




## METRO

Date: July 23, 1998  
To: Susan McLain, Metro Council  
From: Daniel B. Cooper, General Counsel   
Subject: Ordinance 98-727B

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You have asked us to review this ordinance which would amend the Urban Growth Management Functional Plan.

The provisions of Ordinance 98-727 were drafted by this office over six months ago in response to several concerns that had been raised by local governments. Those concerns were: 1) the substantial compliance requirement for the Urban Growth Management Functional Plan, 2) a request that guidance be given by the Metro Council regarding what was meant by the terminology "consistent with the Urban Growth Management Functional Plan;" and 3) an exemption for certain small cities from the reporting requirements of the Urban Growth Management Functional Plan.

The ordinance was heard at MPAC earlier in the year and MPAC recommended that the exemptions for the five small cities be deleted.

Subsequently, the Council adopted the Title 3 amendments to the Urban Growth Management Functional Plan. At the time the Title 3 provisions were adopted by the Council, an amendment was made to the Urban Growth Management Functional Plan adding the definition of the term "substantial compliance."

In order to bring Ordinance 98-727B into conformity with the already adopted provisions of the Functional Plan it is our recommendation that the definition of "substantial compliance" contained in ordinance 98-727B be deleted because this term is already defined in the Functional Plan in a more complete, yet slightly inconsistent, manner. Second, we recommend that the explanation of the meaning of the term "consistency" also be deleted because the term "substantial compliance" as defined in the current provisions of the Functional Plan make this explanation redundant. Third, we recommend that an emergency clause be added in order that the insertion of the term "substantial compliance" into the Functional Plan be effective immediately so that local governments could have certainty when they submit their compliance plans by the August 17, 1998, deadline.

DBC/kms

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### **Councilor McLain Motion**

I move to substitute Ordinance 98-727C for Ordinance 98-727B.

1. This motion would have the effect of deleting the proposed definition of "substantial compliance" in Ordinance 98-727B. This definition is made unnecessary because the Urban Growth Management Functional Plan now contains a definition of "substantial compliance" which was inserted into the Functional Plan by the Council when the Title 3 requirements were recently adopted.
2. The substitution would eliminate the explanation of the term "consistency" that is proposed in Ordinance 98-727B. This explanation is no longer necessary because of the definition of the term "substantial compliance" already contained in the functional plan.
3. The substitution would add an emergency clause to the ordinance so it can become effective immediately in order to allow local governments certainty when they submit their compliance plans by the deadline of August 17, 1998.
4. The result of this substitution would be to limit the purpose of this ordinance to adding the term "substantial compliance" into Title 8 of the Functional Plan so that substantial compliance with all provisions of the Functional Plan would be the guideline for local jurisdictions.
5. The Office of General Counsel has reviewed these amendments and advises that they are technical in nature and that this ordinance may be voted on and adopted today after the amendments are made.



BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING ) ORDINANCE NO 98-727BC  
ORDINANCES NO. 96-647C AND NO. )  
97-715B, THE URBAN GROWTH ) Introduced by Councilor McLain  
MANAGEMENT FUNCTIONAL PLAN, )  
TO CLARIFY COMPLIANCE ISSUES )

WHEREAS, the Regional Urban Growth Goals and Objectives were amended in Ordinance No. 95-625A to add the 2040 Growth Concept to Metro's regional goals and objectives; and

WHEREAS, the Urban Growth Management Functional Plan was adopted in Ordinance No. 96-647C to begin implementation of that 2040 Growth Concept; and

WHEREAS, the Regional Framework Plan included the Urban Growth Management Functional Plan in Appendix A, and codified the Functional Plan in Metro Code Chapter 3.07; and

WHEREAS, the Functional Plan became effective on February 19, 1997, and compliance plans demonstrating how each city and county plans comply with the Functional Plan are due in August, 1998; and

WHEREAS, questions about the meaning of "compliance" and "consistency" have been raised as city and county planning continues; and

~~WHEREAS, five small cities, Table 1 allocations are about .2 of the housing and jobs about 0.3% of the region's land area; and~~

WHEREAS, the Metro Council desires to clarify compliance issues to assist cities' and counties' preparation of compliance plans; now therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

Section 1. The definition of "substantial compliance" is added to Title 10 of the Urban Growth Management Functional Plan at Metro Code 3.07.1000(xx) and in Ordinances 96-647C and No. 97-715B, Appendix A as follows, and the existing alphabetical definitions thereafter are renumbered:

~~"(xx) Substantial Compliance means the comprehensive plans and regulations, on the whole, conform with the purposes of the functional plan requirements and any failure to meet individual functional plan requirements is minor in nature."~~

~~Section 2.~~ Compliance procedures in Title 8 of the Urban Growth Management Functional Plan at Metro Code 3.07.820 and in Ordinances No. 96-647C and No. 97-715B, Appendix A amended for the first sentence to read as follows:

"E. Compliance with requirements of this plan shall be substantial compliance which shall not require cities or counties to violate federal or state law, including state-wide land use goals."

Section 32. Compliance procedures in Title 8 of the Urban Growth Management Functional Plan at Metro Code 3.07.830A and in Ordinances No. 96-647C and No. 97-715B, Appendix A is amended to read as follows:

~~"A. After the effective date of this ordinance February 19, 1997, any amendment of a comprehensive plan or implementing ordinance shall be consistent with the requirements of this functional plan. The purpose of this consistency requirement is to ensure that substantial compliance with the requirements of this functional plan is feasible with the new comprehensive plan provisions or land use regulations. Accordingly, a city or county comprehensive plan or land use regulation meets this consistency requirement if it retains the ability of the city or county to substantially comply with housing and employment targets, other requirements and by designating 2040 design type boundaries which substantially comply with the 2040 Growth Concept Map.~~

~~Section 4. Title 8, Section 1 in Ordinance No. 96-647C and No. 97-715B, Appendix A is hereby amended to renumber the existing Section 1 as Section 1.A. and add the following new paragraph:~~

~~"B. Notwithstanding Section 1.A. of this title, the small cities of Durham, Johnson City, King City, Maywood Park and Rivergrove shall be exempt from the requirements of Title 1, Sections 2, 4, 5 and 6 and Title 8, Section 1.A. and 2. The Table 1 Target Capacities and The Design Type Densities for these cities shall continue to be recommendations. The remaining requirements of this functional plan shall be applicable to any comprehensive plan and implementing ordinance amendments by these cities.~~

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_ 1998.

\_\_\_\_\_  
Jon Kvistad, Presiding Officer

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**South/North Land Use Final Order Agenda Item 9.2**  
**Metro Council Public Hearing - July 23, 1998**  
**Agenda**

1. **Opening Comments** - Presiding Officer Kvistad [pages 1 to 3]
2. **House Bill 3478 Procedural Requirements** - Dan Cooper, General Council [pages 4 to 6]
3. **Overview of Hearing** - Presiding Officer Kvistad [pages 7 to 8]
4. **Introduction of Resolution** - Councilor Washington [pages 9 to 10]  
 Motion to Approve, Comments and Introduce Leon Skiles/Mark Greenfield
5. **Staff Report** - Leon Skiles, Project Manager, Mark Greenfield, Project Attorney to present Staff Report
6. **Council Questions for Staff** - Presiding Officer Kvistad [page 10]
7. **Opening of Public Hearing** - Presiding Officer Kvistad [page 10]
8. **Applicant's Presentation** - Bob Stacey and Dean Phillips, Tri-Met
9. **Council Questions for Applicant** - Presiding Officer Kvistad [page 11]
10. **Public Testimony** - Presiding Officer Kvistad [page 11]  
 [call name and limit testimony to three minutes]
11. **Close Hearing to Written Testimony** - Presiding Officer Kvistad [page 12]  
**Break** - 10 minutes

<p style="text-align: center;"><b>A</b> <b>Continue Forward</b></p>	<p style="text-align: center;"><b>B</b> <b>Continuance of Hearing</b></p>
<p>12. <b>Tri-Met Rebuttal</b> - Presiding Officer Kvistad [page 13]            Bob Stacey and Dean Phillips</p>	<p>12. <b>Tri-Met Rebuttal</b> - Presiding Officer Kvistad [page 16]</p>
<p>13. <b>Final Staff Comments</b> - Presiding Officer Kvistad [page 13]            Leon Skiles, Mark Greenfield</p>	<p>13. <b>Tri-Met Request for Continuance</b> - Bob Stacey and Dean Phillips [pages 16 and 17]</p>
<p>14. <b>Close Public Hearing</b> - Presiding Officer Kvistad [page 14]</p>	<p>14. <b>Council Discussion/Concurrence of Continuance Request</b> - Presiding Officer Kvistad [pages 17 to 19]</p>
<p>15. <b>Council Motion/Discussion/Vote</b> - Presiding Officer Kvistad [page 15]            Two options: 1) <b>approve as submitted</b>;            2) refer back to Tri-Met for amendment</p>	

# **SOUTH/NORTH LIGHT RAIL PROJECT**

## **Opening Remarks Metro Council LUFO Hearing July 23, 1998**

### **1. Opening Statement -- Presiding Officer Jon Kvistad**

This agenda item involves an application by Tri-Met for Council adoption of a "Land Use Final Order" for the South/North Light Rail Project, which will extend from Clackamas Town Center in Clackamas County to Vancouver, Washington. A Land Use Final Order, or "LUFO", is different from the Locally Preferred Strategy, or "LPS". Let me begin by explaining the difference, to provide clarification and avoid confusion.

By law the Metro Council must make two distinct and separate decisions to authorize the South/North Light Rail Project. The first decision involves the approval of a Locally Preferred Strategy, or LPS. The LPS decision is made pursuant to *federal* law. The hearing we just completed concerned the LPS.

The second decision -- this matter -- involves the adoption of a "Land Use Final Order" following application by Tri-Met. This "LUFO" decision is a "land use" decision made under *state* law established in House Bill 3478.

House Bill 3478, which the Legislature adopted in 1996, requires the Metro Council to decide the light rail route, the light rail stations, park-and-ride lots and maintenance facilities, and the highway improvements for the South/North project, including "boundaries" within which these facilities and improvements may be located. The Council decides these through the adoption of what is called a "Land Use Final Order." House Bill 3478 also requires that the Council adopt supporting findings of fact demonstrating that the selected light rail route, stations, park-and-ride lots, maintenance facilities and highway improvements comply with 10 land use criteria that the Land Conservation and Development Commission adopted specifically for this Project. Those criteria, incidentally, do not apply to the LPS decision.

Unlike our typical land use decisions, Land Use Final Order decisions are governed by different, and special, procedures contained in House Bill 3478. I would like to begin this hearing by announcing a number of these procedures. First, as I just indicated, the Council, in this proceeding, will decide the light rail route, the stations, lots and maintenance facilities, and the highway improvements for the South/North Project, including their locations. In a few moments, staff will identify for you generally the proposed route, stations, lots, maintenance facilities and highway improvements that comprise the application. You also can find this information in the staff report and on maps posted on the walls in the back of this room. These documents are available for public review during this public hearing.

There are a number of procedural requirements set out in House Bill 3478 that affect this hearing. At this point, I'd like to ask Metro General Counsel Dan Cooper to identify those requirements.



## **2. House Bill 3478 Procedural Reqs -- General Counsel Dan Cooper**

Because the procedures applicable to this proceeding differ in some important respects from the typical procedures applicable to land use hearings before the Metro Council, I would ask that you listen carefully so that you fully understand the process and your participation rights under House Bill 3478.

As the Presiding Officer indicated, Metro's Land Use Final Order decisions must comply with the 10 land use criteria established by LCDC. Copies of those criteria are available in the back of the room [*identify where criteria are located*]. The criteria also are listed in the staff report. All public testimony shall be directed towards the application of these LCDC criteria to the light rail route, the stations, lots and maintenance facilities, and the highway improvements, including their locations, as to which decisions will be made in a Land Use Final Order. Following the public hearing, the Council may adopt a Land Use Final Order selecting the light rail route and the other

identified rail and highway facilities and improvements, including their locations. Alternatively, it may choose to continue the public hearing and refer the matter back to Tri-Met for further review. Should the Council adopt a Land Use Final Order, any appeal from the Council's decisions on the light rail route, stations, lots and maintenance facilities, and the highway improvements, including their locations, must be filed within 14 days following the date the Land Use Final Order has been reduced to writing and bears the necessary signatures.

Failure by a person to raise an issue at this hearing, either in person or in writing, or failure to provide sufficient specificity to afford the Council an opportunity to respond to the issues raised, shall preclude appeal by that person to the Land Use Board of Appeals based on that issue.

Written notice of the Council's adoption of the Land Use Final Order will be provided only to persons who have provided oral or written testimony at this public hearing, which includes persons who mailed or delivered written testimony to Metro during the public



comment period preceding this hearing, and who also have provided, in writing, a request for written notice and a mailing address to which notice should be sent.

Those wishing to testify tonight, or to sign up to receive written notice of the Council's decision on the Land Use Final Order, must do so at the sign-up table in the back of the room. Persons whose names appear only on petitions submitted at the hearing and who do not themselves provide oral or written testimony will not be considered to have provided oral or written testimony at this hearing.

Mr. Presiding Officer.

### **3. Overview of Hearing -- Presiding Officer Kvistad**

Thank you, Mr. Cooper.

I would like to explain the order in which we will proceed with the hearing. First, we will hear from Councilor Washington, who will move the resolution. Councilor Washington will then introduce the staff, who will identify the proposed project and give the staff report.

Following the staff report and any questions the Council may have of staff, Tri-Met will present its application. Then we will open the hearing up to the general public. When you speak, please remember to state your full name and address for the record. Because we have a lot of people signed up to testify tonight, we will limit public testimony to 3 minutes. We will take a break after the completion of public testimony, then hear rebuttal testimony from Tri-Met and any additional comments from staff.

In addition to oral testimony, we will accept written testimony up to the close of that portion of the hearing where we accept testimony from the general public. Once public testimony is completed and we

move into rebuttal testimony from the applicant, we will accept no further written testimony unless the Council reopens the hearing for that purpose.

In addition to the evidence and testimony that is submitted in the record, the Metro Council also hereby takes official notice of the Clackamas County, City of Milwaukie and City of Portland Comprehensive Plans and land use regulations.

At the end of tonight's hearing, the Council will either close the public hearing and decide the application, or it may continue the hearing to a date certain. Should the Council continue the hearing, it may establish a schedule for further submittal of testimony, and it may limit the issues for which additional testimony will be taken.

At this point, I would like to ask Councilor Washington to make opening comments on the proposed resolution. Council Washington.

#### **4. Introduction to Resolution -- Councilor Washington**

Thank you Mr. Presiding Officer.

I would like to move adoption of Resolution No. 98-2673, For the Purpose of Adopting the Land Use Final Order Establishing the Light Rail Route, Stations, Lots and Maintenance Facilities and the Related Highway Improvements for the South/North Light Rail Project. The Resolution provides for the adoption of the LUFO and the adoption of land use findings of fact in support of the LUFO.

Resolution No. 98-2673 is consistent with the Resolution No. 98-2674 that we just approved adopting a Locally Preferred Strategy for the South/North Light Rail Project. What it does is provide the land use authorization necessary to implement the Locally Preferred Strategy.

*[At this point, Councilor Washington should recognize  
any aspects of the Project or participants in the  
Project that he wishes to acknowledge]*

I would like now to introduce Leon Skiles, the South/North Project Manager, and Mark Greenfield, the South/North Project Attorney, to

present the staff report.

**5. Staff Report: Project Manager Leon Skiles; Project Attorney Mark Greenfield**

*[Provide Staff Report which must "list generally" the light rail route, stations, lots, maintenance facilities and highway improvements for the project, including their locations]*

**6. Council Questions for Staff -- Presiding Officer Kvistad**

Are there any questions of staff from the Council?

*[Allow for questioning of staff]*

**7. Opening of Public Hearing -- Presiding Officer Kvistad**

At this time, we will open the public hearing. I would like to ask the applicant, Tri-Met, to come forward and present its application.

**8.. Applicant's Statement -- Neil McFarlane and Dean Phillips**

*[Tri-Met presents its application]*

**9. Questions of the Applicant -- Presiding Officer Kvistad**

Does the Council have questions for the applicant?

**10. Testimony from the General Public -- Presiding Officer Kvistad**

At this time we will open up the hearing to testimony from the general public. Once again, we we limit oral testimony to three minutes. Please be sure to state your name and address for the record. We ask that you direct your testimony to the applicable LCDC criteria.

*[Call names; allow for questions from Council members]*

**11. Close Hearing to Written Testimony -- Presiding Officer  
Kvistad**

With the completion of testimony from proponents and opponents of this application, we will now close the hearing to written testimony. As of now, no further written testimony will be accepted unless the Council reopens the hearing for that purpose.

I would like to call for a 10-minute break.

*[During this break, Tri-Met and Metro staff will decide whether to continue forward with rebuttal this evening, or to postpone rebuttal to a date certain, based on the quantity and nature of the submitted opponent testimony]*

**CONTINUE FORWARD OPTION:**

**12(A) -- Continue forward with Rebuttal -- Presiding Officer Kvistad**

We will now resume the public hearing. Tri-Met, would you like to present rebuttal testimony?

*[Tri-Met makes its rebuttal]*

Are there any questions of the applicant?

**13A -- Final Staff Comments -- Presiding Officer Kvistad**

At this time, I am going to ask staff if they have any additional comments they would like to make in response to the testimony.

*[Hear from Leon Skiles and Mark Greenfield]*



#### **14A. -- Close Public Hearing -- Presiding Officer Kvistad**

I would like to thank all of you who testified this evening for your participation. I am now going to close the public hearing and open the floor for discussion among Council members. Before us is proposed Resolution No. 98-2673, adopting a Land Use Final Order for the South/North Project. Under House Bill 3478, we can either approve the Land Use Final Order establishing the light rail route, stations, lots, maintenance facilities and highway improvements, including their locations, as applied for by Tri-Met, or we can continue the public hearing and refer the proposed facilities and locations back to Tri-Met with directions on amendments we would like to see.

*[Hear Council Discussion]*

**15A -- Council Motion and Vote -- Council/Presiding Officer  
Kvistad**

*[Entertain a Motion]*

It has been moved and seconded [to approve Resolution No. 98-2673] [to refer this matter back to Tri-Met] [*select one*]. Is there any further discussion?

*[Allow discussion, if any]*

Will the clerk please call the roll for a vote on the motion.

*[Vote on Motion]*

*[If vote approves the Resolution, close the proceeding  
and thank public again for its participation]*

## **CONTINUANCE OF HEARING OPTION**

### **12(A) -- Tri-Met Request for Continuance -- Presiding Officer Kvistad**

We will now resume the public hearing. Tri-Met, would you like to present rebuttal testimony?

### **13(A) -- Tri-Met Request for Continuance -- Neil McFarlane**

Mr. Presiding Officer and Metro Councilors, we have received quite a bit of new evidence tonight and we would like some additional time to consider it carefully and respond to it. Consequently, we would like to request that our rebuttal testimony be continued to August 6.

Because time is important in terms of obtaining federal approval for this project, we would suggest to you the following approach, which we believe avoids delays and keeps the decision-making process on track while allowing all parties reasonable opportunity to address and rebut new evidence. We propose the following schedule:

First, we ask that Tri-Met be given until 8:30 AM on Wednesday, July 29 to submit additional written evidence.

Second, we ask that you provide any interested party wishing to rebut new evidence from Tri-Met until 8:30 AM on Monday, August 3 to submit rebuttal evidence. We also ask that you limit the rebuttal evidence to the specific issues addressed in our rebuttal testimony, and that you not accept testimony or evidence addressing other issues.

These proposed timelines provide Tri-Met and other interested parties each with three full business days and two weekend days to prepare their testimony.

We thank you for your consideration of this request and would be happy to answer any questions you may have.

**14B -- Council Discussion/Concurrence of Continuance -- Presiding Officer Kvistad**

Are there any questions of Tri-Met? If not, Tri-Met has requested a continuation of this hearing to August 6 and has proposed a

reasonable schedule for the submittal of evidence to keep this proceeding moving forward.

Are there any objections to Tri-Met's proposal? Hearing none, this hearing is continued to August 6. The hearing will begin at \_\_\_\_\_ PM *[set the time]* here in the Metro Council Chambers on the 3rd floor of Metro's offices at 600 NE Grand Avenue in Portland. At that time, Tri-Met will be provided opportunity to offer its rebuttal testimony and make its final arguments at that time.

We will follow the following schedule for new testimony:

Tri-Met will have until 8:30 AM on Wednesday, July 29 to submit additional rebuttal evidence and testimony as it deems necessary.

Any interested party then will have until 8:30 AM on Monday, August 3 to submit rebuttal evidence and testimony. Rebuttal evidence and testimony will be limited only to the specific issues addressed in Tri-Met's new testimony. Testimony or evidence addressing other issues will not be accepted into the record.

All new evidence and testimony should be delivered to Leon Skiles or Anna Kemp here at the Metro Regional Center. Anyone submitting new evidence or testimony should submit at least five (5) complete copies of that evidence or testimony to facilitate copying and distribution.

I would ask Metro staff to make extra copies of Tri-Met's testimony available to interested persons for inspection immediately following its receipt on July 29.

I would like to thank everyone here for your participation in to this hearing. Let's move now to the next agenda item.

**Henry Kane**  
12077 SW Camden Lane  
Beaverton, Oregon 97008  
(503) 643-4054  
July 23, 1998

**Jon Kvistad, Presiding Officer,  
and Councilors  
Metro Council  
600 NE Grand Ave.  
Portland, OR 97232-2736**

**Re: July 23, 1998 agenda item 8.3 – proposed Ordinance No. 98-762C  
(solid waste)**

**Suggested amendments to proposed Ordinance 98-62C**

**Dear Presiding Officer Kvistad and Metro Councilors:**

- 1. This Metro taxpayer supports the principle of proposed Ordinance No. 98.-762C and offers the amendments listed below to improve the draft.**
- 2. The agenda packet contains copies of two documents with the same title and ordinance number. The comments pertain to the first version.**
- 3. The undersigned welcomes the seventh WHEREAS:**

**WHEREAS, nuisance impacts ;from the operation of solid  
Waste facilities such as odor, dust and noise can adversely  
affect the health, safety and welfare of the public,\* \* \* .  
(emphasis added)**

- 4. The above-stated finding of fact and law is important because it means that Metro recognizes that a Metro-approved solid waste transfer station and garbage processing facility can and does adversely affect the health, safety, and welfare of the public in general and nearby residents and businesses in particular.**

5. Metro REM files on the Forest Grove solid waste transfer station, for example, are filled with written complaints on the facility's odor, noise and dust. The files indicate that Metro over a period of years has attempted to take remedial action, with little if any success after years of effort.
6. The Council's attention is directed to SECTION 5.01.060(f)3) at page 17.
7. It states that in determining whether to authorize the issuance of a franchise, the Council shall consider, but not be limited by, whether "Granting a Franchise to the Applicant would be unlikely to unreasonably adversely affect nearby residents, property owners or the existing character or expected future development of the surrounding
8. I urge to delete the words "\* \* \* be unlikely to unreasonably adversely affect \* \* \*."
9. A Metro ordinance should contain objective and clear provisions.
10. The words "unlikely to unreasonably adversely affect \* \* \*" may be set aside by a court for unconstitutional vagueness.
11. Parenthetically, the proposed ordinance was drafted with the assistance of members of the solid waste industry. I am not aware that any member of the solid waste advisory committee is a member of the public. I stand to be corrected.
12. As written, the challenged language permits Metro to inflict environmental odor, noise, dust, and other injury on neighborhoods, providing the impact is not too unreasonable.
13. I suggest that the challenged subsection be amended to provide:  
  
"Granting a Franchise to the applicant would not adversely affect the health, safety and welfare of the District's residents, and would not violate state and federal environmental protection laws and regulations."



The substance of the above-quoted suggested language accords with Metro's statutory duty to enforce state and federal environmental laws and to protect the region's environment and livability.

15. It would be carrying coals to Newcastle to submit to the Metro Council copies of numerous Metro pamphlets stating that Metro protects the region's environment and livability.

16. Metro's solid waste staff is part of Metro's Regional Environmental Management (REM).

17. For some reason the REM solid waste staff rules on solid waste permit or franchise applications without giving consideration to whether the franchise's operation will injure the environment.

18. True, regulating solid waste is important.

19. Equally important, it is submitted, is protection of the region's environment and livability. Both goals can be accomodated.

20. The proposed amendment would factor in protection of the environment as an element of issuing a Metro solid waste franchise. That is good public policy.

#### The Executive Officer Issue

21. As this is written, the Metro Council approves or denies solid waste franchises. Issuance or denial is a legislative function and should remain with the Metro Council.

22. See proposed Section 5.01.0110( c ) at page two of the proposed ordinance. It and other provisions transfer the authority to grant or deny sold waste franchises from the Metro Council to the Executive Officer.

23. The proposed ordinance should retain the existing language that provides that the Metro Council grants, denies or modifies solid waste franchises.

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24. Granting authority to the Executive Officer means granting delegated *de facto* power to REM solid waste staff.
25. The Metro Council, a popularly elected public body, not unelected staff, should rule on the important matter of granting, denying, and granting franchises with conditions of approval.
26. I incorporate by this reference my more detailed letter submitted earlier to the Metro Council REM committee.

Sincerely,

Henry Kane



**MARK J. GREENFIELD**

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**Attorney at Law**

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111 S.W. Columbia Street  
Portland, Oregon 97201  
Telephone: (503) 227-2979  
Facsimile: (503) 227-3015

July 27, 1998

Metro Council  
Metro Regional Center  
600 NE Grand Avenue  
Portland, Oregon 97232

Subject: Preparation of Land Use Final Order and LUFO Findings

Dear Presiding Officer Kvistad and Council Members:

The preparation of the South/North Land Use Final Order and LUFO findings was a huge task that involved significant contributions from many individuals. I want to acknowledge my gratitude to all of the people at Metro and Tri-Met who assisted Mary Dorman and me in this endeavor for their tremendous help in that effort.

There are three people whose help I'd like to recognize specifically. Skye Brigner prepared all the LUFO maps showing the boundary locations for the light rail route and the related light rail and highway facilities. This was a big and extremely important task that often involved tight deadlines, and Skye did a terrific job with it.

Likewise, Anna Kemp did a great job formatting and organizing the LUFO findings and maintaining the LUFO record. Leon Skiles said I could have complete confidence in Anna in these important tasks, and he was absolutely right.

Finally, Jennifer Ryan of Tri-Met was invaluable to our understanding of the Project. Jennifer made South/North a reality for us, and she was always there when we needed her, which was often. Her input appears all over the LUFO and LUFO findings.

I have always felt that Oregon and this region are well served by their public employees. My experiences with the Metro and Tri-Met staffs on this Project only strengthen that opinion. While I have called special attention to the work provided by Skye, Anna and Jennifer, the work done by others at Metro and Tri-Met was of equally high quality and is equally appreciated.

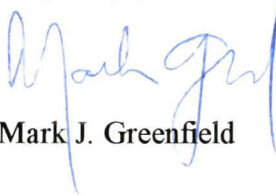
Finally, I want to thank Leon Skiles, Sharon Kelly and Alonzo Wertz for their significant contributions to this effort. Having worked with these three people on the Westside and Hillsboro light rail projects, I knew I was in good hands entering this assignment. Sharon and Alonzo routinely provided Mary and me with whatever assistance we needed in a very timely

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manner. They kept the effort moving forward. And Leon, in my opinion, is simply a great Project Manager. I cannot overstate how impressed I was with his work. Overall, it was a pleasure to work with these three people and the supporting staffs.

Metro and Tri-Met are blessed with many excellent employees whose assistance we very much appreciated. Thank you for making these people available to us.

