feeder bus service is provided.
- Commuter rail costs vary with CBD size and line length, however, cost-effectiveness increases with CBD employment size and residential density.
- In comparison with light rail, ridership depends on large CBDs and relatively long distance lines.
- In comparison with light rail, commuter rail provides service to lower residential densities further from the CBD.

Based on the abovementioned analysis and more recent commuter rail patron surveys conducted by San Diego and Vancouver, B.C., it has been found that the majority of commuter rail patrons hold professional/technical positions and ride the train during the peak periods to and from place of employment in or near the CBD. The percentage of home-to-work trips of all commuter rail trips was 79% in San Diego (1995), 84% in Los Angeles (1995) and approximately 95% in Vancouver, B.C. (1996). Surveys indicate that riders have above average income and are predominantly in the age range of 30 to 50. Most riders have 1 or 2 vehicles available for use in their household.

Most patrons board commuter rail via park-and-rides. However, as shown below, percentages for each mode of access can vary considerably between jurisdictions.

Mode of Access to Commuter Rail Stations

Mode of Access	San Diego (Coaster) ¹	Los Angeles (MetroLink) ²	Vancouver, B.C. (West Coast Express) ³
Park-and-Ride (including carpools)	60.4%	79%	70%
Bus Service	9.8%	3%	20%
Walk-Ons	11.3%	3%	5%
Drop-Offs	15.3%	14%	5%
Other (e.g. bikes)	3.2%	1%	0%

¹ 1995 San Diego Association of Governments Onboard Transit Survey

² June 1995 MetroLink Customer Satisfaction Survey

³ 1996 West Coast Express Survey

2.6 Average Weekday Ridership Comparison

The following table provides average weekday ridership data for five operating west coast commuter rail lines. The average one-way length for these 5 operations is 59 miles and the average daily ridership is 8,500. The Caltrain operation between Gilroy and San Francisco displays exceptional ridership because it operates through several major employment centers such as San Jose, Santa Clara, Palo Alto and downtown San Francisco. The average daily ridership of the other four routes when not including the exceptional CalTrain Bay Area service is 4,850.

Each of these commuter rail routes are located in metropolitan areas with higher population and employment than is found in Portland and each has a central business district with higher employment levels than Portland's CBD.

Comparisons in Average Weekday Ridership

Commuter Rail Service Provider	1996 Average Weekday Ridership	Miles of Service to CBD	Regional Population (millions)
MetroLink: Santa Clarita to Los Angeles	3,588	77	14.5
MetroLink: San Bernardino to Los Angeles	6,883	56	14.5
CalTrain: Gilroy and points north to San Francisco	23,000	77	6.3
West Coast Express: Mission to Vancouver, B.C.	6,000	41	1.5
The Coaster: Oceanside to San Diego	3,000	43	2.5

Source: Metro 1997

3. Summary of Commuter Rail in other Regions of the West Coast

This section summarizes commuter rail service in other west coast cities including San Diego, CA, Los Angeles, CA, San Francisco, CA, Seattle, WA, and Vancouver, B.C. In general, the locations served by commuter rail in these areas are more densely populated and more extensively urbanized than the Portland metropolitan region. However, this information can provide insight into important criteria and objectives when studying commuter rail service in Portland and its environs.

3.1 San Diego – The Coaster

3.1.1 Description of Service and Market Niche

“The Coaster” built 2½ years ago operates on 43 miles of single track (with passing sides), with maximum speed of 90 mph, from Oceanside, CA to San Diego, CA. There are 8 stations. Service is primarily during the peak periods. Trains operate approximately every half-hour in the peak direction (Oceanside to San Diego) from 5:30 a.m. to 8:00 a.m. and from 3:45 p.m. to 6:35 p.m. There is one mid-day train and some special service on Friday nights and weekends.

3.1.2 Planning Issues

North County Transit District and Metropolitan Transit Development Board purchased the right-of-way for the Coaster in a joint purchase of Santa Fe right-of-way with Orange County and Los Angeles. The commuter rail service is a component of a multi-transportation district Regional Transportation Plan voted on in 1987. The transportation package called TransNet comprised commuter rail, light rail, high occupancy vehicle (HOV) lanes, and road expansion. Amtrak is under lease agreement to maintain and operate the Coaster. Express buses that provided similar service were redeployed in other corridors.

3.1.3 Ridership Estimate/Boardings and Deboardings per Station

Daily boardings are approximately 3,000. Below is mileage between Coaster stations.

Station Spacing on San Diego Coaster Commuter Rail

Coaster Stations	Station Spacing (miles)
Oceanside (north terminus)	
Carlsbad Village	2.8
Carlsbad Poinsettia	4.1
Encinitas Transit Center	4.4
Solana Beach	4.1
Sorrento Valley	7.2
Old Town Transit Center	15.2
Santa Fe Depot (San Diego)	3.4

Source: North County Transit District 1997

3.1.4 Current Status

An extension is currently being planned from Oceanside to Escondido using self-propelled diesel rail cars rather than locomotive push-pull in service today. This line would be a hybrid of light rail and commuter rail. Rail right-of-way has already been purchased. The line is not straight like Oceanside to San Diego and operating speeds will be substantially lower. Staff is currently developing the Environmental Impact Statement and the planned opening is estimated to be sometime in the year 2000.

3.1.5 Travel Time

56 minutes to 58 minutes from Oceanside to San Diego.

3.1.6 Fare Structure

\$6.50 round-trip. \$5.75 for trip-length less than Oceanside to San Diego. This cost is comparable to bus fare for similar service. Discounts similar to Tri-Met's apply: 10% for ten tickets; discount for monthly pass.

3.1.7 Population and Employment Center Size

The City of San Diego is the primary population and employment center served by the Coaster. Other regional centers served along 43 mile route include DelMar, Carlsbad, Oceanside, however, majority of employment base is in San Diego. The 1995 regional population of the San Diego area was 2,498,016. Regional square mileage is 4,205.

1992 Population and Employment for Areas Served by the Coaster

Jurisdiction	Population ¹	Employment ²
Oceanside	147,200	29,300
Carlsbad	68,200	35,900
Encinitas	57,100	20,100
Solana Beach	13,600	7,500
Del Mar	5,100	5,000
San Diego	1,183,100	659,000

¹ Population figures as of January 1996

² Employment figures as of 1992

3.1.8 Capital and Operating Costs

Right-of-way purchase was \$92 million and capital expenditure for cars, locomotives, stations, maintenance facility, and upgrading cost \$70 million for a total capital cost of \$162 million (1992). Annual operating expenses for 1996 are estimated at \$8 million. Annual farebox revenue is approximately \$2.4 million (a 30% farebox recovery rate).

3.1.9 Access (feeder buses, park-and-rides)

A total of 1,200 new parking spaces were constructed for access to the Coaster. In addition, a number of spaces are shared with Amtrak and MetroLink has a terminus at the Oceanside station. In a recent survey (1995) of mode of access to Coaster stations for inbound trips to San Diego, the following information was gathered: 53% drive alone, 7.4% carpool, 11.3% walk-on, 3.8% take a bus, 6% take a Coaster shuttle bus, 15.3% are dropped off, and 3.2% fall into the other category (e.g. bikes).

3.2 Los Angeles – MetroLink

3.2.1 Description of Service and Market Niche

MetroLink operates six lines providing service in Los Angeles, Orange, Riverside, San Bernardino and Ventura Counties and also service from Los Angeles to Oceanside. Five of the six lines provide service to Los Angeles. One line provides service between San Bernardino and Irvine. Total length of service provided is 444 miles.

3.2.2 Ridership Estimate/Boardings and Deboardings per Station

Average weekday ridership for the entire 444 mile system was 23,100 in 10/96, 23,221 in 11/96 and 21,255 in 12/96. Ridership by line into Los Angeles is summarized in the table below.

Line	1996 Ridership	Miles	Travel Time
Ventura	2,900	66.1	1 hr 30 min
Santa Clarita	3,600	76.6	1 hr 45 min
San Bernardino	6,900	56.2	1 hr 20 min
Riverside	3,700	58.7	1 hr 10 min
Orange County	4,900	87.2	1 hr 50 min

Source: MetroLink 1997

3.2.3 Current Status

All lines have been built.

3.2.4 Population Center Size

Regional population of Los Angeles was 14,531,529 in 1995. Regional square mileage: 33,966.

3.2.5 Fare Structure

Base one-way cost is \$3.50 with a \$1 zone charge (approximately every 11 miles). There are a total of seven zones. A one-way ticket traveling through all seven zones costs \$9.50.

3.2.6 Capital and Operating Costs

Annual operating expenses for 1995/96 were \$63.3 million.

3.2.7 Access (feeder buses, park-and-rides)

Some employer transportation provided from station to employment sites.

3.3 San Francisco – CalTrain

3.3.1 Description of Service and Market Niche

CalTrain consists of 48 miles of service in the urbanized area from San Francisco to San Jose with 27 stations. Stops include populated areas such as San Mateo, Sunnyvale, Santa Clara, Mountainview, Burlingame. Commuter rail service continues south 28 miles south from San Jose to Gilroy (more agricultural/rural areas) with 5 stations.

3.3.2 Ridership Estimate/Boardings and Deboardings per Station

Average weekday ridership is 23,000 trips per day. Saturday: 12,000 to 13,000 and Sunday 8,000 to 9,000. Average increase in ridership per year is 5%. Ridership attributed to improved bike program (approximately 1,000 bikes per day access CalTrain), shuttle bus access and marketing.

3.3.3 Travel Time

Varies depending on service. Fastest express train from San Francisco to San Jose would be 64 minutes. With basic service (all station stops) it would be 90 minutes. Headways vary depending on population density and demand, for example, Gilroy to San Francisco trains operate at 30 minutes headways in the a.m. and p.m. peak while San Jose peak headways are 10 minutes and Palo Alto to San Francisco headways are approximately 15 minutes during the peaks. Below is a list of stations and spacing.

<u>Station</u>	<u>Spacing (miles)</u>	<u>Station (cont'd)</u>	<u>Spacing (miles)</u>
Gilroy (south terminus)			
San Martin	6.1	Redwood City	2.4
Morgan Hill	3.6	San Carlos	2.2
Blossom Hill	12.3	Belmont	1.3
Capitol	3.5	Hillsdale	1.6
Tamien	2.4	Hayward Park	1.4
San Jose	2.0	San Mateo	1.0
College Park	1.2	Burlingame	1.6
Santa Clara	1.4	Broadway	1.1
Lawrence	3.5	Millbrae	1.5
Sunnyvale	2.0	San Bruno	2.1
Mountainview	2.7	South San Francisco	2.3
Castro	1.3	Bayshore	4.1
California Avenue	3.0	Paul Avenue	1.1
Palo Alto	1.7	22nd Street	2.2
Menlo Park	1.2	San Francisco	1.9
Atherton	1.1		

3.3.4 Population Center Size

The 1995 regional population of the San Francisco Bay area was 6,253,311. Regional square mileage is 7,369. The table below contains 1990 population for the cities and towns served by CalTrain.

1990 Population of Areas Served by CalTrain

City/Town	1990 Population
Gilroy	31,487
Morgan Hill	23,928
San Jose	782,225
Santa Clara	93,613
Sunnyvale	117,229
Mountainview	67,460
Castro Valley	48,619
Palo Alto	55,900
Menlo Park	28,001
Atherton	7,163
Redwood City	66,072
San Carlos	26,167
Belmont	24,127
Hayward	111,498
San Mateo	85,486
Burlingame	26,801
Millbrae	20,412
San Bruno	38,961
San Francisco	723,959

3.3.5 Fare Structure

9 zone system. One-way travel within Zone 1 is \$1.25. Increment per zone of travel is \$0.50 to \$0.75. For a 77 mile one-way trip from Gilroy to Francisco, the fare is \$6.00.

3.3.6 Access (feeder buses, park-and-rides)

Park-and-rides between San Jose and Gilroy, but none in the 48 mile urbanized area between San Francisco and San Jose. Subsidized shuttles/mini-vans to employer doorsteps.

3.4 Seattle

3.4.1 Description of Service and Market Niche

Commuter rail planning is underway to add two-way peak period train service using existing Burlington Northern railroad track between Everett, Seattle, Tacoma, and Lakewood, Washington. The completed system would be 81 miles in length with 14 stations. Additional stations may be built in the future. Several shared stations with Amtrak are planned to connect to intercity rail service between Portland and Vancouver, B.C.

The first line planned to begin operating is Tacoma to Seattle, including a spur to Renton. It is estimated that track and signal improvements may take two to four years to complete. The approximate length is 46 miles with 9 stations.

Planned train frequency is every 15 minutes during peak periods in peak direction only. The morning peak is expected to be from 6:00 - 9:00 a.m. and the evening peak is expected to be from 3:30 to 6:30 p.m. Limited special event service may also be provided.

3.4.2 Planning Issues

Commuter rail is one component of a ten year Regional Transit System Plan proposed by the Central Puget Sound Regional Transit Authority referred to as "Sound Move." Sound Move comprises plans for expanding the capacity of the major transportation corridors by adding new high-capacity transportation facilities and services. This includes commuter rail, HOV lanes, regional express bus routes, and light rail. The plans include improved suburban and urban connections to the rest of the region.

3.4.3 Current Status

Currently working on environmental assessment for south corridor (Seattle to Tacoma). Should be complete by Fall 1997. South service expected by 12/99.

3.4.4 Travel Time

Seattle to Tacoma: 55 minutes
Seattle to Lakewood: 68 minutes
Seattle to Everett: 55 minutes to 1 hour

3.4.5 Fare Structure

The fare structure is currently under development. Current express bus service between Tacoma and Seattle cost \$2.50 for a one-way trip.

3.4.6 Population Center Size

The 1995 regional population of the Seattle area was 2,559,164. Regional square mileage: 5,892.

3.4.7 Access (feeder buses, park-and-rides)

As many as 7,075 new park-and-ride spaces are planned, approximately 200 - 700 spaces per commuter rail station. Network of bus routes serving commuter rail stations.

3.5 Vancouver, B.C. – West Coast Express

3.5.1 Description of Service and Market Niche

The West Coast Express operates between Vancouver and Mission (east of Vancouver) and began service in 11/95. The line is slightly more than 41 miles in length with 5 trains into Vancouver during the a.m. peak and 5 trains to Mission in the p.m. peak. Peak hour trains in the morning leave Mission between 5:30 to 7:00 a.m. and arrive in Vancouver between 6:45 to 8:15 a.m.

The commuter rail line uses existing Canadian Pacific track. There are 8 stations and equipment includes 28 Bombardier cars which seat 146 people and 5 locomotives. Trains are typically 4 to 7 cars in length.

Vancouver, B.C. West Coast Express Commuter Rail Station Spacing

West Coast Express Stations	Station Spacing (miles)
Mission (eastern terminus)	
Port Haney	15.0
Maple Meadows	3.6
Pitt Meadows	0.9
Port Coquitlam	4.6
Coquitlam Center	1.5
Port Moody	2.2
Vancouver (north CBD)	13.5

3.5.2 Planning Issues

Canadian Pacific Railroad maintains, crews, and operates West Coast Express under contract for BC Transit. BC Transit also pays the railroad for use of their track.

Competitive service issues: some express buses to downtown Vancouver were redeployed to serve as feeder buses to commuter rail stations, however trunk route and local bus service with frequent headways remain in place in the corridor.

3.5.3 Ridership

In the opening months of West Coast Express service, ridership was approximately 5,000 person rides per day. Currently, it is approximately 6,000 person rides per day. Total number of riders from 11/95 to 11/96 was 1.5 million.

West Coast Express reports that 7% of daily ridership is intra-suburban; 93% is from outlying areas to downtown Vancouver.

3.5.4 Passenger Profile

The average age of West Coast Express patrons is between 30 and 50 years (slightly higher than the average age of SkyTrain patrons). There are slightly more men than women riders. The typical West Coast Express passenger is professional with higher than average income compared with other transit patrons. 90% of passengers are one to two car households. It is estimated that 75% of patrons used to commute by personal vehicle prior to West Coast Express service. Approximately 95% of passenger trips are home to work based.

3.5.5 Current Status

There are no current plans for expansion. The mayor of Vancouver has expressed concern over the level of operating cost per rider. The long-term viability of this service will be based on the willingness of the province and region to continue an appropriate level of subsidy.

3.5.6 Travel Time

The distance between Vancouver and Mission is 41 miles with a total trip length of 71 minutes.

3.5.7 Fare Structure

One way fares:

\$3 (Canadian) for two zones (basically downtown only); \$2.20 U.S.

\$4 (Canadian) for three zones; \$3.00 U.S.

\$5 (Canadian) for four zones; \$3.70 U.S.

\$7 (Canadian) for five zones; \$5.20 U.S.

(Exchange rate: \$1 Canadian = 0.74 U.S.)

Return trips are 2½% off. Weekly tickets are 10% off and Monthly tickets are 25% off.

3.5.8 Population and Employment Center Sizes

The 1995 regional population for the Vancouver, B.C. area was 1,547,000. Below is a breakdown of population and employment in cities and districts served by the West Coast Express. The Tri-cities area to east does have a small employment area, but does not comprise a significant percentage of ridership.

Population and Employment in Cities and Districts Served by West Coast Express

City or District	Station	Population ¹	Number of Employees ²
City of Vancouver	Waterfront	521,050	345,100
City of Port Moody	Port Moody	20,500	5,900
City of Coquitlam	Coquitlam Central	100,900	31,100
City of Port Coquitlam	Port Coquitlam	45,700	17,000
District of Pitt Meadows	Pitt Meadows	13,900	3,100
District of Maple Ridge	Maple Meadows Way and Port Haney	56,700	16,200
District of Mission	Mission City	37,900	9,100

¹ District of Mission population figure is for 1996 from BC Stats; all other population figures are for 1995 and were obtained from Greater Vancouver Regional Council.

² Employment figures are from Estimation of 1994 Spatial Distribution of Employment in Greater Vancouver

3.5.9 Funding and Subsidies

Implementation of the West Coast Express was subsidized by the provincial government (1/3), Vancouver Regional Transit Commission (1/3) and fares which go directly to the province (1/3). The capital budget was \$96.2 million (1995 U.S. dollars). This amount included infrastructure improvements, land acquisition, station and parking construction, locomotive acquisition and project management. The 28 bi-level passenger cars were acquired through an operating lease and therefore are included in the annual operating budget. For 1996/97, annual operating costs are expected to be approximately \$14.8 million (U.S.). This includes fees to the Canadian Pacific Railroad for operating rights on its track.

3.5.10 Access (feeder buses, park-and-rides)

A total of 1,900 new parking spaces were built to accommodate West Coast Express riders. There are park-and-rides at 6 of the 8 stations ranging in size from 112 to 370 spaces.

Approximately 20% of all riders arrive at commuter rail stations via feeder buses which were realigned to serve stations instead of downtown Vancouver, 5% of riders are walk-ons, 5% are drop-offs and the remaining 70% are park-and-riders. West Coast Express estimates that 75 to 80% of riders formerly used their car to travel to Vancouver and environs.

The tri-cities area (suburban area near Vancouver) has a higher percentage of riders arriving at station via bus (25-30%) compared to other stations. In addition, there is a suburban station very close to a densely populated residential area with higher than average walk-on riders.

3.6 Summary Table

The table below summarizes key characteristics of the five commuter rail lines discussed above.

City	Regional Population (millions)	Commuter Rail Line	Length of Line to CBD	Average Weekday Ridership
San Diego, CA	2.5	The Coaster	43 miles	3,000
Los Angeles, CA	14.5	MetroLink: Ventura Santa Clarita San Bernardino Riverside Orange County	66 miles 77 miles 56 miles 59 miles 87 miles	2,900 3,600 6,900 3,700 4,900
San Francisco, CA	6.3	CalTrain	77 miles	23,000
Seattle, WA	2.6	(in planning)	46 miles	—
Vancouver, B.C.	1.6	West Coast Express	41 miles	6,000

4. Commuter Rail in the Portland/Vancouver Region and South/North Corridor

4.1 Overview

The analysis of commuter rail concepts within the South/North Corridor have been summarized in two reports: *Commuter Rail Phase I Conceptual Alternatives Report* and the *Scoping Process Narrowing Report*. The initial assessment was documented in the *Commuter Rail Phase I Conceptual Alternatives* report. This report included a general description of potential rail lines and operating concepts, an assessment of ridership potential and a discussion of capital and operating costs.

This report was used to provide a general framework for the discussion of commuter rail as a mode option in the South/North Corridor. Following discussion of this report, it was determined that a more detailed ridership assessment was needed to adequately evaluate commuter rail as a mode option. The results of this more detailed ridership analysis and other data are summarized in the *Scoping Process Narrowing Report*.

The analysis in the *Scoping Process Narrowing Report* is formatted to address criteria such as ridership, access, transit operations, environmental impacts and land use. The assessment of land use focused on the objective "Promote Desired Land Use Patterns and Development." This analysis

found that commuter rail is not an appropriate option to provide transportation capacity conforming to changes in growth patterns or to emerging growth corridors within the Urban Growth Boundary (UGB). It also found that commuter rail encourages growth in outlying areas and does not limit sprawl.

The *Scoping Process Narrowing Report* utilized the updated commuter rail ridership analysis and portions of the other analyses from *Commuter Rail Phase I Conceptual Alternatives*, to compare commuter rail with busways, river transit and light rail as high capacity transit mode alternatives for serving the South/North Corridor. The *Scoping Process Narrowing Report* did not include specific capital and operating costs for the commuter rail mode.

As commuter rail continued to be discussed as a mode to consider in the corridor, it was clear that the best available data should be used to inform that discussion. Revised ridership estimates were prepared and included in the *Scoping Process Narrowing Report*, which provided the basis for the decision to not study commuter rail further as a mode option in the South/North Corridor. The data on capital and operating costs for commuter rail were not revised, nor specifically addressed, during the scoping process. Updated costs for commuter rail service sized consistently with the level of forecast demand have since been prepared and are included in this report.