Very truly yours,



Mark J. Greenfield

cc: Mike Burton  
Richard Brandman  
Leon Skiles  
Sharon Kelly  
Skye Brigner  
Anna Kemp  
Bob Stacey  
Neil McFarlane  
Ron Higbee  
Dean Phillips  
Alonzo Wertz  
Jennifer Ryan  
Mary Dorman

July 24, 1998

LIST OF INDIVIDUALS TO WHOM OFFICIAL NOTICES OF THE LUFO WERE MAILED

Dan Bartlett, City Manager,  
City of Milwaukie  
10722 SE Main St.  
Milwaukie OR 97222

Vic Rhodes  
City of Portland  
Building 106, Room 702

Karen Schilling  
Multnomah County  
1620 SE 190th  
Portland OR 97233

Tom Vanderzanden  
Clackamas County  
902 Abernethy Road  
Oregon City OR 97045

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Rod Sandos  
Clackamas County  
902 Abernethy Road  
Oregon City OR 97045

Tom Walsh  
Tri-Met  
4012 SE 17th  
Portland, OR 97202

Bob Stacey  
Tri-Met  
4012 SE 17th  
Portland, OR 97202

Kay Van Sickle,  
Region I Manager, ODOT  
Region 1 Headquarters, 123 NW Flanders St.  
Portland, OR 97209

Dave Williams  
ODOT  
Region 1 Headquarters, 123 NW Flanders St.  
Portland, OR 97209

Rich Carson  
City of Oregon City  
320 Warner Milne Rd.  
Oregon City OR 97045

Stephen Iwata  
City of Portland  
Building 106, Room 702

Larry F. Nicholas P.E.  
Multnomah County  
2115 SE Morrison  
Portland OR 97214-2893

Ron Higbee  
Tri-Met  
710 NE Holladay  
Portland 97232

Richard Cooper  
7831 SE Harmony Rd.  
Milwaukie OR 97222

Leonard Bergstein  
Northwest Strategies  
621 SW Morrison, Suite #850  
Portland, OR 97205

Bernie Mares  
1618 N.E. 1st Ave.  
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Portland, OR 97202

Dan Chandler  
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Portland, OR 97209

**METRO**

## **NOTICE OF ADOPTION OF A LAND USE FINAL ORDER FOR THE SOUTH/NORTH LIGHT RAIL PROJECT**

This constitutes Metro's official notice of adoption of a Land Use Final Order (LUFO) for the South/North Light Rail Project, following a public hearing on July 23, 1998.

The LUFO establishes a light rail route extending from the Clackamas Regional Center in Clackamas County, Oregon to the Oregon/Washington State Line. From the north side of the Clackamas Town Center mall, the route extends westward to downtown Milwaukie via Highway 224, then northward to downtown Portland via SE McLoughlin Boulevard and the Caruthers alignment through SE Portland, crossing the Willamette River on a new bridge south of the Marquam Bridge. The route continues northward through the downtown transit mall, then crosses the Willamette River again over the Steel Bridge. From the Rose Quarter, the route moves northward along the East I-5/Russell alignment, then continues north along I-5 before crossing over to N Interstate Avenue. The light rail route then continues past Kenton, West Delta Park, and the Expo Center to the Columbia River. The LUFO establishes two alignment study areas: one in Clackamas County including Clackamas Community College, the Oregon Institute of Technology and the North Clackamas Aquatic Park, and the other in North Portland between I-5 and N Interstate Avenue between approximately N Killingsworth and N Lombard Streets.

The LUFO authorizes 37 light rail stations spread all along the alignment; three park-and-ride lots near OIT/CCC, SE Linwood Avenue and SE Tacoma Street; a maintenance facility near SE Ochoco Street and a maintenance facility study area near Brooklyn Yard; and highway improvements in downtown Milwaukie.

The LUFO was adopted in writing by the Metro Council on July 23, 1998, through Resolution No. 98-2673, entitled "For the Purpose of Adopting the Land Use Final Order Establishing the Light Rail Route, Stations, Lots and Maintenance Facilities and the Related Highway Improvements for the South/North Light Rail Project." Copies of Metro's Land Use Final Order may be obtained from 8:00 a.m. through 5:00 p.m. Monday through Friday at the Metro Regional Center, 600 NE Grand Avenue, Portland, Oregon 97232, or by calling that office at 797-1756.

Appeals from decisions contained in the Land Use Final Order must be initiated within 14 days following the adoption of Resolution No. 98-2673 through personal delivery to the Land Use Board of Appeals, State Court Administrator and Metro's Executive Officer of a notice of intent to appeal that conforms with the requirements in Section 9 of Oregon Laws 1996 Special Session, Chapter 12 (House Bill 3478).

Jon Kvistad  
Presiding Officer

O'DONNELL  
RAMIS  
CREW  
CORRIGAN &  
BACHRACH, LLP

ATTORNEYS AT LAW

1727 N.W. Hoyt Street  
Portland, Oregon 97209

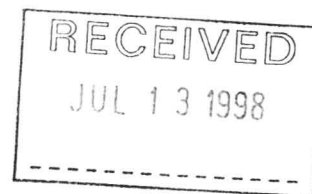
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SPECIAL COUNSEL

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First Independent Place  
1220 Main Street, Suite 451  
Vancouver, Washington  
98660-2964

(360) 699-7287  
Fax: (360) 699-7221



July 8, 1998

Mark J. Greenfield  
Suite 1080  
111 SW Columbia  
Portland, OR 97201

VIA FACSIMILE

Re: Draft LUFO Findings Regarding Milwaukie Segments

Dear Mark:

On behalf of the City of Milwaukie, we have reviewed the draft Land Use Final Order findings for the Milwaukie segments of the South/North Project. We did not receive any of the general provisions, so our comments are limited to the Milwaukie segment findings and assume that the issues we raise are not resolved elsewhere in the findings or order. We recognize that general findings may obviate some of the concerns expressed in this letter.

We note that the findings stated that mitigation strategies will be evaluated through the local permitting process. Given that the LUFO acts as the final land use order, it should contain specific authorization for local governments to impose conditions, including conditions requiring mitigation, to address any impact. It should also provide that all impacts of the South-North Project shall be mitigated at the expense of the South-North Project.

Coordination. Because the impacts will be felt on a local level, coordination with local governments is necessary. We recommend that the following language be included:

Coordination for all planning should involve local governments to reduce impacts and develop appropriate mitigation measures. Coordination should take place prior to, during and after local permitting processes.

Mark J. Greenfield

July 8, 1998

Page 2

Milwaukie Transit Center. The Milwaukie Transit Center will have a tremendous impact on the vital downtown area, Scott Park, and Ledding Library. Although the draft findings recognize this impact, but they do not sufficiently allow for local input and review of final siting and design. The following language should be added:

Because of the importance of the Milwaukie Transit Center to the City of Milwaukie and the effect on the City's downtown and Scott Park, route alignment and station siting and design for the Milwaukie Transit Center shall be subject to review by the City of Milwaukie. Mitigation for all impacts, including parking and traffic impacts, shall be coordinated with the City of Milwaukie and funded by the Project.

Visual Impact. The discussion of visual impact leaves out the important concept of local input. We suggest the following language be added to each discussion of visual impact:

Visual impact is primarily a matter of local concern. Local governments may impose reasonable conditions relating to visual impact as part of the local permitting process.

Trees. Although the draft findings contain various provisions relating to revegetation, they do not address Milwaukie's commitment to the Tree City USA program. A developed urban area's social environment and natural resources include trees along roadways and in other developed areas. We suggest the following language be included:

Mitigation measures should include equivalent replacement of all trees removed either from large natural areas or alongside roadways.

This language could be included in the natural resources, neighborhood impact, or visual/aesthetic sections.

Traffic Mitigation. The draft findings and proposed mitigation measures do not adequately consider the variable of other public (bus) transportation. Adequate bus service may mitigate some of the impacts, but less than adequate bus service will exacerbate some of the impacts. Without knowing the level of bus service, it is impossible to determine whether the street improvements discussed as mitigation will be adequate. We suggest that the following language be included:



Mark J. Greenfield

July 8, 1998

Page 3

Traffic impacts will be affected by the level of bus and other public transportation service. Mitigation measures should include a commitment to specified levels of bus service. Increased bus service from Oregon City, Gladstone and Oak Grove to the Milwaukie Transit Center may be required as mitigation.

Contaminated Areas. We believe that some areas near the proposed alignment, including the Hanna-Harvester property may have had soil and/or water contamination. The findings should include a statement that mitigation measures will include cleanup of any soil or water contamination that is encountered at the expense of the project.

Wetlands Mitigation. The draft findings address wetlands mitigation on an impact-by-impact basis. A coordinated effort to address wetlands impacts is advisable. We recommend that each discussion of wetlands mitigation include the following:

All wetlands mitigation efforts required to offset the impact of the South/North Project should be coordinated and an overall wetlands mitigation plan should be developed.

Title 3. There is at least one mention of Metro Functional Plan Title 3 in the sections we reviewed, but no overall commitment to compliance with Title 3. A general statement that Title 3 standards or local government Title 3 implementation measures will govern final design and mitigation should be included.

Local Air Quality Issues. The draft findings do not adequately address local air quality issues that may arise from traffic delays or increased bus concentrations at transit centers. These issues should be addressed as neighborhood impacts.

Safety. The draft findings did not address one aspect of public safety, the potential for accidents. Several light rail accidents have occurred on the existing portions of the system, and this is a safety issue that should be addressed in the LUFO. Express authority should be given to require safe alternatives or to require safety measures as conditions of final approval. Furthermore, active policing/patrols of station areas should be required as mitigation for public safety impacts.

Economic Impacts. Although the draft findings discuss the tax base impact, they do not discuss the increased governmental services (police, fire, emergency medical), that may be required. These economic impacts should be addressed and funding by the Project must be required.

Mark J. Greenfield  
July 8, 1998  
Page 4

Utility Relocations. The findings did not address the issue of utility relocations. We suggest the following language:

All utility facilities and lines that are required to be relocated shall be relocated in coordination with the City and at the expense of the South-North Project. In the event the new locations of utility facilities and lines cause any impact, the South-North Project shall be responsible for mitigating those impacts.

Phasing. The draft LUFO findings do not discuss possible phasing of either the light rail line or the maintenance facility. If phasing is to occur, it should be set out in the LUFO.

Limitations on Highway 224 Expansion. The draft findings include a finding that Highway 224 can still be expanded to six lanes. The findings should clearly provide that the final design shall not prevent the widening of Highway 224 to six lanes.

Linwood/Harmony Intersection. The findings should specify City and County involvement in planning for the Linwood/Harmony intersection.

Multi-Modal Transit. The LUFO should expressly provide for multi-modal transit service increases within the City of Milwaukie.

Incorporation of Transit Choices for Livability Project. The LUFO should expressly recognize that the Project must include transit system improvements identified by the Transit Choices for Livability Project.

Location of O&M Facility. The LUFO should express the preference that the O&M facility be located near 17<sup>th</sup> and Holgate.

Zoning. The LUFO findings do not address zoning. The following express disclaimer should be added:

The LUFO does not require any particular zoning or change in zoning in areas adjacent to or near the stations light-rail lines and transportation company.

O'DONNELL  
RAMIS  
CREW  
CORRIGAN &  
BACHRACH, LLP

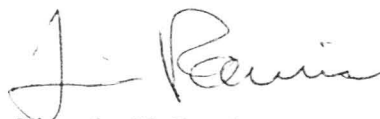
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Mark J. Greenfield  
July 8, 1998  
Page 5

I enclose a copy of a resolution by the City of Milwaukie expressing its position on South-North Light Rail issues. The LUFO findings should address all issues raised in the resolution, even if the issues are not discussed in this letter.

Please call me you have any questions concerning these comments.

Very truly yours,



Timothy V. Ramis

TVR/jlf  
Enclosure

c:\orcc\gff\cityofmilwaukie\greenfieldtr

**MILWAUKIE, CLACKAMAS COUNTY, OREGON**

**RESOLUTION NO. 22-1998**

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF MILWAUKIE, OREGON, PERTAINING TO CITY ACCEPTANCE OF A REGIONAL LIGHT RAIL PROJECT AND LOCALLY PREFERRED STRATEGY AND REQUEST FOR MITIGATION MEASURES.**

WHEREAS, the South/North Transit Corridor Study was initiated in April 1993 by the Metro Council; and

WHEREAS, this project is a Bi-State Project involving multiple jurisdictions; and

WHEREAS, the Milwaukie City Council is not the final decision-making authority for the Project; and

WHEREAS, there is mixed support for the Project by citizens in Milwaukie; and

WHEREAS, the City Council has responded to the South/North Draft Environmental Impact Statement in order to work toward ensuring that impacts on Milwaukie and its neighborhoods are mitigated; and

WHEREAS, the following committees and jurisdictions have adopted recommendations supporting the Locally Preferred Strategy: South/North Project Management Group, South/North Citizens Advisory Committee, South/North Downtown Oversight Committee, South/North Steering Committee, City of Portland, Multnomah County, Clackamas County, and Tri-Met; and

WHEREAS, officials from Gresham and Hillsboro have advised Milwaukie that it is best to stay actively involved in Project decisions throughout the life of the Project in order to ensure that City interests are addressed;

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Milwaukie, Clackamas County, Oregon, that:

1. The Milwaukie City Council accepts the Steering Committee's Locally Preferred Strategy provided that the Project works with the City to mitigate impacts expressed by the City Council in its Draft Environmental Impact Statement comments; and

2. That the Project strive to set a new standard for Transit Projects through established communities by:
  - A. Responding in a positive manner to community concerns and impacts; and
  - B. Fulfilling commitments favorable toward the community that will build trust; and
  - C. Approving outcomes that provide the community with more livability in concert with its own unique characteristics.
3. That the Project be fully-responsive and take any and all necessary actions to respond to and affect mitigation through the Final Environmental Impact Statement preparation; and
4. That the Project be responsive to future mitigation requests by the City in Preliminary Engineering; and
5. That the Project be responsive to future mitigation requests by the City during Project Construction including but not limited to wetlands and other riparian concerns; and
6. That the Project be responsive to any and all noise and vibration impacts identified now or during future Project phases; and
7. That the Project be responsive to any privacy impacts identified during future Project phases; and
8. That the Project completes further study specific to Milwaukie area soils and geology and mitigate any impacts identified by these studies; and
9. That the Project works with Milwaukie to protect existing neighborhoods from all impacts of light rail; and
10. That the Project works with Milwaukie to deal with potential transit center spillover parking management; and
11. That the Project locates the Milwaukie Transit Center as far away from the Ledding Library and Scott Park as practicable in order to minimize noise and vibration impacts to these sensitive environments; and

12. That the Project works with the City to minimize traffic impacts on neighborhood and central business district streets; and
13. That the Project and Oregon Department of Transportation work with Milwaukie and Clackamas County to improve the Linwood/Harmony intersection and other impacted intersections and to divert regional traffic onto appropriate regional routes; and
14. That the Project addresses public safety through design and active patrol measures at all stations, transit centers, crossings, and park and ride locations; and
15. That the Project supports the City's Tree City USA efforts by replacing all trees removed from the public right-of-way with equal or better trees and planting trees within all station areas in Milwaukie; and
16. That the Project incorporates other transit system improvements as identified by the Transit Choices for Livability Project; and
17. The Project recognizes the City strongly prefers the operations and maintenance facility be located in Portland due to the substantial negative impact on the City's industrial economic base by locating the facility in Milwaukie; and
18. That the Project ensures multi-modal transit service increases within Milwaukie; and
19. That the Project improves bus service from Oregon City, Gladstone, and Oak Grove to the Transit Center to minimize flow-thru traffic on local streets; and
20. That the Project acknowledges the City Council does not intend to further up-zone station areas; re-zone any transit corridor areas; or otherwise increase population densities in established City neighborhoods; and
21. That the Project actively seeks ways to preserve Milwaukie's unique small town look and feel and works with the community to protect its suburban environment.

Introduced and adopted by the City Council of the City of Milwaukie, Oregon, on  
July 1, 1998.

Carolyn Tomei  
Carolyn Tomei, Mayor

APPROVED AS TO FORM:

[Signature]  
O'Donnell, Ramis, Crew, Corrigan & Bachrach

ATTEST:

Pat DuVal  
Pat DuVal, City Recorder

## TELEFAX TRANSMITTAL SHEET

FAX: (312) 915-3377

DATE: July 23, 1998  
TO: Leon Skiles  
FIRM: Metro  
FAX: 503/797-1929

FROM: Michael T. Laing  
Vice President  
Development Group



Urban Retail Properties Co.  
900 North Michigan Ave.  
Chicago, Illinois 60611-1582

Phone: 312-915-3351

REMARKS: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Number of pages enclosed (including transmittal sheet): \_\_\_\_\_

Please contact us immediately at (312) 915-3400 if you do not receive all pages transmitted.

**CONFIDENTIALITY NOTICE:** This message is intended only for the use of the individual or entity to which it is addressed and contains information that is privileged, confidential and exempt from disclosure under applicable law. Please deliver this message to the addressee immediately. In the event that you receive this communication in error, you are hereby notified that any dissemination, distribution or copying of this communication is strictly prohibited and advised to destroy same immediately. Thank you.





July 23, 1998

Via Fax: (503) 797-1793

Mr. Jon Kvistad  
Presiding Officer  
Metro  
600 N.E. Grand Avenue  
Portland, OR 97232-2736

Re: Testimony on the Recommended Land Use Final Order  
for the South/North Light Rail Project

The Honorable Jon Kvistad:

Please accept the following as testimony concerning the proposed Land Use Final Order for South/North Light Rail in your July 23, 1998 hearing on that matter:

Clackamas Town Center ("CTC") strongly supports and applauds the proposed Land Use Final Order in that it selects the north of CTC terminus alignment for South/North Light Rail. CTC strongly believes this is the best alignment for transit supportive development at the Clackamas Regional Center.

CTC notes that pages 4-30 through 4-31 of the draft Environment Impact Statement for South/North Light Rail ("DEIS"), recommend further study of traffic mitigation at the CTC. As CTC has previously emphasized, putting the light rail terminus on its property will cause absorption of the existing parking for use as a defacto park-and-ride. The recommended LUFO, however, does not carry through expressly the DEIS's recommendation for further study of traffic mitigation. Instead, the proposed findings discuss parking mitigation, but may imply that Metro is minimizing this problem, in that they refer several times to use of surface parking at the mall.

CTC urges the Metro Council to make clear that Metro also sees parking mitigation as an important issue at CTC. To that end, we recommend an amendment to section 4.1 of the LUFO on page 4. Please consider inserting the following after the paragraph in that section reading, "There are no highway improvements in this segment":

"As recommended in the draft Environmental Impact Statement, parking mitigation for the CTC shall be studied further in preparation of the final Environmental Impact Statement, and such mitigation shall be implemented as warranted."



Mr. Jon Kvistad  
Metro  
July 23, 1998  
Page 2

Thank you for this opportunity to testify. CTC is very encouraged by the excellent work of your staff and the staff of other public agencies involved in this process. We hope you will carefully consider our recommendation for an amendment, which is intended to maintain consistency between the LUFO and Environmental Impact statements.

Very truly yours,

URBAN RETAIL PROPERTIES CO.

Michael T. Laing  
Vice President  
Development Group

MTL/es

bcc: Leon Skiles - Metro  
Tom Vanderzanden, Clackamas County DOT  
Frank Hammond, O'Donnell Ramis  
Tom Wright, Group Mackenzie  
Russell Blender, Commonwealth Realty Advisors  
Charles Gill, Urban



**TRI-MET  
MEMORANDUM**

---

**DATE:** June 25, 1998  
**TO:** Ron Higbee  
**FROM:** Dean Phillips  
**RE:** SOUTH/NORTH LIGHT RAIL; CLACKAMAS TOWN CENTER  
WRITTEN TESTIMONY

---

Attached for your information, is a copy of the first written testimony from Tim Ramis, on behalf of the Clackams Town Center, relating to the selected northern option for the terminus station.

As you will note, the Center supports the alignment choice but does want additional traffic mitigation studied, and also wants mandatory mitigation incorporated into the LPS and LUFO documents.

cc: Mark Greenfield  
Sarah Ryan

METRO

Leon Skiles  
Sharon Kelly  
Larry Shaw  
Dave Unsworth

DMP/lc  
attach;

# O'DONNELL RAMIS CREW CORRIGAN & BACHRACH, LLP

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D. DANIEL CHANDLER ++  
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Portland, Oregon 97209

TELEPHONE: (503) 272-4402  
FAX: (503) 243-2944

PLEASE REPLY TO PORTLAND OFFICE

June 23, 1998

CLACKAMAS COUNTY OFFICE  
181 N. Grant, Suite 202  
Canby, Oregon 97013  
TELEPHONE: (503) 266-1149

VANCOUVER, WASHINGTON OFFICE  
First Independent Place  
1220 Main Street, Suite 451  
Vancouver, Washington 98660-2964  
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JAMES M. COLEMAN  
SPECIAL COUNSEL

\* ALSO ADMITTED TO PRACTICE IN WASHINGTON  
\*\* ALSO ADMITTED TO PRACTICE IN CALIFORNIA  
++ ALSO ADMITTED TO PRACTICE IN WASHINGTON AND MONTANA

Tri-Met Board of Commissioners  
c/o Nancy Klass  
4012 SE 17<sup>th</sup> Avenue  
Portland, OR 97202

Re: Testimony on Recommended Land Use Final Order and Locally Preferred Strategy  
for South/North Light Rail Project.

Dear Commissioners:

This firm represents Clackamas Town Center ("CTC") concerning the South/North Light Rail Project. Please include this letter as testimony on behalf of CTC in your proceedings on the Locally Preferred Strategy ("LPS") and Land Use Final Order ("LUFO").

Clackamas Town Center strongly supports and applauds the recommendation of the LUFO Steering Committee selecting the north of CTC terminus alignment for South/North Light Rail. CTC strongly believes this is the best alignment for transit supportive development at the Clackamas Regional Center.

CTC notes that at pages 4-30 through 4-31 of the Draft Environmental Impact statement for South/North Light Rail ("DEIS"), the DEIS recommends further study of traffic mitigation at the CTC. As CTC has previously noted, putting the light rail terminus on its property will cause absorption of existing parking for use as defacto park-and-ride. Neither the recommended LUFO nor the recommended LPS carries through the DEIS's recommendation for further study of traffic mitigation, however.

Tri-Met Board of Commissioners  
June 23, 1998  
Page 2

CTC asks that you address this oversight by making some simple amendments to the recommended LPS and LUFO. With regard to the LPS, we recommend that you add the following bullet point on page 3 under the heading "Clackamas Regional Center, Other":

- As recommended in the Draft Environmental Impact Statement, parking mitigation for the CTC shall be studied further in preparation of the Final Environmental Impact Statement, and such mitigation shall be implemented as warranted.

We recommend a similar amendment to Section 4.1 of the recommended LUFO on page 4. Please consider inserting the following after the paragraph in that section reading "There are no highway improvements in this segment":

As recommended in the Draft Environmental Impact Statement, parking mitigation for the CTC shall be studied further in preparation of the Final Environmental Impact Statement, and such mitigation shall be implemented as warranted.

Thank you for this opportunity to testify. CTC is very encouraged by the excellent work of your staff and the staff of other public agencies involved in this process. We hope you will carefully consider our recommendation for amendments, which are intended to maintain consistency between the LPS, LUFO, and environmental impact statements.

Very truly yours,



Frank Hammond

GFH/cuj  
cc: Mike Laing

Attorney at Law

Suite 1080  
111 S.W. Columbia Street  
Portland, Oregon 97201  
Telephone: (503) 227-2979  
Facsimile: (503) 227-3015

**M E M O R A N D U M**

**To:** Leon Skiles, Sharon Kelly  
**From:** Mark Greenfield  
**Subject:** Contents and Management of Land Use Final Order (LUFO) Record  
**Date:** May 26, 1998

---

This memorandum addresses the contents and management of the LUFO record, *i.e.* what the LUFO record should include and how it should be indexed and organized. This memorandum is intended both to provide guidance to the person(s) maintaining the record and to facilitate the timely submittal of a complete and accurate record in the event the LUFO is appealed.

**A. Contents of LUFO Record.**

House Bill 3478, Section 9(6) states that in the event of an appeal of a land use final order:

"The record shall consist of the land use final order, the written findings accompanying the land use final order, the notice of the land use final order hearing, any audio cassette recordings of the hearing, a statement of matters that were officially noticed at the hearing, the staff report and any amendments thereto and documents accepted into the record at the hearing. Metro shall make a copy of the record available for inspection by petitioners and shall provide a copy of the record to any petitioner upon request for the actual costs of copying."<sup>1</sup>

For the most part, the language in Section 9(6) is self-explanatory. However, the terms "matters officially noticed" and "documents accepted into the record at the hearing" warrant clarification.

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<sup>1</sup>This language is nearly identical to the language contained in Senate Bill 573 (1991) governing the Westside Corridor Project.

**1. Matters Officially Noticed.**

Section 7(5) of HB 3478 allows the Council to

*"take official notice at the hearing of any matter identified in ORS 40.065 and 40.090 or as authorized by the resolution, if any, of the council establishing hearing procedures for the adoption of land use final orders." (Emphasis added.)*

ORS 40.065 and 40.090 identify, respectively, facts and law which may be officially noticed. Officially noticeable facts (ORS 40.065) are facts that are generally known within the territory, not subject to reasonable dispute, and capable of accurate and ready determination by resort to sources whose accuracy cannot reasonably be questioned. Officially noticeable law (ORS 40.090) includes, among other things, the decisional, constitutional and statutory law of the United States and the State of Oregon, and ordinances, comprehensive plans or enactments of any county or incorporated city.

*House Bill 3478* clearly is officially noticeable under this statute. If a copy of this law is not otherwise entered into the record, then the Council should take official notice of it at the hearing. Likewise, the *comprehensive plans and land use regulations of the affected jurisdictions (Clackamas County, Milwaukie and Portland)* are officially noticeable. Again, if these documents are not otherwise entered into the record, then I recommend that the Council officially notice them because they provide evidentiary support for some of the findings.

Because Metro is neither a county nor an incorporated city, *Metro's ordinances and functional plans* might not qualify for official notice under this statute. If so, they still could qualify for official notice if the Council authorizes official notice of them in a resolution establishing hearing procedures for the adoption of land use final orders. Any such resolution itself should be part of the record.

Beyond the above-described items, I see no need for the Metro Council to take official notice of facts or law. Should the Metro Council decide to officially notice any matters, I recommend that it identify those matters with particularity during its announcement of hearing procedures made at the commencement of the public hearing pursuant to Section 7(3) of HB 3478. Those matters would then become part of the record.

**2. Documents Accepted into the Hearing Record.**

The record typically contains all evidence and testimony submitted by staff and by interested parties into the LUFO public hearing record. The record remains "open" until the Council's Presiding Officer closes the hearing.

**a. Evidence Submitted by Interested Parties.**

The application, and written and oral evidence and testimony submitted in favor of or against the application by interested parties (individuals, organizations, neighborhood associations, businesses, corporations, public officials, etc.) at the public hearing is part of the record unless expressly excluded by the Metro Council. See HB 3478, Section 7(4).<sup>2</sup> However, evidence and testimony submitted after the public hearing has been closed is untimely filed and is not part of the record.

Written evidence and testimony received by Metro prior to the public hearing is part of the record, provided that the evidence is submitted in accordance with instructions in the public hearing notices. If the public notice directs interested parties to submit written evidence and testimony to a specific individual or office (e.g., Anna Kemp) evidence submitted to other individuals or offices would not be considered part of the record unless it is transferred to and received by the appropriate individual or office prior to the close of the public hearing.

It is important to distinguish evidence submitted as part of the LUFO decision-making process from evidence submitted as part of the LPS decision-making process. Evidence submitted as part of the LUFO decision-making process should be responsive to Tri-Met's application and should address compliance with the LCDC criteria that govern this land use decision. Evidence submitted as part of the LPS decision-making process may be much broader in scope and would not be directed at the LCDC criteria. Distinguishing and separating this evidence will help make the LUFO process more manageable.

**b. Evidence Submitted by Staff.**

Because the LUFO findings of compliance with the applicable LCDC criteria must be supported by substantial evidence in the record, it is very important that the record include all of the documents relied upon by staff to provide that supporting information. Similarly, the record must include all of the evidence demonstrating compliance with the procedural requirements of HB 3478.

**At a minimum, and based on the Westside experience, I recommend that staff include at least the following documents in the record.** This list includes several of the documents that HB 3478 expressly requires be included in the record:

1. A copy of House Bill 3478.
2. A copy of LCDC Order No. 01-98 (establishing South/North land use criteria), together with the following attachments:
  - (1) The Director's Report dated May 9, 1996;

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<sup>2</sup> Section 7(4) allows the Council to exclude irrelevant, immaterial or unduly repetitious testimony.



- (2) Metro's submittal in support of Proposed South/North Criteria, including:
    - (a) Mike Burton's cover letter;
    - (b) The letter from the regional partners in support of the proposed criteria;
    - (c) The proposed criteria;
    - (d) The narrative in support of the proposed criteria; and
    - (e) The plan policies applicable to selection of the criteria.<sup>3</sup>
3. The South/North Draft Environmental Impact Statement.
4. A complete set of South/North DEIS Technical Reports.
5. Other Technical Reports (if any) developed for the Public Hearing.
6. Rebuttal Memoranda or other evidence developed for the Public Hearing.
7. A copy of the comprehensive plans and relevant land use regulations of Clackamas County and the Cities of Milwaukie and Portland.
8. The adopted Metro Council Hearing Procedures (if any).
9. The Public Hearing Notices, including
  - (1) Legal Publication Notice of the Council Hearing (including Affidavit of Publication);
  - (2) Notices Mailed to Affected Governmental Bodies (with Affidavit of Mailing);<sup>4</sup> and
  - (3) Other Mailed Notices (to persons on mailing lists or otherwise affected).
10. The Staff Report, and any Amendments thereto.
11. The South/North Briefing Document (if any).
12. The Notice of Final Adoption, including Mailing Labels identifying the names of the parties to whom notice was sent.

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<sup>3</sup> I have copies of all of these documents in my files if needed.

<sup>4</sup> Specifically, the notices mailed to Tri-Met, ODOT, Clackamas and Multnomah Counties, and the cities of Portland, Milwaukie, Gladstone and Oregon City.

## **B. Management of LUFO Record.**

Even excluding the South/North DEIS and technical reports, the LUFO record will likely be very large. To avoid confusion and complications, particularly in the event of an appeal, it is very important that this record be carefully managed. Once the LUFO record is opened, this can be a time-consuming process. Accordingly, I strongly recommend that whoever is assigned this task be skilled in this type of work and have adequate time available to handle the work.

In the event of an appeal, the LUFO record would be filed both with the Land Use Board of Appeals (LUBA) and the State Court Administrator. HB 3478, Section 9(6). Under LUBA's rules, local land use records must (1) include a table of contents; and (2) be arranged in inverse chronological order. While these rules might not directly apply to a LUFO appeal proceeding, I nevertheless recommend that they be followed as much as possible. The record should be easy to use by (1) petitioners; (2) Metro and other respondents; (3) LUBA; and (4) the Supreme Court.

**To facilitate compilation and indexing of an easy-to-use record in event of an appeal, I first recommend that the record documents submitted by staff and by interested parties be separated into three document categories as follows:**

1. **Large/Oversized Exhibits**, including the DEIS, the DEIS Technical Reports, large maps and exhibits, audiocassettes of the public hearing, and similar large or oversized documents that are difficult to photocopy.
2. **Staff and Council-generated Documents**, including HB 3478, LCDC Order 01-98 and attachments, documents developed for the hearing, the transcripts of the DEIS hearings, adopted Council procedures, public hearing notices and supporting affidavits, any briefing documents, the staff report and any amendments thereto, the LUFO and the resolution adopting the LUFO, the LUFO findings, and the Council's Notice of Decision on the LUFO.
3. **Documents submitted by Interested Parties**, including the application, letters, maps, attachments, etc. Documents that are difficult to copy (e.g., larger in size than 8 1/2 x 14) should be included with the large and oversized exhibits.

**Second, I recommend that each category of evidence be placed in separate, clearly-labeled storage boxes.** In some instances, written testimony and evidence might include both normal-sized and oversized documents (e.g., large maps that are difficult to photocopy). In these instances, the oversized documents should be stored separately from the normal-sized documents but clearly identified in the index to oversized documents (see below) as attachments to the normal-sized documents (e.g., oversized exhibit attached to August 3, 1998 letter from XYZ Corporation). Also in each such instance, the oversized exhibit should be cross-referenced within the appropriate document located in the normal-sized storage box.

Third, I recommend that (1) the documents contained within each document category be arranged in reverse chronological order; and (2) each document category include a index, updated regularly, identifying with particularity each item submitted into the record (e.g., letter from J. Doe to Metro Council dated August 1, 1998, plus attachments; report dated August 8, 1998 from Roadblock Consultants, submitted on behalf of XYZ Corporation).

If an appeal is filed, the various documents (other than the oversized documents) will need to be given page numbers. Because the documents are arranged in reverse chronological order, I recommend that page numbering be delayed for now.

**C. Maintaining List of Persons Receiving Notice of Decision.**

Under HB 3478, Section 7(8), the Metro Council must mail written notice of its adoption of a land use final order to all persons who (1) provided oral or written testimony; and (2) expressly provided, in writing, a request for written notice of the decision, including a mailing address to which notice should be sent.

To comply with Section 7(8) and avoid complications in event of appeal, it is extremely important that the record keeper at Metro (1) carefully review all written correspondence to identify the persons to whom notice must be sent; and (2) maintain a current list of those persons and their mailing addresses. The list should be updated regularly as requests for written notice come in. The record keeper should anticipate that additional written requests for notice will be submitted at the public hearing.

I recommend that the person maintaining the list of persons receiving notice coordinate closely with Metro's legal counsel on this issue. There is no room for mistakes here.

**D. Distribution of Written Testimony.**

Whoever maintains the record will need to make copies of each document for distribution to appropriate people. In addition to others at Metro or Tri-Met who should receive copies of written testimony, I will need a copy of each document to review for issues relevant to compliance with the LCDC criteria. Because time will be of the essence in this proceeding, a process should be established to ensure that documents are copied and distributed in a timely and regular manner.

cc: Chris Billington  
Larry Shaw  
Ron Higbee  
Alonzo Wertz  
Mike Eidlin  
Dean Phillips

**NOTICE OF PUBLIC HEARING BEFORE THE METRO COUNCIL  
REGARDING ADOPTION OF A LAND USE FINAL ORDER  
FOR THE SOUTH NORTH CORRIDOR PROJECT**

Notice is hereby given that on July 23, 1998, the Metro Council will hold a public hearing to consider the light rail route, light rail stations, lots and maintenance facilities, and the highway improvements for the South North Corridor Project, including their locations, for which decisions will be made in a Land Use Final Order (LUFO). The public hearing will begin at \_\_\_\_\_ p.m. [insert time] in \_\_\_\_\_ [identify room number, building, street address, city and state]

During the hearing, testimony will be taken from the public regarding the light rail route, light rail stations, lots and maintenance facilities, and the highway improvements for the project, including their locations, as provided by Or Laws 1996, Chapter 12. Testimony may be submitted orally or in written form during the hearing, or in advance of the hearing as noted below. At the close of the hearing, the Metro Council will consider adoption of a Land Use Final Order determining these facilities and improvements.

Metro's staff report and the land use criteria adopted by the Oregon Land Conservation and Development Commission that are applicable to this hearing will be available for inspection as of July \_\_\_, 1998 at Metro's offices, located at 600 NE Grand Avenue, Portland, Oregon 97232. [Metro also can choose to make these available to the public at no cost. If so, it should indicate that these documents can be obtained at no cost from Metro's offices or by calling \_\_\_\_\_ (give number).]

Written testimony may be submitted for the record in advance of the hearing. WRITTEN TESTIMONY SUBMITTED IN ADVANCE OF THE HEARING SHALL BE ADDRESSED OR PERSONALLY DELIVERED TO METRO (ATTENTION: ANNA KEMP), 600 NE GRAND AVENUE, PORTLAND, OREGON 97232 AND SHOULD BE CLEARLY IDENTIFIED AS "WRITTEN TESTIMONY FOR THE METRO COUNCIL'S HEARING ON A LAND USE FINAL ORDER -- SOUTH/NORTH PROJECT" TO BE ASSURED OF INCLUSION IN THE RECORD.

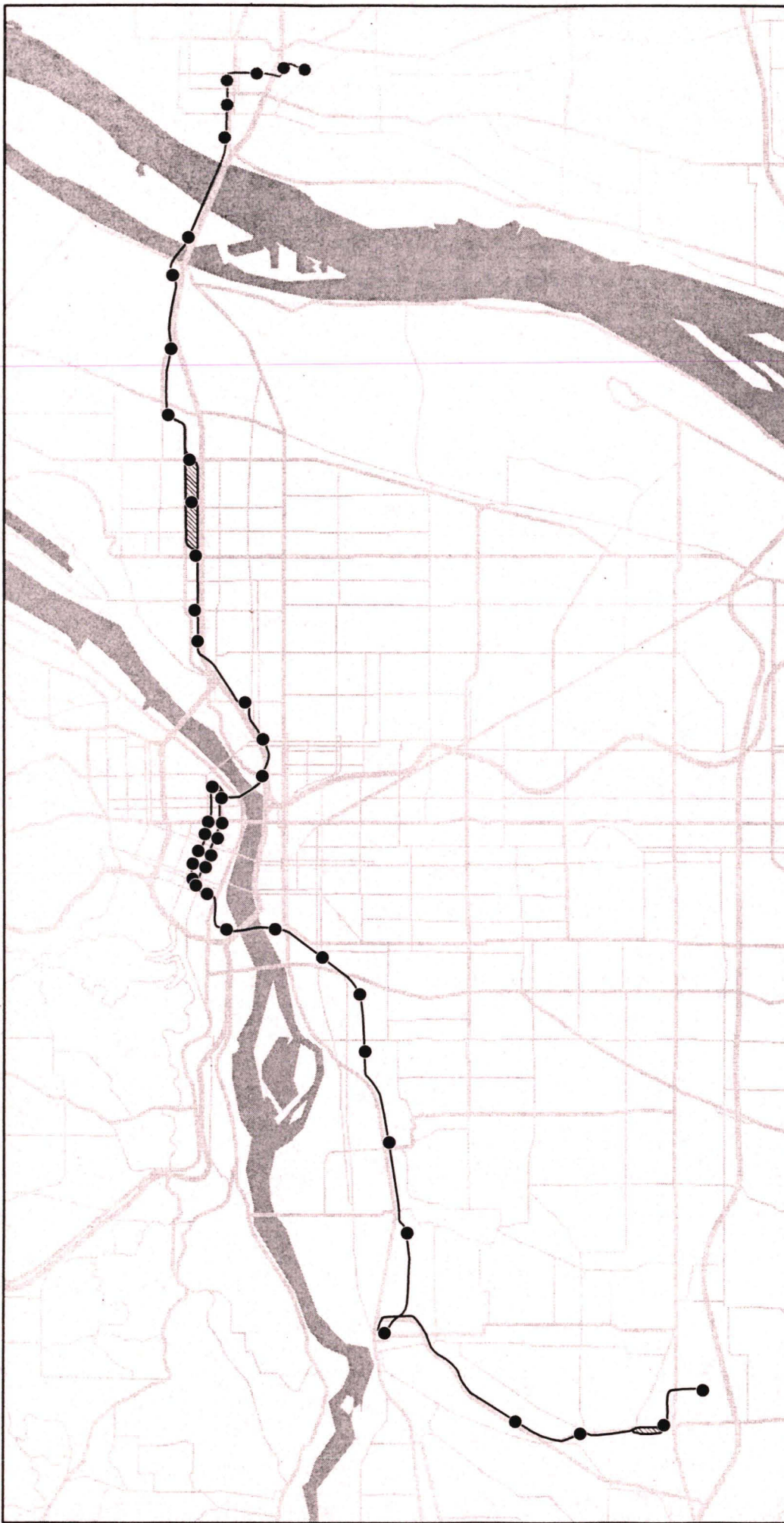
Persons wishing to submit testimony are encouraged to provide written testimony to the address noted in the above paragraph at least 48 hours in advance of the hearing. Fifteen copies should be submitted for distribution to the Metro Council and staff.

ONLY WRITTEN TESTIMONY RECEIVED PRIOR TO THE CLOSE OF THE PUBLIC HEARING WILL BE INCLUDED IN THE RECORD. WRITTEN NOTICE OF ADOPTION OF A LAND USE FINAL ORDER WILL BE PROVIDED ONLY TO PERSONS WHO PROVIDE ORAL OR WRITTEN TESTIMONY AND WHO ALSO HAVE PROVIDED, IN WRITING, A REQUEST FOR WRITTEN NOTICE AND A MAILING ADDRESS TO WHICH THE NOTICE SHOULD BE SENT.

Appeals from actions taken by the Metro Council in adoption of a Land Use Final Order must be personally delivered to the Land Use Board of Appeals, the State Court Administrator and the offices of Metro's Executive Officer within 14 days following the date the Land Use Final Order is reduced to writing and bears the necessary signatures.

FAILURE OF A PERSON TO RAISE AN ISSUE AT THE HEARING, ORALLY OR IN WRITING, OR FAILURE TO PROVIDE SUFFICIENT SPECIFICITY TO AFFORD THE METRO COUNCIL AN OPPORTUNITY TO RESPOND TO THE ISSUE RAISED, WILL PRECLUDE APPEAL BY THAT PERSON TO THE LAND USE BOARD OF APPEALS OR THE OREGON SUPREME COURT BASED ON THAT ISSUE. PERSONS WHOSE NAMES APPEAR ON PETITIONS SUBMITTED INTO THE PUBLIC HEARING RECORD WILL NOT BE CONSIDERED BY THAT ACTION TO HAVE PROVIDED ORAL OR WRITTEN TESTIMONY AT THE HEARING.





**South  
North**

Transit Corridor Study

# Locally Preferred Strategy Final Report

**Metro Council**

July 23, 1998



**METRO**

South/North Transit Corridor Study

# South/North Locally Preferred Strategy Final Report

July 23, 1998



**METRO**

The preparation of this report was financed in part by the U.S. Department of Transportation, Federal Transit Administration. The opinions, findings and conclusions expressed in this report are not necessarily those of the U.S. Department of Transportation, Federal Transit Administration.

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## **A. Introduction**

This report outlines the alternatives and options that constitute the South/North Locally Preferred Strategy (LPS). Appendix A of this report provides maps of the LPS within the project's nine segments. This report was approved by the Southwest Regional Transportation Council (RTC) on July 7, 1998, by the Joint Policy Advisory Committee on Transportation (JPACT) on July 9, 1998 and by the Metro Council on July 23, 1998 (see Appendix B).

The selection of the LPS was based upon: 1) review of public comment, 2) information included within the Draft Environmental Impact Statement (DEIS) and ancillary documents, 3) the project's adopted goal, criteria and evaluation measures, and 4) the consideration of recommendations from the following committees and jurisdictions (see Appendices C and D):

- South/North Project Management Group (May 21, 1998)
- Downtown Portland Oversight Committee (May 26, 1998)
- Citizens Advisory Committee (May 28, 1998)
- South/North Steering Committee (June 5, 1998)
- Portland City Council (June 18, 1998)
- Clackamas County Board of Commissioners (June 25, 1998)
- Tri-County Metropolitan Transportation District of Oregon (Tri-Met) (July 1, 1998)
- Milwaukie City Council (July 1, 1998)
- Multnomah County Board of Commissioners (July 16, 1998)

The LPS Report will form the basis of subsequent project activities such as the development of Preliminary Engineering, the preparation of the Final Environmental Impact Statement (FEIS) and preparation of the FEIS Finance Plan.

## **B. Light Rail Length Alternative**

The Metro Council and the Southwest Washington Regional Transportation Council adopts the phased implementation of a Full-Length South/North Light Rail Project, extending from Clackamas County, Oregon, through the cities of Milwaukie and Portland, to Vancouver, Washington as the length alternative for the South/North Locally Preferred Strategy. Proposed construction phases of the project are described below and are subject to agreement with the Federal Transit Administration (FTA) and execution of a Full Funding Grant Agreement with the federal government. Based upon this LPS, Metro, Tri-Met and the FTA will immediately initiate preparation of the Final Environmental Impact Statement (FEIS) for the first construction segment (Interim Operating Segment 1) of the Phase I South/North Light Rail Project. FEIS's for subsequent construction segments will be completed prior to initiating final design and construction for those segments, and would be prepared concurrent with construction for the prior construction segment. Integrated finance plans will be developed for IOS 1 and 2 prior to the construction of IOS 1, and for IOS 2 and 3 prior to construction of IOS 2.

## **B.1 Primary Elements of the Phase I South/North LRT Project**

**Full-Length Project: North CTC Transit Center to VA/Clark College**  
(21.1 track miles) (Note: IOS = Interim Operating Segment)

**IOS 1:** • Rose Quarter Transit Center to Linwood Park-and-Ride Lot  
(10.7 track miles) • Downtown Portland Full Transit Mall Alternative

**IOS 2:** Linwood Park-and-Ride Lot to North CTC Transit Center  
(combined 5.7 track miles) • Rose Quarter Transit Center to Kenton

**IOS 3:** • Kenton to Vancouver/Clark College  
(4.7 miles)

## **B.2 Anticipated Timing**

Based upon the LPS, the South/North Phase I Project would be implemented through three construction segments, termed Interim Operating Segments (IOS). Final design and construction of IOS 1 from the Rose Quarter Transit Center to the Linwood Park-and-Ride Lot in Clackamas County would begin in 1999, and it is expected that light rail service on IOS 1 would be initiated as early as 2004. Final design and construction for IOS 2 would generally follow completion of IOS 1, and final design and construction for IOS 3 would generally follow IOS 2. The anticipated construction sequencing would allow for an overlap of approximately one year between IOSs during which final design for the following segment would be initiated while construction for the previous segment is being completed.

## **B.3 Phase II Extensions**

The elements included within this LPS primarily address the Phase I South/North Light Rail Project from the Clackamas Regional Center to Vancouver, Washington. The South/North Project also includes Phase II extensions to Oregon City and possibly further east and/or north into Clark County. This section reaffirms the Metro Council's and RTC's endorsement of a Phase II extension of the South/North Project to Oregon City. The Metro Council and RTC also endorse the study of a future eastside rail connection and reaffirm that designs of the South/North Project will allow for an eastside rail connection that would generally extend on the eastside of the Willamette River between the OMSI station and the Rose Quarter Transit Center. Staff will prepare a schedule and conceptual work plan for studying the eastside rail connection as an element of the Phase II Project.

**Phase II Oregon City:** • Concurrent with preparation of the FEIS for IOS 1, initiate a study to select either SE McLoughlin Boulevard or I-205 for a Phase II Oregon City extension.  
• Prior to completion of the FEIS for IOS 2, evaluate whether construction of the Oregon City extension could occur concurrent with IOS 3.

- Phase II Clark County:**
- Prior to initiation of final design and construction of IOS 3 to Vancouver, study whether or not to extend the LRT line north and/or east from the VA/Clark College Station (i.e., compare expansion of park-and-ride lot capacity with extension of the LRT line).
  - Tri-Met will ensure that the Portland Airport LRT Project would allow for an extension to Clark County via I-205.
  - RTC, Metro, C-TRAN, the City of Portland, the City of Vancouver, ODOT and WSDOT should undertake a bi-state study to determine the feasibility, cost and financing options for an LRT extension via I-205.
  - Prior to initiation of the FEIS for IOS 3, integrate the LRT facility into a broader transportation improvement strategy through an I-5 Trade Corridor Study sponsored by ODOT and WSDOT.

### **C. Segment Alignments and Options**

This section outlines the alignments, options, park-and-ride lots and other elements that constitute the LPS for the South/North Light Rail Project. These elements may change through the preparation of PE/FEIS (including the adoption of various mitigation plans), the adoption of a finance plan and execution of a Full-Funding Grant Agreement with the federal government.

- Summary:**
- North of CTC to CTC Transit Center
  - Highway 224
  - Caruthers/Moody
  - Full Transit Mall/Irving Diagonal Mitigated
  - East I-5/Russell
  - Interstate Avenue with a Crossover/Retain Alberta Ramps Mitigated

#### **C.1 Clackamas Regional Center**

- Alignment:** North of Clackamas Town Center (CTC)
- Design Option:** Result of Clackamas Community College (CCC), Oregon Institute of Technology (OIT), North Clackamas Parks District and light rail transit (LRT) Master Plan
- Terminus Option:** CTC Transit Center for IOS 2 and Full-Length
- Park-and-Ride Lot:**
- Approximately 900 spaces at OIT/CCC (450 structured and 450 surface, mix of surface and structure may change as a result of the master planning effort).
  - Approximately 600 spaces at a surface lot located at the New Hope Church site connected to the CTC Transit Center with bus service.
  - Refine the distribution of park-and-ride capacity between the Linwood, Tacoma St. and OIT/Aquatic Center park-and-ride sites, including the addition of approximately 500 spaces among the three lots.
- Schedule:** IOS 2

- Other:
- The project will coordinate the design of the CTC Transit Center and LRT alignment parallel to Monterey with the CTC's developing expansion master plan and Clackamas County's planned improvements for Monterey.
  - Designs in this segment will allow for an Oregon City extension via I-205.

## **C.2 East Milwaukie**

- Alignment: **Highway 224**
- Terminus Option: Linwood Park-and-Ride Lot for IOS 1
- Park-and-Ride Lot:
- Approximately 400 surface spaces at Linwood southeast of Harmony in IOS 1.
  - Add approximately 900 spaces at the Linwood Park-and-Ride Lot and structure all spaces in IOS 2: total approximately 1,300 structured spaces.
  - Limit the Linwood Park-and-Ride Lot to southeast of SE Harmony Road.
  - No park-and-ride lot or station at the Milwaukie Marketplace.
  - Refine the distribution of park-and-ride capacity between the Linwood, Tacoma St. and OIT/Aquatic Center park-and-ride sites, including the addition of approximately 500 spaces among the three lots.
- Schedule:
- IOS 1 to Linwood Park-and-Ride Lot with approximately 400 surface spaces.
  - IOS 2 structure Linwood Park-and-Ride Lot and increase capacity by approximately 900 spaces.
- Other:
- Evaluate the design of the LRT crossing of Harrison Street to balance cost, urban design, traffic and LRT operations and safety objectives.
  - Include a light rail station on the north side of Highway 224 at SE Freeman Way, and refine the design of the station to improve the platform environment for rail passengers, including the mitigation of roadway noise impacts to the light rail station.

## **C.3 Milwaukie Regional Center**

- Alignment: **Main Street/Tillamook Branch Line Mitigated**
- Park-and-Ride Lot:
- Approximately 800 spaces at Tacoma St. (800 structured).
  - Refine the design of the Tacoma St. Station and Park-and-Ride Lot to reflect site limitations, optimize development opportunities and improve pedestrian access (including extending the Springwater Corridor Trail across McLoughlin Boulevard) and auto access to and from the lot.
  - Refine the distribution of park-and-ride capacity between the Linwood, Tacoma St. and OIT/Aquatic Center park-and-ride sites,

including the addition of approximately 500 spaces among the three lots.

- O&M Facility • Advance the South of Ochoco site into PE/FEIS with a Center St. site (see the South Willamette River Crossing Segment).
- Prior to publication of the PE/FEIS for IOS 1, select a preferred maintenance facility site and develop an implementation plan.

Schedule: IOS 1

- Other: • Refine the alignment within downtown Milwaukie to mitigate impacts to Scott Park and to improve the urban design characteristics of the proposed transit center.
- Design the LRT alignment and transit center to allow for an extension to Oregon City via McLoughlin Blvd.
- Refine the LRT alignment to address floodplain issues along Johnson Creek.

#### **C.4 McLoughlin Boulevard**

Alignment: **McLoughlin Boulevard**

Design Option: Pedestrian Crossing at Bybee

Schedule: IOS 1

- Other: • Study further the option of rebuilding the Bybee Overpass to identify the actual marginal cost of rebuilding the overpass compared to building the pedestrian crossing. Funding of the marginal cost difference would be provided by others and would need to be in hand by the Full Funding Grant Agreement for IOS 1.
- The design of the LRT alignment will allow for the possible expansion of SE McLoughlin Boulevard without taking trees in what would become the highway median.

#### **C.5 South Willamette River Crossing**

Alignment: **Caruthers Crossing**

Design Option: Moody Avenue

- Maintenance Facility: • Develop a Center Street LRT O&M facility site option.
- Advance the Center Street site into PE/FEIS with a South of Ochoco site (see the Milwaukie Regional Segment).
- Prior to publication of the PE/FEIS for IOS 1, select a preferred maintenance facility site and implementation plan.

Schedule: IOS 1

- Other: • The preferred LRT alignment south of Holgate would be on right-of-way currently owned by the UPRR.
- An alternate LRT alignment south of Holgate west of the UPRR property will be included within PE/FEIS.
- Refine station locations and pedestrian access to stations between OMSI and Holgate.
- Refine designs in the Clinton Street area to mitigate traffic impacts.

- Refine spur track crossing designs to reduce costs and address impacts to and from freight rail facilities.
- Refine the westbank LRT alignment design to accommodate an extension of the Portland Central City Street Car to North Macadam, the Willamette Shore Trolley and the Willamette River Greenway Trail.
- Design the Caruthers Bridge to provide a navigational clearance of up to 83 feet CRD, and mitigate any remaining navigation impacts with operating agreements. A permit specifying the minimum navigational clearances for the Caruthers Bridge can only be issued by the US Coast Guard following completion of the federal environmental process.
- Undertake a type, size and location study for the Caruthers Bridge early within the PE/FEIS phase, and allocate a sufficient budget to allow for the selection of an alternate bridge type to address visual and aesthetic impacts of the bridge.
- Study the inclusion of a bicycle and pedestrian path on the Caruthers Bridge during the type, size and location study to identify the actual marginal cost of adding the path to the bridge (funding of the marginal cost difference would be provided by others and would need to be in hand by the Full Funding Grant Agreement for IOS 1).
- Design of the LRT alignment will allow for a future eastside rail connection.

## C.6 Downtown Portland

Alignment: The **Full Transit Mall Alternative** be included within the first construction segment (IOS 1) of the South/North Light Rail Phase I Project.

- North Entry Options:
- The **Irving Street Design Option**, with the northbound Irving Diagonal Station and the southbound station on NW 5<sup>th</sup> Avenue south of NW Irving Street;
  - The Irving Street alignment will be based upon the revised design that would avoid and mitigate a variety of impacts associated with the design included within the DEIS, thus avoiding the displacement of the Glisan Street Warehouse;
  - The project will refine the location of the southbound light rail station on NW 5<sup>th</sup> Avenue at NW Irving Street to examine the trade-offs between locating a station closer to Union Station with the potential closure of NW Hoyt Street at NW 5<sup>th</sup> Avenue;
  - The project will refine the north mall design and traffic/transit operations plan to retain existing through-traffic access on NW 5<sup>th</sup> and 6<sup>th</sup> Avenues; and
  - The project will develop plans to mitigate impacts to loading docks and other vehicle access points.



- South Entry Stations:
- Metro, Tri-Met and the City of Portland will conduct a South Entry LRT/Streetcar Design Coordination Study to refine the south entry alignment design for the South/North Project to allow for a Portland Central City Streetcar extension from PSU, via SW Harrison Street, to the North Macadam development area. This study will coordinate with the design and location of the Harrison Street connector.
  - A station on SW Harrison Street between SW 2<sup>nd</sup> and 3<sup>rd</sup> Avenues is needed to: 1) serve the existing population and employment in the South Auditorium District; and 2) provide a connection between South/North light rail and an extension of the City of Portland's Central City Streetcar into the North Macadam redevelopment area and to other transit service to the south of downtown Portland. Because it would provide a dual function, funding for the Harrison Street Station should be sought from a variety of sources, including the South/North Light Rail Project and the Central City Streetcar Project.
  - A RiverPlace Station between SW Front Avenue and SW Harbor Drive will be dropped from further consideration.