The following sections describe the ridership estimates for commuter rail in the corridor and present an updated commuter rail cost discussion.

4.2 Ridership Estimates

Ridership estimates for commuter rail in the South/North corridor have been prepared twice using two different methodologies. The first estimate was prepared for the *Commuter Rail Phase I Conceptual Alternatives* report, the second was prepared for the *Scoping Process Narrowing Report*. These two estimates differed in method and assumptions.

Commuter Rail Phase I Conceptual Alternatives

Year 2010 ridership estimates included in the *Commuter Rail Phase I Conceptual Alternatives* report were determined to be of marginal value since they were based on a sketch-level analysis which assumed that commuter rail would function as complementary service to light rail.

Scoping Process Narrowing Report

The *Scoping Process Narrowing Report* includes a more detailed analysis of the ridership potential of a commuter rail line serving the South/North corridor.

The commuter rail year 2010 ridership forecast included in this report was based on modeling a commuter rail line through the South/North Corridor from Canby to Ridgefield, Washington. This analysis used the regional travel demand model to forecast ridership on a commuter rail line assuming no light rail in the corridor. This report provided the data which was used by decision-makers to determine whether to study commuter rail further in the corridor.

Specific assumptions are required to model all modes of travel. The assumptions used in this modeling effort were as follows:

- Headways were assumed at 20 minute peak and 60 minute off-peak.
- Fares were assumed to be consistent with existing Tri-Met and C-TRAN fares for a similar distance trip.
- Bus service was assumed to remain in the major trunk corridors, such as I-5/Interstate Avenue and McLoughlin Boulevard.
- Feeder bus service was assumed to continue to serve major transit centers (i.e. Clackamas Town Center, Milwaukie Transit Center and Downtown Vancouver Transit Center) and where possible, to serve commuter rail stations.
- Park-and-ride access was provided to commuter rail stations and to trunk bus lines.
- Commuter rail stations were assumed at Canby, Oregon City, Clackamas, Milwaukie, Brooklyn, OMSI, Union Station, Willbridge (N.W. Portland), East St. Johns, Vancouver Amtrak Station, Vancouver Junction (North Vancouver) and Ridgefield.

The year 2010 ridership forecast for Canby to Ridgefield was 2,100 daily trips. The proportion of forecast ridership in the south portion of the corridor and in the north portion of the corridor is roughly equal at approximately 1,000 daily trips each (500 trips in each peak direction).

4.3 Commuter Rail Capital and Operating Costs

This section presents an updated assessment of the potential capital and operating costs associated with providing commuter rail service in the South/North Corridor. This section describes the capital improvements and operating scenario for commuter rail serving the forecast demand of approximately 1,000 daily trips. Also presented are the improvements and operations that could be added to provide a higher capacity service, if such a higher level of service should be desirable. Current projections indicate that there is not enough demand to justify such higher service levels.

4.3.1 Assumptions in Cost Estimates

In order to develop cost estimates it is necessary to define the assumptions on capital needs and operating concept. In the case of commuter rail there are perhaps more uncertainties than are found in cost estimates for other transportation modes. Contributing to the uncertainty is the lack of eminent domain authority over railroad property. This means that government agencies are required to negotiate a lease or purchase agreement with a railroad which is under no obligation to settle. Therefore, the capital and lease costs described below are tentative and are based on a reasonable assessment at this time what is likely to be sought by the railroad company.

Conversations with local railroad officials indicate that a high level of improvements may be necessary for commuter rail to function from Portland to Canby at any service level. This is due to possible capacity limitations as freight service and intercity passenger service increases.

Costs in this section are revised from previous estimates and are based on a 23.2 mile Canby-to-Portland commuter rail line (see Figure 1) operating in the peak direction only. Costs are in year

2000 dollars. Costs are estimated for: 1) a basic service level that is appropriate to serve the ridership level identified in the *Scoping Process Narrowing Report* (approximately 1,000 for the south portion of the corridor); and 2) additional enhancements to the basic service level that provides the same capacity as LRT in the corridor.

The vehicle type assumed for the cost estimates below is the Bombardier bi-level car and diesel locomotive used in Vancouver, B.C., San Diego and Los Angeles. This vehicle was selected because it is approved by the Federal Railroad Administration (FRA) and can be operated mixed with freight traffic without a special FRA waiver. The Siemens Regio Sprinter was considered, however, it would require a waiver from the FRA for operation in this corridor, or a third main track solely dedicated for commuter trains would need to be constructed. The Regio Sprinter costs are comparable to the Bombardier bi-level trains, therefore, the locomotive technology does not significantly affect capital costs.

Stations assumed include Canby, Oregon City, Highway 212/224, Milwaukie, Hawthorne Bridge and Union Station. Parking would be provided at all stations except Hawthorne Bridge and Union Station.

4.3.2 Service Level Scenarios

Forecast Based Service Level (Basic Service)

The capital improvements included in the cost estimates for commuter rail service that could serve the forecast demand of 1,000 daily trips are:

- Equipment and stations;
- Crossovers at East Portland and centralized train control between Willsburg Junction (SE Tacoma Street) and East Portland to allow commuter trains to bypass freight traffic;
- Two yard leads between Brooklyn Yard and SE Tacoma Street to allow freight trains to quickly exit mainline;
- Improvements at Canby to allow commuter trains to enter and exit mainline; and
- Track rehabilitation effort to allow continued maximum operating speed.

In this scenario, two trains are assumed to operate in the peak direction only. The capacity of two trains with three passenger cars each would be 960. The Canby to Portland alignment would include 15 miles of single track for the 23.2 mile line. Freight traffic could impact commuter trains on the single track sections between Willsburg Junction and Canby which could affect reliability. Morning inbound runs of commuter trains may be affected by UP's intermodal train and UPS train.

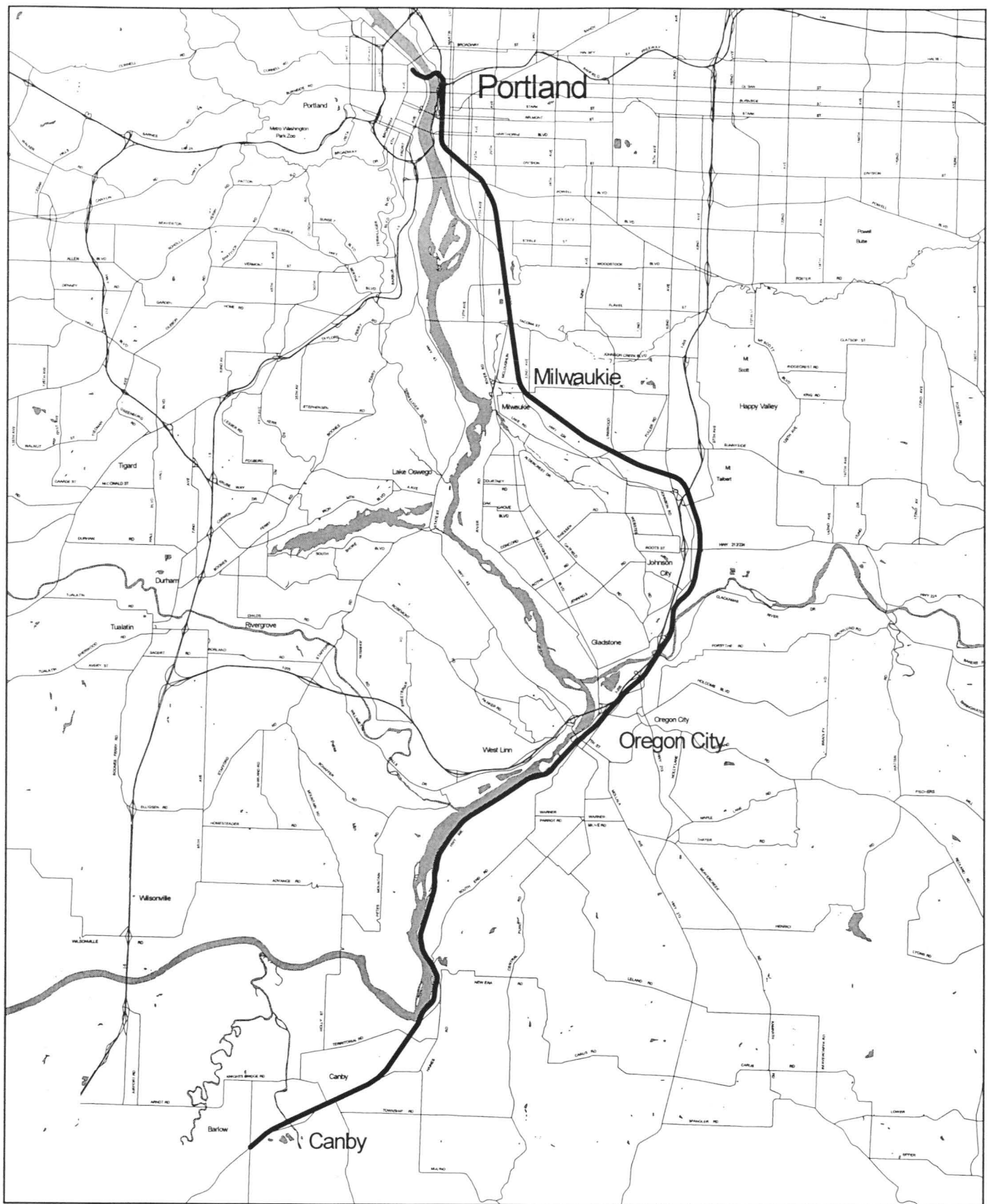


Figure 1
Canby to Portland
Commuter Rail Alignment

— Commuter Rail



These trains are given highest priority over the UP system and commuter trains would likely be held if these two trains are within the area. With the low level service it is unlikely that reliable mid-day service could be provided. The capital cost for this service level is estimated to be approximately \$98 million (Year 2000 dollars). The tables below summarize capital cost and characteristics.

**Capital and Operating Costs (Year 2000 \$) for
Forecast Based Commuter Rail Service Between Canby, OR and Portland, OR**

	Forecast Based Service Level
Total Capital Cost	\$98 million
Annualized Capital Cost	\$8.0 million
Annual Operating Cost	\$2.4 million
Annual Railroad Lease	\$6.5 million
Annual Rolling Stock Lease	\$1.7 million
Total Annualized Cost Per Rider Including Annualized Capital Cost	\$71

Source: Tri-Met 1997

**Characteristics of Forecast Based
Commuter Rail Service Between Canby, OR and Portland, OR**

	Forecast Based Service Level
Equipment	Two trains composed of one locomotive and three cars each
Service	2 trains in peak direction only
Assumed Stations	6 stations: <ul style="list-style-type: none"> • Canby • Oregon City • Highway 212/224 • Milwaukie • Hawthorne Bridge • Union Station
Maintenance Facility	None
Trackwork	Crossovers in East Portland

Source: Tri-Met 1997

Higher Capacity Service

A policy choice could be made to provide a higher level of capital improvements or a higher level of service. This level of service would not be necessary to accommodate the forecast demand but it would allow commuter rail to function with mid-day and off-peak direction service, more similar to light rail service.

The higher level of capital improvements that could be added to provide a higher service level includes:

- Rolling stock purchased instead of leased
- Construction of 5 to 15 miles of second and third track sections between Union Station and Canby including central train control with universal crossovers
- A maintenance facility at Canby

In this scenario, six trains could operate in the peak direction with two of those trains also operating in the reverse peak. The capacity of six trains operating with three passenger cars each would be 2,880. There would be a double track main line from Canby to Portland with a series of crossovers and track improvements. This type of high cost upgrade may be necessary under any commuter rail scenario if UP determines that such improvements are required. High level improvements could provide the ability to expand capacity during the peak and possibly have off-peak and evening service. Freight traffic could avoid impacting commuter trains by using the other main of the two main tracks. If commuter trains are relegated to only one of the main lines, it may be difficult to provide reliable reverse commute trips. This may require more rolling stock to enable trains to meet schedules for round trip service. The capital cost for the high service level is estimated to be between \$205 and \$280 million (Year 2000 dollars) depending on the service level provided. The tables below summarize capital cost and characteristics.

**Capital and Operating Costs (2000 \$) for Higher Capacity
Commuter Rail Service Between Canby, OR and Portland, OR**

	Higher Capacity Service Level
Total Capital Cost	\$205 - 280 million
Annualized Capital Cost	\$16.5 - 22.6 million
Annual Operating Cost	\$3.1 - 3.4 million
Annual Railroad Lease	\$6.5 million
Annual Rolling Stock Lease	\$0

Source: Tri-Met 1997

**Comparison of Characteristics of Higher Capacity
Commuter Rail Service Between Canby, OR and Portland, OR**

	Additions Required for a Higher Capacity Service Level
Equipment	Two additional trains composed of one locomotive and three cars each
Service	4 additional trains in peak direction with 2 of these also in reverse peak
Assumed Stations	Same as for Forecast Based Service
Maintenance Facility	Canby
Trackwork	Double track main line from Canby to Portland with a series of crossovers and track improvements.

Source: Tri-Met 1997

5. Public Comment

In June and July, 1993, Metro in coordination with Tri-Met and participating jurisdictions, conducted a series of mode and alignment workshops as part of the South/North Transit Corridor Study public involvement work plan. The workshops were part of a comprehensive effort to identify potential alternatives to be studied during Tier I of Alternatives Analysis. The primary goals of the public involvement effort were to educate the public about the South/North project and to gather information from the public about their particular concerns and preferences for modes and alignments along the corridor.

The public involvement effort included eight public Mode and Alignment Workshops and additional meetings with individual neighborhoods, organizations, businesses, and elected officials. Public comment was obtained in the form of: 1) participant surveys distributed at eight mode and alignment workshops; 2) written comments and light rail alignment recommendations posted on the maps by workshop participants and 3) other written comments submitted during the public comment period from October 12 to November 12, 1993.

Of the 372 people who attended the workshops, 237 completed surveys. In the survey, respondents were asked which mode option they preferred: light rail transit, river transit, busway, or commuter rail. Over 71% (169) of respondents preferred light rail over the other mode options; 11% (26) preferred busways, 7% (16) preferred commuter rail, and 6% (13) preferred river transit.¹

¹ Total does not equal 100% due to survey respondents circling more than one choice or not answering the question.

6. Conclusion and Recommendation

South/North Corridor

This report and previous studies conclude that commuter rail and light rail differ substantially in purpose and function. Because of this difference it is essential that they be studied in appropriate forums. The South/North Steering Committee recommends that commuter rail be addressed as part of the Regional Transportation Plan (RTP) and not as part of the South/North LRT Draft Environmental Impact Statement.

The following conclusions were made in past evaluations of commuter rail as a mode alternative in the South/North Corridor. These conclusions were based on the analysis in the *Scoping Process Narrowing Report* and on public comments received during the scoping process. This analysis led to a recommendation by the South/North Steering Committee and the Metro Council that commuter rail not be studied further as a high capacity mode in the South/North Corridor. Although commuter rail can perform well with regard to travel time, reliability and capacity expansion, the updated information presented in this report is consistent with previous conclusions on commuter rail in the South/North Corridor. These include:

- Commuter rail would not directly serve the main trip generators in the corridor such as Clackamas Regional Center, Downtown Milwaukie, North Macadam/RiverPlace, South Downtown/Portland State University, Central Downtown and Rose Quarter.
- Distribution of trips in downtown Portland would be slow with transfers required either at Union Station or at a Hawthorne Bridge/OMSI station.
- Commuter rail attracted only 5% of the ridership projected for light rail in the same corridor.
- Commuter rail is unlikely to influence land use in the same manner as light rail given potential station locations and the qualities that allow light rail to be integrated into a built environment.
- While implementation costs are less than for light rail, the cost-effectiveness of commuter rail in the South/North Corridor is poor given the ridership potential.

Recommendation for the Regional Transportation Plan

Current regional discussions on commuter rail in the South/North corridor, the Washington County inter-city passenger rail study and proposed commuter rail studies in Yamhill County and Clark County point to the need for a coordinated regional approach to understand the potential role of commuter rail in the Portland/Vancouver metropolitan area. The role of commuter rail should be incorporated into the revision of Metro's Regional Transportation Plan (RTP) and coordinated with the Metropolitan Transportation Plan in Clark County and planning efforts in Yamhill County.

The Steering Committee recommendation is to form a Joint Policy Advisory Committee on Transportation (JPACT) subcommittee to conduct a series of three workshops covering a broad base of information on commuter rail. The workshops would evaluate commuter rail potential and provide an opportunity for public input. It is recommended that the following topics be addressed:

- Background information on west coast/national commuter rail experience. The purpose would be to examine where commuter rail has been implemented and consider the applicability of that information to the Portland/Vancouver region. Areas to be examined include:
 - Vancouver, B.C.
 - San Diego
 - Los Angeles
 - San Francisco
 - East Coast/Midwest
- Information on local issues. The purpose would be to identify which rail corridors within the region might have potential for commuter rail. Information to be considered could include:
 - Inventory of existing rail lines
 - Freight operations
 - Amtrak/passenger rail operations
 - Previous local studies of commuter rail
 - Local station and development opportunities
 - Consistency with state and local planning goals
- A meeting to formulate a recommendation to JPACT. The JPACT subcommittee would evaluate information from the first two workshops and recommend a course of action on commuter rail for inclusion in the Regional Transportation Plan.

Appendix A: Previous Studies and Analyses of Commuter Rail in the South/North Corridor

The following documents contain data on early sketch-level analyses and more detailed assessments of commuter rail:

- Facility and Operating Guidelines Report, Tri-Met, 1992. A description of commuter rail systems and methodology for applying costs and performance assumptions.
- Commuter Rail Phase I Conceptual Alternatives, Tri-Met, February 8, 1993. Several commuter rail alignments including a Canby to Ridgefield line are developed. Capital costs, operating costs and ridership estimates are provided. A high level of service and improvements were assumed for fairly low ridership projections.
- Draft Description of Wide Range of Alternatives Report, Metro, July 20, 1993. Describes assumptions used for determining ridership for the commuter rail line from Canby to Ridgefield.
- Scoping Process Narrowing Report, Metro, October 25, 1993. Document adopted by Metro that provided data on mode alternatives under consideration as high capacity transit options in the South/North Corridor. Other mode alternatives analyzed in this report include busway, river transit and light rail. The South/North Steering Group and the Metro Council, based on the analysis in this report, concluded that commuter rail should not be studied further as a high capacity transit mode in the South/North Corridor.

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Briefing Document

Recommended Cost-Cutting Measures

Steering Committee

April 23, 1997

Metro

Briefing Document

Recommended Cost-Cutting Measures

Steering Committee

April 23, 1997

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I Introduction

In December 1996, the South/North Steering Committee and Metro Council evaluated the results of Ballot Measure 32, which would have provided State of Oregon funding for the South/North Light Rail Project. Following are their key findings:

- The light rail funding measure passed with a 56 percent "yes" vote within the Metro boundary and it passed in each of the three counties inside the Metro boundary.
- An independent survey of voters found that 70 percent of tri-county voters favor moving forward with South/North light rail as it is currently defined or with some changes.
- The independent survey also found that, while support for light rail is high, there is some concern about cost.

In response to the election results and analysis, the Steering Committee and Metro Council called upon project staff to develop a range of options and design changes to significantly reduce the cost of the project.

The purpose of this *Briefing Document* is to provide a summary of the technical information and recommendations of the South/North Steering Committee on cost-cutting measures to be incorporated into the South/North Transit Corridor Study. This document begins with an overview of past narrowing actions, the purpose and need that is being addressed by the study and a discussion of the objectives that have guided the development of cost-cutting measures. The *Briefing Document* concludes with a segment-by-segment description of which cost-cutting measures are being recommended for further study and why.

A. Previous Actions

The South/North Transit Corridor Study was initiated in July 1993, following the region's decision in April 1993 to designate the South/North Corridor as the priority corridor for further study of a high capacity transit (HCT) improvement.

Scoping Process: In December 1993, the South/North Steering Committee established the scope or range of alternatives to be considered in the South/North Transit Corridor Study. The number of alternatives to be studied further was first narrowed through a public process that was initiated in September 1993. At that time, the Federal Transit Administration issued its intent to publish a Draft Environmental Impact Statement (DEIS) for the South/North Corridor. The Scoping Process also acknowledged a two-tiered process to be used to narrow the range of alternatives to be studied further within the DEIS.

Tier I - Narrowing Terminus and Alignment Alternatives: In December 1994, following the preparation of technical analysis and public comment on the alternatives identified during the Scoping Process, the Metro Council adopted the

range of Terminus (end points) and Alignment Alternatives to be studied further within the DEIS.

Tier I - Design Option Narrowing: In December 1995, the Steering Committee considered further refinements to the alternatives by narrowing the range of Design Options.

These narrowing actions, taken between 1993 and 1995, have established the range of alternatives and options currently being studied within the corridor. In early 1996, project staff initiated work on analyzing the alternatives and on preparing the DEIS.

B. The Task at Hand: Reduce Costs While Retaining Value

During the past four months, project staff have been developing and evaluating a wide range of options to reduce project costs. The range of cost-cutting measures that have been identified include changes to designs throughout the corridor, modifications to standards, reductions in construction schedules and many more. This document summarizes the Steering Committee's recommendations on which cost reduction options are the most promising and should be incorporated into the project. The Steering Committee's recommendations are based on balancing the project's goal to reduce costs while retaining as much value in the project as possible.

The adoption process for the cost-cutting measures is illustrated in Appendix A. The process includes a 30-day public comment period, which was open between March 14 and April 14, 1997. Public comments were received at two meetings hosted by the Steering Committee on April 8 and 9, 1997. Comments were also received by mail, through the Transportation Hotline and on the Project's Web page. Documentation of all citizen input received during the comment period is provided in the *Public Comments on South/North Cost-Cutting Proposals Report* (Metro: April 1997). The public comment period was followed by the adoption of recommendations from the PMG, Citizens Advisory Committee (CAC) and the Downtown Portland Oversight Committee. This report documents the subsequent recommendations unanimously adopted by the South/North Steering Committee on April 23, 1997. Local jurisdictions and agencies will be provided the opportunity to adopt their own recommendations before the Metro Council takes action on the final set of cost-cutting measures to be incorporated into the study.

Before the cost-cutting measures are described in more detail, it is important to understand the foundation of the South/North Transit Corridor Study. By understanding the purpose of the proposed light rail project and the transportation and the land use needs that it can address, we can better evaluate the proposed cost-cutting measures. The project's goal and objectives, now more than ever, are valuable tools in examining trade-offs between options. They will also be used to determine which are the most promising ways to implement reductions in costs while retaining the maximum level of the project's effectiveness.

II Purpose and Need

The following two pages are intended to set a context for the South/North Transit Corridor Study: What area does the Study cover? Why are we studying the South/North Corridor? What purpose would the Light Rail Transit (LRT) alternative and the various design options serve? How will we evaluate alternatives being studied?

A. The South/North Corridor

Figure 1 illustrates the South/North Corridor. The Corridor is the travel shed extending north from the Oregon City area in Clackamas County, through downtown Portland and into Clark County, north of Vancouver. The Corridor is defined in this way because it captures the trips that could benefit from the major transit improvements being evaluated, either on LRT exclusively or federal onto light rail through a system of connecting bus routes and/or park-and-ride lots.

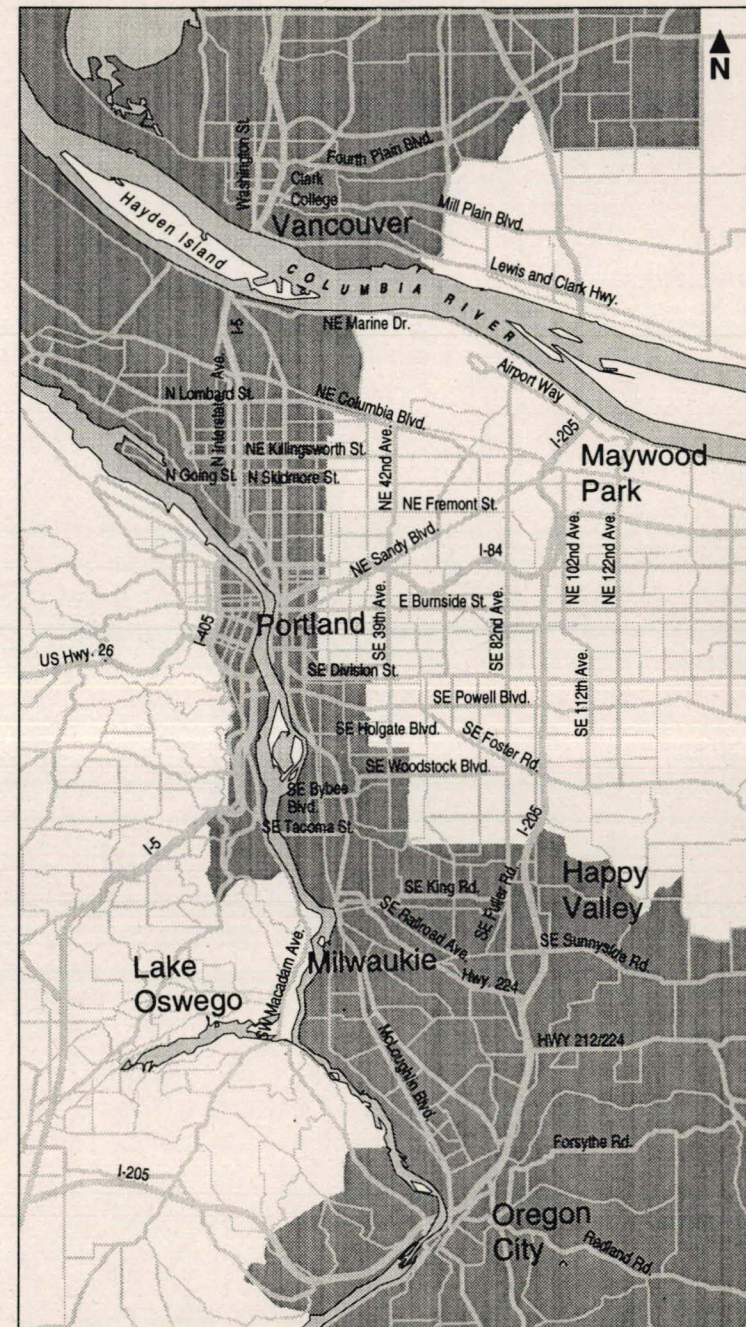
Key activity centers within the Corridor help to define the points that LRT should connect. These key activity centers include Oregon City, the Clackamas Regional Center (CRC) area and the downtowns of Milwaukie, Portland and Vancouver. The Corridor also includes other important centers such as the Oregon Institute of Technology, Clackamas Community College, the Central Eastside Industrial Area, OMSI, the North Macadam Redevelopment Area, Portland State University, the Union Station/North River District, the Rose Quarter, Interstate Avenue, Portland Community College in north Portland, the VA Hospital and Clark College.

In all, the South/North Corridor covers almost half of the metropolitan region. It is characterized by high employment and residential growth (higher than the region as a whole), with the potential for worsening travel and air quality conditions.

B. Phasing the Development of LRT in the Corridor

One of the most significant outcomes of the analysis to date has been the acknowledgment that the development of light rail in the South/North Corridor will need to take place over several phases, spanning a decade or more. The project's first phase has been defined as the segment between the Clackamas Regional Center in the south, through central Milwaukie and downtown Portland to a northern terminus in Vancouver. The second phase of the project would extend the project south to Oregon City, via either McLoughlin Boulevard or I-205.

Funding and cash-flow limitations will also require that the first phase of the project be built in at least two or three distinct construction segments. Various construction segments and funding options will be studied further in the DEIS and Final Environmental Impact Statement (FEIS).



C. Transportation Problems and Opportunities

The problems and opportunities that exist within the South/North Corridor set the context for defining and evaluating the LRT alternatives and design options.

- **Population and Employment Growth.** With the expanding Northwest economy, population within the Portland/Vancouver metropolitan area is projected to grow by 500,000 to 700,000 over the next 20 years. Anticipating and managing that growth is essential in order to ensure that the region's quality of life is not diminished.
- **Traffic Problems.** With this growth, traffic in the South/North Corridor is exceeding the capacity of many of the roads and intersections within the highway system. For example, most of McLoughlin Boulevard is currently highly congested with a level of service of E or F (A is best, F is worst). In the north, traffic across the Columbia River has almost doubled since the opening of the I-205 Bridge with I-5 currently operating at level of service E to F. Projections for continued growth well into the future will cause demand to exceed capacity during the key commute periods.
- **Transit Problems.** As the highway network becomes congested, the bus network, which shares the road with cars and trucks, experiences longer travel times and high levels of unreliability. Deterioration in speed and reliability of buses increases operating costs, lowers ridership and costs transit riders thousands of person hours a day through longer bus trips.
- **Regional Plans.** For over 20 years, the region has shaped its land use and transportation plans based upon the expectation that high capacity transit (HCT) would be provided within the South/North Corridor. Those plans have sized the road network, defined the comprehensive land use plans and implemented a bus network that would enhance and be served by an HCT facility.
- **State Regulations.** Both Oregon and Washington jurisdictions must comply with state regulations affecting transportation and land use planning. Oregon requires that the region plan for a 20 percent reduction in the per capita vehicle miles traveled and a 10 percent reduction in the per capita number of parking spaces. In the State of Washington, Clark County jurisdictions adopted commute trip reduction ordinances that require major employers to reduce single occupancy vehicle trips by 35 percent by 1999.
- **Economic Health.** There is growing concern that reduced accessibility within the South/North Corridor may reduce its ability to attract and retain industrial and commercial development in the Corridor. This trend adds to the concern in Clark County regarding the relative loss of per capita income compared to

the region. Further, concurrency requirements within the State of Washington may limit new development if the transportation system is inadequate to handle new demand.

- **Air Quality.** The region is currently "marginal" for ozone levels and "moderate" for carbon monoxide. Transit expansion is a key element of the region's proposed Air Quality Maintenance Plan and could save new industry \$2 million a year in air quality clean-up costs.

D. Goal and Objectives

In response to these problems and opportunities, the South/North Steering Committee has adopted the following goal and objectives for the Project:

To implement a major transit expansion program in the South/North Corridor that supports bi-state land use goals, optimizes the transportation system, is environmentally sensitive, reflects community values and is fiscally responsive.

1. Provide high quality transit service.
2. Ensure effective transit system operations.
3. Maximize the ability of the transit system to accommodate future growth in travel.
4. Minimize traffic congestion and traffic infiltration through neighborhoods.
5. Promote desired land use patterns and development.
6. Provide for a fiscally stable and financially efficient transit system.
7. Maximize the efficiency and environmental sensitivity of the engineering design of the proposed project.

To date, alternatives and design options have been developed to address the problems and opportunities within the Corridor. Once the DEIS is published, the study's goal and objectives will provide a framework for evaluating and selecting the preferred alternative and design option for each segment of the corridor.

The goal and objectives also provide the basis of the recommendations for cost-cutting measures to be incorporated into the study at this time. The goal of reducing project costs must always be seen in light of the project's transportation and land use objectives to help ensure that the best project, reflecting a balance of cost and effectiveness, is the one that moves into final design and construction.

III Segments: Current Alignment Alternatives and Design Options Under Study

The Phase One South/North Project has been divided into several segments, including a range of alternatives and design options within each segment. Following is a summary of those segments and the alternatives and design options that are currently under study within the DEIS. This is the starting point for the proposed cost-cutting measures. The recommendations within this report would keep, amend or delete these project alternatives and design options or they would add new lower-cost alternatives to the DEIS for further study.

These segments, alternatives and design options are illustrated in Figure 2.

1. Clackamas Regional Center

Alignment:

- ◆ North of CTC
- ◆ South of CTC
 - South of OIT/CCC
 - North of OIT/CCC

Terminus Location:

- ◆ 93rd Avenue
- ◆ 105th Avenue

2. Railroad Avenue

- ◆ Railroad Avenue

3. Central Milwaukie

- ◆ Monroe Street and 21st/McLoughlin
- ◆ Monroe Street and SP Branch Line

4. McLoughlin Boulevard

- ◆ McLoughlin Boulevard

5. South Willamette River Crossing

- ◆ Caruthers/Brooklyn Yard
 - At-Grade Crossings
 - Above Grade Crossings
- ◆ Ross Island Crossing
 - West McLoughlin Boulevard
 - East McLoughlin Boulevard

6. Downtown Portland

- ◆ Harrison Street and Center Lane of Transit Mall
 - Irving Street
 - Glisan Street

7. Eliot

- ◆ Wheeler Avenue Alignment and Russell Street Station
- ◆ East of I-5 Alignment and Kerby Street Station

8. Kaiser to Lombard Street

- ◆ Interstate Avenue Alternative
- ◆ I-5 Alternative

9. Lombard Street to VA Hospital/Clark College

- ◆ West of I-5
- ◆ Lift Span Bridge
- ◆ Two-Way on Washington Street

Length Alternatives

Because the Phase One Project will need to be built as two or more construction segments, the current study also includes several segments that are shorter than the Full-Length Alternative from Clackamas Regional Center to Vancouver.

These shorter Length Alternatives are called Minimum Operable Segments (MOS). Specifically, they are options for the first construction segment. These construction segments will play an important role in developing the project's finance plan. The first construction segment will be selected along with the preferred alignment alternative and design option following the publication of the DEIS.

Following are the Length Alternatives currently under study within the DEIS:

- ◆ **Full-Length.** Clackamas Regional Center to Vancouver
- ◆ **MOS 1.** Milwaukie Market Place to Vancouver
- ◆ **MOS 2.** Clackamas Regional Center to the Rose Quarter Transit Center
- ◆ **MOS 3.** Clackamas Regional Center to the Edgar Kaiser Medical Facility
- ◆ **MOS 4.** Clackamas Regional Center to the Expo Center

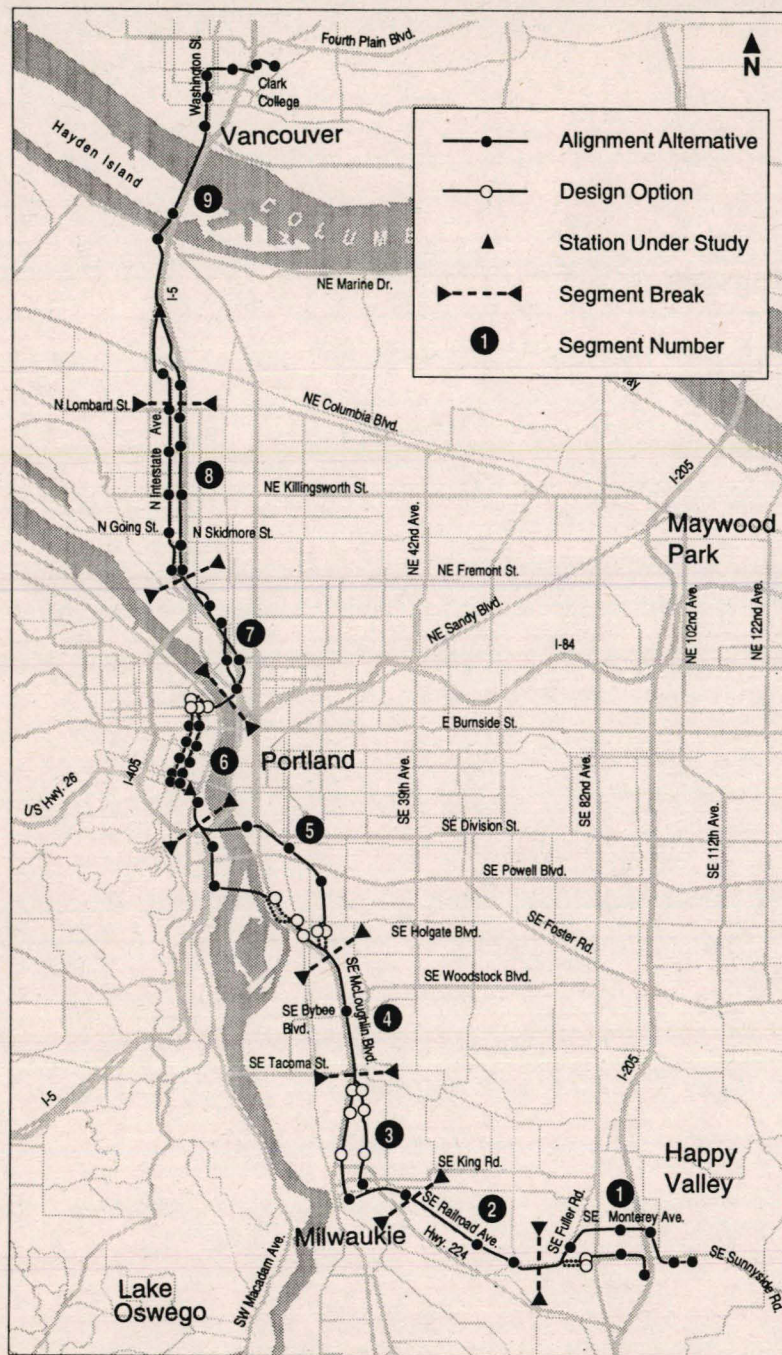


Figure 2 - The South/North Corridor Segments: Current Alternatives and Design Options

IV Cost-Cutting Process

A. Cost-Cutting Principle

The following principle has been used to develop and recommend the cost-cutting measures outlined in this report:

To design the most cost-effective rail project that achieves livability and transportation goals within available funding.

This means:

- The project must be highly competitive with comparable projects elsewhere in the nation based on a variety of criteria, including cost-per-mile and ridership.
- The project must serve Clackamas County, downtown Portland and North Portland to achieve maximum ridership potential and to best serve the corridor.
- The project must allow for a future extension to Oregon City and Clark County.
- If the project is built in segments, the first segment will be the South segment.
- Local jurisdictions and public-private partnerships may provide local enhancements and project elements with financing that they provide.

B. Cost-Cutting Categories

These principles provided direction leading to the identification, evaluation and recommendation of cost-cutting measures. Broad categories as well as specific options for reducing costs were identified. Following are the four general areas where efforts to lower costs have been directed:

- *Changes in Project Scope - Permanent Changes and Deferrals*

This category of cost reduction measures represents proposed changes in the design of the project. Some of the changes would be permanent (such as a different alignment), while other changes would be deferrals and improvements to a later construction segment or phase.

Changes in project scope are proposed throughout the corridor, effecting most segments and design options currently under study. The proposed changes in scope range from deleting or amending current alternatives and options to adding newer, lower-cost options. These proposed changes are recommended and discussed within this document.

- *Changes in Financial Responsibility*

This effort will seek to identify new funds that could be made available to the South/North Project from participating agencies through the donation or reduced costs of right-of-way and/or facilities. Similarly, coordinated design and/or construction of related transportation projects could also reduce South/North costs. Additionally, the cost of relocating public utilities may be able to be reduced by changes in relocation policies, track-bed design and changes in cost-sharing responsibilities. Both the right-of-way donation and cost-reduction options for public utility relocation have been recommended to be pursued.

- *Changes in Management Approach*

Changes in management approach can reduce the engineering and administration costs needed to design and build the project by over 10 percent. Also, by planning to use the same rail car design as the Westside/Hillsboro Project, Tri-Met can reduce its spare rail car ratio from 20 percent to 15 percent.

- *Changes in Costing Methodology*

Costs of building a light rail project are estimated using a methodology based upon numerous individual factors. Project staff have reviewed each one of those factors. Revisions have been proposed for those factors that appeared to be too conservative or where new information is now available. Experience on the Banfield and Westside lines and recent local construction experience was used to revise the costing methods.

An important revision to the cost methodology will be to assign separate contingencies appropriate to various elements of the project. In the past, one or two very broad levels of contingency were used project-wide. The new methodology allowed some contingencies to increase (for example with a bridge) while other contingencies went down. The combined effect is lowered overall contingency due to more accurate costing.

Forecasts of right-of-way costs were also reduced to reflect a higher level of information based on the most recent experience from the Westside light rail project.

Finally, as we all know, inflation leads to higher costs. In the past, the South/North Project has used an inflation factor previously developed by the Federal Transit Administration. Experience over the past several years allows us to incorporate a lower inflation rate.

C. Resulting Capital Costs

When the proposed cost-cutting measures are taken together, project costs are reduced by approximately one-third. For example, a segment that was previously estimated to cost \$1.5 billion would now be estimated to cost approximately \$1 billion.

The following segment-by-segment discussion of proposed amendments to the DEIS alternatives includes preliminary estimates of the costs associated with the recommended change. These costs incorporate the design and scope differences between the alternatives or options being considered within that segment. Also, the cost differences between the alternatives reflect the other system-wide cost methodology changes discussed previously (e.g. financial responsibility, management and costing methodology). For example, if a proposed alignment change is described as saving \$10 million, it incorporates factors such as the inflation rate and the revised engineering and administration rate.

More precise cost estimates will be prepared for the DEIS, once the range of cost-cutting measures is finally adopted. The revised cost estimates will be available for the selection of the locally preferred alternative.

The cost estimates included within this report are year of expenditure costs (YOES), that is they are the estimates of what it would cost to build the project five or more years in the future. An inflation rate is used to inflate current dollar costs into the year of expenditure cost estimates.

Capital costs include right-of-way, utility relocation, related roadway reconstruction, LRT grade preparation, structures, trackwork, at-grade crossings, stations and fare collection, park-and-ride lots, special conditions, system costs (e.g. signals system), light rail vehicles and maintenance facilities. The cost estimates also include engineering, administration and a contingency allowance to reflect the level of design detail available. The unit rates used to develop these estimates include historic data and recent Westside LRT data, where available.

D. Ridership, Traffic and Environmental Analysis

Because lowering costs is only one of several objectives of the project, this document provides an assessment of the significant ridership, traffic and environmental impacts associated with the proposed cost-cutting measures. Much of this assessment is founded in the analysis that has been prepared to date for the DEIS. Some portion of the analysis has been developed over the past two to three months to support this cost-cutting exercise. A broader spectrum of ridership, traffic and environmental analysis will be performed, documented and evaluated within the DEIS and will provide the basis for the selection of the preferred length and alignment alternatives.

E. Summary of Recommendations

Following is a summary of the Steering Committee's recommended changes to the alternatives and design options to reflect the most promising cost-cutting measures. A more detailed description of these recommended amendments to the alternatives and design options to be studied further is provided in the following chapters.

1. Clackamas Regional Center

- Add a terminus option at the Clackamas Town Center Transit Center Station for both the North and South of CTC Alignment Alternatives.
- Amend the North of Clackamas Town Center Alignment Alternative by deleting the proposed alignment generally adjacent to SE Fuller Road and linking the alignment between SE Monterey Avenue and SE Harmony Road with an alignment that would run in the vicinity of SE 79th and 80th Avenues.

2. Railroad Avenue

- Amend the current Railroad Avenue Alternative being studied in the DEIS to reflect a narrower street design.
- Add an alternative that would close sections of Railroad Avenue to through-traffic and would generally locate light rail within the right-of-way currently occupied by Railroad Avenue.
- Add a North of Highway 224 alignment to be studied further in the DEIS. The proposed new alignment alternative would run north of and parallel to Highway 224, generally within right-of-way currently owned by ODOT.
- Evaluate the Railroad Avenue Alignment alternatives with and without a Wood Avenue Station.