Schedule: IOS 1

Other: Metro, Tri-Met and the City of Portland will continue to work with the Downtown Portland Oversight Committee and other interested parties to:

- Refine the design of the South Mall to meet LRT, bus, automobile, parking, pedestrian access, urban design, development and other objectives;
- Prepare and adopt a detailed construction impact mitigation plan outlined in the *Downtown Portland Tier I Final Report* (Metro: December 1995);
- Develop an operations plan that would accommodate retaining all projected (year 2015) buses on the downtown Portland transit mall with no off-mall bus improvements (Tri-Met and the City of Portland should continue to work together with the Central City community to finalize, adopt and implement the Central City Transit Plan that would specify bus routing throughout the Central City, including the Downtown Portland Segment);
- Develop an on and off-street parking displacement mitigation plan;
- Develop a plan to mitigate traffic impacts that would result from the LRT at-grade crossing of SW Front Avenue; and
- Develop a plan to mitigate traffic impacts at W Burnside, including the analysis of an integrated signal system for Burnside and the North Mall.



## C.7 Eliot

- Alignment:
- **East I-5** South of the Broadway/Weidler Couplet
  - **Russell Alignment** North of the Broadway/Weidler Couplet
- Design Option:
- **LRT/Roadway Refinement Study.** Tri-Met, the City of Portland, ODOT and Metro will work together to develop a refined design for this area that addresses the following needs in an integrated manner: LRT access and operations; capacity and weave problems on I-5; access to, from and within the Lloyd District; and the development of the Broadway/Weidler couplet as a Main Street. The results of the study will include a phasing and financing plan. If the study does not result in a mutually-agreed upon solution, then the East I-5/Russell with a grade-separated crossing of the Broadway/Weidler couplet will be constructed. The study will be completed no later than the initiation of the FEIS for IOS 2.
- Terminus Option:
- At-Grade Rose Quarter Transit Center
- Schedule:
- IOS 1 at Rose Quarter Transit Center
  - IOS 1 to Rose Quarter Transit Center
  - IOS 2 North from Rose Quarter Transit Center
- Other:
- Refine the design of the Russell Street Station and the LRT alignment near Emanuel Hospital, the Ronald McDonald House and City of Portland facilities in order to reduce impacts to adjacent properties and meet urban design objectives in the area.
  - Refine the Flint Avenue alignment to reduce displacements, meet urban design and redevelopment objectives in the area, minimize neighborhood impacts and meet safety and access objectives for the Harriot Tubman school, and work with the Eliot Neighborhood and the City of Portland to develop a mitigation plan to mitigate remaining neighborhood impacts.
  - During PE/FEIS for IOS 1, refine the design of the At-Grade Rose Quarter Transit Center. The refined design could include or provide for the future realignment and/or grade separation of Interstate Avenue.
  - Design the LRT alignment within the vicinity of the Rose Quarter Transit Center to allow for a future eastside rail connection.

## C.8 North Portland

- Alignment:
- **Interstate Avenue with Crossover from I-5**
- Design Option:
- Retain Alberta Ramps Mitigated
- Terminus Option:
- IOS 2 at Kenton
- Schedule:
- IOS 2 to Kenton
  - IOS 3 North from Kenton
- Other:
- A range of crossover alignments (from the I-5 alignment in the south to an Interstate Avenue alignment in the north) will be analyzed in a Crossover Study. The scope of the Crossover Study will generally

- be between Killingsworth and Lombard and will be complete prior to initiating the FEIS for IOS 2. Selection of the preferred crossover will be approved as an amendment to the LPS.
- The design of the LRT alignment will accommodate a 35 mph speed and will help to create a Main Street environment on Interstate Avenue.
- An objective of the design refinement within this segment will be to reduce residential and business displacements.
- Refine the Retain the Alberta Ramps Design Option to minimize residential displacements and to address ODOT design objectives for I-5.
- Refine the station locations within this segment to improve the station platform environments and to meet local development and urban design objectives.
- The South/North Project assumes the construction of a “quarter-deck” plaza at the Killingsworth Station. A larger deck could be constructed by others.
- Refine station location and designs for the PIR/Delta Park and the Expo Center stations.
- Refine the LRT alignment south of Expo Center to address wetland impacts.
- The City of Portland should undertake ancillary programs to ensure the economic vitality of the full length of N Interstate Avenue.

## **C.9 Hayden Island/Vancouver**

- Alignment: **I-5/Washington Street**
- Design Option: West of Washington Street
- Terminus Option: IOS 3 and Full-Length at VA/Clark College
- Park-and-Ride Lot:
  - 2,000 structured spaces during IOS 3
  - An additional 1,900 park-and-ride spaces will be required to meet the demand in the north portion of the corridor. The final location of these additional park-and-ride spaces will be determined through a study process to be developed following completion of the IOS 1 FEIS.
- Schedule: IOS 3
  - Other:
    - Re-design the LRT alignment on Hayden Island alignment to address floodplain impacts.
    - Prior to initiating the FEIS for IOS 3, refine the design of the Columbia River LRT Crossing to allow integration of the LRT Project within an I-5 Trade Corridor Study sponsored by ODOT and WSDOT.

## D. Costs

The following table summarizes the approximate estimated capital costs of the South/North Light Rail Project LPS by IOS and by current (1994\$) and future year dollars. Revised cost estimates will be prepared through the preparation of preliminary engineering, the FEIS and the project's finance plan.

**Table 1**  
**South/North LPS**  
**Estimated Capital Costs (in millions)**

Construction Segment	Current Year Dollars (1994\$)	Future Year Dollars
IOS 1 • Rose Quarter to Linwood Park-and-Ride Lot	\$635	\$1,000
IOS 2 • Linwood Park-and-Ride Lot to CTC Transit Center • Rose Quarter Transit Center to Kenton	\$310	\$600
IOS 3 • Kenton to Clark College	\$315	\$700
<b>Total</b>	<b>\$1,260</b>	<b>\$2,300</b>

Note: Future year costs reflect the effect of inflation and financing costs.

## E. Public Involvement

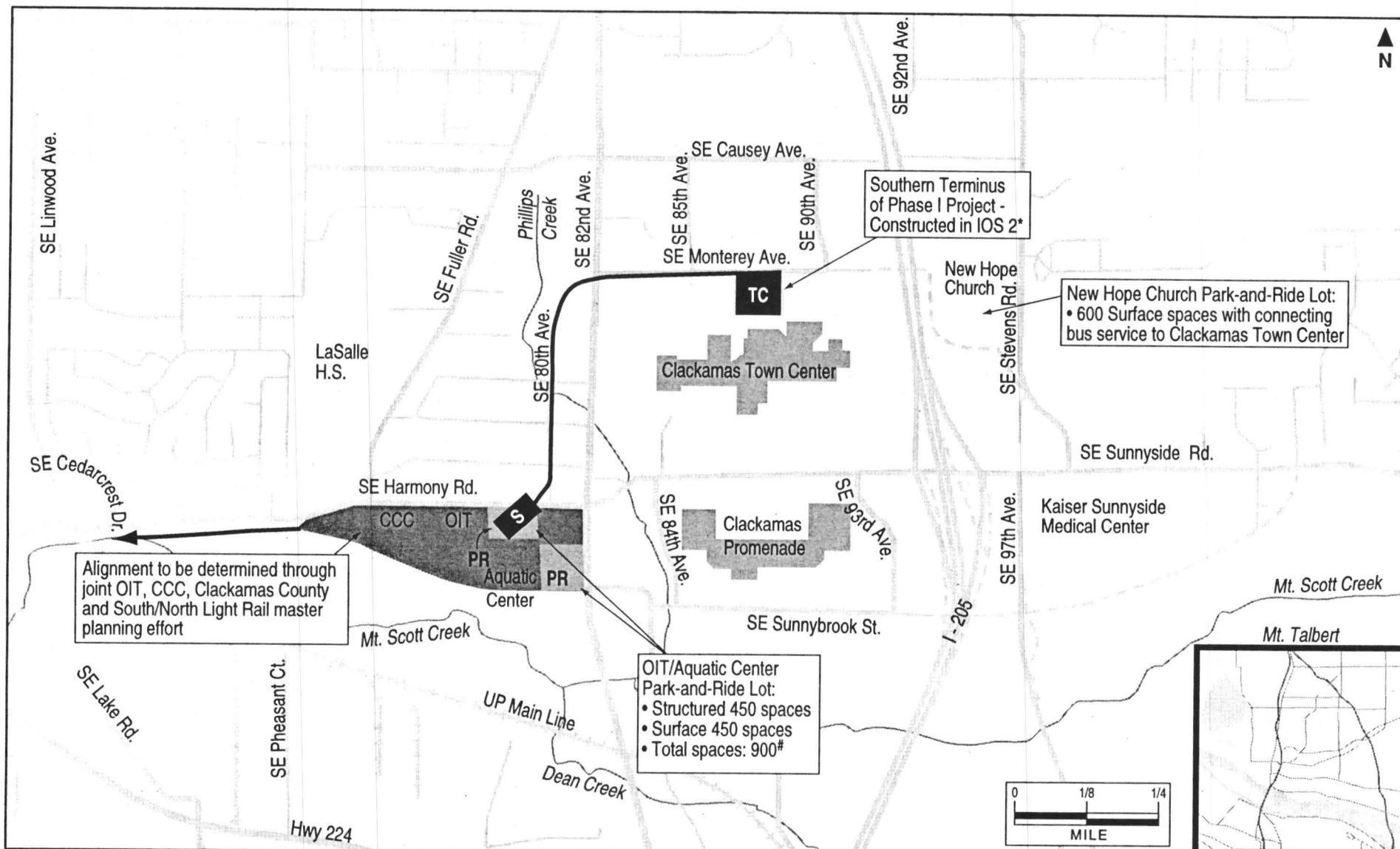
Public involvement has played an essential role in the South/North Project to date and project staff will integrate a pro-active public involvement program into the project's next phases. Therefore, the South/North Steering Committee will ensure that:

- A corridor-wide citizen involvement committee will be integrated into the public involvement program for preparation of Preliminary Engineering and the FEIS.
- Interested parties throughout the corridor will have the opportunity to be involved in the processes that are developed to resolve the issues and refine the designs that are called for throughout this LPS.

# Appendix A

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## *Segment Maps of the Locally Preferred Strategy*

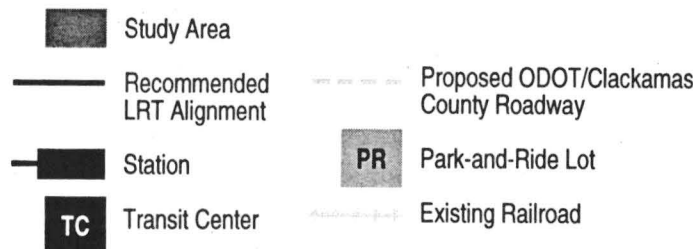


**South North**  
Transit Corridor Study



# Figure A.1 Locally Preferred Strategy: Metro Council and RTC Clackamas Regional Center Segment

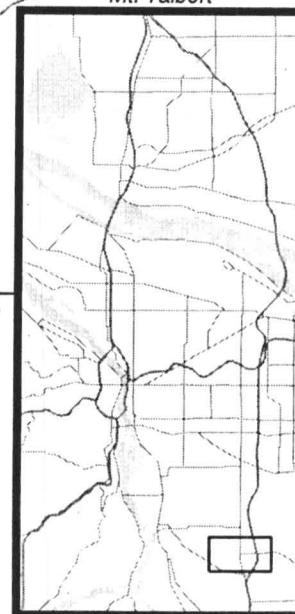
- North of Clackamas Town Center
- Clackamas Town Center Terminus Option



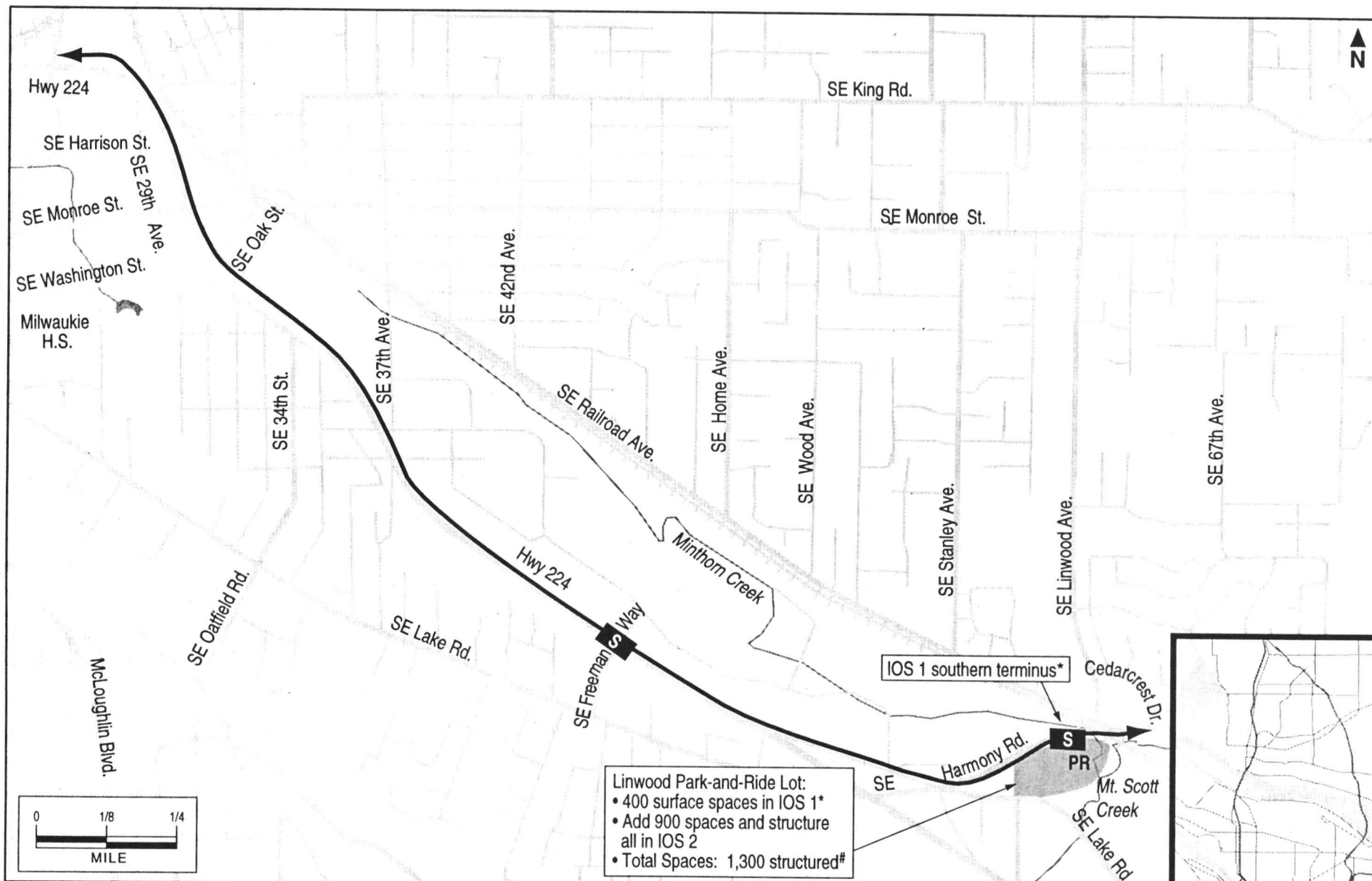
**Note:** Alignment, station and park-and-ride lot locations are currently under study and may change.

\* IOS refers to a segment of the full-length alternative called an Interim Operating Segment.

# A Study will be undertaken to refine the distribution of Park-and-Ride spaces among the Tacoma St., Linwood and OIT/Aquatic Center sites, including the addition of approximately 500 spaces among the three sites.







**North**  
Transit Corridor Study



**Figure A.2**  
**Locally Preferred Strategy:**  
**Metro Council and RTC**  
**East Milwaukie**  
**Segment**  
• Highway 224

— Recommended LRT Alignment  
— S — Station

PR Park-and-Ride Lot  
Existing Railroad

**Note:** Alignment, station and park-and-ride locations are currently under study and may change.

\*IOS refers to a segment of the full-length alternative called an Interim Operating Segment.

<sup>#</sup> A Study will be undertaken to refine the distribution of Park-and-Ride spaces among the Tacoma St., Linwood and OIT/Aquatic Center sites, including the addition of approximately 500 spaces among the three sites.

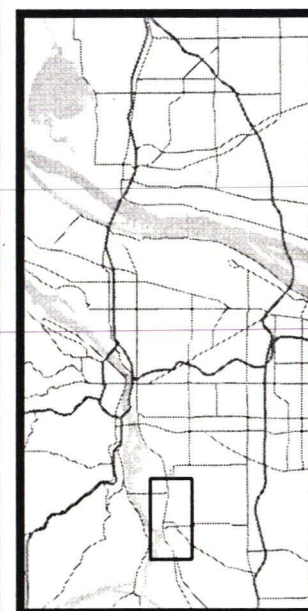
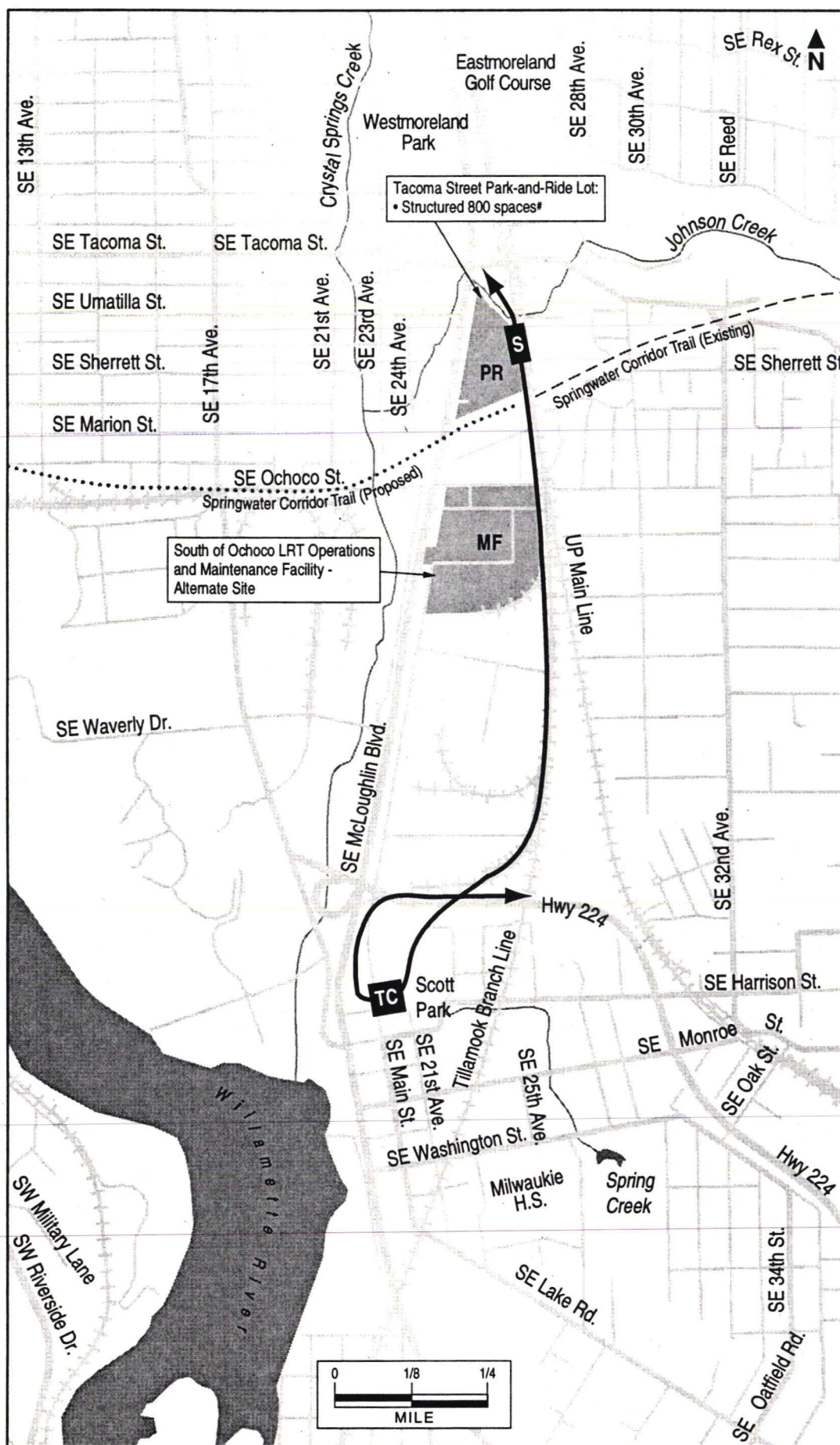
# Figure A.3 Locally Preferred Strategy: Metro Council and RTC Milwaukie Regional Center Segment

- Main Street/UP Branch Line
- Tacoma St. Park-and-Ride Lot
- South of Ochocho Alternate LRT Operations & Maintenance Facility

**Note:** Alignment, station, LRT operations and maintenance facility and park-and-ride locations are currently under study and may change.

\* A Study will be undertaken to refine the distribution of Park-and-Ride spaces among the Tacoma St., Linwood and OIT/Aquatic Center sites, including the addition of approximately 500 spaces among the three sites.

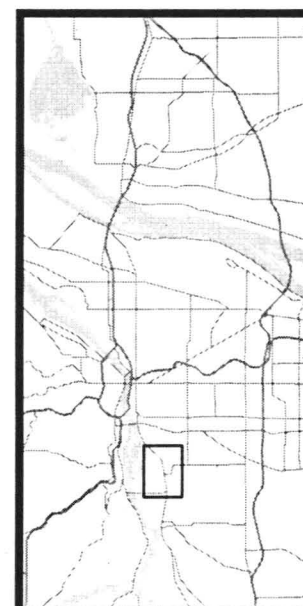
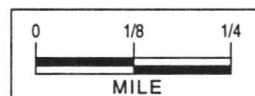
- Recommended LRT Alignment
- S Station
- Existing Railroad
- TC Transit Center
- MF LRT Operations and Maintenance Facility
- PR Park-and-Ride Lot



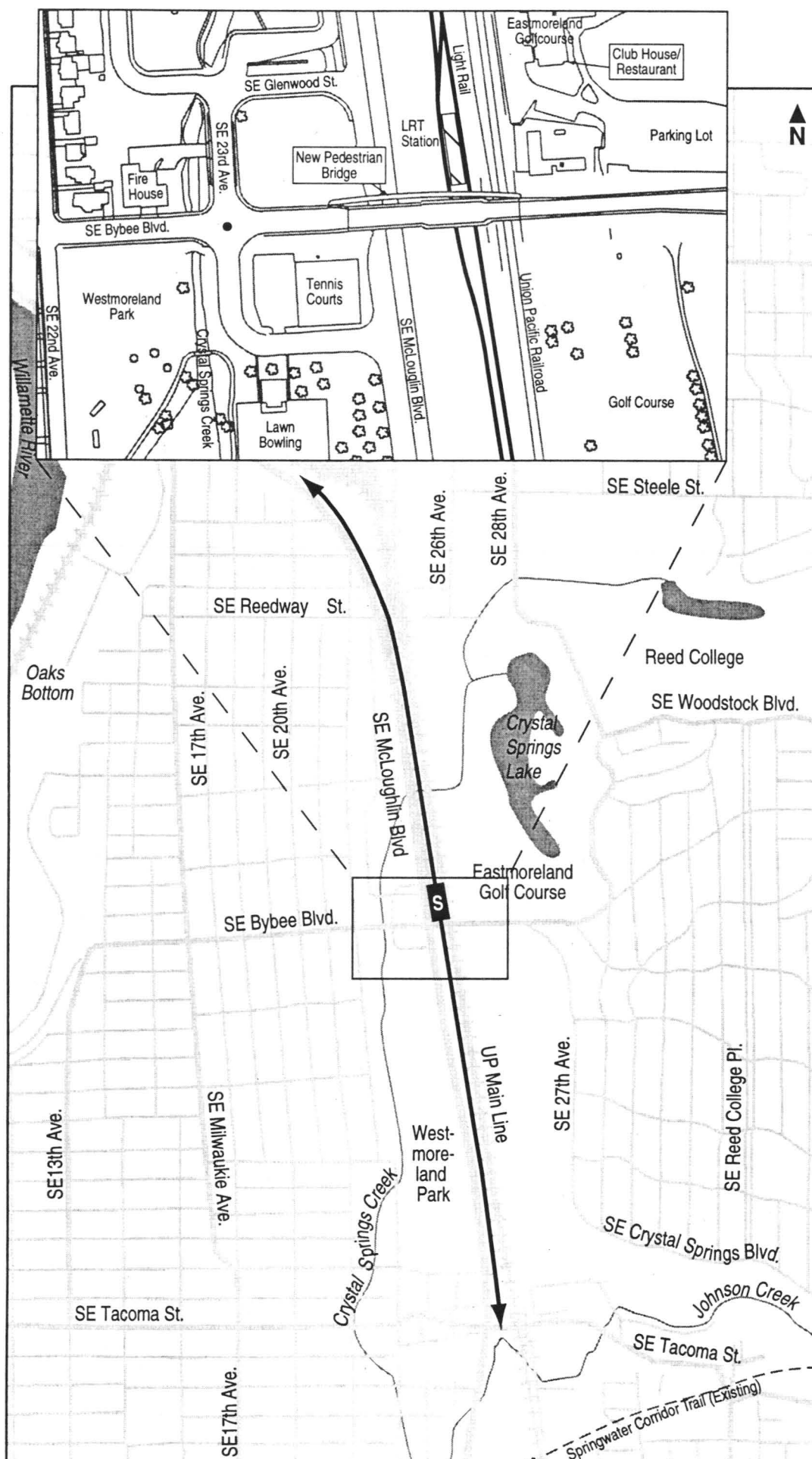
**Figure A.4**  
**Locally Preferred**  
**Strategy: Project**  
**Metro Council and RTC**  
**McLoughlin**  
**Boulevard**  
**Segment**  
• Build Pedestrian Overpass

Note: Alignment and station locations are currently under study and may change.