3. Central Milwaukie

- Eliminate the two Monroe Street Alternatives and add a Main Street/SP Branch Line Alternative to the DEIS for further study.

4. McLoughlin Boulevard

- Study the McLoughlin Boulevard segment with two options, one that would include the reconstruction of the SE Bybee Boulevard overpass and one that would not include reconstruction of the overpass.

5. South Willamette River Crossing

- For the Caruthers Crossing Alternative:

- a) eliminate the Caruthers Modified Alignment Alternative (including the 100-foot, fixed-span bridge);
- b) add a 75-foot, fixed-span bridge alternative; and,
- c) add two westbank design options for the 75-foot bridge alternative, a Caruthers/Moody alignment and a Caruthers/South Marquam alignment.

- Eliminate the Above-Grade Design Option of the Caruthers/Brooklyn Yard Alignment Alternative.

6. Downtown Portland

- Replace the perpendicular turn from SW Harrison Street to SW 5th and 6th Avenues with the PSU diagonal alignment.
- Add a MAX Connector Alternative to the DEIS for further study. This recommendation would: 1) retain the existing full-mall alignment; and 2) would add a second alternative in downtown Portland that would be composed of the full-mall alignment from the PSU Plaza to Morrison and Yamhill, where the South/North and the East/West tracks would be connected.

7. Eliot

- Add a lower-cost design of the Arena Transit Center.

8. Kaiser to Lombard Street

- Add a design option to the I-5 Alignment that would move the existing southbound I-5 off-ramp at N Alberta Street to just north of N Going Street and would close the existing southbound on-ramp to I-5 from N Alberta Street (access southbound would be via the N Going Street on-ramp).
- Modify the track treatment planned for Interstate Avenue to reduce costs while retaining urban design objectives.
- Eliminate the north terminus options at the Edgar Kaiser Medical Facility and replace it with a terminus option at Lombard Street to be coupled with a south terminus at the Clackamas Regional Center.
- Include in the DEIS a summary of the costs, ridership and other significant benefits and impacts associated with an alternate terminus location in Kenton.

9. Lombard Street to VA Hospital/Clark College

- Eliminate the north MOS terminus option at the Expo Center and replace it with a terminus option at Lombard Street to be coupled with a south terminus at the Clackamas Regional Center.

V Clackamas Regional Center

The Clackamas Regional Center segment is centered around the Clackamas Town Center area, which is designated within Metro's 2040 Plan as a *Regional Center*. The Clackamas Regional Center is expected to experience significant growth in the future, reinforcing its existing characteristics of mixed land uses, including retail, office, commercial, education and low to high density housing.

This segment presents two primary issues: 1) Should the alignment run south or north of the Town Center between 82nd Avenue and I-205?; and, 2) Where should the line terminate? Alternatives addressing both of these issues have been developed and analyzed.

It is important to note that the South Terminus options are for the end point of the Phase One South/North Project. A future extension to Oregon City, via I-205 or McLoughlin Boulevard, is proposed and can be accommodated by any of the design options currently under consideration.

Project staff recommends the following amendments to the range of alternatives and design options within the Clackamas Regional Center segment (see in Figure 3).

Recommendation 1:

Add a terminus option at the Clackamas Town Center Transit Center Station for both the North and South of CTC Alignment Alternatives.

Rationale:

- **Cost.** A South of CTC Terminus at the Transit Center would cost approximately \$40 million less than the 93rd Terminus (YOE\$). A North of CTC Terminus at the Transit Center would save approximately \$60 million compared to the 105th Avenue Terminus Option (YOE\$).
- **Ridership.** Light rail weekday ridership in 2015 would be approximately 1,400 fewer with a terminus at the transit center than with the 93rd or 105th Avenue Terminus Options.

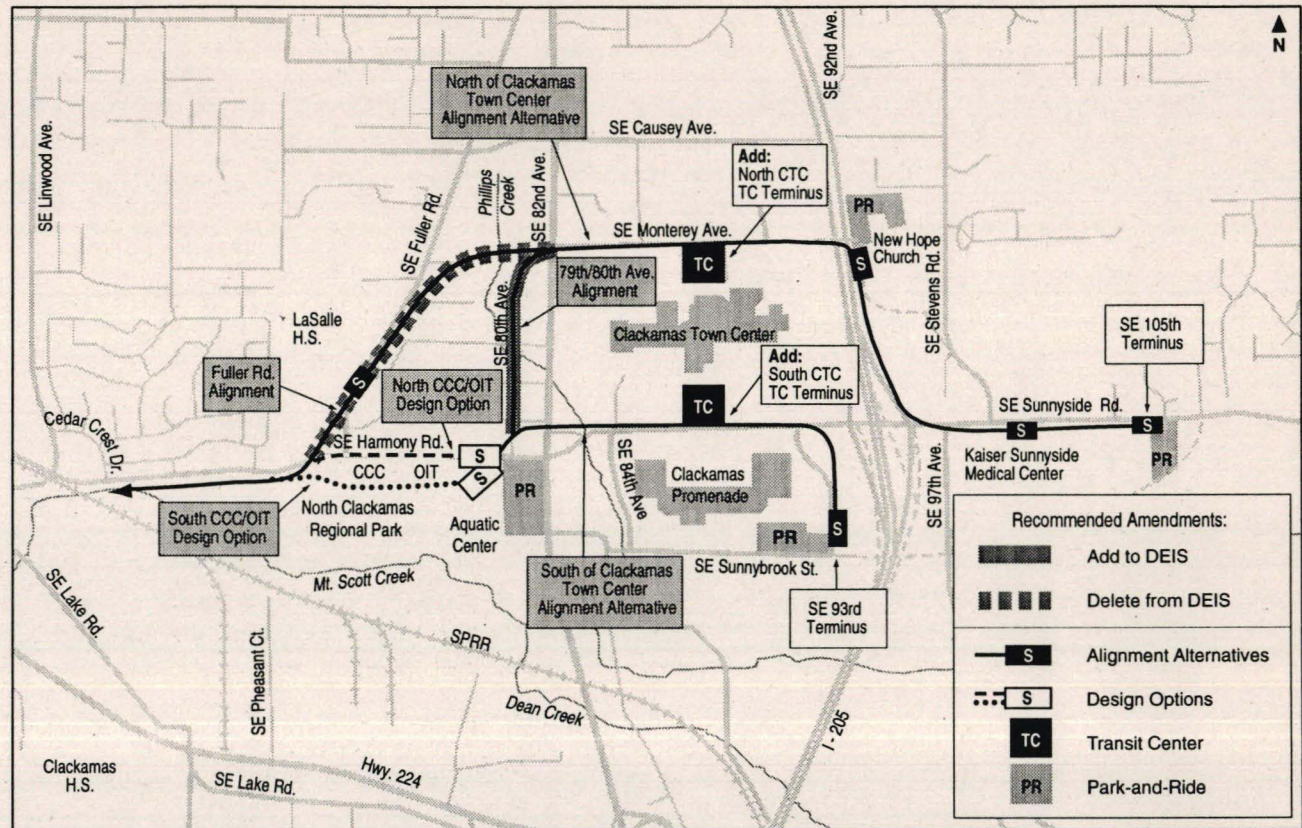


Figure 3 - Clackamas Regional Center Segment

- **Transit Connections.** Because light rail would terminate at the CTC Transit Center, all bus routes serving the Clackamas Regional Center would have transit access to light rail.
- **Park-and-Ride Capacity.** By eliminating park-and-ride lots at the terminus stations (and a joint use facility at the New Hope Church site), a Transit Center Terminus would need to find replacement parking capacity either through larger lots along the remainder of the line or through a future extension to the terminus lots. If replacement parking capacity was not built, ridership using park-and-ride access would be lost.
- **Significant Environmental Impacts.** There are no anticipated additional significant environmental impacts associated with a Transit Center terminus option. Impacts due to the alignment east of the Transit Center Station would be avoided until an extension was implemented.

- *Oregon City Extension.* An extension to Oregon City via I-205 would be feasible with a Transit Center Terminus.

Recommendation 2:

Amend the North of Clackamas Town Center Alignment Alternative by deleting the proposed alignment generally adjacent to SE Fuller Road and linking the alignment between SE Monterey Avenue and SE Harmony Road with an alignment that would run generally in the vicinity of SE 79th and 80th Avenues. This proposed change would provide the North of CTC Alignment Alternative with a station and park-and-ride lot located at the southwest corner of SE Harmony Road and SE 82nd Avenue. (Both the North of CCC/OIT and South of CCC/OIT Design Options would be included within the North of CTC Alignment Alternative. The Project Management Group would continue to work with the OIT, CCC, the Clackamas County Regional Parks District and other interested parties to determine if the CCC/OIT Design Options should be modified to reduce costs and/or improve their characteristics.) The modified alignment would include an at-grade light rail crossing of SE 82nd Avenue at SE Monterey Avenue rather than an elevated crossing of SE 82nd Avenue currently under study in the DEIS.

Rationale:

- *Cost.* The proposed amendment to the North of CTC Alignment Alternative with a SE 79th/80th Avenue alignment would save approximately \$12 million to \$24 million (YOES) compared to the SE Fuller Road alignment (depending upon which CCC/OIT Design Option is ultimately selected).
- *Ridership and Park-and-Ride Capacity.* While the stations located on SE Fuller Road and SE Harmony Road would provide access to different residences and activity centers, ridership levels at the two stations would be similar. However, with access to a park-and-ride lot at SE Harmony Road and SE 82nd Avenue, approximately 2,200 additional light rail park-and-ride trips would be taken with the SE 79th/80th Avenue alignment (weekday 2015).
- *Travel Time.* Travel time between the CTC Transit Center Station and other stations west of the Linwood Station would be approximately one minute slower via SE 79th/80th Avenue.
- *Potential Displacements.* The number of potential residential unit displacements would be reduced from approximately 40 with the SE Fuller Road alignment to approximately 6 with the SE 79th/80th Avenue alignment. The number of potential commercial unit displacements would be similar under either alignment.

- *Oregon City Extension.* While a future extension to Oregon City via I-205 would be feasible with either the SE Fuller Road or the SE 79th/80th Avenue alignment, the additional minute in travel time associated with the SE 79th/80th Avenue alignment would lead to somewhat lower ridership between Oregon City and destinations such as downtown Milwaukie and Portland.

VI Railroad Avenue/Highway 224

This segment would provide a light rail connection between the Clackamas Regional Center area and central Milwaukie. The segment is generally bounded to the north and south by established residential areas and bisected by industrial, commercial and retail centers parallel to Highway 224.

Currently, a single alignment south of and parallel to SE Railroad Avenue is being studied in the DEIS for this segment. The current alternative would relocate SE Railroad Avenue approximately 30 feet north of its current location and would place light rail between SE Railroad Avenue and the existing freight and intercity passenger rail line to the south.

Project staff recommend the following changes to the alternative currently being studied in the DEIS (see figure 4).

Recommendation 1:

Amend the current SE Railroad Avenue Alternative being studied in the DEIS to reflect a narrower street design. In general the current alternative would rebuild SE Railroad Avenue to have one twelve-foot, general purpose automobile lane and one six-foot bike lane in each direction with a six-foot sidewalk on the north side of the street. The revised design would narrow the automobile lanes to ten feet and the adjacent bike lanes to five feet and a sidewalk of six feet to four feet.

Rationale:

- **Cost.** By narrowing the cross-section of the reconstructed SE Railroad Avenue, costs would be reduced by approximately \$4 million (YOE\$).
- **Ridership.** Because light rail travel times would be the same under the revised street design, light rail ridership would remain unchanged from the design currently in the DEIS.
- **Displacements.** Potential residential displacements along SE Railroad Avenue would be reduced by 8, from approximately 73 associated with the current design to approximately 65 with the revised design.
- **Parklands.** The narrower width of SE Railroad Avenue would reduce the anticipated impact to the Hector Campbell Elementary School ballfield located at the intersection of SE 47th Avenue and SE Railroad Avenue.
- **Local Traffic.** The use of narrow lanes along the length of SE Railroad Avenue is predicated on SE Railroad Avenue being changed from an arterial to a neighborhood collector by the City of Milwaukie.

- **Park-and-Ride Capacity.** Park-and-ride capacity at SE 37th Avenue, just north of the Milwaukie Market Place, would remain unchanged and approximately 100 spaces at the proposed park-and-ride lot located at SE Harmony Road and SE Linwood Avenue would need to be structured.

Recommendation 2:

Add an alternative that would close sections of SE Railroad Avenue to through-traffic and would generally locate light rail within the right-of-way currently occupied by SE Railroad Avenue. Limited sections of SE Railroad Avenue would be reconstructed to provide access to properties fronting SE Railroad Avenue or to provide access to intersecting streets that only have access via SE Railroad Avenue. Other streets connecting to SE Railroad Avenue would be converted to cul-de-sacs. This alternative is conceptually illustrated in Figure 5.

Rationale:

- **Cost.** By closing SE Railroad Avenue to through-travel and using the vacated right-of-way for light rail, the revised design would lower cost by approximately \$23 million when compared to the current option being studied in the DEIS.
- **Ridership.** Because light rail travel times would be the same under the revised street design, light rail ridership would remain unchanged from the design currently in the DEIS.
- **Displacements.** Closing of SE Railroad Avenue to through-traffic would reduce the number of potential residential unit displacements by 65, from approximately 73 to 8.
- **Parklands.** By avoiding the reconstruction of SE Railroad Avenue between SE 47th and SE 48th Avenues, there would be no impact to the Hector Campbell Elementary School ballfield located at the intersection of SE 47th Avenue and SE Railroad Avenue.
- **Local Traffic.** Closing SE Railroad Avenue to through-traffic would significantly affect local traffic in the immediate vicinity of SE Railroad Avenue. Many through-trips would be diverted south to Highway 224 and through-trips on several north-south neighborhood streets would be reduced. Some through-trips would be diverted north, however, to Monroe Street and some north-south neighborhood streets would experience increased vehicle volumes. Automobile travel times for some residents in the area would be increased if their primary access is via SE Railroad Avenue.
- **Park-and-Ride Capacity.** Park-and-ride capacity at SE 37th, just north of the Milwaukie Market Place would remain unchanged and approximately 100

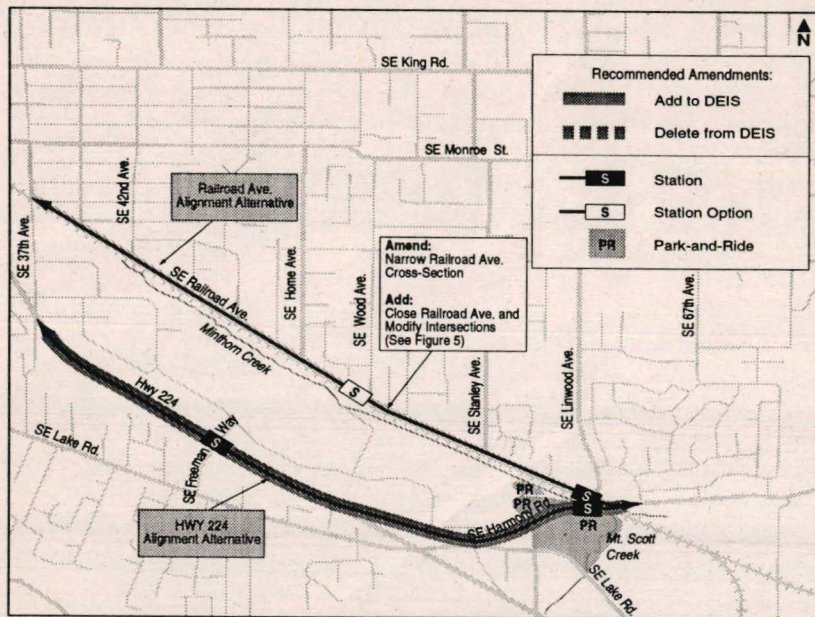


Figure 4 - Railroad Avenue/Highway 224 Segment

spaces would need to be structured at the proposed park-and-ride lot that would be located at SE Harmony Road and SE Linwood Avenue.

Recommendation 3:

Add a North of Highway 224 alignment to be studied further in the DEIS. The proposed new alignment alternative would run north of and parallel to Highway 224, generally within right-of-way currently owned by ODOT. Light rail would cross over the existing freight and intercity passenger rail line on a new structure southeast of the intersection of SE Harmony Road and SE Railroad Avenue. The new alignment would cross SE Harmony Road at grade, just north of Highway 224. At-grade crossings of light rail would be provided just north of Highway 224 on SE Oak Street, SE 37th and SE Freeman Way. A proposed structured park-and-ride lot would be located north of Highway 224 Alternative near the Milwaukie Market Place. Approximately 400 spaces at the proposed park-and-ride lot at SE Harmony Road and SE Linwood Avenue would need to be structured with the Highway 224 alignment.

Rationale:

- Cost.** If park-and-ride lot capacity is replaced with structured lots, the cost of the North of Highway 224 alignment would save approximately \$2 million compared to the current SE Railroad Avenue Alternative design (YOES).

- Ridership.** Travel time via Highway 224 would be approximately 40 seconds slower than the SE Railroad Avenue alignment which would lead to slightly lower through-ridership. Walk and bus access ridership on light rail would be similar for both alternatives leading to similar walk and bus access ridership. If replacement park-and-ride capacity could be located within the corridor, ridership using park-and-ride access would be similar for both alternatives. However, if replacement park-and-ride lot spaces are not constructed in other segments of the corridor, light rail trips would be reduced by up to 2,100 (weekday 2015), depending upon the number of park-and-ride spaces eliminated.
- Displacements.** Potential residential displacements associated with the North of Highway 224 alignment would be 68 units less with than the Railroad Avenue Alternative currently being studied in the DEIS (from 73 to 5).

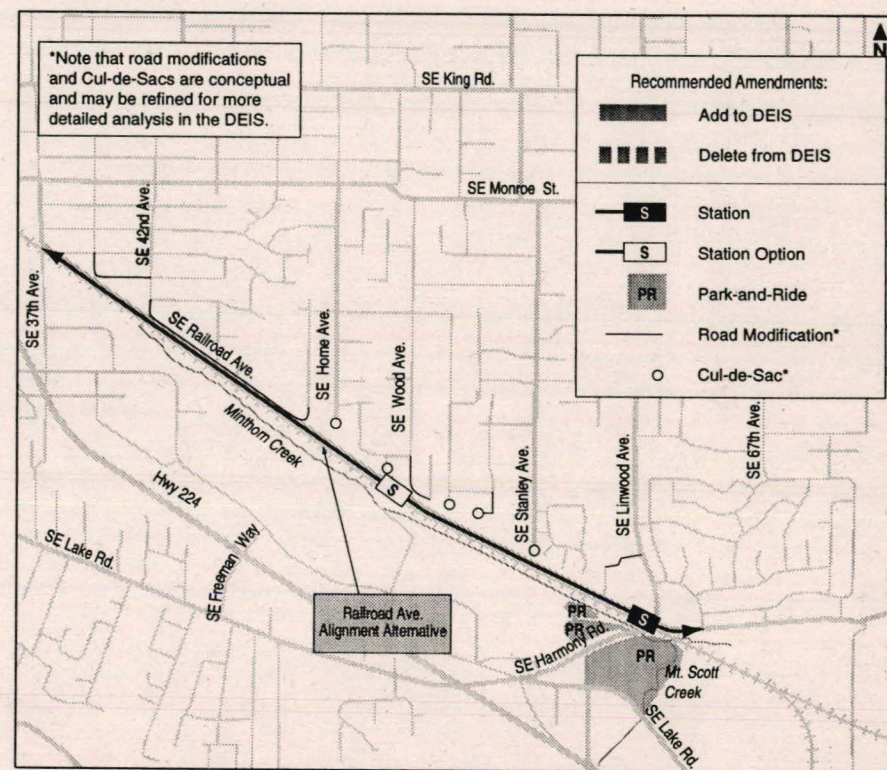


Figure 5 - Detail of Close Portions of SE Railroad Avenue Alternative

- *Parklands.* By avoiding the reconstruction of SE Railroad Avenue between SE 47th and SE 48th Avenues, there would be no impact to the Hector Campbell Elementary School ballfield located at the intersection of SE 47th Avenue and SE Railroad Avenue.
- *Local Traffic.* Impacts to local traffic would generally be associated with the at-grade light rail crossings of SE Harmony Road, SE Freeman Road, SE 37th Avenue and SE Oak Street. Local traffic impacts would also be caused by the proposed closure of westbound access onto Highway 224 from SE 37th Avenue south of Highway 224. Because light rail would use ODOT right-of-way located north and parallel to Highway 224, future expansion of the Highway would be restricted to south of the highway which would cause future impacts to some properties south of Highway 224. This constraint would generally increase the cost of a future expansion of Highway 224.
- *Park-and-Ride Capacity.* Park-and-ride capacity would be similar with the proposed Highway 224 alternative and the two proposed Railroad Avenue alternatives. However, the proposed park-and-ride lot located near the Milwaukie Market Place and approximately 400 park-and-ride spaces would need to be structured at the proposed lot at the intersection of SE Linwood Avenue and SE Harmony Road

Recommendation 4:

Evaluate the Railroad Avenue Alignment alternatives with and without a Wood Avenue Station. The DEIS would include cost, ridership and environmental impacts with and without a Wood Avenue Station.

Rationale:

- *Cost.* Elimination of a Wood Avenue Station would reduce capital costs by approximately \$3 million (YOES).
- *Ridership.* Elimination of a Wood Avenue Station would eliminate 300 trips that are projected to access light rail at that location. Current ridership forecasts estimate that the Wood Avenue Station would have among the lowest ridership of any station on the South/North line. Travel time through this segment would be approximately 45 seconds faster without a Wood Avenue Station, increasing through-ridership.
- *Displacements.* Elimination of a Wood Avenue Station would reduce potential residential displacements by up to five units, depending on the design of the Railroad Avenue Alternative.

VII Central Milwaukie

The Central Milwaukie Segment generally encompasses the Milwaukie Market Place, downtown Milwaukie and North Milwaukie to SE Tacoma Street (see Figure 6). Milwaukie is identified within Metro's Region 2040 Plan as a *Regional Center*, with strong economic ties to the Clackamas Town Center and Oregon City. The central area of Milwaukie is expected to experience significant growth in the future, reinforcing its existing characteristics of mixed land uses, including retail, small office, commercial, government, education and low to high density housing.

Currently, two Alignment Alternatives are being studied within the DEIS: 1) Monroe Street/McLoughlin; and 2) Monroe Street/SP Branch Line. The Monroe/McLoughlin alternative would locate a Milwaukie light rail station and transit center near City Hall on SE 21st Avenue. Light rail would cross under the existing SP Branch line near Monroe Street. The Monroe/SP Branch Line Alternative would place the station and transit center east of the SP Branch Line, just north of Monroe Street.

Both alternatives would generally operate in the center of Monroe Street before crossing over Highway 224 on an elevated structure. The two alternatives would provide access to a 900 space park-and-ride lot in north Milwaukie, either at SE Ochoco Street, at the Springwater Corridor or at the Hanna/Harvester site.

Recommendation 1:

Eliminate the two Monroe Street Alternatives and add a Main Street/SP Branch Line Alternative to the DEIS for further study. The Main Street/SP Alternative would run north of and parallel to Highway 224 from the Milwaukie Market Place Station to Main Street, just north of downtown Milwaukie. It would cross over the SP Tillamook Branch Line on a structure and would cross under the Highway 224 on/off ramps at Main Street. It would then extend south, parallel to and east of McLoughlin Boulevard, turning east just north of SE Scott Street to a station and transit center located in the vicinity of the vacant Safeway store. The alignment would then turn north, parallel to SE 21st Avenue, crossing under Highway 224. It would then generally travel north, parallel to and west of the SP Tillamook Branch Line.

Rationale:

- *Cost.* The Main Street/SP Branch Line Alternative is estimated to cost \$10 million and \$31 million (YOES) less than the Monroe Street/SP Branch Line and the Monroe Street/McLoughlin alternatives, respectively.

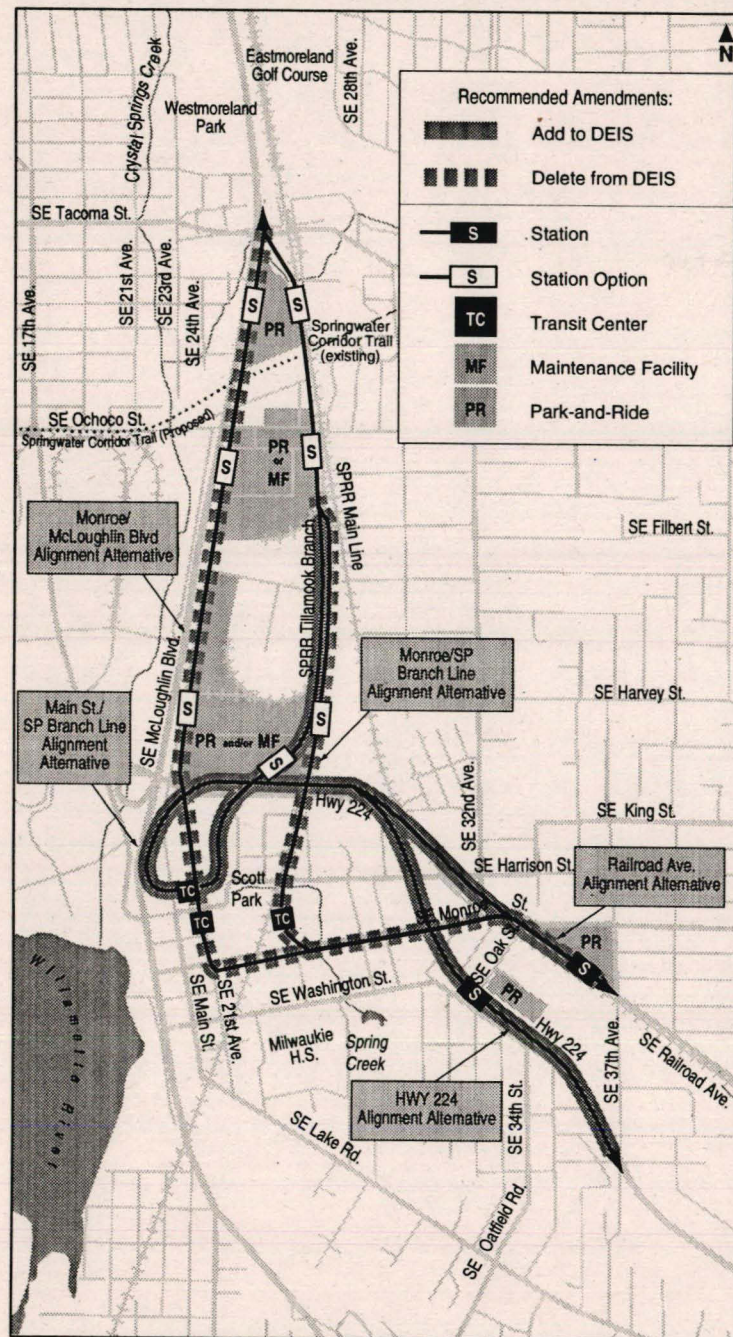


Figure 6 - Central Milwaukie Segment

- **Ridership.** Light rail ridership associated with the three alternatives would be similar due to similar light rail travel times and station locations. Bus ridership would be somewhat lower with the Monroe/SP Branch Line Alternative due to increased bus travel times that would be required to access the transit center to be located east of the SP Branch Line.
- **Displacement and Relocation.** The proposed Main Street/SP Branch Line Alternative would have no residential displacements compared to over 20 potential residential displacements associated with the two Monroe Street Alternatives. The Main Street Alternative would have a similar number of commercial displacements (10) as the Monroe Street/McLoughlin Boulevard alignment (while the number of displacements would be similar, many of the affected properties would be different).
- **Urban Form.** The Main Street/SP Branch Line would be more compatible with the urban environment within central Milwaukie. First, it would create a new 200 foot square block in central Milwaukie, extending the existing street grid north. Second, the alignment would avoid direct impacts to the trees and property just east of City Hall. Third, the alignment would place the light rail station directly within downtown Milwaukie, but would avoid the underpass crossing of the SP Branch Line associated with the Monroe/McLoughlin Alternatives. Fourth, the Main Street/SP Branch Line Alternative would avoid an above-grade crossing of Highway 224.
- **Light Rail Operations.** The Main Street/SP Branch Line Alternative would be similar to the Monroe/SP Branch Line by avoiding several at-grade street crossings along McLoughlin north of Highway 224.
- **Historic and Parkland Resources.** The Monroe/SP Branch Line Alignment and the Monroe/McLoughlin Alternative would impact Scott Park, which would be addressed through mitigation. The Main Street/SP Branch Line Alternative, similar to the Monroe/SP Branch Line Alignment, would avoid impacts to the resources on the Milwaukie City Hall site. The Main Street/SP Branch Line Alternative would also avoid impacts to potential historic resources on Monroe Street.
- **Phase II Oregon City Extension.** The Main Street/SP Branch Line Alternative would provide for a feasible method of extending South/North light rail south to Oregon City via McLoughlin Boulevard through a branch that would occur just west of the Milwaukie Transit Center.

VIII McLoughlin Boulevard

The McLoughlin Boulevard Segment generally extends from SE Tacoma Boulevard in the south to Holgate Boulevard in the north (see Figure 7). It is generally characterized by a variety of mixed uses including residential, commercial, industrial and park and recreation facilities. The segment is traversed by two major transportation facilities, McLoughlin Boulevard and an existing freight and intercity passenger rail line.

There is a single alignment alternative within this segment currently being studied within the DEIS. The alignment would run parallel to and between McLoughlin Boulevard and the freight rail line. It would include a possible station at SE Bybee Boulevard, integrated into the street overpass of the existing rail line and SE McLoughlin Boulevard. The station would be at the surface level (the same level as SE McLoughlin Boulevard) and access from SE Bybee Boulevard would be via stairs and elevator. The current design within the DEIS would reconstruct the SE Bybee Boulevard overpass to allow for the addition of two bus pull-outs at the station.

Recommendation 1:

Study the McLoughlin Boulevard segment with two options, one that would include the reconstruction of the SE Bybee Boulevard overpass and one that would not include reconstruction of the overpass. With the option that would not rebuild the overpass, pedestrian access to the Bybee Station would be provided by a new pedestrian walkway which would be built just north of and parallel to the existing Bybee Boulevard overpass.

Rationale:

- **Cost.** The elimination of the reconstruction of the SE Bybee Boulevard overpass would reduce costs within this segment by approximately \$6 million (YOE\$).
- **Ridership.** Light rail ridership would not be affected by this proposed change.
- **Local Traffic.** Local traffic could be affected by the modifications. The elimination of bus pull-outs from the proposed design could require buses to stop in the existing traffic lanes in order to drop off and pick up light rail transfers.

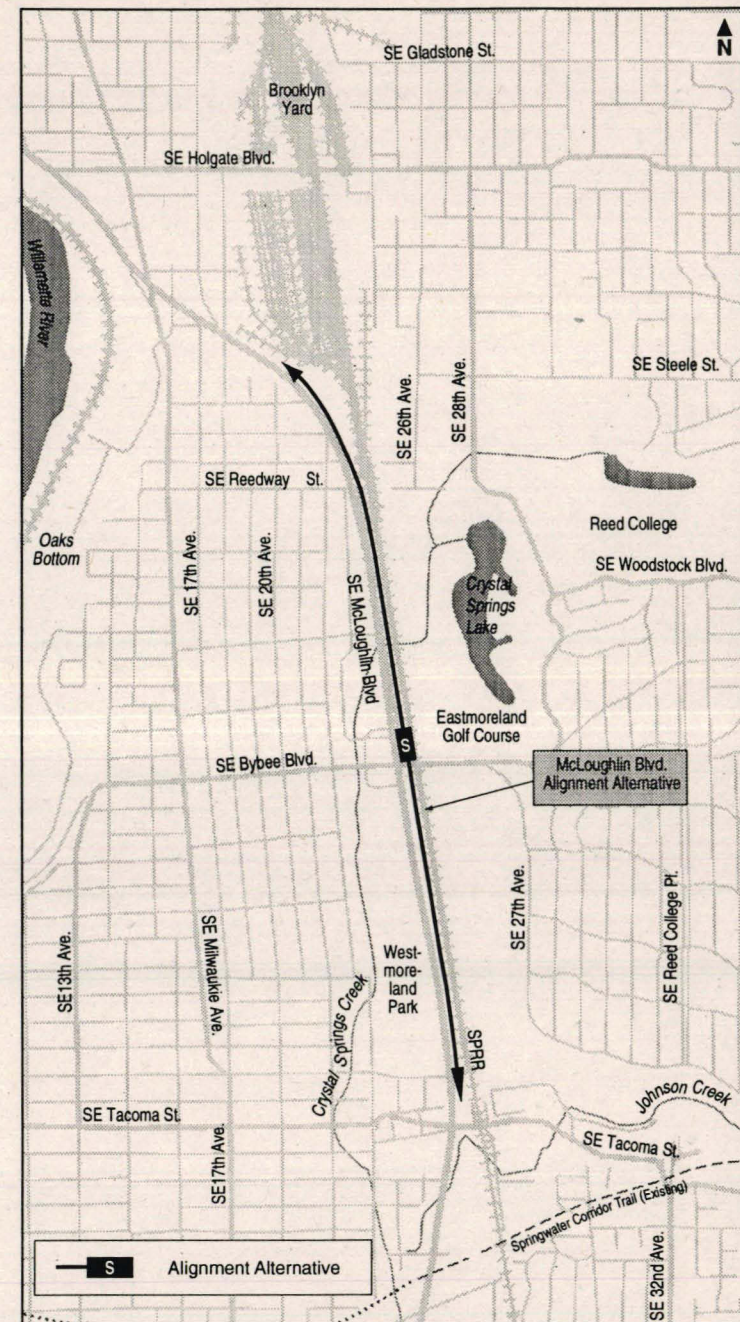


Figure 7 - McLoughlin Boulevard Segment

IX South Willamette River Crossing

The South Willamette River Crossing Segment generally extends from SE Holgate and McLoughlin Boulevards in southeast Portland to RiverPlace on the southwest edge of downtown Portland. The area contains existing residential communities, both redeveloping and developed commercial centers and valuable natural and community resources.

The DEIS currently includes two alternative alignments within this segment:

Ross Island Crossing Alternative. The Ross Island Crossing Alternative would extend north from SE Holgate and McLoughlin Boulevards to an east/west crossing of the Willamette River in the vicinity of Gaines Street. The high-level, fixed span bridge would cross Ross Island and would have a second-story station near SW Moody Avenue and Gaines Street. The alignment would then extend north, parallel to and west of SW Moody Avenue, with proposed stations at Porter Street and near RiverPlace. The Ross Island Crossing Alternative currently contains two design options:

- *East of McLoughlin Design Option.* This design option would provide a light rail station at SE Center Street, near SE McLoughlin Boulevard. The alignment would run parallel to and east of SE McLoughlin Boulevard from SE Holgate to SE Center Street. It would cross under SE McLoughlin Boulevard near SE Center Street. Approximately 1,100 light rail rides a day would be generated by the Center Street Station.
- *West of McLoughlin Design Option.* This design option would not include the Center Street Station. It would cross over SE McLoughlin Boulevard at SE Long Street and would run north, parallel to and west of SE McLoughlin Boulevard before crossing the east channel of the Willamette River at SE Center Street.

Caruthers/Brooklyn Yard Alternative. The Caruthers/Brooklyn Yard Alternative would run north from SE Holgate Boulevard, generally between parcels fronting on SE 17th Avenue and the Brooklyn Yard. It would cross SE Powell Boulevard and turn west adjacent to SE Division Street, crossing under or over SE McLoughlin Boulevard to a second or third story station just south of OMSI. The alignment would cross the Willamette on a high-level, fixed span bridge crossing under the west approach ramps to the Marquam Bridge, turning north to a station serving RiverPlace. The Caruthers/Brooklyn Yard Alternative currently has two design options:

- *Above-Grade Design Option.* The Above-Grade Design Option would cross over SE 11th and 12th Avenues, several freight railroad spurs and local cross-streets, McLoughlin Boulevard and the East Portland Traction Company (PTC) freight rail line via an elevated structure.

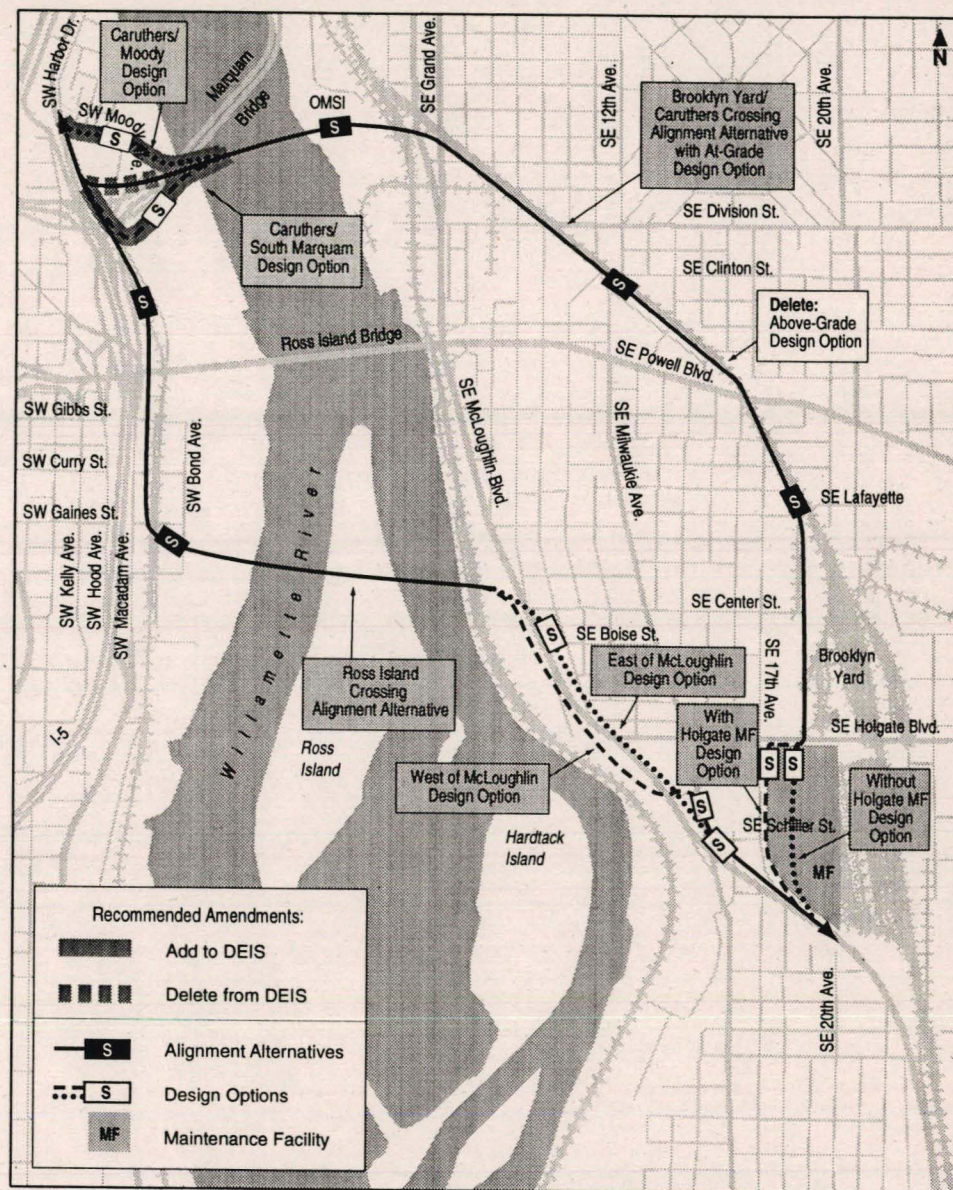


Figure 8 - South Willamette River Crossing Segment

- *At-Grade Design Option.* The At-Grade Design Option would cross SE 11th and 12th Avenues and several local streets at grade. It would cross under McLoughlin Boulevard and over the PTC freight rail line on a new structure and would relocate a freight spur track.

Recommendation 1:

For the Caruthers Crossing Alternative:

- a) *eliminate the Caruthers Modified Alignment Alternative (including the 100-foot, fixed-span bridge);*
- b) *add a 75-foot, fixed-span bridge alternative; and,*
- c) *add two westbank design options for the 75-foot bridge alternative, a Caruthers/Moody alignment and a Caruthers/South Marquam alignment.*

The eastbank touchdown point and station at OMSI would generally remain unchanged. On the westbank, the single DEIS alignment would be replaced with two options:

- *The Caruthers/Moody Design Option* would extend the Caruthers Bridge west, under the west end of the Marquam Bridge. The light rail alignment would extend northwest, at grade, parallel to and north of Moody Avenue. It would then turn north, running east of and parallel to Harbor Drive. An at-grade station could be located at SW Moody Avenue and SW River Drive.
- *The Caruthers/South Marquam Design Option* would extend southwest from the Caruthers Bridge, generally south of and parallel to the Marquam Bridge approach ramps. A second-story light rail station could be integrated into a proposed development just south of the proposed light rail alignment. After crossing SW Moody Avenue at grade, the alignment would turn north, running parallel to Harbor Drive.

Final determination of bridge height will be made through a permit process managed by the US Coast Guard. That process will conclude following the selection of the preferred river crossing. In response to this uncertainty, the study and documentation for the Caruthers Crossing should include a sensitivity analysis of varying bridge heights and their effect on the alternative's costs, station locations and other significant benefits and impacts.

Rationale:

- *Cost.* Based upon preliminary cost estimates, the 75-foot, fixed span option with the Caruthers/Moody and the Caruthers/South Marquam Design Options would respectively cost approximately \$38 million and \$33 million less than the 100-foot, fixed-span option currently in the DEIS (YOE\$). (Note that the costs of a river crossing alternative reflect both the cost to construct the new bridge as well as the alignment and approach spans associated with the river crossing alternative.) There may be some cost associated with the 75-foot, fixed span option as a possible requirement to obtain a permit for the construction of the river crossing.
- *Ridership.* Station access with the 75-foot, fixed span would be more centrally located than with the 100-foot, fixed span, with direct light rail station access to

redevelopment areas just south of the Marquam Bridge. Light rail travel times would be quickest with the Caruthers/Moody Design Option, resulting in somewhat higher ridership. The Caruthers/South Marquam Option would likely have somewhat higher through-ridership than the high-level Caruthers crossing. Further analysis is required to determine the ridership differential between the Caruthers/Moody and the Caruthers/South Marquam Design Options.

- *Impact to Development Parcels.* The 100-foot, fixed span option currently in the DEIS would impact a redevelopment parcel located south of the Marquam Bridge. The current alignment would be in the same location as a proposed seven-story office building. The Caruthers/South Marquam would integrate the light rail alignment and station into the second story of the proposed mixed-use development. The Caruthers/Moody would generally avoid the proposed mixed-use development by crossing under the Marquam Bridge north of the development parcel. It would, however, impact two parcels along SW Moody Avenue, requiring 15 to 25 feet of right-of-way from currently vacant properties.
- *Impacts to Parklands.* Each of the river crossing designs would have some impact to the Willamette River Greenway. The Caruthers/Moody Design Option could have an impact to a proposed park development just north of the Marquam Bridge.
- *Local Traffic.* The 100-foot, fixed span alternative would cross SW Moody Avenue at SW Harbor Drive at grade and would grade separate other local streets. The Caruthers/Moody Design Option would have an at-grade crossing of SW River Drive. The Caruthers/South Marquam Design Option would have an at-grade light rail crossing of SW Moody Avenue in two locations, one under the west approach ramps to the Marquam Bridge and one just east of SW Harbor Drive.