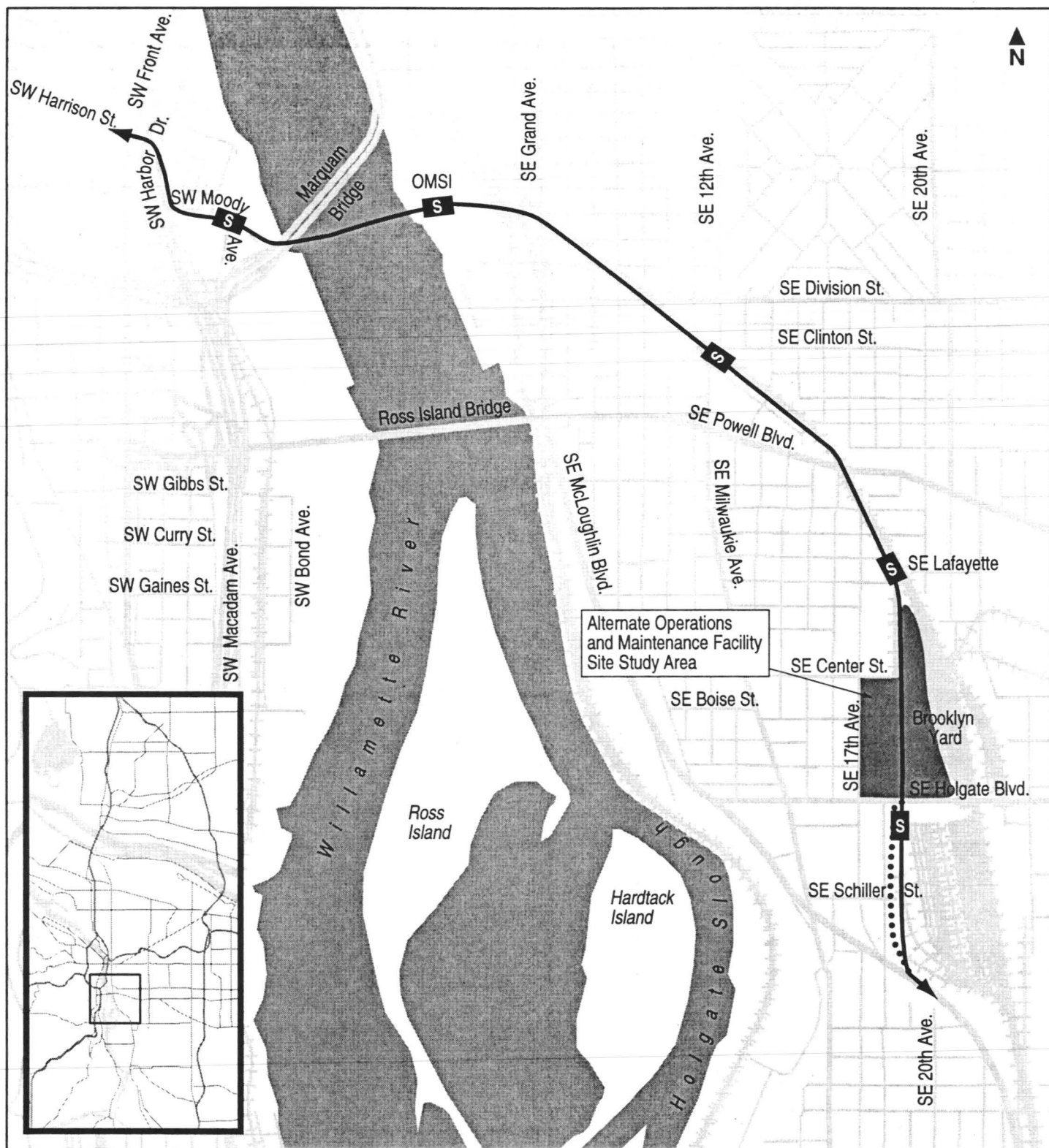
- Recommended LRT Alignment
- S — Station
- - - Existing Railroad



July 1998







**Figure A.5**  
**Locally Preferred Strategy:**  
**Metro Council and RTC**  
**South Willamette River**  
**Crossing Segment**

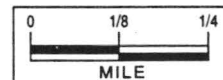
- Caruthers Crossing
- Moody Avenue Design Option
- Center Street Study Area for LRT Operations & Maintenance Facility

**South**  
**North**  
 Transit Corridor Study

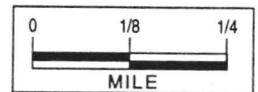
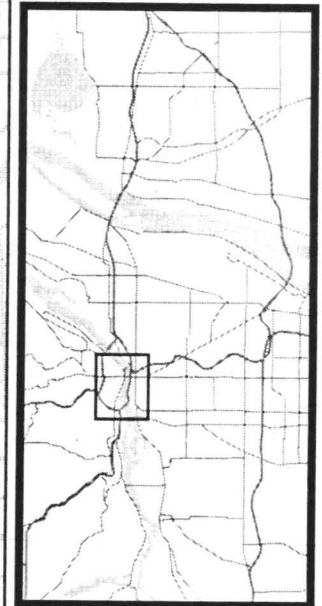
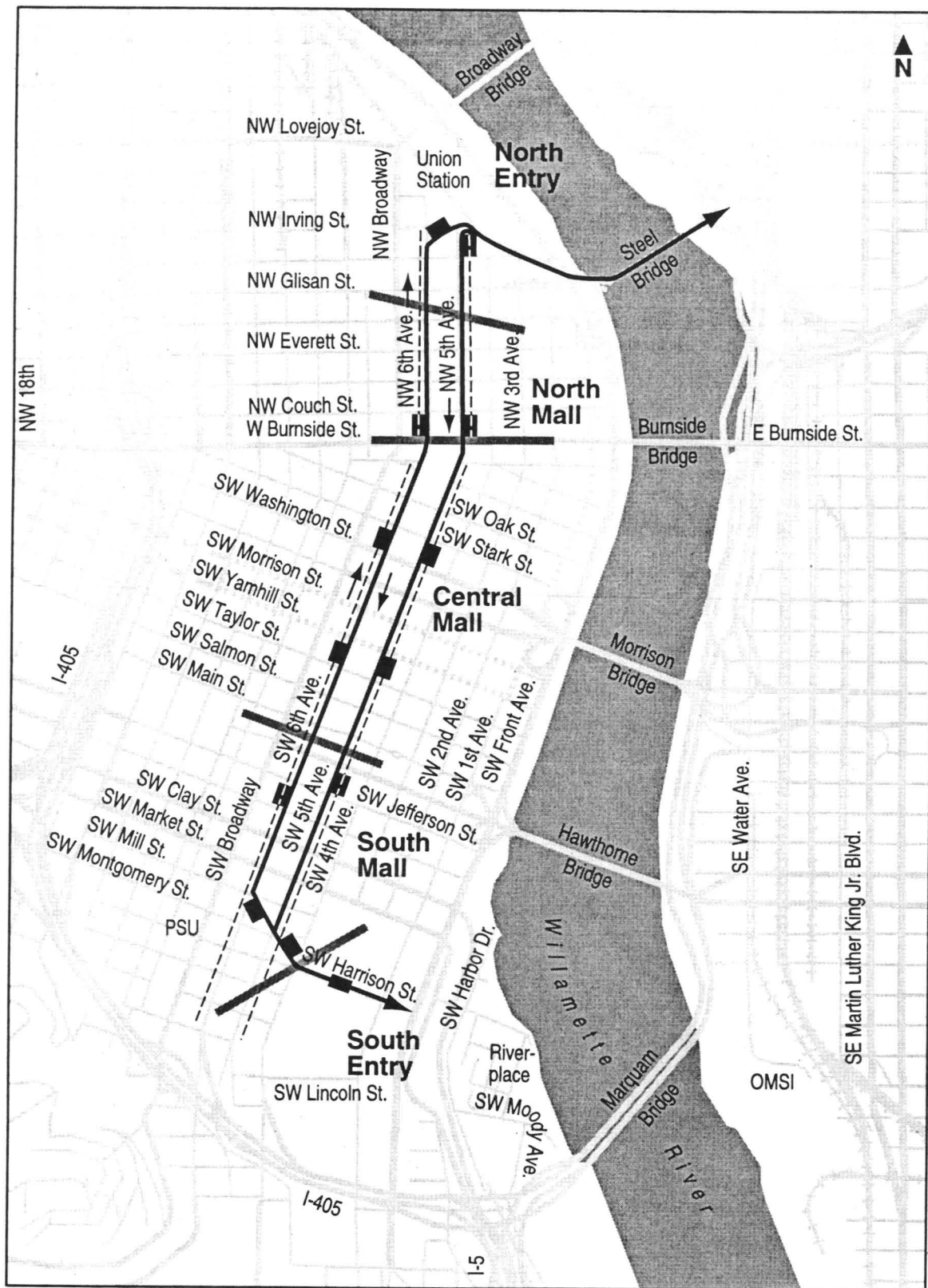


- Recommended LRT Alignment
- ..... Alternate LRT Alignment
- S — Station
- MF LRT Operations and Maintenance Facility
- Existing Railroad

Note: Alignment, station and LRT operations and maintenance facility locations are currently under study and may change.



July 1998



Note: Alignment and station locations are currently under study and may change.

\* IOS refers to a segment of the full-length alternative called an Interim Operating Segment.

# Figure A.6 Locally Preferred Strategy: Metro Council and RTC Downtown Portland Segment

- Full Transit Mall in IOS 1\*
- Irving Diagonal Design Option (Mitigated)

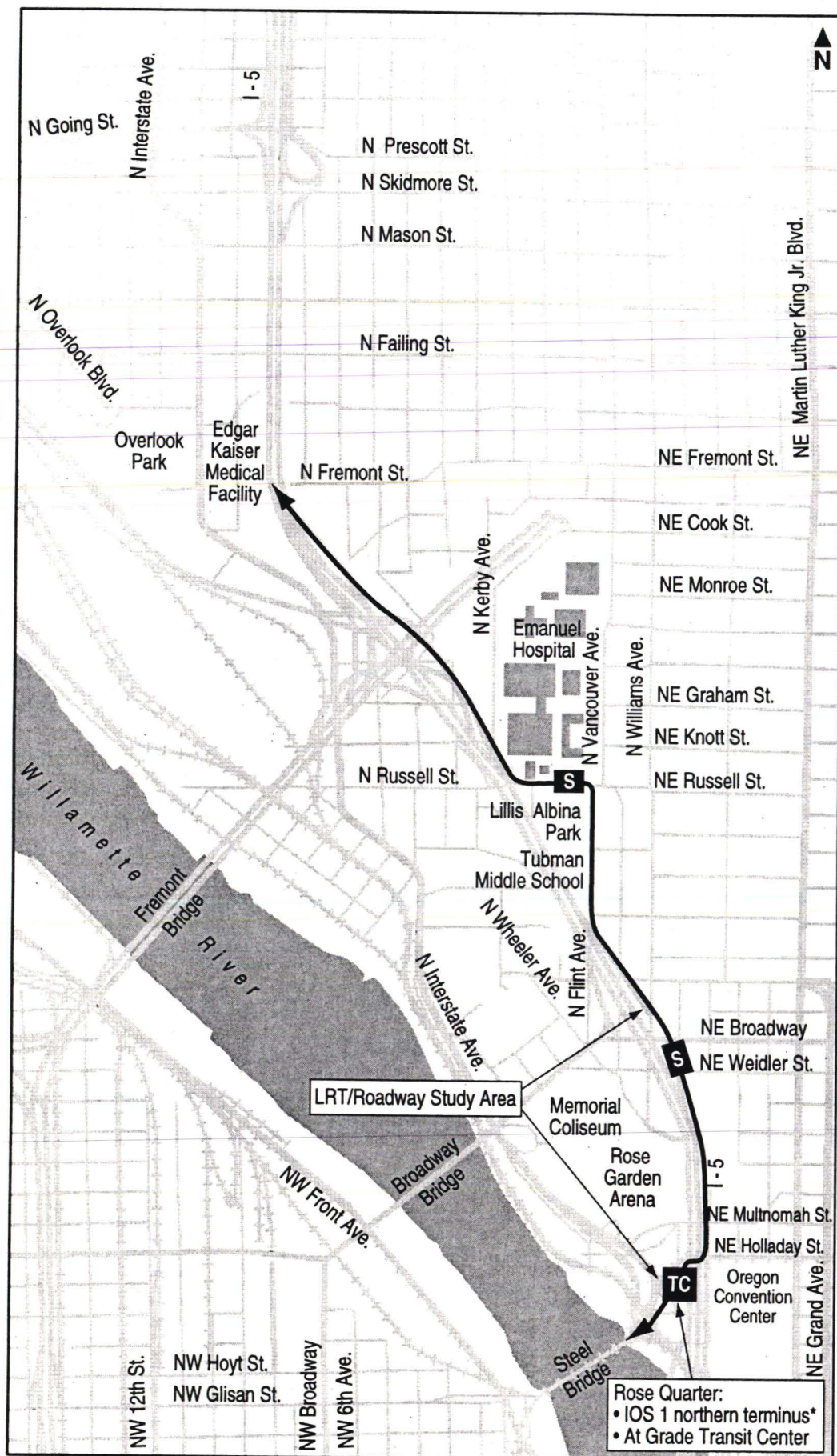
- Recommended LRT Alignment
- Eastside MAX
- Westside LRT
- Mall auto access

- Station with no auto access on Mall
- Station with auto access on Mall
- Existing Railroad



South  
North  
Transit Corridor Study





# Figure A.7 Locally Preferred Strategy: Metro Council and RTC Eliot Segment

- East I-5/Russell
- Grade-Separated

Note: Alignment and station locations are currently under study and may change.

\*IOS refers to a segment of the full-length alternative called an Interim Operating Segment.

Rose Quarter:  
• IOS 1 northern terminus\*  
• At Grade Transit Center

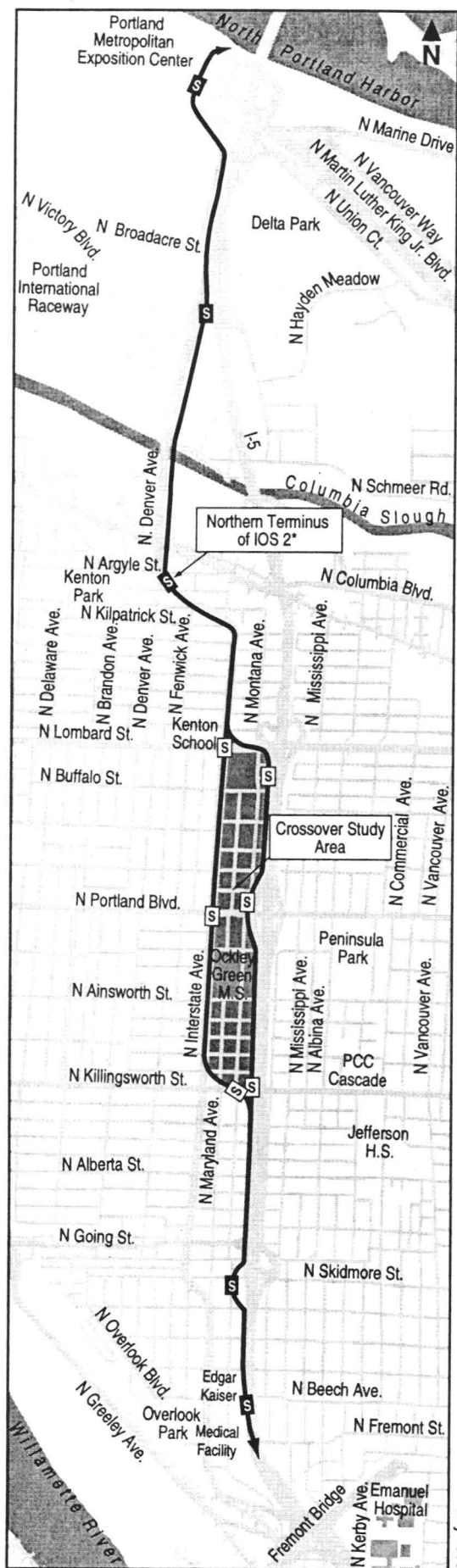


Figure A.8  
Locally Preferred Strategy:  
Metro Council and RTC  
North Portland  
Segment

- Interstate Avenue with a crossover
- Retain Alberta Ramps Mitigated

Recommended  
LRT Alignment

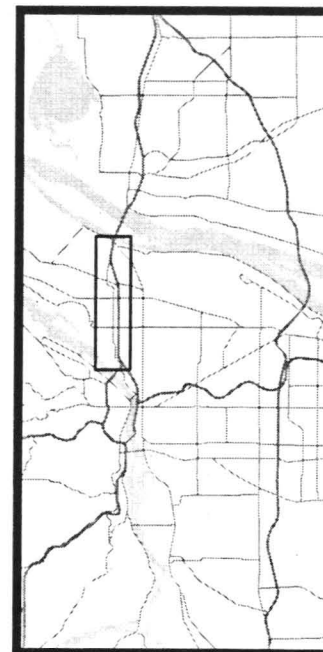
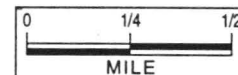
S Stations

S Station Options

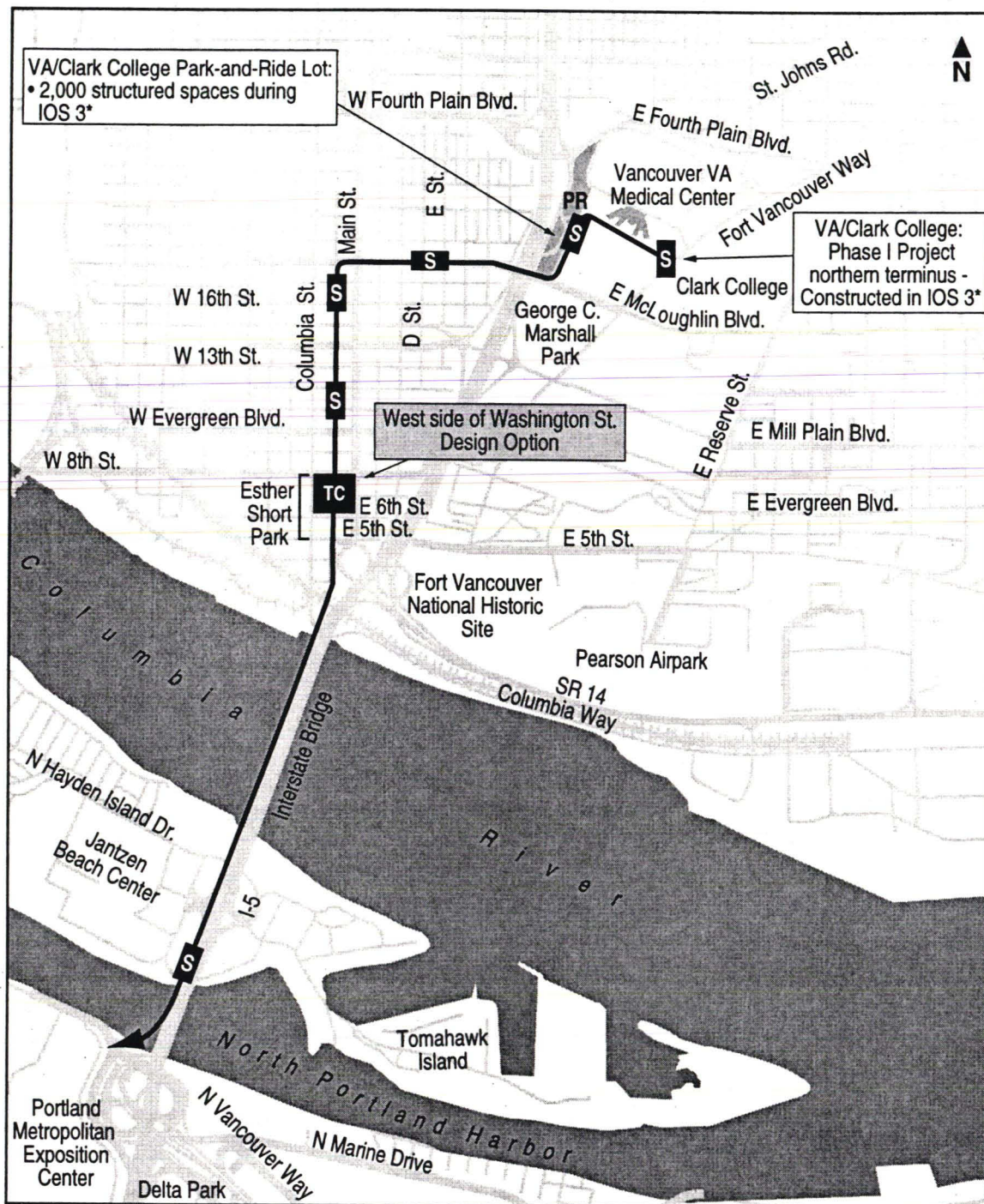
Existing Railroad

Note: Alignment and station locations are currently under study and may change.

\*IOS refers to a segment of the full-length alternative called an Interim Operating Segment.







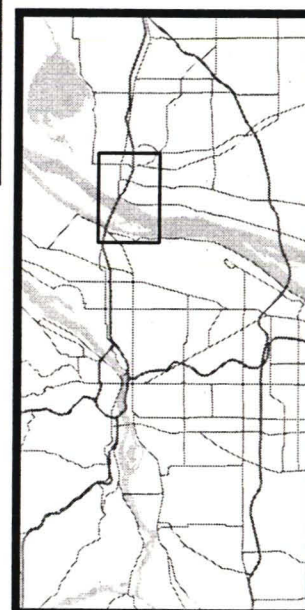
# Figure A.9 Locally Preferred Strategy: Metro Council and RTC Hayden Island/ Vancouver Segment

- I-5/Washington Street
- Structured Park-and-Ride Lot, reduced size

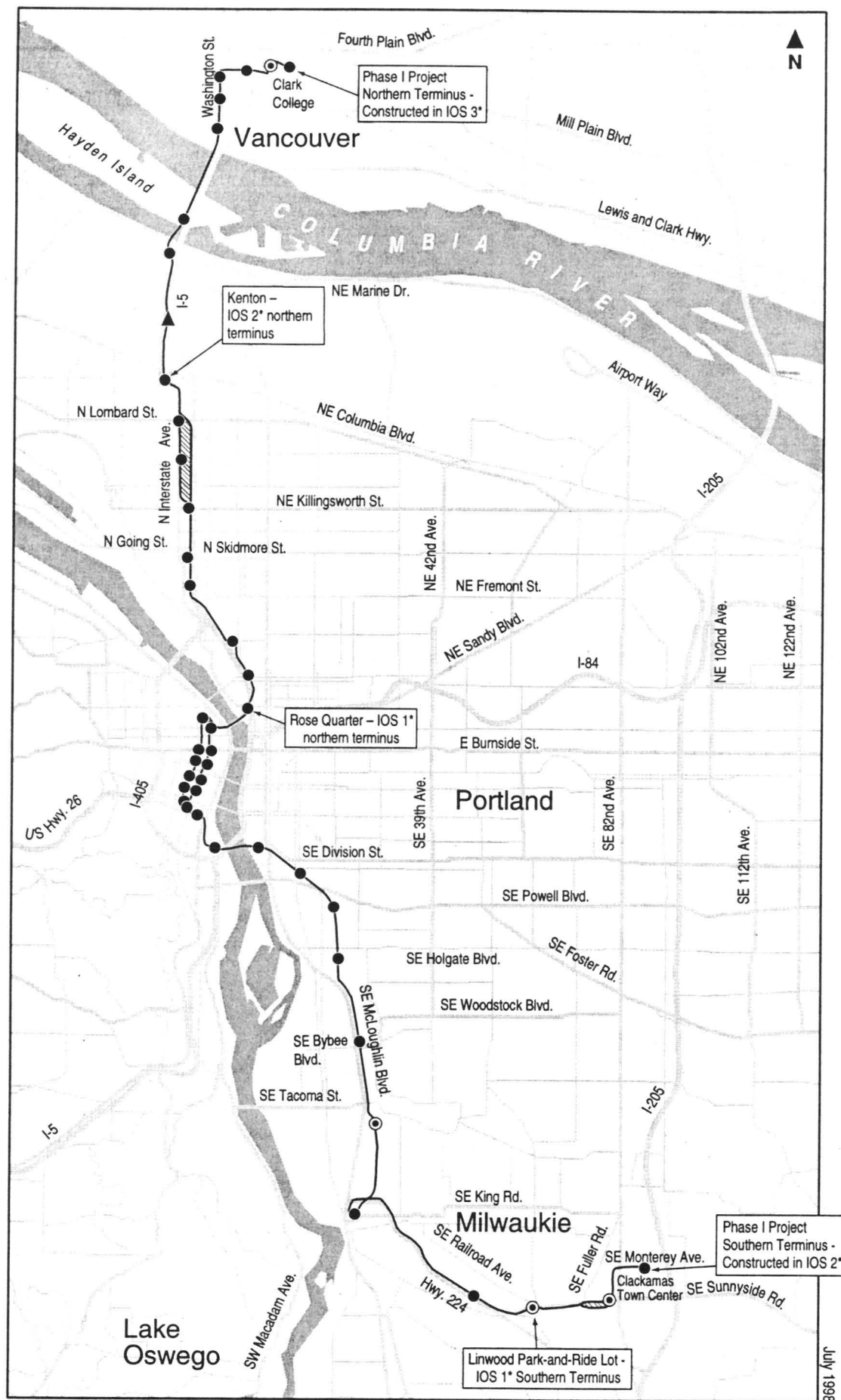
July 1998

Note: Alignment, station and park-and-ride locations are currently under study and may change.

\*IOS refers to a segment of the full-length alternative called an Interim Operating Segment.



**Figure A.10  
Locally Preferred Strategy:  
Metro Council and RTC  
South/North  
Light Rail  
Phase I Project**





## Appendix B

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### ***Metro and Southwest Washington Regional Transportation Council Staff Reports and Adopting Resolutions***

## **STAFF REPORT**

### **CONSIDERATION OF RESOLUTION NO. 98-2674 FOR THE PURPOSE OF ADOPTING THE LOCALLY PREFERRED STRATEGY FOR THE SOUTH/NORTH LIGHT RAIL PROJECT**

Date: July 10, 1998

Presented by: Richard Brandman

## **PROPOSED ACTION**

This resolution adopts Exhibit A as the *South/North Locally Preferred Strategy* that defines the terminus, phasing and alignment choices for the light rail project. The resolution also: identifies further studies of several options and issue areas that will refine the South/North Locally Preferred Strategy; endorses a Phase II extension of South/North Light Rail to Oregon City and the study of an eastside rail connection that would generally be located between the OMSI Station and the Rose Quarter Transit Center; and directs project staff to complete Preliminary Engineering and prepare the Final Environmental Impact Statement (FEIS) based upon the adopted Locally Preferred Strategy.

JPACT reviewed the Locally Preferred Strategy at its July 9, 1998 meeting and unanimously recommended approval of Resolution No. 98-2674. It also endorsed a technical amendment proposed by Tri-Met subject to further consultation with affected jurisdictions.

## **FACTUAL BACKGROUND AND ANALYSIS**

### **1. Narrowing of the Alternatives**

The South/North Transit Corridor Study was initiated in April 1993 when the Metro Council adopted Resolution No. 93-1784 that selected the Milwaukie and I-5 North Corridors as the region's high capacity transit priority to be studied further within a Federal Draft Environmental Impact Statement (DEIS). In October 1993, the Federal Transit Administration (FTA) issued its intent in the *Federal Register* to publish an EIS for the South/North Corridor.

Following publication of FTA's notice of intent, the project implemented a process to determine the alternatives and design options to be studied further within the DEIS. Each of the following steps in the narrowing process included a pro-active public involvement process, documentation of methods of analysis and results, consideration of a wide range of criteria and measures including significant environmental impacts, a public comment period and a selection process that included recommendations from the project's Citizen Advisory Committee.



- **Scoping.** Scoping was initiated with the FTA's notice of intent to publish a DEIS and concluded in December 1993 with the adoption of the *Wide Range of Alternatives Report* by the South/North Steering Group. The Scoping notice included a description of the narrowing process that the project would use to identify the most promising alternatives to be studied further within the DEIS. Within the Scoping process, the project evaluated the busway, commuter rail, river transit, expanded all-bus and light rail mode alternatives and concluded that only the light rail and expanded all-bus alternative should be studied further within the South/North DEIS.
- **Tier I Narrowing of Alternatives.** The second step in the narrowing process concluded with the adoption of the *Tier I Final Report* by the Metro Council in December 1994. The *Tier I Final Report* determined the scope of the Phase One project and the length and alignment alternatives to be studied further in the DEIS.
- **Design Option Narrowing.** The third step concluded in November 1995 when the South/North Steering Committee adopted the *Design Option Narrowing Report* that determined the design options to be studied further in the DEIS, and in December 1995 when the Metro Council adopted Resolution No. 95-2243 that endorsed those design options and that determined the alignment alternatives in downtown Portland to be studied further in the DEIS.
- **Major Investment Study.** Metro Council Resolution No. 95-2243 also adopted the *South/North Major Investment Study (MIS) Final Report*. The *MIS Final Report* documented the selection of the light rail design concept and scope as the locally preferred alternative for the South/North Corridor and the project's compliance with the FTA's Major Investment Study requirements.
- **Cost Cutting.** The fourth narrowing step concluded in May 1997 when the Metro Council adopted Resolution No. 97-2505A and the *Cost-Cutting Final Report*. Cost-cutting modified the range of alternatives studied in the DEIS to reflect the most promising cost-cutting measures that were developed to respond to the loss of State of Oregon funding.

## 2. Draft Environmental Impact Statement

On February 27, 1998, the FTA issued notice in the *Federal Register* of the publication of the South/North DEIS (Attachment A). The DEIS and supporting reports document the anticipated benefits, costs and impacts that would be associated with the alternatives and options under study. The most significant results of the DEIS have been summarized in the *South/North DEIS Briefing Document* (Attachment B). The *Briefing Document* organizes the DEIS results by project segment and compares and contrasts the advantages and disadvantages of the alternatives and options within each segment.

An important participant in the South/North Project, from the initial narrowing steps and to the preparation of the DEIS, has been the South/North Expert Review Panel. The panel was initiated by the governors and departments of transportation of Oregon and Washington to provide independent oversight of the methods, assumptions and results used in the decision-making process for the South/North Project. The panel is comprised of eight experts from throughout the country, each familiar with different aspects of high capacity transit projects.

In its March 21, 1998 letter to Governors Kitzhaber and Locke and others (Attachment C), the panel noted that, "no other place does this as thoroughly and comprehensively as Portland....Clearly the level of work performed in this region, documented in the DEIS and ancillary reports, represents an unusually thorough level of analysis to support the identification of the locally preferred alternative." The letter also highlights the project's citizen outreach program, stating that, "The public involvement effort has been outstanding not only in its scope, but particularly in the range of efforts to engage a broad cross section of people and communities in the project."

### **3. Public Involvement**

An extensive and pro-active public involvement program has been conducted throughout the South/North Light Rail Project. The public involvement program was an integrated element of the project's narrowing and decision-making process throughout its history and is in large part responsible for the recommendations made for the Locally Preferred Strategy.

The public involvement program has been designed and implemented to meet the FTA's and Metro's goals of: providing complete information; timely public notice; full public access to key decisions; and early and continuing involvement of the public in the project. The public involvement process for the DEIS phase of the project included:

- A wide variety of meetings and presentation throughout the corridor and the region that provided the public with information about the project and afforded citizens, businesses and interest groups with the opportunity to identify issues, concerns and preferences;
- Written documentation of project results that ranged from access to detailed technical reports and the DEIS itself, to newsletters, fact sheets and electronic media that were specifically written for lay citizens;
- Community based committees (i.e. the Citizens Advisory Committee and the Downtown Oversight Committee) that reviewed the DEIS results, received public comment and prepared independent recommendations for the Locally Preferred Strategy;

- Outreach expansion efforts that targeted members of the public that are not typically participants in the planning process for a transportation project; and
- A wide range of notification techniques that were used to advertize meetings and to disseminate results of the project's analysis.

A key element of the project's citizen involvement program was the eight-week DEIS public comment period from February 27 to April 24, 1998. The comment period included numerous meetings and presentations throughout the corridor and was highlighted by three public hearings conducted by the South/North Steering Committee. In addition to receiving comments through the mail and at the hearings, the project also encouraged the public to comment over the phone through the Transportation Departments telephone Hotline, by facsimile and through electronic mail via the Internet. All comments received during the comment period have been published in the *DEIS Public Comment Report* (Attachment D). The *Comment Report* includes a summary of comments by segment and an index of the comments by issue area, by alternative or option, and by the individual or organization making the comment.

#### **4. Project Committee and Participating Jurisdiction Recommendations**

The South/North Project's Locally Preferred Strategy decision-making process is illustrated in Attachment E. The process includes the opportunity for the project's committees and participating jurisdictions to prepare and adopt independent recommendations for the alternatives and options that should be incorporated into the Locally Preferred Strategy. Final decision-making authority for the Locally Preferred Strategy rests with the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Council and the Southwest Washington Regional Transportation Council (RTC).

The following committees and jurisdictions have adopted recommendations for the South/North Locally Preferred Strategy (see Attachment F):

- South/North Project Management Group;
- South/North Citizens Advisory Committee;
- South/North Downtown Oversight Committee;
- South/North Steering Committee;
- City of Portland;
- City of Milwaukie;
- Multnomah County;
- Clackamas County; and
- Tri-Met.



## **5. Draft Locally Preferred Strategy**

Exhibit A is the draft Locally Preferred Strategy for consideration by JPACT, the Metro Council and RTC that addresses: the recommendations from the project's committees and participating jurisdictions; public comment; the environmental impacts, costs and benefits documented in the DEIS; and the ability of the alternatives and options to address the project's adopted goal, criteria, evaluation measures and Purpose and Need Statement. Following is a summary of the key elements of the draft Locally Preferred Strategy.

## **6. Phased Implementation of the Full-Length Light Rail Project**

The draft Locally Preferred Strategy includes the phased implementation of a Full-Length South/North Light Rail Project, extending from the Clackamas Regional Center, through the cities of Milwaukie and Portland, Oregon, to Clark College in Vancouver, Washington. Depending on completion of the project's finance plan, final agreement with the Federal Transit Administration and execution of a Full Funding Grant Agreement between Tri-Met and the Federal Transit Administration, the project would generally be implemented through the following construction segments, termed Interim Operating Segments (IOS):

- IOS 1:     •     Rose Quarter Transit Center to Linwood Park-and-Ride Lot (10.7 track miles)
- Downtown Portland Full Transit Mall Alternative
- IOS 2:     •     Linwood Park-and-Ride Lot to North CTC Transit Center
- Rose Quarter Transit Center to Kenton (combined 5.7 track miles)
- IOS 3:     •     Kenton to Vancouver/Clark College (4.7 miles)

## **7. Preferred Alignments and Options:**

Exhibit A, the draft Locally Preferred Strategy, includes the following alignment alternatives and options:

- **The North of Clackamas Town Center (CTC) Alignment Alternative** with the CTC Transit Center Terminus Option in the Clackamas Regional Center Segment due to its greater public support, lower capital and operating costs and provision of light rail access closer to higher density, multi-family residential areas and the central entrance to the Clackamas Town Center;

- **The Highway 224 Alignment Alternative** in the East Milwaukie Segment due to its greater public support, fewer neighborhood, displacement, noise and vibration, local traffic, historic, parkland and visual impacts;
- **The Main Street/Tillamook Branch Line Alignment Alternative** in the Milwaukie Regional Center Segment due to its lower cost, avoidance of neighborhood and displacement impacts and its provision of light rail access to Central Milwaukie;
- **The Caruthers Crossing Alignment Alternative** with the Moody Avenue Design Option in the South Willamette River Crossing Segment due to its greater public support, lower capital cost, higher light rail ridership, fewer residential displacements, fewer noise and vibration impacts, less potential to impact vegetation, wildlife, wildlife habitat and fisheries, and the provision of better transit access to East Portland neighborhoods and activity centers;
- **The Full Transit Mall Alignment Alternative** with the Mitigated Irving Street Design Option and the northbound Irving Diagonal Station in the Downtown Portland Segment due to its greater public support, ability to accommodate operations under the Full-Length Alternative, higher light rail ridership, better light rail access for up to 11,000 light rail rides, fewer noise and vibration impacts, quarter-mile light rail access to more acres of developable land and avoiding a second construction period in downtown Portland;
- **The East I-5 Alignment Alternative**, generally located south of the Broadway/Weidler Street couplet, **combined with the Russell Alignment Alternative**, generally located north of the Broadway/Weidler Street couplet (due to greater public support, avoiding traffic and pedestrian access impacts adjacent to the Rose Quarter and the provision of closer light rail access to the Lloyd District and residential areas of the Eliot neighborhood), with the **Grade Separated Crossing of Broadway and Weidler Street Design Option** (the LRT/Roadway Design Refinement Study describe in Section C, Special Studies, could modify the current design for the light rail alignment), and with the **At-Grade Rose Quarter Transit Center Design Option** (further study of the Rose Quarter Transit Center design could include the grade separation of light rail and N Interstate Avenue) in the Eliot Segment;
- **The Interstate Avenue Alignment Alternative with a Crossover** from the I-5 Alignment Alternative to be located somewhere between N Killingsworth Street and N Lombard Boulevard with the Mitigated Retain Alberta Ramps Design Option due to the ability to reduce residential impacts, provide optimal station locations that would

provide light rail access to activity centers east and west of the I-5 Freeway, lower capital cost than the all Interstate Avenue option, and strong public support; and

- **The I-5/Washington Street Alignment Alternative** with the West of Washington Street Design Option in the Hayden Island/Vancouver Segment due to lower cost, fewer local traffic impacts, and closer proximity to redevelopment opportunities.

## 8. **Special Studies.**

The draft Locally Preferred Strategy for the South/North Light Rail Project includes the following special studies:

- The development of the FEIS Finance Plan by the South/North Steering Committee that will update and integrate the project's capital costs, local and federal funding resources, requirements of TEA-21 (the federal authorizing legislation for New Start rail projects) and phasing of the project's construction segments;
- An evaluation of light rail alignments as an element of the Oregon Institute of Technology, Clackamas Community College, Clackamas Region Parks District Master Planning Study in the Clackamas Regional Center Segment;
- The evaluation of two light rail operations and maintenance facility options, one that would be located generally east of SE 17<sup>th</sup> Avenue and north of SE Holgate Boulevard in the South Willamette River Crossing Segment, and one that would be located at the South of Ochoco Site in the Milwaukie Regional Center Segment;
- The LRT/Roadway Design Refinement Study in the Eliot Segment will be conducted by Metro, Tri-Met, the City of Portland and ODOT to develop a refined alignment in the area that would address a variety of objectives in an integrated manner that would include a phasing and financing plan for the integrated design, and if the study does not result in a mutually-agreed upon solution, then the East I-5/Russell alternative with the grade separated crossing of the Broadway/Weidler Street couplet will be constructed;
- The Crossover Alignment Study in the North Portland Segment will evaluate and select a single crossover alignment connecting the I-5 and Interstate Avenue alignments somewhere between N Killingsworth and Lombard Streets; and

## 9. Other Elements

The draft resolution also includes the following elements:

- That the Metro Council reaffirms its support of a Phase II extension of South/North Light Rail to Oregon City via either SE McLoughlin Boulevard or I-205, and the study of an eastside rail connection generally between the OMSI Station and the Rose Quarter Transit Center;
- That the South/North Steering Committee shall work with project staff to address the issues and concerns included within the participating jurisdictions' resolutions for the South/North Locally Preferred Strategy (see Attachment F); and
- That Metro and Tri-Met project staff shall work together with the South/North Project's participating jurisdictions and the Federal Transit Administration to complete Preliminary Engineering and publish the South/North Final Environmental Impact Statement based upon the adopted Locally Preferred Strategy, leading to the issuance of a Record of Decision by the Federal Transit Administration and to the execution of a Full Funding Grant Agreement between Tri-Met and the Federal Transit Administration for phased construction of the South/North Light Rail Project.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING THE ) RESOLUTION NO. 98-2674  
LOCALLY PREFERRED STRATEGY FOR )  
THE SOUTH/NORTH LIGHT RAIL ) Introduced by:  
PROJECT ) Councilor Washington

WHEREAS, In April 1993, the Metro Council adopted Resolution No. 93-1784 that selected the Milwaukie and I-5 North Corridors as the region's high-capacity transit priority corridor and combined them into the South/North Transit Corridor to be studied within a federal Draft Environmental Impact Statement (DEIS); and

WHEREAS, In October 1993, the Federal Transit Administration issued notification in the *Federal Register* of its intent to publish an Environmental Impact Statement for the South/North Corridor; and

WHEREAS, The alternatives evaluated in the South/North DEIS were selected through a series of narrowing steps that included Scoping, Tier I Narrowing of Alternatives, Design Option Narrowing, Major Investment Study and Cost-Cutting, and the alternatives to be studied further in the DEIS were approved by the South/North Steering Committee and by the Metro Council in December 1994 with the adoption of Resolution No. 94-1989, in December 1995 with the adoption of Resolution No. 95-2243 and in May 1997 with the adoption of Resolution No. 97-2505A; and

WHEREAS, The South/North DEIS was published jointly by Metro, the Southwest Washington Regional Transportation Council and the Federal Transit Administration, and notification of publication of the DEIS was issued by the Federal Transit



Administration in the *Federal Register* on February 27, 1998 and by Metro in numerous local publications; and

WHEREAS, In February 1998, the South/North Expert Review Panel reviewed the methods, assumptions and documentation for the South/North DEIS and associated reports and concluded that they were "unusually thorough" for use by the public and project officials to select the Locally Preferred Strategy for the South/North Light Rail Project; and

WHEREAS, Metro conducted a eight-week, widely publicized, public comment period for the South/North DEIS from February 27 to April 24, 1998, that included three public hearings before the South/North Steering Committee; and

WHEREAS, Metro documented the comments received during the comment period within the *South/North DEIS Public Comment Report*, which was distributed to the South/North Project's recommending committees, the governing bodies of the project's participating jurisdictions and the Metro Council; and

WHEREAS, Following the conclusion of the public comment period, the South/North Project Management Group, the South/North Citizens Advisory Committee, the South/North Downtown Portland Oversight Committee, the South/North Steering Committee and the project's participating jurisdictions have prepared independent recommendations on the alternatives to be selected as the Locally Preferred Strategy for the South/North Light Rail Project; and

WHEREAS, It is the role of the Metro Council and the Southwest Washington Regional Transportation Council to select

the *Locally Preferred Strategy* for the South/North Light Rail Project; and

WHEREAS, The Metro Council has reviewed and considered the public comment, the significant findings within the South/North DEIS and supporting documents and the recommendations from the South/North Project's committees and participating jurisdictions; and

WHEREAS, The Metro Council has found that the alternatives and options identified in Exhibit A, the *South/North Locally Preferred Strategy*, best address the South/North Project's adopted Goal, Criteria and Evaluation Measures and Purpose and Need Statement; now, therefore,

BE IT RESOLVED:

1. That Exhibit A is hereby adopted as the *South/North Locally Preferred Strategy*.
2. That the following alternatives and options, as described in more detail in Exhibit A, are selected as the *Locally Preferred Strategy* for Phase I of the South/North Light Rail Project:
  - A. The phased implementation of a Full-Length South/North Light Rail Project, extending from the Clackamas Regional Center, through the cities of Milwaukie and Portland, Oregon, to Clark College in Vancouver, Washington. Depending on completion of the project's finance plan, final agreement with the Federal Transit Administration and execution of a Full Funding Grant Agreement between Tri-Met and

the Federal Transit Administration, the project would generally be implemented through the following construction segments, termed Interim Operating Segments (IOS):

IOS 1: • Rose Quarter Transit Center to Linwood Park-and-Ride Lot (10.7 track miles)

- Downtown Portland Full Transit Mall Alternative

IOS 2: • Linwood Park-and-Ride Lot to North CTC Transit Center

- Rose Quarter Transit Center to Kenton (combined 5.7 track miles)

IOS 3: • Kenton to Vancouver/Clark College (4.7 miles)

B. That the following alignment alternatives and options are selected for the Locally Preferred Strategy:

- The North of Clackamas Town Center (CTC) Alignment Alternative with the CTC Transit Center Terminus Option in the Clackamas Regional Center Segment;
- The Highway 224 Alignment Alternative in the East Milwaukie Segment;
- The Main Street/Tillamook Branch Line Alignment Alternative in the Milwaukie Regional Center Segment;

- The Caruthers Crossing Alignment Alternative with the Moody Avenue Design Option in the South Willamette River Crossing Segment;
- The Full Transit Mall Alignment Alternative with the Mitigated Irving Street Design Option and the northbound Irving Diagonal Station in the Downtown Portland Segment;
- The East I-5 Alignment Alternative, generally located south of the Broadway/Weidler Street couplet, combined with the Russell Alignment Alternative, generally located north of the Broadway/Weidler Street couplet, with the Grade Separated Crossing of Broadway and Weidler Street Design Option, and with the At-Grade Rose Quarter Transit Center Design Option in the Eliot Segment;
- The Interstate Avenue Alignment Alternative with a Crossover from the I-5 Alignment Alternative to be located somewhere between N Killingsworth Street and N Lombard Boulevard with the Mitigated Retain Alberta Ramps Design Option; and
- The I-5/Washington Street Alignment Alternative with the West of Washington Street Design Option in the Hayden Island/Vancouver Segment.

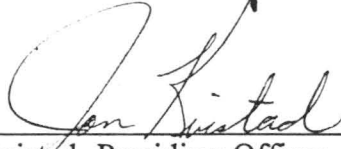
3. That the Locally Preferred Strategy for the South/North Light Rail Project includes:

- The development of the FEIS Finance Plan by the South/North Steering Committee that will update and integrate the project's capital costs, local and federal funding resources, requirements of TEA-21 (the federal authorizing legislation for New Start rail projects) and phasing of the project's construction segments;
- An evaluation of light rail alignments as an element of the Oregon Institute of Technology, Clackamas Community College, Clackamas Region Parks District Master Planning Study in the Clackamas Regional Center Segment;
- The evaluation of two light rail operations and maintenance facility options, one that would be located generally east of SE 17th Avenue and north of SE Holgate Boulevard in the South Willamette River Crossing Segment, and one that would be located at the South of Ochoco Site in the Milwaukie Regional Center Segment;
- The LRT/Roadway Design Refinement Study in the Eliot Segment;
- The Crossover Alignment Study in the North Portland Segment; and
- The evaluation of other design refinements throughout the corridor as specified in Exhibit A.

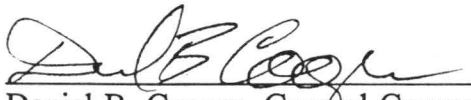
4. That the Metro Council reaffirms its support of a Phase II extension of South/North Light Rail to Oregon City via either SE McLoughlin Boulevard or I-205, and the study of an eastside rail connection generally between the OMSI Station and the Rose Quarter Transit Center and directs staff to develop a schedule for the initiation and completion of studies relating to these objectives.
5. That the South/North Steering Committee shall work with project staff to address the issues and concerns included within the participating jurisdictions' resolutions for the South/North Locally Preferred Strategy.
6. That Metro and Tri-Met project staff shall work together with the South/North Project's participating jurisdictions and the Federal Transit Administration to complete Preliminary Engineering and publish the South/North Final Environmental Impact Statement based upon the adopted Locally Preferred Strategy, leading to the issuance of a Record of Decision by the Federal Transit Administration and to the execution of a Full Funding Grant Agreement between Tri-Met and the Federal Transit Administration for phased

construction of Phase I of the South/North Light  
Rail Project.

ADOPTED by the Metro Council on this 23<sup>RD</sup> day of July, 1998.


  
\_\_\_\_\_  
Jon Kvistad, Presiding Officer

Approved as to Form:

  
\_\_\_\_\_  
Daniel B. Cooper, General Counsel



## STAFF REPORT

TO: Southwest Washington Regional Transportation Council Board of Directors  
FROM:  Dean Lookingbill, Transportation Director  
DATE: June 30, 1998  
SUBJECT: Agenda Item VI., Locally Preferred Strategy for the South/North Light Rail Transit Project, Resolution 07-98-13

### BACKGROUND

The South/North Corridor Study was initiated in April of 1993 when the corridor from Clackamas Town Center to Milwaukie to downtown Portland to downtown Vancouver was jointly selected as the region's high capacity priority to be further studied within a Federal Draft Environmental Impact Statement (DEIS). At that time C-TRAN was the lead agency for the Clark County region (Metro has the overall project lead) and was joined in the study process by the following agencies from our region: Vancouver, Clark County, WSDOT and RTC.

Following the *Federal Register* publication of intent (October 1993) to publish an Environmental Impact Statement (EIS), a narrowing process to determine the alternatives and design options to be studied further within the DEIS was initiated. This narrowing process included a pro-active public involvement process and full documentation of analysis and results. The steps in the process were as follows:

- Scoping: The scoping process evaluated a full range of alternatives to determine the most promising alternatives. These included the following: busway, commuter rail, river transit, expanded all-bus and light rail mode. The scoping concluded that the expanded all-bus and light rail mode should be studied further within the DEIS.
- Tier I Narrowing of Alternatives: This second step concluded in December of 1994 and determined the length (Clackamas Town Center to Vancouver) and alignment alternatives for the Phase One project.
- Design Option Narrowing: The third step concluded in November of 1995 and determined the design options and alignment alternatives for downtown Portland.
- Major Investment Study: This step documented the selection of the light rail design concept and the scope of the locally preferred alternative.
- Cost Cutting: The last step of the narrowing process concluded in May of 1997 with the *Cost-Cutting Report*. This report modified the range of alternatives to be studied in the DEIS to reflect the most promising cost cutting measures.

On February 27, 1998 the Federal Transit Administration issued notice in the Federal Register of the publication of the South/North DEIS. The DEIS and supporting reports document the anticipated benefits, costs and impacts associated with the alternatives and options under study.



The action being proposed for consideration by the RTC Board of Directors is the adoption of Locally Preferred Strategy (LPS). Action on the LPS is also proposed for adoption by JPACT and the Metro Council. Exhibit A, the draft LPS report, is attached for the Board's review.

In summary, the Locally Preferred Strategy includes the following elements relative to the bi-state connection into the City of Vancouver.

- The phased implementation of a Full-Length South/North Light Rail Project extending from Clackamas Town Center through the cities of Milwaukie and Portland, Oregon, to Clark College in Vancouver, Washington. Depending on several funding alternatives the project would generally be implemented through three Interim Operating Segments (IOS). The third IOS would be from the Kenton area in Portland to Vancouver/Clark College (4.7 miles).
- The preferred alignment into Vancouver is on the west side of Washington Street crossing to the east side of the Washington Street and continuing east on McLoughlin Blvd. to the Clark College terminus.
- Prior to the initiation of final design of IOS 3 to Vancouver, the following would occur: 1) a study of whether or not to extend the LRT line north and/or east from the Clark College Station; 2) a bi-state study to determine the feasibility, cost and financing options for an LRT extension via I-205; and 3) integration of the LRT facility into a broader transportation improvement strategy through an I-5 Trade Corridor Study sponsored by ODOT and WSDOT.

#### **POLICY IMPLICATION**

Adoption of the Locally Preferred Strategy for the South/North light Rail Transit Project is consistent with the Metropolitan Transportation Plan, preserves the option for a bi-state multi-modal solution in the I-5 corridor, recognizes the option to conduct an I-205 LRT extension feasibility study, and the integration of I-5 Trade Corridor Study.

#### **BUDGET IMPLICATION**

The estimate project costs for IOS 3, which is from Kenton to Clark College, is \$315 million in 1994 dollars. There currently is no finance plan to determine the cost sharing between Oregon and Washington.

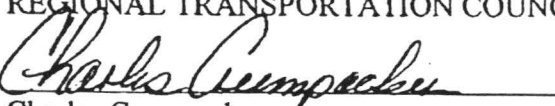
#### **ACTION REQUESTED**

Adoption of Resolution 07-98-13, Locally Preferred Strategy for the South/North Light Rail Project

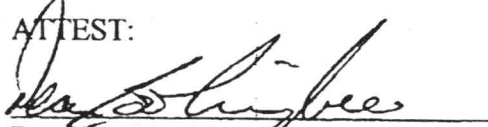
ADOPTED this 7th day of July 1998,

by the Southwest Washington Regional Transportation Council.

SOUTHWEST WASHINGTON  
REGIONAL TRANSPORTATION COUNCIL

  
Charles Crumpacker  
President of the Board

ATTEST:

  
Dean Lookingbill  
Transportation Director

Attachment

## Appendix C

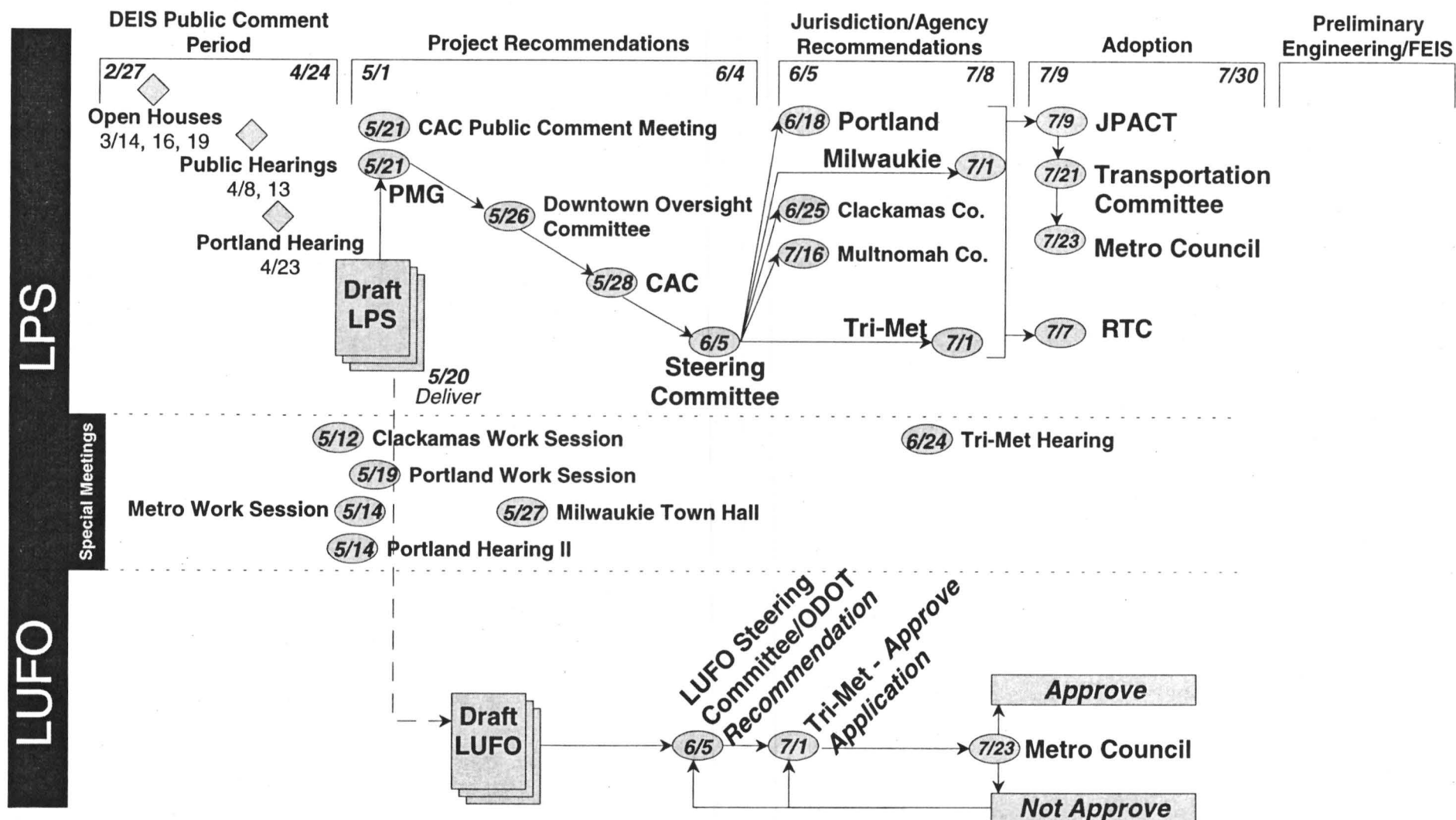
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### *Locally Preferred Strategy and Land Use Final Order Schedule and Adoption Process*

# South/North Project

## Locally Preferred Strategy (LPS) and Land Use Final Order (LUFO)

### Adoption Process and Schedule



## Appendix D

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### *Recommendations from Participating Jurisdictions and Project Committees*



# **South/North Locally Preferred Strategy Project Management Group Recommendation**

May 21, 1998

The Project Management Group's (PMG) recommendations for the South/North Locally Preferred Strategy (LPS) included within this outline are based upon the PMG's review of public comment, information included within the Draft Environmental Impact Statement and ancillary documents and the project's adopted goal, criteria and evaluation measures. Project staff will prepare a draft *Locally Preferred Strategy Report* reflecting these recommendations that will be presented to the South/North Steering Committee, accompanied by independent recommendations from the South/North Citizens Advisory Committee and the Downtown Portland Oversight Committee. Based upon those recommendations, the Steering Committee will adopt the project's recommended *LPS Report* for consideration by local participating jurisdictions and for adoption by the Metro Council and the Southwest Washington Regional Transportation Council.

## **A. Light Rail Length Alternative**

The South/North Project Management Group (PMG) recommends the phased implementation of a Full-Length South/North Light Rail Project, extending from Clackamas County, Oregon, through the cities of Milwaukie and Portland, to Vancouver, Washington. Proposed construction phases of the project are described below and are subject to agreement with the Federal Transit Administration (FTA) and execution of a Full Funding Grant Agreement with the federal government. Based upon this recommendation, Metro, Tri-Met and the FTA would immediately initiate preparation of the Final Environmental Impact Statement (FEIS) for the first construction segment (Interim Operating Segment 1) of the Phase I South/North Light Rail Project. FEIS's for subsequent construction segments would be completed prior to initiating final design and construction for those segments, and would be prepared concurrent with construction for the prior construction segment.