Recommendation 2:

Eliminate the Above-Grade Design Option of the Caruthers/Brooklyn Yard Alignment Alternative. This recommendation would retain the At-Grade Design Option and would modify it to include an at-grade crossing of the PTC freight line and a ground-floor OMSI Station. The eastbank touchdown point and station at OMSI would generally remain unchanged.

Rationale:

- *Cost.* The At-Grade Design Option would cost approximately \$23 million less than the Above-Grade Design Option (YOE\$).
- *Ridership.* With similar light rail travel times and station locations, light rail ridership would be similar with both design options. The ground-level stations associated with the At-Grade Design Option may attract somewhat higher ridership due to easier and more convenient station access.

- *Urban Form and Visual Impacts.* The Above-Grade Design Option would have greater impacts to urban form and local visual resources than the At-Grade Design Option due to the high structure needed to cross over McLoughlin Boulevard and SE 11th and 12th Avenues.
- *Local Traffic Impacts.* The At-Grade Design Option will have greater impacts to local traffic due to the higher number of LRT at-grade street crossings.
- *Freight Railroad Impacts.* The At-Grade Design Option could impact freight railroad operations on the spur tracks and the PTC line.

Ross Island Crossing Alternative:

There are no recommended changes to the Ross Island Crossing or the East of and West of McLoughlin Boulevard Design Options.

X Downtown Portland

The Downtown Portland Segment is generally bounded by the Willamette River to the East, by I-405 to the south and west and by the Broadway Bridge to the north (see Figure 9). Downtown Portland is characterized by high density office and retail development, with established and increasing levels of residential development in the south, east and north. It has access via a high level of transit service and numerous freeway and arterial connections. Downtown is currently served by the Eastside MAX light rail line, which opened in 1986 and currently carries over 28,000 rides on an average weekday. A light rail extension west to Beaverton and Hillsboro is scheduled to open in 1998.

The Downtown Portland Segment currently has one alignment alternative within the DEIS, via Harrison Street in the south through the core of downtown Portland generally via the center lane of the Transit Mall on 5th and 6th Avenues. In the north end of downtown Portland, two design options are currently under study, one would connect to the Steel Bridge via NW Glisan Street and one via NW Irving Street.

Recommendation 1:

Replace the perpendicular turn from SW Harrison Street to SW 5th and 6th Avenues with the PSU Diagonal Alignment. The PSU Diagonal Alignment would provide an opportunity for a station to be integrated with a pedestrian plaza and Urban Studies center planned for the blocks bordered by SW Harrison and Mill Streets and SW 4th and 6th Avenues.

Rationale:

- **Cost.** The PSU Diagonal Alignment would cost approximately \$4 million less than the alignment currently in the DEIS (YOE\$).
- **Ridership.** With similar travel times and station locations, the PSU Diagonal Alignment would have similar ridership when compared to the alignment currently under study.
- **Local Traffic Impacts.** The PSU Diagonal Alignment would have fewer local traffic impacts by providing two-way traffic on SW Harrison Street between SW 4th and 6th Avenues.
- **Urban Form.** By allowing the integration of the PSU light rail station with the proposed PSU pedestrian plaza and Urban Studies center, urban form objectives can be more easily met.

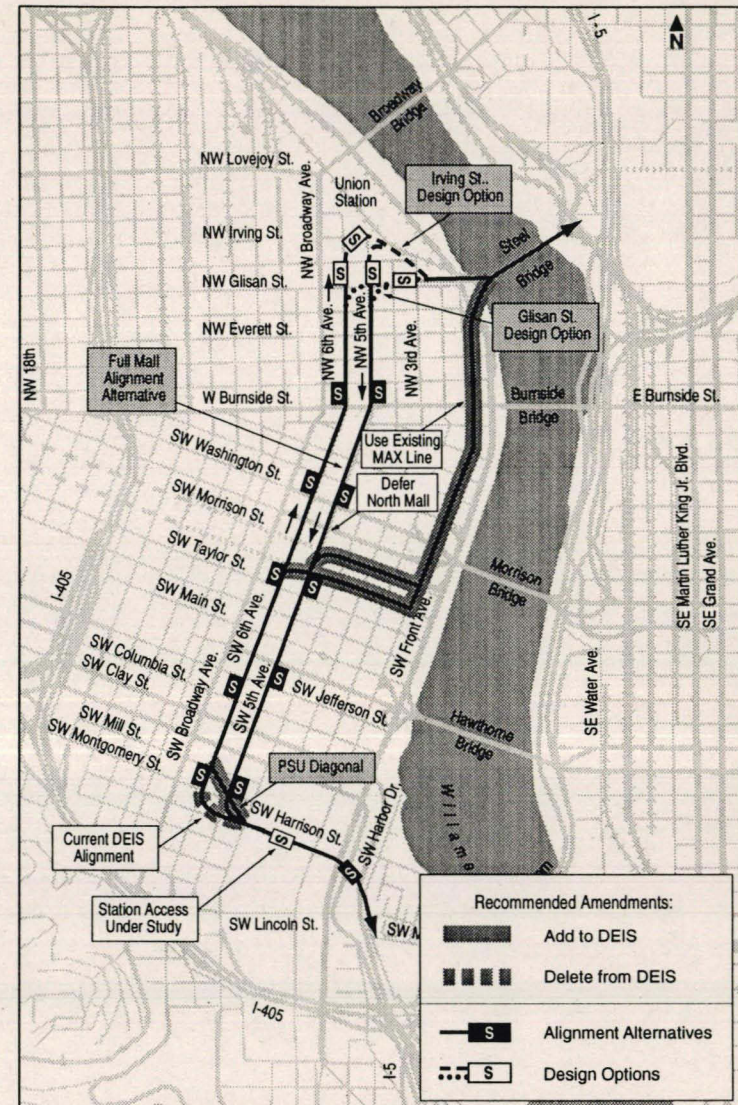


Figure 9 - Downtown Portland Segment

Recommendation 2:

Add a MAX Connector Alternative to the DEIS for further study. This recommendation would: 1) retain the existing full-mall alignment; and 2) add a second alternative in downtown Portland that would be composed of the full-mall alignment from the PSU Plaza to Morrison and Yamhill, where the South/North

and the East/West tracks would be connected. The South/North mall improvements north of Yamhill and Morrison would be deferred to a later phase of project development. Using the MAX Connector, South/North trains would share the existing Eastside MAX tracks between the Pioneer Courthouse and the Steel Bridge.

Rationale:

- *Cost.* The MAX Connector would save approximately \$108 to \$123 million (YOES) in costs for the first construction segment depending on whether the Glisan Street or Irving Street Design Option would be selected as the preferred alignment.
- *Ridership.* The MAX Connector would have approximately 300-800 fewer light rail riders than the full-mall alignment. The relatively low level of ridership loss is due primarily to the high level of bus service that would be present on the mall. There are relatively fewer trips destined to the north portions of the mall and those trips would have convenient transfers to frequent bus service to complete their trip.
- *Land Use and Development.* The MAX Connector would not serve the existing and future development in the River District, including Union Station, which would be served by high speed inter-city passenger rail service planned by the states of Oregon and Washington.
- *Access to Employment.* The MAX Connector would provide access to within two blocks to over 50 percent of downtown employment compared to the full-mall alignment that would provide access to 58 percent of current employment.
- *Local Traffic.* The most promising design of the MAX Connector would retain automobile access on SW Morrison and Yamhill Streets. Existing auto access would be retained on the mall under both alternatives.
- *Transit Operations.* Capacity of the MAX Connector is estimated to be reached by about 2015 as increased ridership levels would increase frequency on the combined East/West and South/North lines to exceed a design capacity of approximately 20 trains per hour in one direction. Bus operations and/or capacity may be affected by the light rail turning movement from SW Morrison Street to SW 5th Avenue.
- *Pedestrian Operations and Urban Form.* The MAX Connector would encroach on sidewalk areas currently occupied by Tri-Met bus shelters. Active sidewalk areas would remain about fifteen feet with the MAX Connector.
- *Noise.* Wheel squeal may result from the tight-radius turns associated with the MAX Connector.

Other Options Considered:

- *Eastside Connector.* An Eastside Connector, linking the south corridor with the north corridor via an eastside alignment (rather than going into downtown Portland) was first removed from further study in the DEIS during the Scoping Process. At that time, the Steering Committee determined that planning and engineering work on the light rail alternatives to be studied further in the DEIS should allow for a future Eastside transit connection.

An Eastside Connector was reassessed during the cost-cutting process to determine if it was a promising option for reducing project costs that should be studied further within the DEIS. It was found that, while an Eastside Connector would cost significantly less than a full downtown Portland alignment, its proportional loss in ridership compared to a downtown alignment would be much higher, making it less cost-effective. An Eastside Connector's high loss in ridership would be due to the significant increases in travel time that would be incurred by passengers bound for downtown Portland (over half of South/North riders). Those ridership losses would not be offset by ridership gains to the eastside and north Portland. Therefore, an Eastside Connector is not recommended to be studied further in the DEIS. Additionally, the project's existing policy, that planning and engineering work on the light rail alternatives to be studied further in the DEIS should allow for a future Eastside transit connection, should be reaffirmed.

- *Hawthorne Bridge.* The Hawthorne Bridge could be used as a south Willamette River crossing for South/North light rail. It would connect on the eastside with a Brooklyn Yard or SE McLoughlin Boulevard alignment and with either a SW Front or First Avenue or transit mall alignment on the westside. A Hawthorne Bridge alignment alternative was first removed from further study at the conclusion of the Tier I Alternative Alignment Narrowing Process. It was found that, while a Hawthorne Bridge alignment would have lower capital costs than the a Ross Island or Caruthers crossing, overall it would be less cost effective.

A Hawthorne Bridge crossing was reassessed as a possible cost-cutting measure. It was found that, while a Hawthorne Bridge crossing with a SW First Avenue alignment would significantly reduce capital costs compared to a full-mall alignment, anticipated ridership losses would be proportionately much higher due to the significant increase in travel time for passengers bound for central downtown Portland and transit mall bus connections, as well as important destinations such as PSU, RiverPlace and the South Auditorium area. In addition, frequent bridge openings would lead to higher light rail operating costs and a deterioration in light rail speed and reliability. Therefore a Hawthorne Bridge crossing is not recommended for further study in the DEIS.

XI Eliot

The Eliot Segment extends from the Steel Bridge in the south to the Edgar Kaiser Medical Center between Interstate Avenue and I-5 in the north and it includes the Eliot Neighborhood (see Figure 10). The segment is characterized by a wide mix of uses including an industrial sanctuary, the Rose Quarter, commercial, retail, medical and a mix of low to high density residential development.

Two alignment alternatives are currently under study in this segment:

- **The East I-5/Kerby Alternative** would extend light rail north from the Rose Quarter Transit Center parallel to and east of I-5, with a potential station at NE Broadway Street and one on N Kerby Avenue at Emanuel Hospital serving the Eliot Neighborhood. There are two design options associated with this alternative, the Broadway/Weidler At-Grade Design Option and the Broadway/Weidler Above-Grade Design Option. The alignment would then extend north, parallel to and east of I-5 to a crossing of I-5 just west of the Edgar Kaiser Medical Facility.
- **The Wheeler/Russell Alternative** would extend light rail north from the Rose Quarter Transit Center parallel to and west of N Wheeler Avenue, adjacent to the Rose Garden Arena. Following an at-grade station and crossing of N Broadway and Weidler Streets, the alignment would extend north over I-5 on a new structure, generally in the vicinity of N Flint Avenue. A potential station would be located on N Russell Street, east of N Flint Avenue, serving the Eliot neighborhood and Emanuel Hospital. The alignment would then extend north parallel to and east of I-5 to a crossing of I-5 just west of the Edgar Kaiser Medical Facility.

All alternatives and design options within this segment have been developed to accommodate future improvements to I-5 between Greeley Avenue in the north and the Banfield ramps to I-5 in the south.

One north terminus option is located in this segment, at the Rose Quarter Transit Center. Termed MOS 2, the south terminus would be at the Clackamas Regional Center with the north terminus at the Rose Quarter Transit Center.

Recommendation:

Add a lower-cost design of the Rose Quarter Transit Center. The current design of the Arena Transit Center would implement a three-level complex separating automobile, transit and pedestrian activities to different levels. With a terminus at this location (MOS 2), this proposed amendment to the design of the transit center would replace the three-level transit center with one that would provide for minimal improvements to the existing Rose Quarter Transit Center and a new light

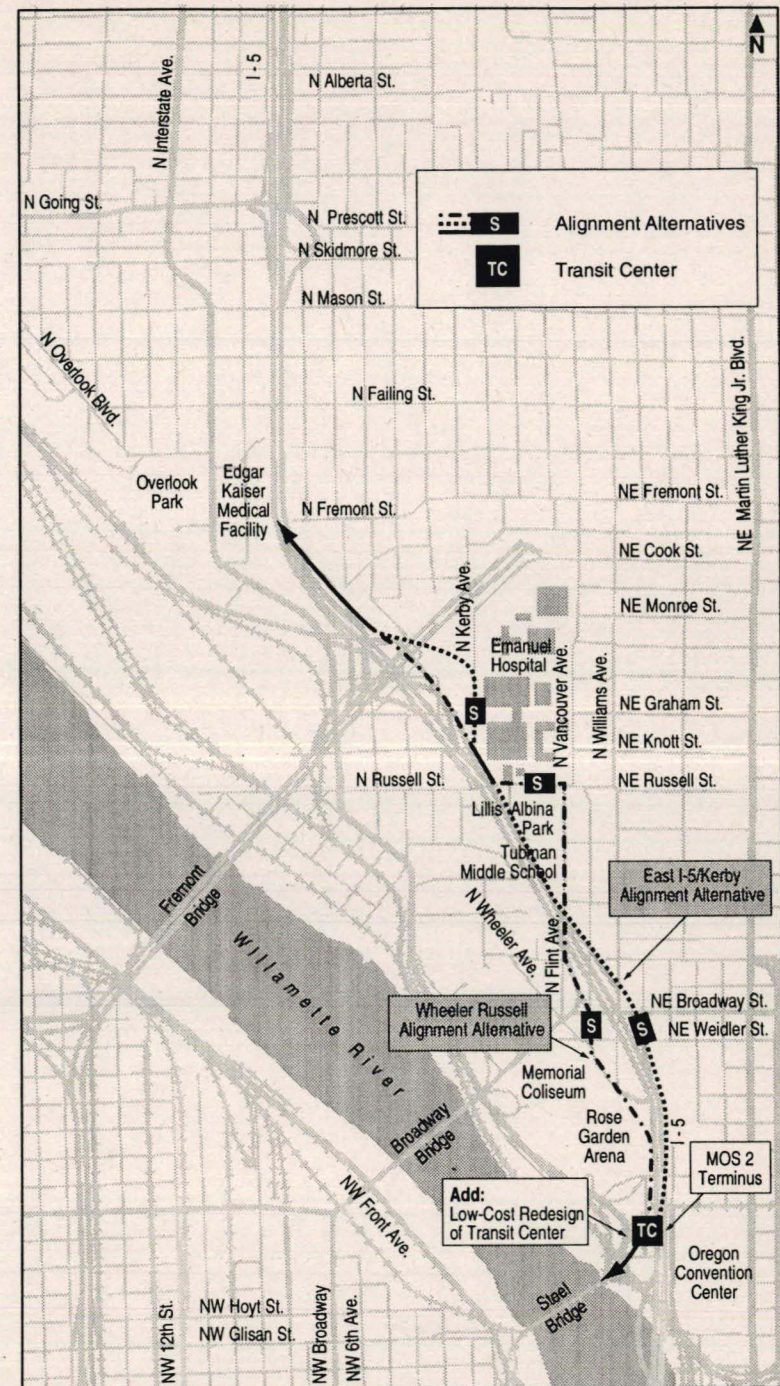


Figure 10- Eliot Segment

rail side track. Without a terminus at this location (for example with the Full-Length Alternative or MOS 5), both a low-cost transit center and the current three-level transit center would be studied in the DEIS. The low-cost design option would accommodate automobile, transit and pedestrian activities at the current street level. The PMG should work with adjacent property owners, the Lloyd District Transportation Management Association and other interested parties to determine the conceptual design of the Low-Cost Transit Center Design Option to be studied further in the DEIS.

Rationale:

- *Cost.* With an MOS 2 terminus, the lower-cost design option for the Rose Quarter Transit Center would save approximately \$48 million in costs compared to the current design (YOE\$). With any of the other length alternatives, the lower-cost Transit Center would be approximately \$15 million less than the current DEIS design (YOE\$).
- *Ridership.* With similar light rail travel times and station locations, the proposed design change would not significantly effect ridership.
- *Transit Operations.* Transit operations could be adversely affected with the lower-cost Transit Center. Reliability, especially during Rose Quarter events, could be impacted.
- *Local Traffic.* With an at-grade light rail crossing of Interstate Avenue, local traffic could be adversely impacted with the lower-cost Transit Center.

XII Kaiser to Lombard Street

The Kaiser to Lombard Street segment extends from the Edgar Kaiser Medical Facility in the south to the Lombard Street in the north (see Figure 11). It is characterized by established residential, commercial, retail and educational centers on both sides of I-5. The area between I-5 and Interstate Avenue has been designated within the City of Portland's Comprehensive Plan, through the Albina Plan Update, as a higher density and mixed use area when light rail is extended into north Portland.

The segment encompasses two alignment alternatives: one adjacent to and west of I-5 (generally up at the neighborhood level in the vicinity of Minnesota Street) and one generally within the median of Interstate Avenue. Both alternatives would provide station opportunities at the same cross streets: the Edgar Kaiser Medical Facility, N Skidmore Street, N Killingsworth Street, N Portland Boulevard and N Lombard Street.

Two north terminus options are located in this segment, one at the Edgar Kaiser Medical Facility and one at the Expo Center.

At the conclusion of the Tier I Design Option Narrowing Process, it was determined that a crossover option should be studied further in the DEIS. These additional options were termed "crossovers" because they would cross over from the I-5 alignment to the Interstate Avenue Alignment.

Recommendation 1:

Add a design option to the I-5 Alignment that would move the existing southbound I-5 off-ramp at N Alberta Street to just north of N Going Street and would close the existing southbound on-ramp to I-5 from N Alberta Street (access southbound on to I-5 would be via the N Going Street on-ramp - see Figure 12). This recommendation would retain the current design and add the Alberta ramp closure as a design option. By closing the Alberta Street southbound ramps to and from I-5, light rail could be located within the vacated right-of-way, reducing displacements and costs.

Rationale:

- **Cost.** The closed Alberta Street ramps option would save approximately \$10 million compared to the current option that would retain the ramps (YOE\$).
- **Ridership.** Due to similar light rail travel times and station locations, ridership would not change under the proposed design option.
- **Displacements.** Potential residential displacements would be significantly reduced with the closed Alberta Street ramps option. The current DEIS option could displace 47 buildings consisting of a total of 85 residential units. By

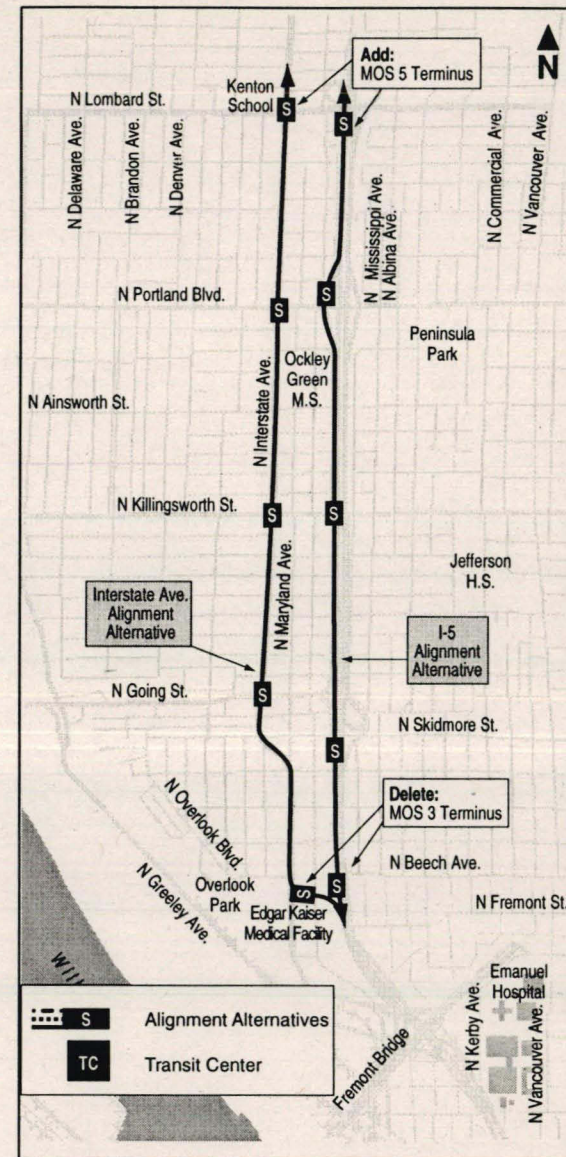


Figure 11 - Kaiser to Lombard Street Segment

closing the Alberta Street ramps, the number of residential buildings displaced would be reduced to 8, consisting of 11 residential units.