### **1. Primary Elements of the Phase I South/North LRT Project**

**Full-Length Project:** North CTC Transit Center to VA/Clark College (21.1 track miles)  
(Note: IOS = Initial Operating Segment)

**IOS 1:** • Rose Quarter Transit Center to Linwood Park-and-Ride Lot  
(10.7 track miles) • Downtown Portland Full Transit Mall Alternative

**IOS 2:** • Linwood Park-and-Ride Lot to North CTC Transit Center  
(combined 5.7 track miles) • Rose Quarter Transit Center to Kenton

**IOS 3:** • Kenton to Vancouver/Clark College  
(4.7 miles)

### **2. Anticipated Timing**

Based upon this recommendation, the South/North Phase I Project would be implemented through three construction segments, termed Interim Operating Segments (IOS). Final design and construction of IOS 1 from the Rose Quarter Transit Center to the Linwood Park-and-Ride Lot in Clackamas County would begin in 1999, and it is expected that light rail service on IOS 1 would be initiated as early as 2004. Final design and construction for IOS 2 would generally follow completion of IOS 1, and final design and

construction for IOS 3 would generally follow IOS 2. The anticipated construction sequencing would allow for an overlap of approximately one year between IOSs during which final design for the following segment would be initiated while construction for the previous segment is being completed.

### **3. Phase II Extensions**

The recommendations included within this outline primarily address the Phase I South/North Light Rail Project from the Clackamas Regional Center to Vancouver, Washington. The South/North Project also includes Phase II extensions to Oregon City and possibly further east and/or north into Clark County. This section reaffirms the PMG's endorsement of a Phase II extension of the South/North Project to Oregon City. The PMG also endorses the study of a future eastside rail connection and reaffirms that designs of the South/North Project will allow for an eastside rail connection that would generally extend on the eastside of the Willamette River between the OMSI station and the Rose Quarter Transit Center.

- Phase II Oregon City:**
- Concurrent with preparation of the FEIS for IOS 1, initiate a study to select either SE McLoughlin Boulevard or I-205 for a Phase II Oregon City extension.
  - Prior to completion of the FEIS for IOS 2, evaluate whether construction of the Oregon City extension could occur concurrent with IOS 3.

- Phase II Clark County:**
- Prior to initiation of final design and construction of IOS 3 to Vancouver, study whether or not to extend the LRT line north and/or east from the VA/Clark College Station (i.e., compare expansion of park-and-ride lot capacity with extension of the LRT line).
  - Tri-Met will ensure that the Portland Airport LRT Project would allow for an extension to Clark County via I-205.
  - RTC, Metro, C-TRAN, the City of Portland, the City of Vancouver, ODOT and WSDOT should undertake a bi-state study to determine the feasibility, cost and financing options for an LRT extension via I-205.
  - Prior to initiation of the FEIS for IOS 3, integrate these LRT recommendations into a broader transportation improvement strategy through an I-5 Trade Corridor Study sponsored by ODOT and WSDOT.

### **B. Segment Alignments and Options**

This section outlines the PMG's recommended alignments, options, park-and-ride lots and other elements of the South/North Light Rail Project. Elements of the project may change through the preparation of PE/FEIS (including the adoption of various mitigation plans), the adoption of a finance plan and execution of a Full-Funding Grant Agreement with the federal government.

- Summary:**
- North of CTC to CTC Transit Center
  - Highway 224
  - Caruthers/Moody
  - Full Transit Mall/Irving Diagonal Mitigated
  - East I-5/Russell
  - Interstate Avenue with a Crossover/Retain Alberta Ramps Mitigated



## 1. Clackamas Regional Center

- Alignment: **North of Clackamas Town Center (CTC)**
- Design Option: Result of Clackamas Community College (CCC), Oregon Institute of Technology (OIT), North Clackamas Parks District and light rail transit (LRT) Master Plan
- Terminus Option: CTC Transit Center for IOS 2 and Full-Length
- Park-and-Ride Lot:
  - Approximately 900 spaces at OIT/CCC (450 structured and 450 surface, mix of surface and structure may change as a result of the master planning effort).
  - Refine the distribution of park-and-ride capacity between the Linwood, Tacoma St. and OIT/Aquatic Center park-and-ride sites.
- Schedule: IOS 2
- Other:
  - The project will coordinate the design of the CTC Transit Center and LRT alignment parallel to Monterey with the CTC's developing expansion master plan and Clackamas County's planned improvements for Monterey.
  - Designs in this segment will allow for an Oregon City extension via I-205.

## 2. East Milwaukie

- Alignment: **Highway 224**
- Terminus Option: Linwood Park-and-Ride Lot for IOS 1
- Park-and-Ride Lot:
  - Approximately 400 surface spaces at Linwood southeast of Harmony in IOS 1.
  - Add approximately 900 spaces at the Linwood Park-and-Ride Lot and structure all spaces in IOS 2: total approximately 1,300 structured spaces.
  - Limit the Linwood Park-and-Ride Lot to southeast of SE Harmony Road.
  - No park-and-ride lot or station at the Milwaukie Marketplace.
  - Refine the distribution of park-and-ride capacity between the Linwood, Tacoma and OIT/Aquatic Center park-and-ride sites
- Schedule:
  - IOS 1 to Linwood Park-and-Ride Lot with approximately 400 surface spaces.
  - IOS 2 structure Linwood Park-and-Ride Lot and increase capacity by approximately 900 spaces.
- Other:
  - Evaluate the design of the LRT crossing of Harrison Street to balance cost, urban design, traffic and LRT operations and safety objectives.

## 3. Milwaukie Regional Center

- Alignment: **Main Street/Tillamook Branch Line Mitigated**
- Park-and-Ride Lot:
  - Approximately 800 spaces at Tacoma St. (800 structured).
  - Refine the design of the Tacoma St. Station and Park-and-Ride Lot to reflect site limitations, optimize development opportunities and improve pedestrian access (including extending the Springwater Corridor Trail across McLoughlin Boulevard) and auto access to and from the lot.
  - Refine the distribution of park-and-ride capacity between the Linwood, Tacoma St. and OIT/Aquatic Center park-and-ride lot sites.
- O&M Facility
  - Advance the South of Ochoco site into PE/FEIS with a Center St. site (see the South Willamette River Crossing Segment).
  - Prior to publication of the PE/FEIS for IOS 1, select a preferred maintenance facility site and develop an implementation plan.
- Schedule: IOS 1



- Other:
- Refine the alignment within downtown Milwaukie to mitigate impacts to Scott Park and to improve the urban design characteristics of the proposed transit center.
  - Design the LRT alignment and transit center to allow for an extension to Oregon City via McLoughlin Blvd.
  - Refine the LRT alignment to address floodplain issues along Johnson Creek.

#### 4. McLoughlin Boulevard

Alignment: **McLoughlin Boulevard**  
Design Option: Pedestrian Crossing at Bybee  
Schedule: IOS 1

- Other:
- Study further the option of rebuilding the Bybee Overpass to identify the actual marginal cost of rebuilding the overpass compared to building the pedestrian crossing. Funding of the marginal cost difference would be provided by others and would need to be in hand by the Full Funding Grant Agreement for IOS 1.
  - The design of the LRT alignment will allow for the possible expansion of SE McLoughlin Boulevard without taking trees in what would become the highway median.

#### 5. South Willamette River Crossing

Alignment: **Caruthers Crossing**  
Design Option: Moody Avenue  
Maintenance Facility:

- Develop a Center Street LRT O&M facility site option.
- Advance the Center Street site into PE/FEIS with a South of Ochoco site (see the Milwaukie Regional Segment).
- Prior to publication of the PE/FEIS for IOS 1, select a preferred maintenance facility site and implementation plan.

Schedule: IOS 1

- Other:
- The preferred LRT alignment south of Holgate would be on right-of-way currently owned by the UPRR.
  - An alternate LRT alignment south of Holgate west of the UPRR property will be included within PE/FEIS.
  - Refine station locations and pedestrian access to stations between OMSI and Holgate.
  - Refine designs in the Clinton Street area to mitigate traffic impacts.
  - Refine spur track crossing designs to reduce costs and address impacts to and from freight rail facilities.
  - Refine the westbank LRT alignment design to accommodate an extension of the Portland Central City Street Car to North Macadam, the Willamette Shore Trolley and the Willamette River Greenway Trail.
  - Design the Caruthers Bridge to provide a navigational clearance of up to 83 feet CRD, and mitigate any remaining navigation impacts with operating agreements. A permit specifying the minimum navigational clearances for the Caruthers Bridge can only be issued by the US Coast Guard following completion of the federal environmental process.
  - Undertake a type, size and location study for the Caruthers Bridge early within the PE/FEIS phase, and allocate a sufficient budget to allow for the

selection of an alternate bridge type to address visual and aesthetic impacts of the bridge.

- Study the inclusion of a bicycle and pedestrian path on the Caruthers Bridge during the type, size and location study to identify the actual marginal cost of adding the path to the bridge (funding of the marginal cost difference would be provided by others and would need to be in hand by the Full Funding Grant Agreement for IOS 1).
- Design of the LRT alignment will allow for a future eastside rail connection.

## 6. Downtown Portland

Alignment: **Full Transit Mall**

- Design Option:
- Irving Diagonal Mitigated
  - No recommendation on a Harrison Street Station: Defer recommendation to the Downtown Portland Oversight Committee.

Schedule: IOS 1

Other: Work with the Downtown Portland Oversight Committee to:

- refine the design of the South Mall to meet LRT, bus, automobile, parking, pedestrian access, urban design, development and other objectives;
- refine the north mall design to retain existing through-traffic access on 5<sup>th</sup> and 6<sup>th</sup> and develop a plan to mitigate impacts to loading docks and other vehicle access displacements;
- refine the location of the southbound LRT station on NW 5<sup>th</sup> Avenue at Irving;
- prepare and adopt a detailed construction impact mitigation plan outlined in the *Downtown Portland Tier I Final Report* (Metro: December 1995);
- develop an operations plan that would accommodate retaining all projected (2015) buses on the transit mall with no off-mall bus improvements (Tri-Met and the City of Portland should continue to work together with the Central City community to finalize, adopt and implement the Central City Transit Plan that would specify bus routing throughout the Central City, including the Downtown Portland Segment);
- develop an on and off-street parking displacement mitigation plan;
- develop a plan to mitigate traffic impacts that would result from the LRT at-grade crossing of Front Avenue; and
- develop a plan to mitigate traffic impacts at W Burnside, including the analysis of an integrated signal system for Burnside and the North Mall.

## 7. Eliot

Alignment: • **East I-5** South of the Broadway/Weidler Couplet

• **Russell Alignment** North of the Broadway/Weidler Couplet

- Design Option: • **LRT/Roadway Refinement Study.** Tri-Met, the City of Portland, ODOT and Metro will work together to develop a refined design for this area that addresses the following needs in an integrated manner: LRT access and operations; capacity and weave problems on I-5; access to, from and within the Lloyd District; and the development of the Broadway/Weidler couplet as a Main Street. If the study does not result in a mutually-agreed upon solution, then the East I-5/Russell with a grade-separated crossing of the Broadway/Weidler couplet will be constructed. The study will be completed no later than the initiation of the FEIS for IOS 2.

- Terminus Option: IOS 1 at Rose Quarter Transit Center
- Schedule:
  - IOS 1 to Rose Quarter Transit Center
  - IOS 2 North from Rose Quarter Transit Center
- Other:
  - Refine the design of the Russell Street Station and the LRT alignment near Emanuel Hospital, the Ronald McDonald House and City of Portland facilities in order to reduce impacts to adjacent properties and meet urban design objectives in the area.
  - Refine the Flint Avenue alignment to reduce displacements, meet urban design and redevelopment objectives in the area, minimize neighborhood impacts and meet safety and access objectives for the Harriot Tubman school, and work with the Eliot Neighborhood and the City of Portland to develop a mitigation plan to mitigate remaining neighborhood impacts.
  - During PE/FEIS for IOS 1, refine the design of the At-Grade Rose Quarter Transit Center. The refined design could include or provide for the future realignment and/or grade separation of Interstate Avenue.

## 8. North Portland

- Alignment: **Interstate Avenue with Crossover from I-5**
- Design Option: Retain Alberta Ramps Mitigated
- Terminus Option: IOS 2 at Kenton
- Schedule:
  - IOS 2 to Kenton
  - IOS 3 North from Kenton
- Other:
  - A range of crossover alignments (from the I-5 alignment in the south to an Interstate Avenue alignment in the north) will be analyzed in a Crossover Study. The scope of the Crossover Study will generally be between Killingsworth and Lombard and will be complete prior to initiating the FEIS for IOS 2. Selection of the preferred crossover will be approved as an amendment to the LPS.
  - The design of the LRT alignment will accommodate a 35 mph speed and will help to create a Main Street environment on Interstate Avenue.
  - An objective of the design refinement within this segment will be to reduce residential and business displacements.
  - Refine the Retain the Alberta Ramps Design Option to minimize residential displacements and to address ODOT design objectives for I-5.
  - Refine the station locations within this segment to improve the station platform environments and to meet local development and urban design objectives.
  - Refine station location and designs for the PIR/Delta Park and the Expo Center stations.
  - Refine the LRT alignment south of Expo Center to address wetland impacts.

## 9. Hayden Island/Vancouver

- Alignment: **I-5/Washington Street**
- Design Option: West of Washington Street
- Terminus Option: IOS 3 and Full-Length at VA/Clark College
- Park-and-Ride Lot:
  - 500 structured spaces during IOS 1
  - Add 1,500 structured spaces during IOS 3: total 2,000 structured spaces
- Schedule: IOS 3



- Other:
- Re-design the LRT alignment on Hayden Island alignment to address floodplain impacts.
  - Prior to initiating the FEIS for IOS 3, refine the design of the Columbia River LRT Crossing to allow integration of the LRT Project within an I-5 Trade Corridor Study sponsored by ODOT and WSDOT.

### C. Costs

The following table summarizes the approximate estimated capital costs of the recommended South/North Light Rail Project by IOS and by current (1994\$) and future year dollars. Revised cost estimates will be prepared through the preparation of preliminary engineering, the FEIS and the project's finance plan.

**Table 1**  
**South/North LPS: PMG Recommendation**  
**Estimated Capital Costs (in millions)**

Construction Segment	Current Year Dollars (1994\$)	Future Year Dollars
IOS 1 • Rose Quarter to Linwood Park-and-Ride Lot	\$635	\$1,000
IOS 2 • Linwood Park-and-Ride Lot to CTC Transit Center • Rose Quarter Transit Center to Kenton	\$310	\$600
IOS 3 • Kenton to Clark College	\$315	\$700
<b>Total</b>	<b>\$1,260</b>	<b>\$2,300</b>

Note: Future year costs reflect the effect of inflation and financing costs.

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## South/North Downtown Portland Oversight Committee

---

J. Clayton Hering, Chair  
Norris Beggs & Simpson

May 29, 1998

Mike Burton  
Metro Executive Officer

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

Patrick Done  
Pioneer Place

Greg Goodman  
City Center Parking

Charlie Hales  
City of Portland Commissioner

Dear Councilor Washington:

Lisa Horne  
Downtown Community  
Association

Philip Kalberer  
Kalberer Hotel Supply

Jim Mark  
Melvin Mark Properties

Richard Michaelson  
Intercity Properties

The purpose of this letter is to forward to you and the South/North Steering Committee the unanimous recommendations of the Downtown Portland Oversight Committee concerning the selection of options and the identification of future studies that should be incorporated into the Locally Preferred Strategy for the South/North Project. These recommendations represent two years of very hard and dedicated work by each of the Oversight Committee members. And, while our deliberations explored a wide range of perspectives on several key issues, our unanimous conclusion illustrates the solid foundation supporting these recommendations. You will find that the Oversight Committee's recommendations for the Downtown Portland Segment echo and expand upon the Project Management Group's recommendations of May 21, 1998.

Sam Naito  
Made In Oregon

George Pernsteiner  
Portland State University

Greg Schillinger  
Downtown Retail Council

Bob Stacey  
Tri-Met

Craig Thompson  
Fifth Avenue Suites Hotel

Felicia Trader  
Portland Development  
Commission

Kay Van Sickle  
Oregon Department of  
Transportation

Although our recommendations focus on the issues and options within downtown Portland, the Oversight Committee never lost sight of the larger South/North Corridor or the encompassing light rail system that the region is working to complete. It is within that broader context that the committee, and I personally, voice our strongest recommendation:

That the region redouble its efforts to finance and construct the Phase I South/North Project from the Clackamas Regional Center, through the downtowns of Milwaukie and Portland, and into Vancouver, Washington, followed by a Phase II extension of South/North light rail to Oregon City.

The completion of the regional light rail system, as an element of a balanced transportation system, is of critical importance to ensuring the continuing strong economic health and quality of life of our community. The benefits that the light rail system will bring to our community will be felt equally within the core of downtown Portland, the Central City, Portland's urban neighborhoods and our surrounding suburban cities. And the benefits of a light rail system as an element of our regional growth management strategy

Councilor Washington  
May 29, 1998  
Page 2

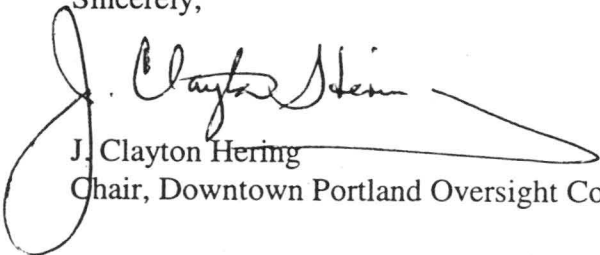
South/North  
Downtown Portland  
Oversight Committee

J. Clayton Hering  
Chair

will flow outside of the metropolitan area by helping to avoid sprawl that would eat away at our state's precious farm and forest land and our surrounding rural communities.

In closing, I would like to express the Oversight Committee's thanks to you, the Steering Committee, Metro, Tri-Met and the City of Portland for developing and implementing a process that allowed the downtown Portland community to be equal and active participants in the project's decisions that will directly effect our businesses, properties, residences and educational facilities. We have received tremendous support from the project's technical staff, and the open forum provided through the project's public involvement and decision-making process has ensured that all issues have been surfaced and thoroughly discussed. We look forward to continuing to work with you and the project staff in similar partnership as the project advances into engineering and construction.

Sincerely,



J. Clayton Hering  
Chair, Downtown Portland Oversight Committee

Attachment

cc: Portland City Council  
South/North Steering Committee  
Downtown Portland Oversight Committee



**South/North Locally Preferred Strategy**  
**Downtown Portland Oversight Committee Recommendation**  
**May 26, 1998**

**1. Introduction**

This document summarizes the Downtown Portland Oversight Committee's recommendations to the South/North Steering Committee concerning the Locally Preferred Strategy for the Downtown Portland Segment of the South/North Light Rail Project. The Oversight Committee unanimously approved these recommendations on May 26, 1998 (a membership list of the Oversight Committee is provided as Attachment A). In preparing these recommendations the Oversight Committee:

- Participated in the development of and reviewed the wide range of findings summarized in the South/North Draft Environmental Impact Statement (DEIS), the *South/North DEIS Briefing Document* and several focused reports concerning the Downtown Portland Segment;
- Participated in several work sessions, walking tours and general meetings concerning the alternatives, options and issues currently being evaluated within the Downtown Portland Segment; and
- Considered written and oral comments from businesses, organizations and the general public (the Oversight Committee held its own meeting to receive public comment on April 14, 1998).

**1. Downtown Portland Tier I Final Report**

The Downtown Oversight Committee was initially formed in January 1995 to identify the most promising light rail alignments within downtown Portland that should advance into the South/North DEIS for further study. Through its initial process, the Oversight Committee reassessed a wide range of surface and tunnel alignments within downtown Portland and helped develop and evaluate a variety of design configurations of a surface alignment traversing the downtown Portland transit mall.

The Oversight Committee's process concluded in June 1995 when the committee unanimously adopted the *Resolution of Findings and Recommendations Concerning the South/North Light Rail Alignment in Downtown Portland: Downtown Portland Oversight Committee* (June 29, 1995). The recommendations of the Oversight Committee were incorporated into the *South/North Downtown Portland Tier I Final Report* that was adopted by Metro Council in December 1995.

In summary, the Oversight Committee's 1995 resolution found that the surface alignment on the downtown Portland transit mall was the best South/North light rail alignment in the Downtown Portland Segment and that it best met established goals and criteria, and therefore "a more detailed study of other tunnel and surface street alignments is not warranted." The committee

also identified the most promising transit mall designs that formed the basis of the current DEIS analysis. Finally, the Oversight Committee recommended the further study of several issues, such as the South and North Entry Station Access Studies.

- This action taken on May 28, 1998 by the Oversight Committee reaffirms the findings and conclusions reached within its June 1995 resolution that the surface alignment on the downtown Portland transit mall best meets established goals and criteria for the establishment of South/North light rail service in the Downtown Portland Segment.

The following sections of this document provide further recommendations from the Oversight Committee on the selection of alignments, design options, station configurations and the further study of issues within the Downtown Portland Segment.

## **2. Phased Implementation of the Full-Length Light Rail Project**

The Downtown Portland Oversight Committee endorses the Project Management Group's recommendation that Phase I of the South/North Light Rail Project extend from the Clackamas Regional Center, through the cities of Milwaukie and Portland, to Clark College in Vancouver, Washington, and that Phase I of the project be implemented through three construction phases, dependent on completion of the project's finance plan and agreement with the Federal Transit Administration. Further, the Oversight Committee endorses a Phase II extension of the South/North Light Rail Project to Oregon City.

This endorsement of the South/North Light Rail Project is based upon the wide spectrum of benefits that the project will provide to downtown Portland and the region as a whole. Following is a brief summary of some of the most significant benefits of the South/North Project (all statistics are for the year 2015 compared to an expanded all-bus system):

- A 30 percent increase in corridor transit ridership by the year 2015, an increase amounting to over 10 million rides a year;
- A 40 percent increase in weekday transit ridership into downtown Portland;
- A reduction in the demand for over 3,700 parking spaces in downtown Portland;
- A 30 percent decrease in rush-hour transit travel times between downtown Portland and key activity centers within the corridor, including the Clackamas Regional Center, downtown Milwaukie and downtown Vancouver;
- An increase in the people-carrying capacity in and out of downtown Portland, both to the south and the north, equivalent to the capacity of a six-lane freeway, at a fraction of the costs and impacts that would be associated with a new freeway;
- A 3 to 9 percent decrease in rush-hour automobile travel times between downtown Portland and key activity centers within the corridor, including the Clackamas Regional Center, downtown Milwaukie and downtown Vancouver;

- A savings of over four million hours of travel time in the corridor (automobile, transit and truck travel), a savings valued at approximately \$50 million per year using federal standards for calculating the value of travel time benefits; and
- The attraction of local private developments to many of the project's station areas and the demonstrated ability of the light rail system to leverage public funds with private investments.

### **3. Transit Mall Alignment Alternatives**

The Downtown Portland Oversight Committee recommends, based on the provision of 11,000 additional direct transit trips, additional redevelopment opportunities and fewer construction impacts, that:

- The Full Transit Mall Alternative be included within the first construction segment (IOS 1) of the South/North Light Rail Phase I Project (illustrated in Attachment B).

### **4. North Entry Design Options and Station Access Study**

The Downtown Portland Oversight Committee recommends, based on regional goals to provide integrated, intermodal transit service and Central City goals to provide transit access to developing neighborhoods, that:

- The Irving Street Design Option be selected, with the northbound Irving Diagonal Station and the southbound station on NW 5<sup>th</sup> Avenue south of NW Irving Street;
- The Irving Street alignment should be based upon the revised design that would avoid and mitigate a variety of impacts associated with the design included within the DEIS, including avoiding the displacement of the Glisan Street Warehouse (illustrated in Attachments B and C);
- The project should refine the location of the southbound light rail station on NW 5<sup>th</sup> Avenue at NW Irving Street to examine the trade-offs between locating a station closer to Union Station with the potential closure of NW Hoyt Street at NW 5<sup>th</sup> Avenue;
- The project should refine the north mall design and traffic/transit operations plan to retain existing through-traffic access on NW 5<sup>th</sup> and 6<sup>th</sup> Avenues; and
- The project should develop plans to mitigate impacts to loading docks and other vehicle access points.

### **5. South Entry Station Access Study**

The Downtown Portland Oversight Committee recommends, based on opportunities to integrate transit projects and to reduce costs, that:

- Metro, Tri-Met and the City of Portland conduct a South Entry LRT/Streetcar Design Coordination Study to refine the south entry alignment design for the South/North Project to allow for a Portland Central City Streetcar extension from PSU, via SW Harrison Street, to the North Macadam development area. This study should coordinate with the design and location of the Harrison Street connector.
- A station on SW Harrison Street between SW 2<sup>nd</sup> and 3<sup>rd</sup> Avenues is needed to: 1) serve the existing population and employment in the South Auditorium District; and 2) provide a connection between South/North light rail and an extension of the City of Portland's Central City Streetcar into the North Macadam redevelopment area and to other transit service to the south of downtown Portland. Because it would provide a dual function, funding for the Harrison Street Station should be sought from a variety of sources, including the South/North Light Rail Project and the Central City Streetcar Project.
- A RiverPlace Station between SW Front Avenue and SW Harbor Drive should be dropped from further consideration.

## 6. Other

The Downtown Portland Oversight Committee recommends that Metro, Tri-Met and the City of Portland continue to work with the Oversight Committee and other interested parties to:

- Refine the design of the South Mall to meet LRT, bus, automobile, parking, pedestrian access, urban design, development and other objectives;
- Prepare and adopt a detailed construction impact mitigation plan outlined in the *Downtown Portland Tier I Final Report* (Metro: December 1995) summarized in Attachment D;
- Develop an operations plan that would accommodate retaining all projected (year 2015) buses on the downtown Portland transit mall with no off-mall bus improvements (Tri-Met and the City of Portland should continue to work together with the Central City community to finalize, adopt and implement the Central City Transit Plan that would specify bus routing throughout the Central City, including the Downtown Portland Segment);
- Develop an on and off-street parking displacement mitigation plan;
- Develop a plan to mitigate traffic impacts that would result from the LRT at-grade crossing of Front Avenue; and
- Develop a plan to mitigate traffic impacts at W Burnside, including the analysis of an integrated signal system for Burnside and the North Mall.