- **Local Traffic.** Local access from business and residential areas east and west of I-5 in the vicinity of N Going Street and N Killingsworth Street would experience increased travel times for automobile trips accessing I-5 South.

Recommendation 2:

Modify the track treatment planned for Interstate Avenue to reduce costs while retaining urban design objectives. This recommendation would change the design standard for Interstate Avenue to a modified paved track design similar to the current design for central Hillsboro on Washington Street.

Rationale:

- **Cost.** The modified track design would reduce costs on Interstate Avenue by \$7 to \$8 million (YOES) depending upon the terminus option selected (Lombard Street or Vancouver respectively).
- **Ridership.** Due to similar light rail travel times and station locations, ridership would not change under the proposed design change.
- **Urban Form.** The similar finish achieved with current and proposed track treatment allows similar urban form objectives to be met at a lower cost.

Recommendation 3:

Eliminate the north terminus option at the Edgar Kaiser Medical Facility and replace it with a terminus option at Lombard Street to be coupled with a south terminus at the Clackamas Regional Center.

Include in the DEIS a summary of the costs, ridership and other significant benefits and impacts associated with an alternate terminus location in Kenton.

Rationale:

- The Edgar Kaiser Medical Facility Terminus (coupled with the Clackamas Regional Center Terminus in the south) was intended to help determine the benefits, costs and impacts associated with a terminus in north Portland. Cost and ridership analysis to date has shown that an extension north from the Rose Quarter Transit Center to the Edgar Kaiser Medical Facility would not be cost-effective. That is, the proportional cost of adding the extension would be much greater than the proportional increase in ridership that would result from the extension.
- A terminus at N Lombard Street would provide light rail access to a majority of the proposed stations and, by connecting to bus routes on N Lombard Street, would provide most north Portland residents, businesses and community facilities with either walk or bus access to the South/North light rail line.

Recommendation 4:

The South/North DEIS will acknowledge that a crossover option between the Overlook Neighborhood and the Kenton Neighborhood may be the outcome of detailed technical studies. The examination of specific crossover options would be best explored during the FEIS phase of the Project.

Rationale:

- Specific alignment options could be better defined upon completion of the technical studies prepared for the DEIS (i.e., traffic, capital costs, right-of-way displacement, etc.) and the South/North Economic Development Study by the Portland Development Commission. The Locally Preferred Strategy would include further consideration of a crossover.

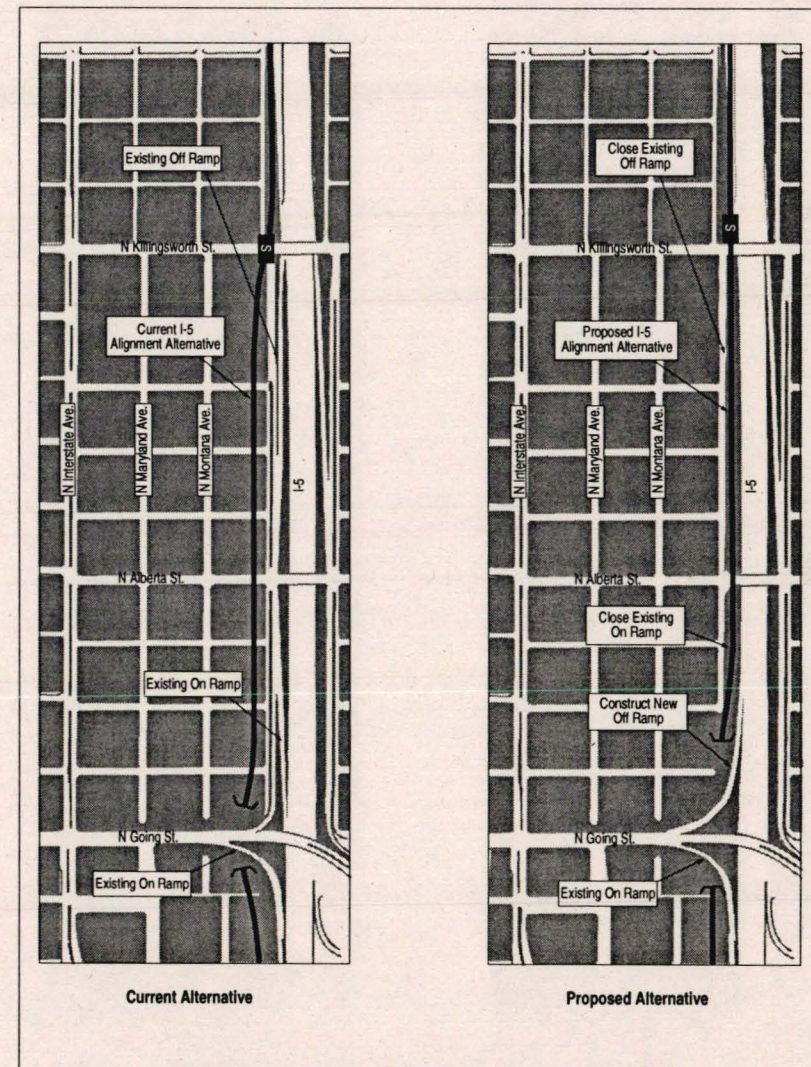


Figure 12 - I-5 Southbound Alberta Ramps

XIII Lombard Street to Vancouver

The Lombard Street to Vancouver Segment is characterized by a wide variety of uses and is traversed by several major transportation facilities (see Figure 13). This segment includes portions of north Portland residential and commercial centers (Kenton), commercial uses, community facilities, the Jantzen Beach retail center, downtown Vancouver and the terminus for the Full-Length Alternative and MOS 1 at the Veterans Administration Hospital and Clark College. This segment also includes a terminus at the Expo Center (MOS 4).

Recommendation 1:

Eliminate the north MOS terminus option at the Expo Center and replace it with a terminus option at Lombard Street to be coupled with a south terminus at the Clackamas Regional Center. Under this recommendation, a terminus location at the Veterans Administration Hospital and Clark College would continue to be studied within the DEIS as a north terminus for the Full-Length Alternative and for MOS-1.

As noted in Recommendation #3 for the Kaiser to Lombard Street Segment, include in the DEIS a summary of the costs, ridership and other significant benefits and impacts associated with an alternate terminus location in Kenton.

Rationale:

The Expo Center Terminus (coupled with the Clackamas Regional Center Terminus in the south) was intended to help determine the benefits, costs, and impacts associated with a terminus in north Portland. Cost and ridership analysis to date has shown that an extension north from Lombard Street to the Expo Center would not be cost-effective. That is, the proportional cost of adding the extension (approximately \$115 million YOES) would be much greater than the proportional increase in ridership that would result from the extension (approximately 300-500 weekday rides). Also, traffic analysis to date for the I-5 Interstate Bridge indicates that the I-5 freeway would not have adequate capacity to accommodate park-and-ride travel from Clark County to access a park-and-ride lot at the Expo Center.

- A terminus at N Lombard Street would provide light rail access to a majority of the proposed stations and, by connecting to bus routes on N Lombard Street, would provide most north Portland residents, businesses and community facilities with either walk or bus access to the South/North light rail line.

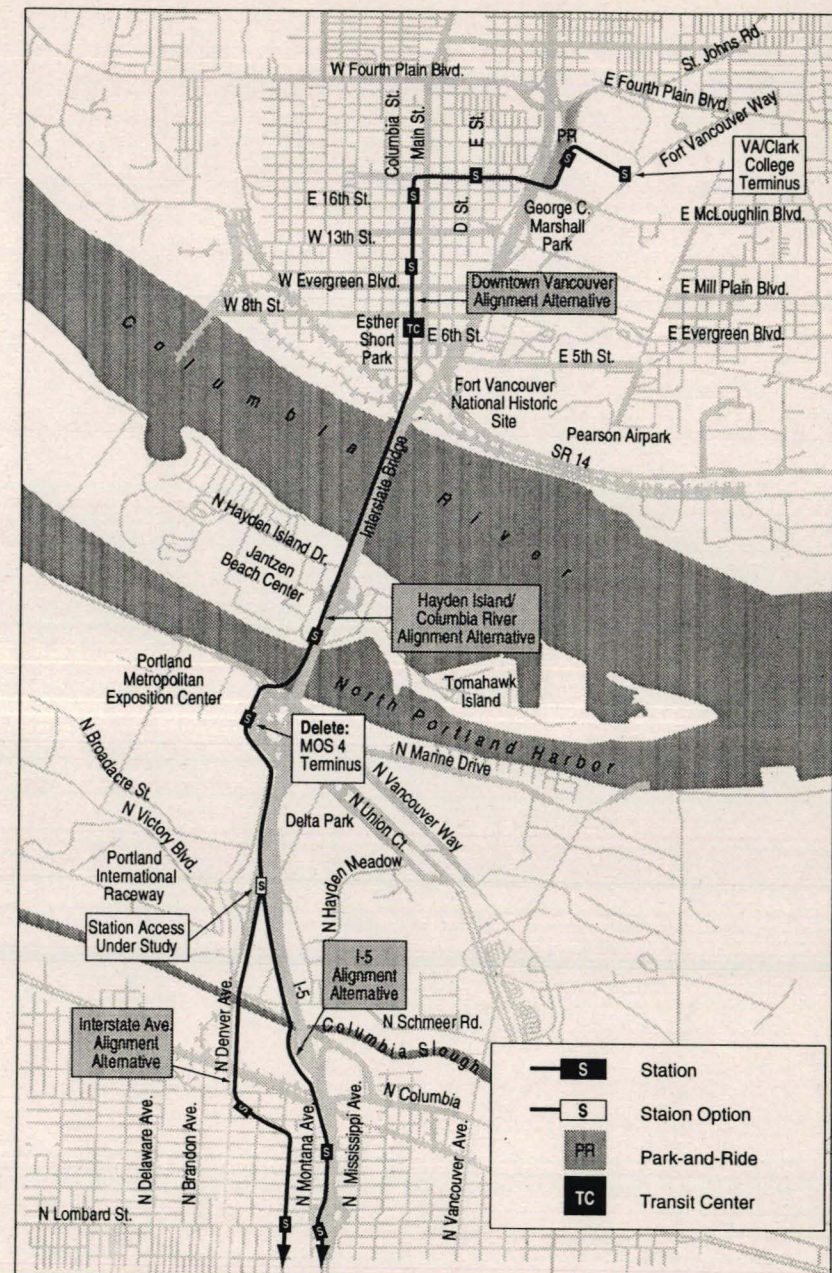


Figure 13 - Lombard Street to Vancouver Segment

XIV Special Studies

A. Current Special Studies

- *North Milwaukie Park-and-Ride Lot.* Three potential park-and-ride lots are currently under study in North Milwaukie, in the area bounded by Highway 224, McLoughlin Boulevard and the SP Branch Line. The park-and-ride study is being coordinated with the Operations and Maintenance Facility Study because two of the sites being considered for a park-and-ride lot are also potential operations and maintenance facility sites.
- *Operations and Maintenance Facility.* Two potential operations and maintenance facility sites are currently under study in North Milwaukie and one is under study in SE Portland. The Operations and Maintenance (O&M) Facility Study is being coordinated with the North Milwaukie Park-and-Ride Study because two of the sites being considered for a park-and-ride lot are also potential operations and maintenance facility sites.

The O&M Facility Study will also evaluate the costs and other trade-offs associated with a variety of scenarios that would provide all or some of the O&M functions at the existing Ruby Junction and Elmonica facilities and/or at a new South/North facility. The study will account for the sizing of the facility, trackage and land acquisition needed to accommodate the vehicle requirements of the length alternatives under study in the DEIS. The study will also evaluate the costs and benefits of the early purchase of right-of-way for an O&M facility if an O&M facility is not included as an element of the project's first construction segment.

- *Downtown Portland Station Access Study.* Two areas within downtown Portland are being studied to determine which combination of stations should advance into the FEIS for further study. The two areas of study are:
a) RiverPlace, South Auditorium area and PSU; and b) directly north and south of Burnside Street.
- *North Portland Economic Study.* The City of Portland, Metro and Tri-Met are conducting a study to determine the role that South/North light rail would play in the economic development of North Portland. The study will also help to determine whether the I-5 and the Interstate Avenue alignments would affect that economic development differently.

B. Proposed New Studies

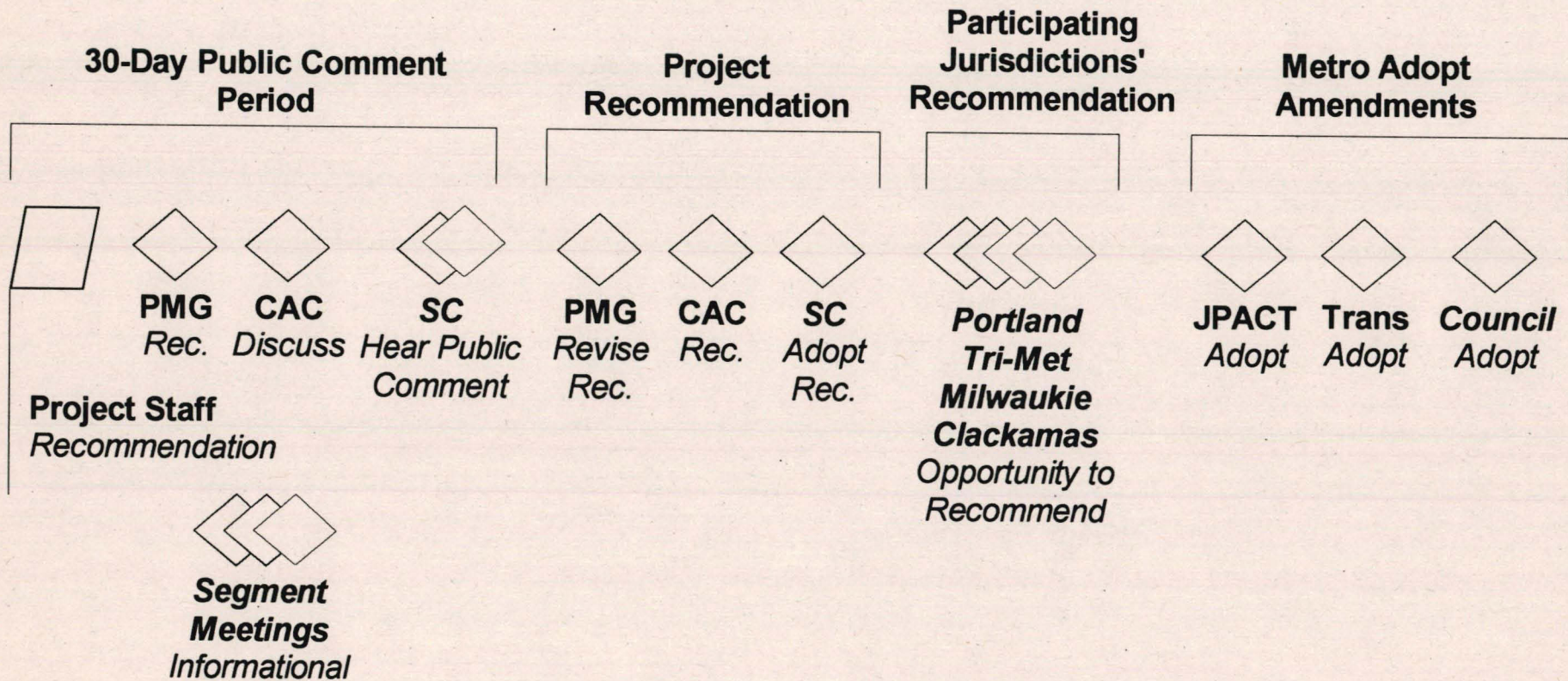
Following are five proposed special studies that would seek to reduce project costs. Each of the special studies would be conducted concurrently with the DEIS and would conclude prior to the initiation of the FEIS. The purpose of these special studies would be to effect the Preliminary Engineering cost methods and results.

- *Revise utility protection/relocation policy and track bed/isolation design to minimize utility relocation and to share costs of relocation with public utilities.* This proposed study of utility relocation would be focused on reducing project costs by: 1) modifying the utility protection and relocation policies of Tri-Met and/or local jurisdictions; 2) developing design refinements for the light rail track bed and/or for electrical isolation of the trackway, which could reduce the number or scope of utility relocations required; and 3) determining whether participating local jurisdictions could share some of the cost of relocating public utilities located within public right-of-way.
- *Pre-packaged systems buildings.* This proposed study would determine whether the use of pre-packaged systems buildings, used for the operation of the light rail line, should be used for the South/North Light Rail Project. The study would include an assessment of the visual and aesthetic implications of a pre-packaged systems building.
- *Standardize LRT station shelters.* This proposed study would determine whether the use of standardized light rail shelters should be used within the South/North Light Rail Project as a way of reducing costs. The study would include an assessment of the visual and aesthetic implications of standardized shelters and whether alternate shelter designs could be financed by local jurisdictions and/or adjacent property owners.
- *Right-of-way/facility donation and Residual Right-of-Way Plan.* This proposed study would evaluate all potential public right-of-way that would be used by South/North light rail to determine if any parcels could be donated to the light rail project. This study would also evaluate the potential for and value of residual right-of-way following construction of the light rail facility and would develop a conceptual plan for managing residual right-of-way through the project development, construction and post-construction phases of the project.
- *Central City Bus Concept Plan.* Tri-Met and the City of Portland will be working together to develop a plan for bus routes serving the Central City. This plan will be developed in coordination with plans for the River District, the Central City Streetcar, South/North Light Rail and other Central City District transportation and development plans.

Appendix A

Cost-Cutting Approval Process

Schedule for Amending DEIS Alternatives to Reflect Cost-Cutting Measures



PMG = Project Management Group
 CAC = Citizens Advisory Committee
 SC = Steering Committee
 JPACT = Joint Policy Advisory Committee on Transportation
 Rec. = Recommendation
 Trans = Transportation Committee of the Metro Council

3/13/97

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Appendix B

***South/North Segment Maps:
Length and Alignment Alternatives and Design Options
Reflecting Proposed Additions, Deletions and
Amendments***

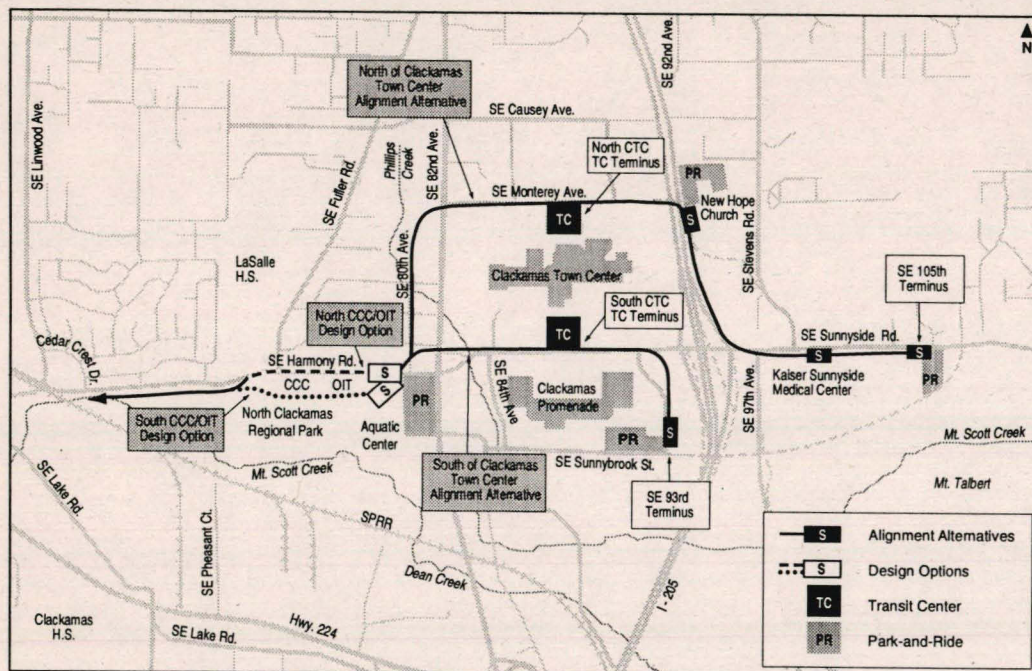


Figure B-1 - Clackamas Regional Center

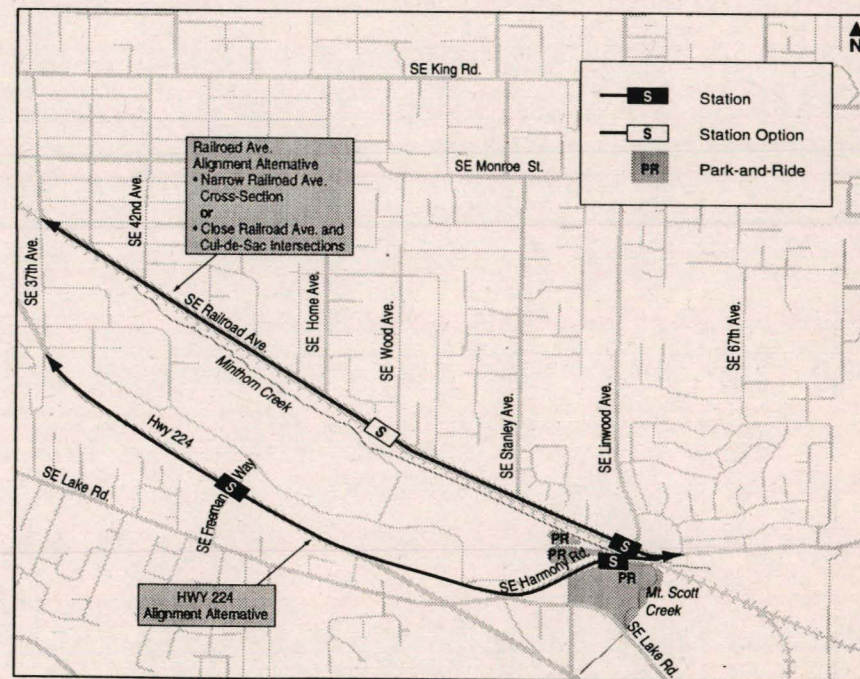


Figure B-2 - Railroad Avenue/Highway 224 Segment

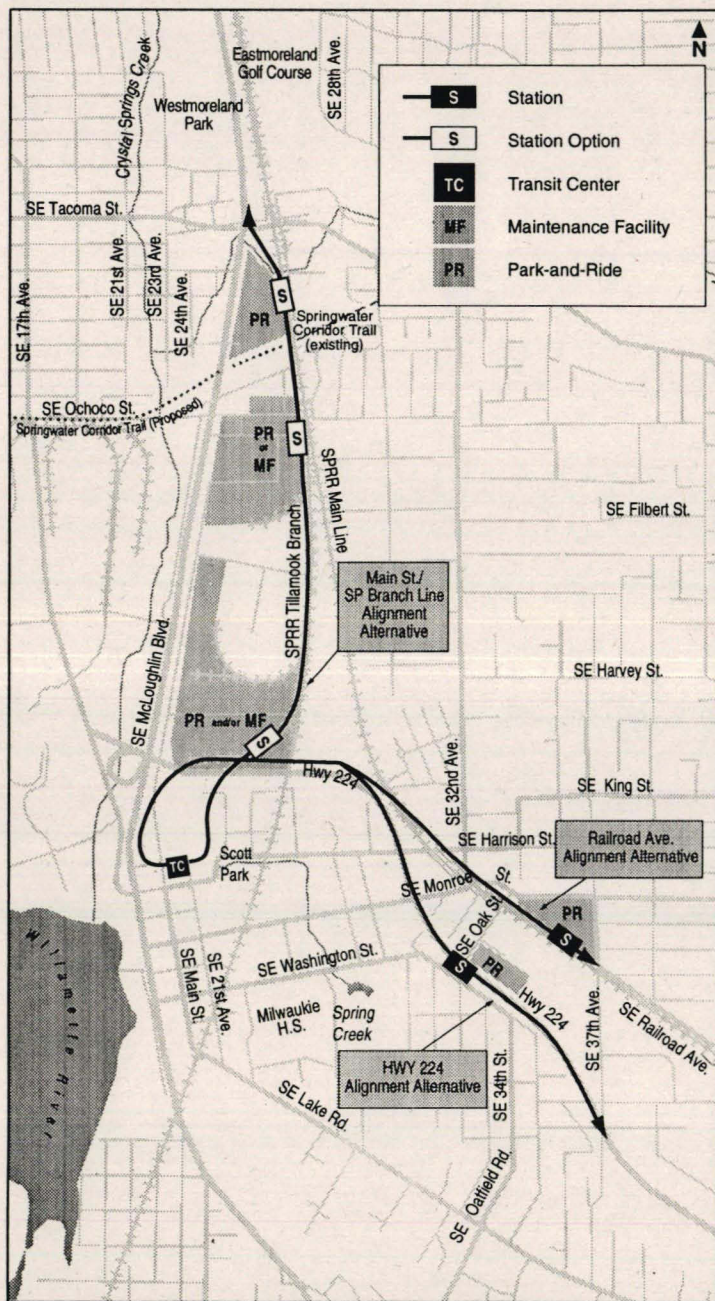


Figure B-3 - Central Milwaukie Segment

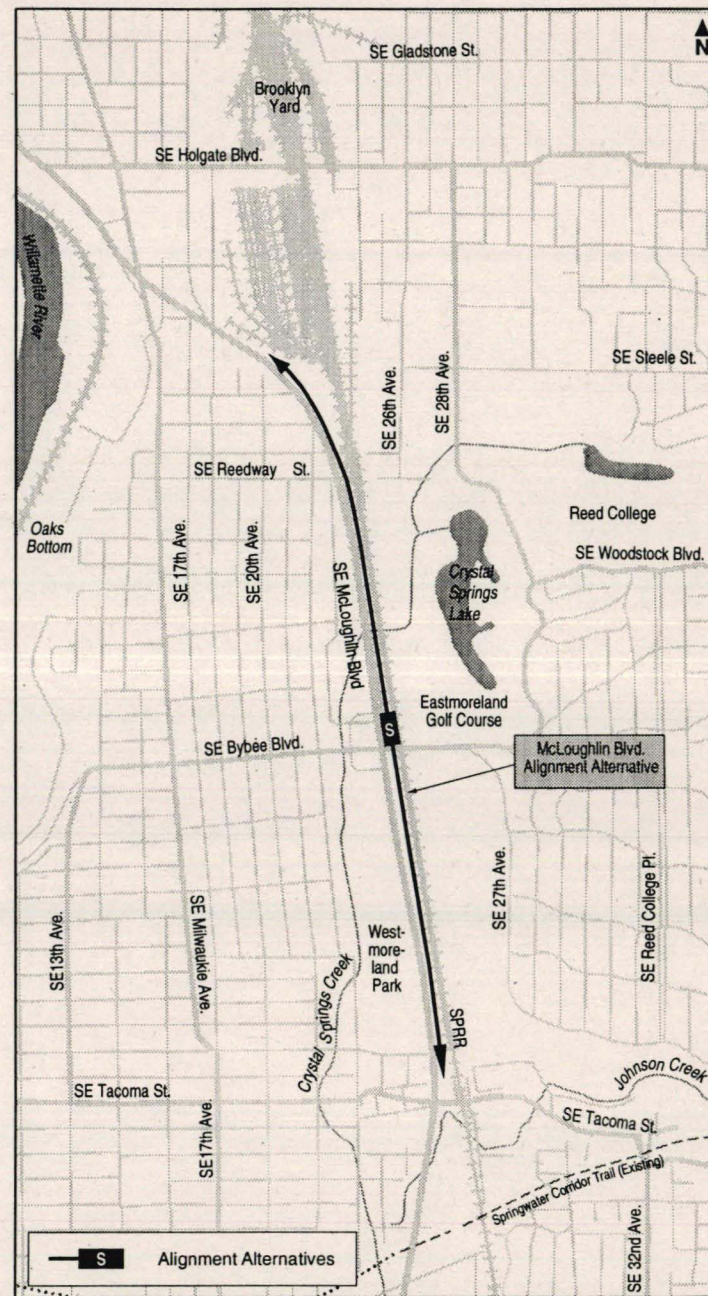


Figure B-4 - McLoughlin Boulevard Segment

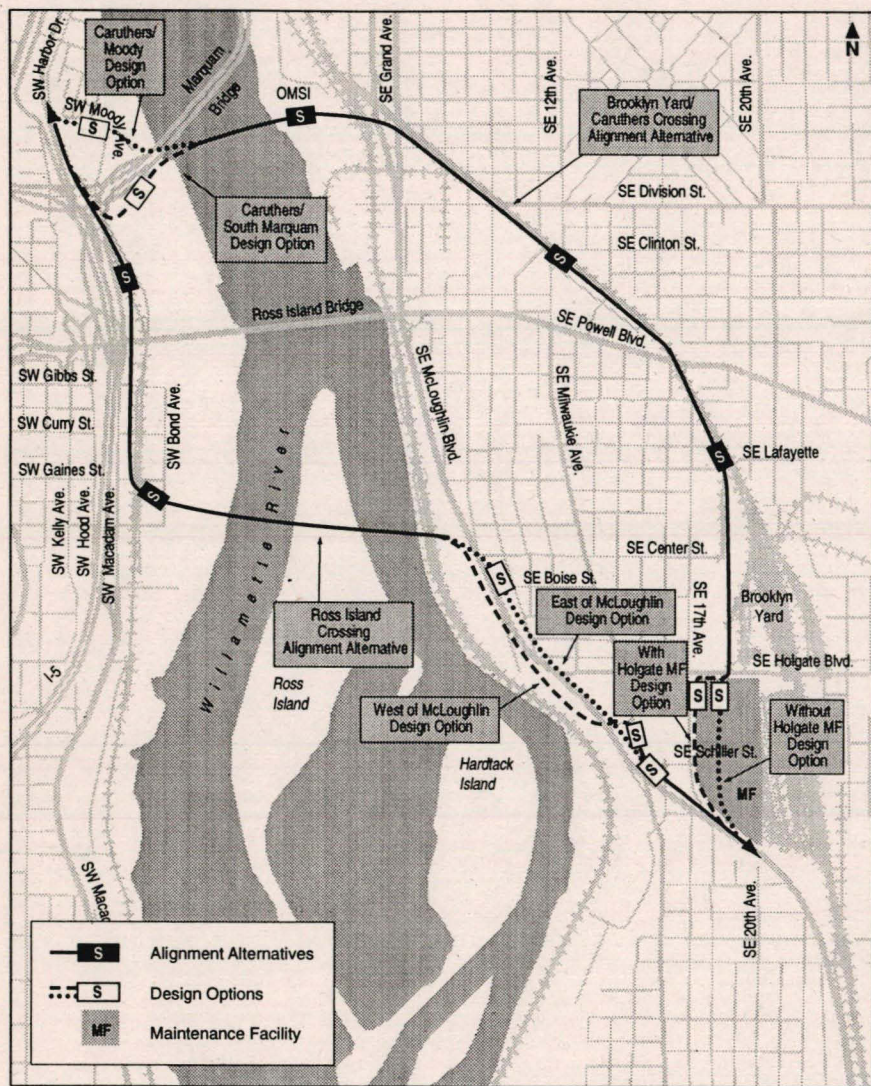


Figure B-5 - South Willamette River Crossing Segment

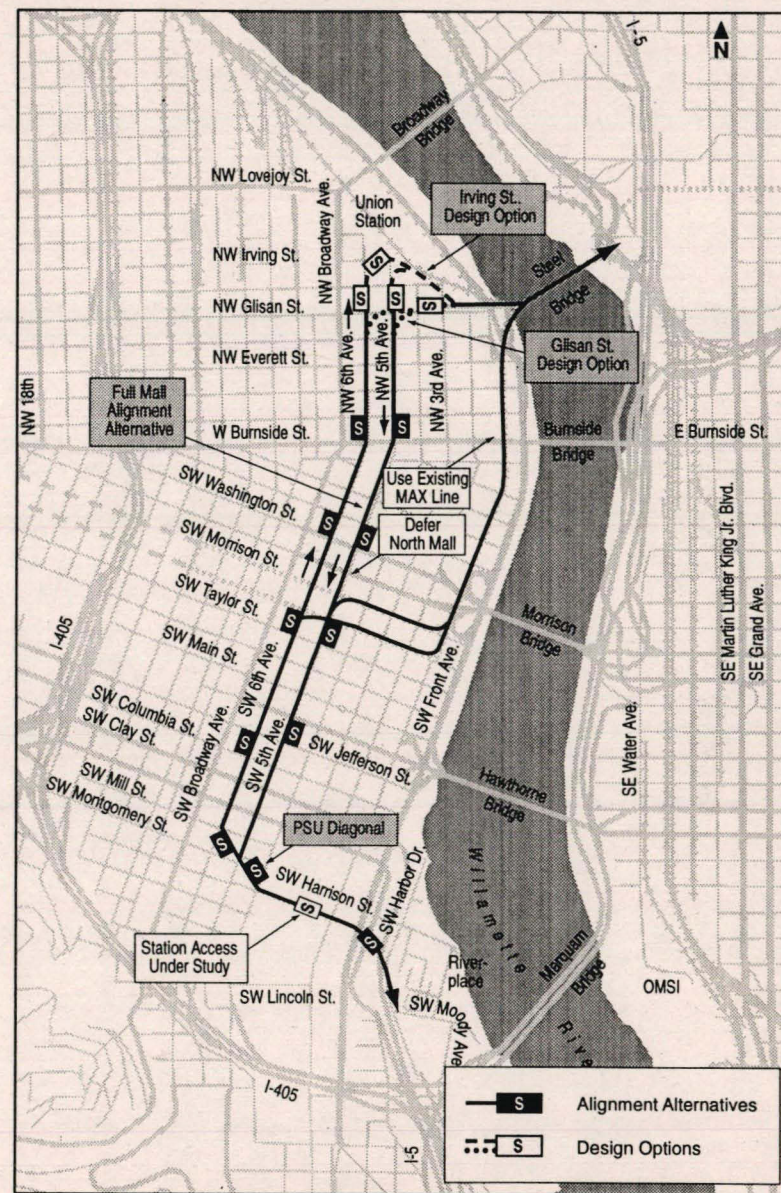


Figure B-6 - Downtown Portland Segment

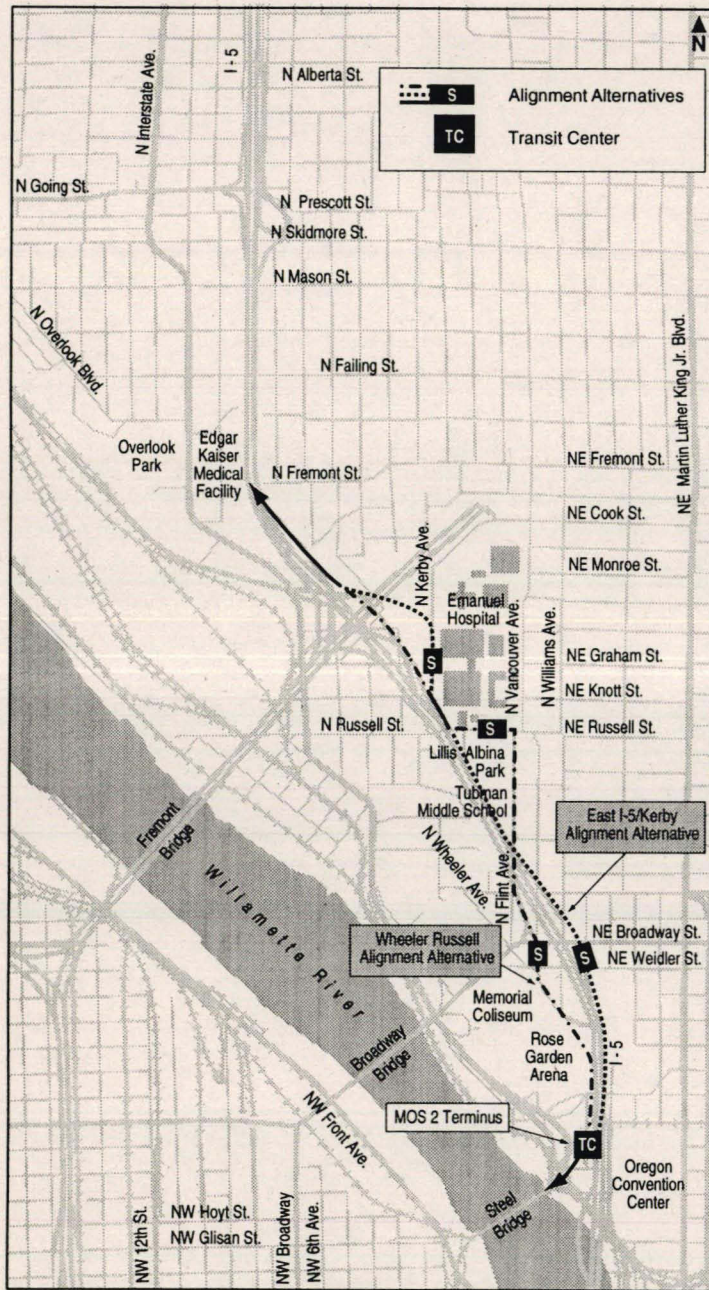


Figure B-7 - Eliot Segment

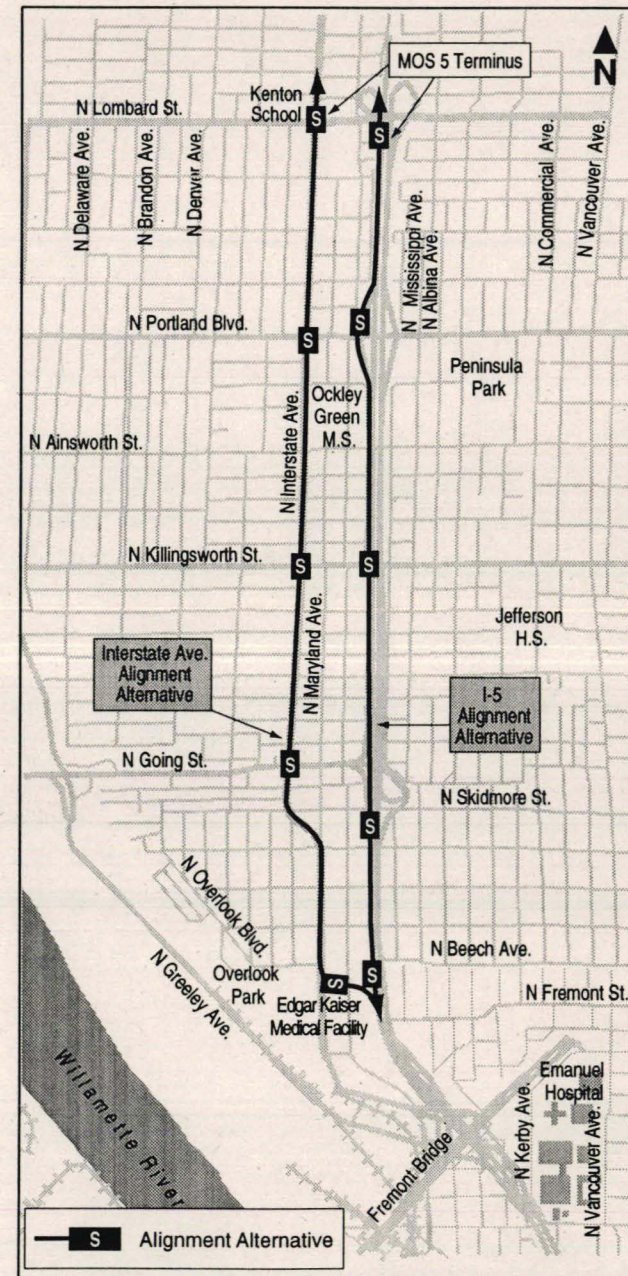


Figure B-8 - Kaiser to Lombard Segment

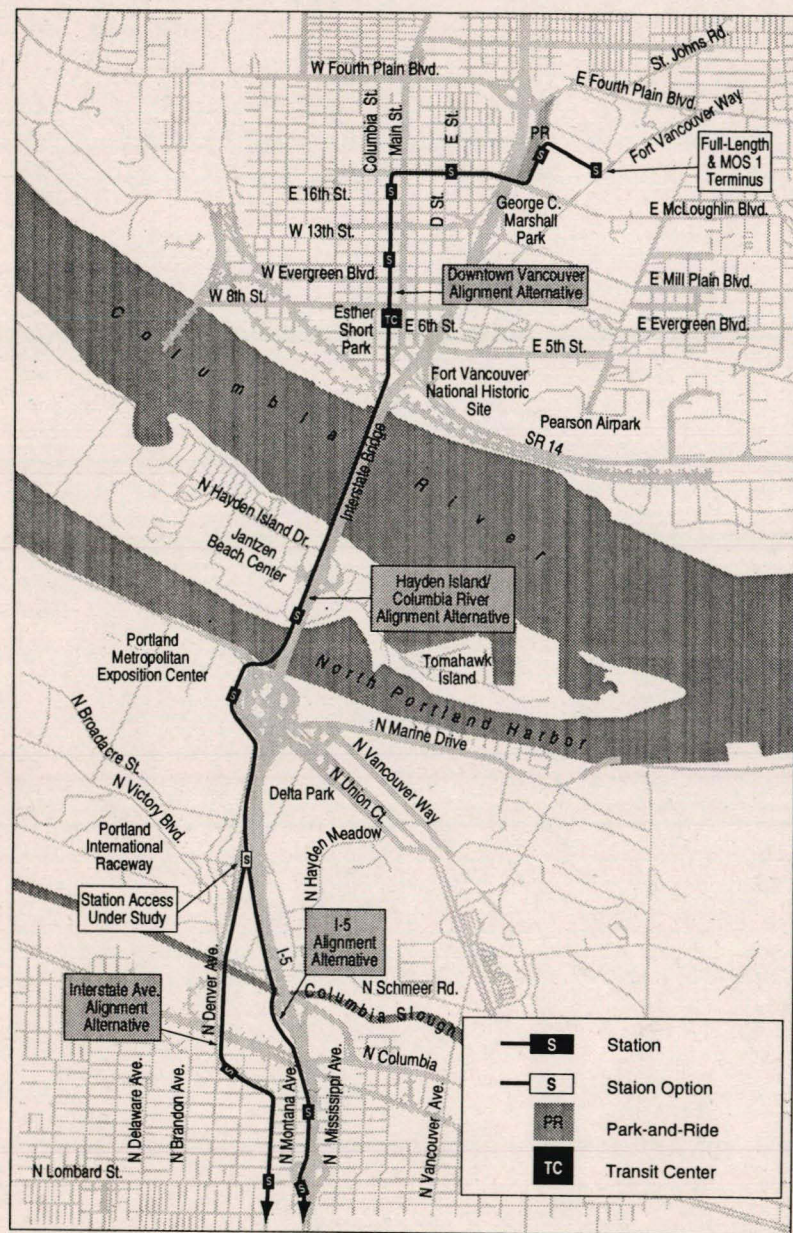


Figure B-9 - Lombard Street to Vancouver Segment

South/North Length Alternatives:

- **Full-Length Alternative** from the Clackamas Regional Center to the VA Hospital/Clark College
- **MOS 1** from the Milwaukie Market Place to the VA Hospital/Clark College
- **MOS 2** from the Clackamas Regional Center to the Arena Transit Center
- **MOS 5** from the Clackamas Regional Center to N Lombard Street

Note: MOS = Minimum Operable Segment.