**Attachment A**  
**Downtown Portland Oversight Committee Membership**

J. Clayton Hering, Chair  
Norris Beggs & Simpson

Richard Michaelson  
Intercity Properties

Mike Burton  
Metro Executive Officer

Sam Naito  
Anne Naito Campbell (alternate)  
Made In Oregon

Patrick Done  
Pioneer Place

George Pernsteiner  
Brian Chase (alternate)  
Portland State University

Greg Goodman  
City Center Parking

Greg Schillinger  
Downtown Retail Council

Charlie Hales  
City of Portland

Bob Stacey  
Tri-Met

Lisa Horne  
Downtown Community Association

Craig Thompson  
Fifth Avenue Suites Hotel

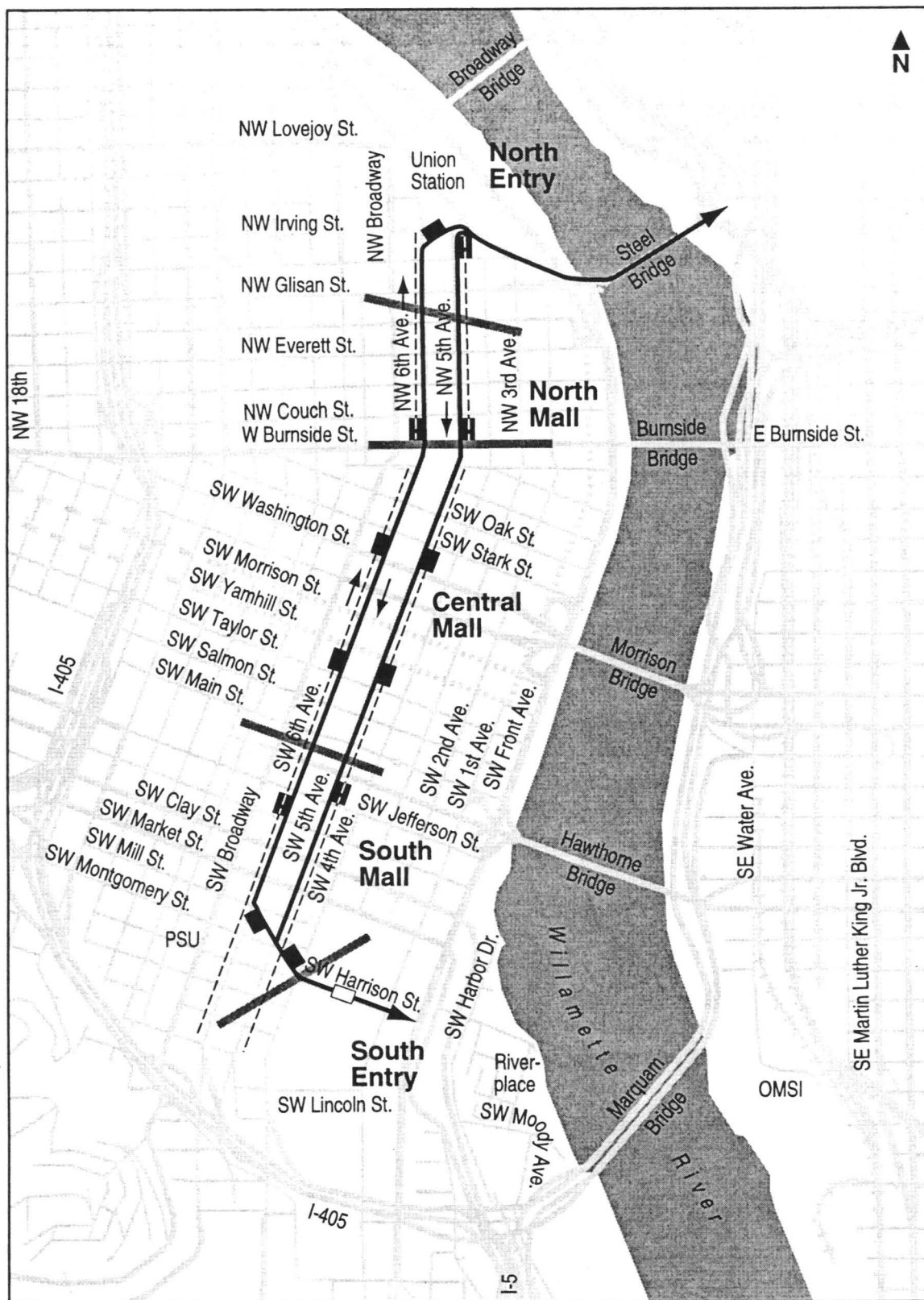
Philip Kalberer  
Kalberer Hotel Supply

Felicia Trader  
Portland Development Commission

Jim Mark  
Melvin Mark Properties

Kay Van Sickel  
Oregon Department of Transportation





May 1998

**Note:** Alignment and station locations are currently under study and may change.

\* IOS refers to a segment of the full-length alternative called an Interim Operating Segment.



**South  
North**  
Transit Corridor Study

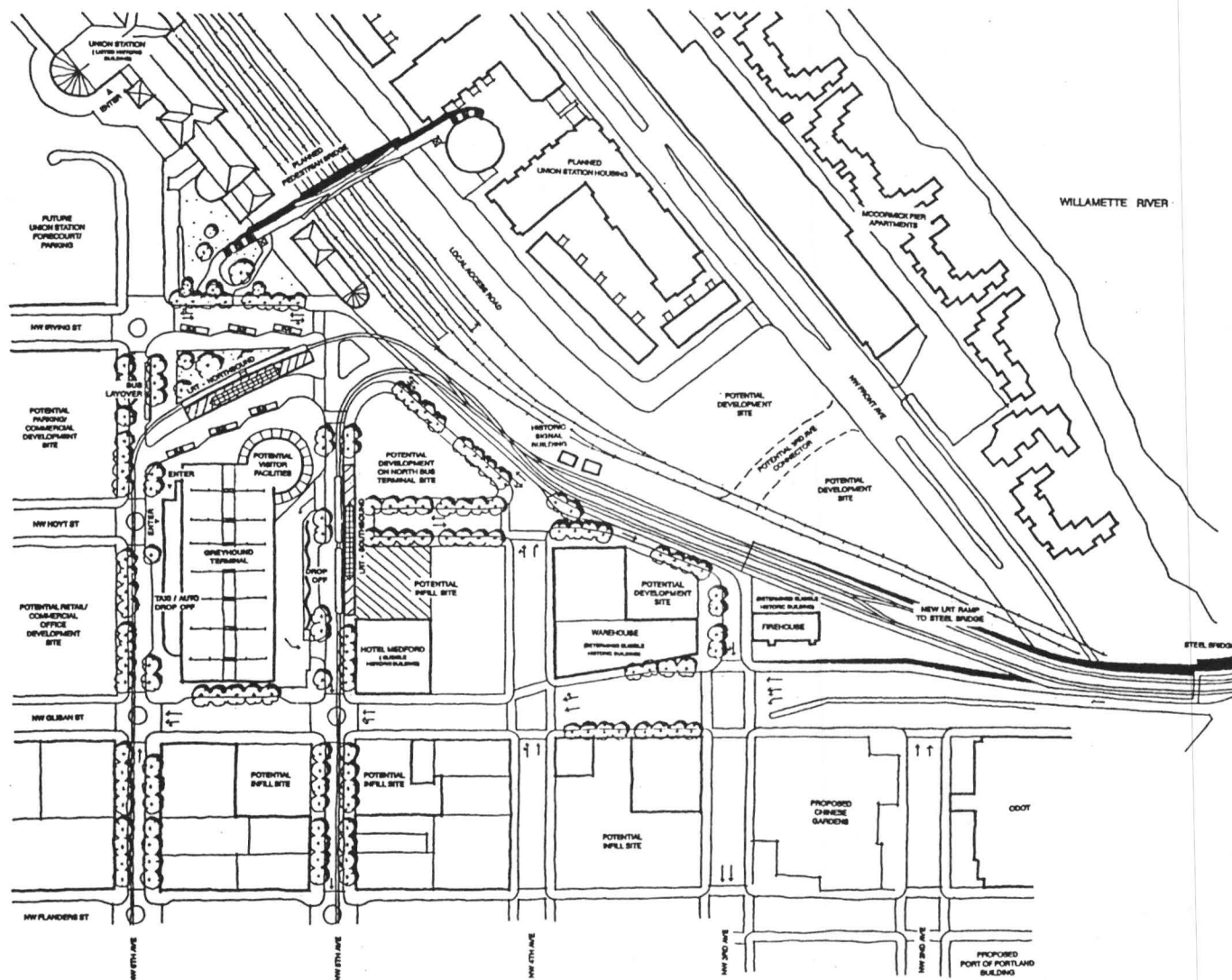
## Locally Preferred Strategy: Downtown Portland Oversight Committee Recommendation Downtown Portland Segment

- Full Transit Mall in IOS 1\*
- Irving Diagonal Design Option (Mitigated)

- Recommended LRT Alignment
- Eastside MAX
- Westside LRT
- Mall auto access

- Station with no auto access on Mall
- Station with auto access on Mall
- Defer Recommendation on Harrison Street Station to Downtown Oversight Committee
- Existing Railroad





Attachment C

# CONCEPT PLAN IRVING DIAGONAL II MITIGATION OPTION FULL MALL ALTERNATIVE

0' 50' 100' 150'



## Attachment D

### Downtown Portland Construction Management and Mitigation Plan *Downtown Portland Tier I Final Report - December 21, 1995*

With the adoption of the *Downtown Portland Tier I Final Report* (Metro: December 1995), the Metro Council identified construction management and mitigation measures for the Downtown Portland Segment to be developed within the project's environmental impact statement. In summary, the Metro Council concluded that, during final design, a detailed construction management and mitigation plan should be developed for the central city area that would create a Downtown Portland Construction District. Following is an outline of the primary elements of the construction management and mitigation plan called for in the *Tier I Final Report*, pages 45 to 50.

- A Downtown Portland LRT Committee should be formed to oversee the design, development of contract documents and construction of all work within the Special Downtown Portland Construction District.
- A goal should be established to complete all of the downtown construction work within a three-year period.
- Alternative contracting methods should be employed so that a contractor would be selected, based upon their experience and qualifications, to address the unique requirements of the South/North Project (including but not limited to the need to avoid disruption to adjacent businesses, to minimize the duration of construction and to avoid displacements); consequently, the low bidder may not be selected.
- The project should implement a temporary traffic management plan and a variety of special programs to mitigate the construction impacts on the central city.
- These methods should be based on criteria to be established by the Downtown Portland LRT Committee. Criteria to be considered include: a) negotiated rather than low-bid contracting; b) incentives and penalty clauses; and c) use of a single, prime contractor for light rail utility and construction.
- The Downtown LRT Committee should consider undertaking a series of special programs during construction aimed at mitigating the impacts of light rail construction on businesses and properties in downtown.



**South/North  
Citizen Advisory Committee**

*Rick Williams*  
*Chair*

*Marc Veneroso*  
*Vice Chair*

*Bob Elliott*

*Brad Halverson*

*Frank Howatt*

*Champ Husted*

*Jim Justice*

*Stanley T. Lewis*

*Gary Madson*

*Gina Maloney*

*Michael Mulkey*

*David Myers-Eatwell*

*Irene Park*

*Larry Quilliam*

*Tracy Reich*

*Steve Rogers*

*Barbara Yasson*

*Gina Whitehill-Baziuk*  
*Staff - 503/797-1746*

June 2, 1998

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

Dear Councilor Washington:

It is with great pleasure that I am forwarding to you and the South/North Steering Committee the attached recommendations from the Citizens Advisory Committee (CAC) concerning the Locally Preferred Strategy (LPS) for the South/North Light Rail Project. Our recommendations culminate over six years of partnership between the CAC and the South/North Project. While the committee members had some split votes concerning a few of the elements within the recommendation, when all was said and done, the committee unanimously endorsed the enclosed document.

In developing its recommendation, the CAC worked from the Project Management Group's (PMG) recommendation of May 21, 1998. The CAC concurred with the PMG's recommendations on all of the primary alignment alternatives and design options, and would modify or add to a few specific recommendations as highlighted in this cover letter.

•**Phasing and Funding of the Full-Length Project.** Most importantly, the CAC agreed with the PMG and endorsed the Full-Length Light Rail Project. The CAC also concurred with the proposed three-step construction sequence of a first interim operable segment (IOS) from the Rose Quarter Transit Center to the Linwood Park-and-Ride Lot, followed by a second IOS extending south to the Clackamas Town Center Transit Center and north to Kenton, concluding with IOS 3 extending north to Clark College. The CAC felt, however, that funding for the entire Phase I project should be secure prior to expending capital fund on IOS 1 to ensure that the full project is ultimately built.

•**Eastside Rail Connection.** The CAC reiterated its endorsement of an eastside rail connection between OMSI and the Rose Quarter Transit Center as an important long-term link in the region's urban rail system. While the CAC concurred with the PMG's recommendation that a future study of the connection be conducted, the CAC felt that the Steering Committee should identify a time frame for that study and that the connection be included as an element of the Phase II project.

•**Freeman Way Station.** The CAC added an endorsement of a station on the north side of Highway 224 at SE Freeman Way to serve the east Milwaukie industrial park (a Freeman Way Station is included within the map illustrating the PMG's recommendation but was not called out in the text of the PMG's recommendation). Further, the CAC recommends that the project evaluate ways to improve the station platform environment of the Freeman Way Station, particularly by mitigating the impact of highway generated noise on light rail passengers.

•**Emphasis of Eliot Segment Recommendations.** While the CAC generally concurred with the PMG's recommendations concerning the Eliot Segment, we felt that the wording of the LPS should be changed to better reflect an emphasis on stated priorities of the CAC and neighborhood and business organizations located within the segment. As such, the CAC recommends that the LPS should first state that the recommended option for the East I-5 alignment at Broadway and Weidler is the Grade Separated option, primarily to avoid the traffic impacts associated with the at-grade crossing.

Further, while the CAC endorsed the integrated LRT/Roadway Refinement Study that Metro, Tri-Met, the City of Portland and the Oregon Department of Transportation would undertake to refine the light rail design of the East I-5 alignment while meeting the stated objectives, the committee felt that the emphasis of avoiding traffic impacts on I-5 and on Broadway and Weidler Street should not be compromised in the redesign effort. Most importantly, if the LRT/Roadway Refinement Study does conclude with a modified LRT design, the City of Portland, ODOT and Metro must be willing to commit to the implementation of the related roadway and pedestrian access improvements that would be associated with the modified design.

•**North Portland Segment.** In the North Portland Segment the CAC endorsed the Interstate Avenue Alternative with a crossover from I-5 somewhere between Killingsworth and Lombard. The CAC, however, added a recommendation that, given the broader goal of assisting economic redevelopment in north Portland, Metro and the City of Portland should undertake ancillary programs to ensure the economic vitality of the full length of N Interstate Avenue.

•**Continued Public Involvement.** Recognizing the critical role that public participation has played in the South/North Project to date, the CAC concluded its recommendations with a request that the Steering Committee consider the integration of a corridor-wide citizen involvement committee into the Preliminary Engineering and Final Environmental Impact Statement process. Further, the CAC asked that the Steering Committee ensure that interested parties throughout the corridor have the opportunity to be involved in the processes that are developed to resolve the issues and refine the designs that are called for in the LPS.

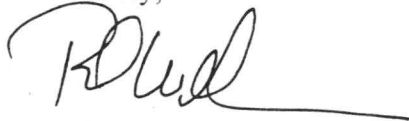
In closing I would like to make several concluding remarks. First, over the years the committee received a wealth of information from the project and project staff, and we recognize the scale of commitment that the project made to providing very thorough and professional support to the

June 2, 1998  
Councilor Washington  
Page 3

CAC. Second, the committee voiced appreciation to the Steering Committee for ensuring that the CAC truly was an active and important player in the project's decision-making process. The CAC's participatory role was most strongly illustrated when the Steering Committee, Tri-Met, the City of Portland and the Metro Council concurred with the CAC's recommendation in 1994 to advance the Caruthers Crossing alternative into the DEIS. Third, the CAC feels that, as much as possible, the overall LPS recommendations from the PMG and the CAC captures the near-consensus among the public on the primary alignment alternatives and options that should make up the South/North Project. And finally, as the project moves on to the next steps of design refinement, we offer you a strong message of encouragement and support as you work to develop and implement a financing plan for the Phase I project.

Thank you for your consideration of the attached recommendations and I look forward to discussing them with you at your meeting on Friday, June 5, 1998. If you have any questions prior to the meeting, please contact me at 236-6441.

Sincerely,



Rick Williams  
Chair, Citizens Advisory Committee

Attachment

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



# South/North Locally Preferred Strategy Citizens Advisory Committee Recommendation

May 28, 1998

This document summarizes the Citizens Advisory Committee's (CAC) recommendations to the Steering Committee concerning the South/North Locally Preferred Strategy (LPS). These recommendations were adopted unanimously by the CAC on May 28, 1998.

The adoption of these recommendations represents the culmination of approximately six years of work by the CAC on the South/North Light Rail Project. Following is a brief outline of activities that the CAC participated in that preceded the adoption of these recommendations:

- **Early Screening Steps.** The CAC was an active participant in early screening steps undertaken by the South/North Project prior to preparation of the Draft Environmental Impact Statement (DEIS). During these steps to screen down from a wide range of alternatives and options to the most promising set of alternatives and options, the CAC reviewed technical findings and public comments and prepared and adopted independent recommendations to the South/North Steering Committee.
- **Review of DEIS Results.** Prior to adopting the recommendations outlined in this report, the CAC received a wide range of written material and technical presentations from project staff that documented the benefits, costs and impacts of the alternatives and options under study within the DEIS. In particular, CAC members reviewed results summarized within the DEIS and the *DEIS Briefing Document*. The full range of more detailed technical results reports were also made available to interested committee members.
- **Public Comment.** The CAC afforded itself with numerous opportunities presented by the project to receive public comment. Each meeting of the CAC started and concluded with an opportunity for public comment. CAC members attended the project's DEIS public hearings held in April 1998, and the committee members each received a copy of the *DEIS Public Comment Report* that included all written and oral comments received by the project during the 60-day public comment period. In May 1998, the CAC advertised and held its own meeting dedicated almost exclusively to the receipt of further public comment. Finally, over the past several months individual committee members spent hours talking with and listening to the opinions and recommendations of their constituents.
- **Review of Project Management Group (PMG) and Downtown Portland Oversight Committee Recommendations.** Prior to preparing and adopting these recommendations, the CAC reviewed and discussed recommendations that were previously adopted by the PMG and the Downtown Portland Oversight Committee.

## A. Light Rail Length Alternative

- The South/North Project CAC recommends the phased implementation of a Full-Length South/North Light Rail Project, extending from Clackamas County, Oregon, through the cities of Milwaukie and Portland, to Vancouver, Washington.
- The CAC recommends that funding for the entire Full-Length Project, including IOS 1, IOS 2 and IOS 3 as described below, be secured prior to the expenditure of capital funds for IOS 1.

Proposed construction phases of the project are described below and are subject to agreement with the Federal Transit Administration (FTA) and execution of a Full Funding Grant Agreement with the federal government. Based upon this recommendation, Metro, Tri-Met and the FTA would immediately initiate preparation of the Final Environmental Impact Statement (FEIS) for the first construction segment (Interim Operating Segment 1) of the Phase I South/North Light Rail Project. FEIS's for subsequent construction segments would be completed prior to initiating final design and construction for those segments, and would be prepared concurrent with construction for the prior construction segment.

## **1. Primary Elements of the Phase I South/North LRT Project**

**Full-Length Project:** North CTC Transit Center to VA/Clark College (21.1 track miles)  
(Note: IOS = Interim Operating Segment)

**IOS 1:** • Rose Quarter Transit Center to Linwood Park-and-Ride Lot  
(10.7 track miles) • Downtown Portland Full Transit Mall Alternative

**IOS 2:** • Linwood Park-and-Ride Lot to North CTC Transit Center  
(combined 5.7 track miles) • Rose Quarter Transit Center to Kenton

**IOS 3:** • Kenton to Vancouver/Clark College  
(4.7 miles)

## **2. Anticipated Timing**

Based upon this recommendation, the South/North Phase I Project would be implemented through three construction segments, termed Interim Operating Segments (IOS). Final design and construction of IOS 1 from the Rose Quarter Transit Center to the Linwood Park-and-Ride Lot in Clackamas County would begin in 1999, and it is expected that light rail service on IOS 1 would be initiated as early as 2004. Final design and construction for IOS 2 would generally follow completion of IOS 1, and final design and construction for IOS 3 would generally follow IOS 2. The anticipated construction sequencing would allow for an overlap of approximately one year between IOSs during which final design for the following segment would be initiated while construction for the previous segment is being completed.

## **3. Phase II Extensions**

The recommendations included within this outline primarily address the Phase I South/North Light Rail Project from the Clackamas Regional Center to Vancouver, Washington. The South/North Project also includes Phase II extensions to Oregon City, possibly further east and/or north into Clark County and an eastside rail connection generally between the OMSI and Rose Quarter stations.

**Phase II Oregon City:** • The CAC endorses the Phase II extension of the South/North Project to Oregon City.  
• Concurrent with preparation of the FEIS for IOS 1, initiate a study to select either SE McLoughlin Boulevard or I-205 for a Phase II Oregon City extension.  
• Prior to completion of the FEIS for IOS 2, evaluate whether construction of the Oregon City extension could occur concurrent with IOS 3.

**Phase II Clark County:** • Prior to initiation of final design and construction of IOS 3 to Vancouver, study whether or not to extend the LRT line north and/or east from the

VA/Clark College Station (i.e., compare expansion of park-and-ride lot capacity with extension of the LRT line).

- Tri-Met will ensure that the Portland Airport LRT Project would allow for an extension to Clark County via I-205.
- RTC, Metro, C-TRAN, the City of Portland, the City of Vancouver, ODOT and WSDOT should undertake a bi-state study to determine the feasibility, cost and financing options for an LRT extension via I-205.
- Prior to initiation of the FEIS for IOS 3, integrate these LRT recommendations into a broader transportation improvement strategy through an I-5 Trade Corridor Study sponsored by ODOT and WSDOT.

- Phase II Eastside Rail Connection:**
- The CAC endorses the study of a Phase II eastside rail connection and recommends that the South/North Steering Committee establish a schedule and work plan for the initiation and completion of that study.
  - The CAC recommends that designs of the South/North Project allow for a Phase II eastside rail connection that would generally extend on the eastside of the Willamette River between the OMSI station and the Rose Quarter Transit Center.

## B. Segment Alignments and Options

This section outlines the CAC's recommended alignments, options, park-and-ride lots and other elements of the South/North Light Rail Project.

- Summary:**
- North of CTC to CTC Transit Center
  - Highway 224
  - Caruthers/Moody
  - Full Transit Mall/Irving Diagonal Mitigated
  - East I-5/Russell
  - Interstate Avenue with a Crossover/Retain Alberta Ramps Mitigated

### 1. Clackamas Regional Center

- Alignment:** North of Clackamas Town Center (CTC)
- Design Option:** Result of Clackamas Community College (CCC), Oregon Institute of Technology (OIT), North Clackamas Parks District and light rail transit (LRT) Master Plan
- Terminus Option:** CTC Transit Center for IOS 2 and Full-Length
- Park-and-Ride Lot:**
- Approximately 900 spaces at OIT/CCC (450 structured and 450 surface, mix of surface and structure may change as a result of the master planning effort).
  - Refine the distribution of park-and-ride capacity between the Linwood, Tacoma St. and OIT/Aquatic Center park-and-ride sites.
- Schedule:** IOS 2
- Other:**
- The project will coordinate the design of the CTC Transit Center and LRT alignment parallel to Monterey with the CTC's developing expansion master plan and Clackamas County's planned improvements for Monterey.
  - Designs in this segment will allow for an Oregon City extension via I-205.

## 2. East Milwaukie

- Alignment: **Highway 224**  
Terminus Option: Linwood Park-and-Ride Lot for IOS 1  
Park-and-Ride Lot:
  - Approximately 400 surface spaces at Linwood southeast of Harmony in IOS 1.
  - Add approximately 900 spaces at the Linwood Park-and-Ride Lot and structure all spaces in IOS 2: total approximately 1,300 structured spaces.
  - Limit the Linwood Park-and-Ride Lot to southeast of SE Harmony Road.
  - No park-and-ride lot or station at the Milwaukie Marketplace.
  - Refine the distribution of park-and-ride capacity between the Linwood, Tacoma and OIT/Aquatic Center park-and-ride sites

Schedule: 
  - IOS 1 to Linwood Park-and-Ride Lot with approximately 400 surface spaces.
  - IOS 2 structure Linwood Park-and-Ride Lot and increase capacity by approximately 900 spaces.

Other: 
  - Evaluate the design of the LRT crossing of Harrison Street to balance cost, urban design, traffic and LRT operations and safety objectives.
  - Include a light rail station on the north side of Highway 224 at SE Freeman Way, and refine the design of the station to improve the platform environment for rail passengers, including the mitigation of roadway noise impacts to the light rail station.

## 3. Milwaukie Regional Center

- Alignment: **Main Street/Tillamook Branch Line Mitigated**  
Park-and-Ride Lot:
  - Approximately 800 spaces at Tacoma St. (800 structured).
  - Refine the design of the Tacoma St. Station and Park-and-Ride Lot to reflect site limitations, optimize development opportunities and improve pedestrian access (including extending the Springwater Corridor Trail across McLoughlin Boulevard) and auto access to and from the lot.
  - Refine the distribution of park-and-ride capacity between the Linwood, Tacoma St. and OIT/Aquatic Center park-and-ride lot sites.

C&M Facility 
  - Advance the South of Ochoco site into PE/FEIS with a Center St. site (see the South Willamette River Crossing Segment).
  - Prior to publication of the PE/FEIS for IOS 1, select a preferred maintenance facility site and develop an implementation plan.

Schedule: IOS 1  
Other: 
  - Refine the alignment within downtown Milwaukie to mitigate impacts to Scott Park and to improve the urban design characteristics of the proposed transit center.
  - Design the LRT alignment and transit center to allow for an extension to Oregon City via McLoughlin Blvd.
  - Refine the LRT alignment to address floodplain issues along Johnson Creek.

## 4. McLoughlin Boulevard

- Alignment: **McLoughlin Boulevard**  
Design Option: Pedestrian Crossing at Bybee  
Schedule: IOS 1

- Other:
- Study further the option of rebuilding the Bybee Overpass to identify the actual marginal cost of rebuilding the overpass compared to building the pedestrian crossing. Funding of the marginal cost difference would be provided by others and would need to be in hand by the Full Funding Grant Agreement for IOS 1.
  - The design of the LRT alignment will allow for the possible expansion of SE McLoughlin Boulevard without taking trees in what would become the highway median.

## 5. South Willamette River Crossing

Alignment: **Caruthers Crossing**

Design Option: Moody Avenue

- Maintenance Facility:
- Develop a Center Street LRT O&M facility site option.
  - Advance the Center Street site into PE/FEIS with a South of Ochoco site (see the Milwaukie Regional Segment).
  - Prior to publication of the PE/FEIS for IOS 1, select a preferred maintenance facility site and implementation plan.

Schedule: IOS 1

- Other:
- The preferred LRT alignment south of Holgate would be on right-of-way currently owned by the UPRR.
  - An alternate LRT alignment south of Holgate west of the UPRR property will be included within PE/FEIS.
  - Refine station locations and pedestrian access to stations between OMSI and Holgate.
  - Refine designs in the Clinton Street area to mitigate traffic impacts.
  - Refine spur track crossing designs to reduce costs and address impacts to and from freight rail facilities.
  - Refine the westbank LRT alignment design to accommodate an extension of the Portland Central City Street Car to North Macadam, the Willamette Shore Trolley and the Willamette River Greenway Trail.
  - Design the Caruthers Bridge to provide a navigational clearance of up to 83 feet CRD, and mitigate any remaining navigation impacts with operating agreements. A permit specifying the minimum navigational clearances for the Caruthers Bridge can only be issued by the US Coast Guard following completion of the federal environmental process.
  - Undertake a type, size and location study for the Caruthers Bridge early within the PE/FEIS phase, and allocate a sufficient budget to allow for the selection of an alternate bridge type to address visual and aesthetic impacts of the bridge.
  - Study the inclusion of a bicycle and pedestrian path on the Caruthers Bridge during the type, size and location study to identify the actual marginal cost of adding the path to the bridge (funding of the marginal cost difference would be provided by others and would need to be in hand by the Full Funding Grant Agreement for IOS 1).
  - Design of the LRT alignment will allow for a future eastside rail connection.



## 6. Downtown Portland

Alignment: The CAC recommends that the **Full Transit Mall Alternative** be included within the first construction segment (IOS 1) of the South/North Light Rail Phase I Project.

North Entry Options: Within the North Entry area of the Downtown Portland Segment, the CAC recommends that:

- The Irving Street Design Option be selected, with the northbound Irving Diagonal Station and the southbound station on NW 5<sup>th</sup> Avenue south of NW Irving Street;
- The Irving Street alignment should be based upon the revised design that would avoid and mitigate a variety of impacts associated with the design included within the DEIS, thus avoiding the displacement of the Glisan Street Warehouse;
- The project should refine the location of the southbound light rail station on NW 5<sup>th</sup> Avenue at NW Irving Street to examine the trade-offs between locating a station closer to Union Station with the potential closure of NW Hoyt Street at NW 5<sup>th</sup> Avenue;
- The project should refine the north mall design and traffic/transit operations plan to retain existing through-traffic access on NW 5<sup>th</sup> and 6<sup>th</sup> Avenues; and
- The project should develop plans to mitigate impacts to loading docks and other vehicle access points.

South Entry Stations: Within the South Entry area of the Downtown Portland Segment, the CAC recommends that:

- Metro, Tri-Met and the City of Portland conduct a South Entry LRT/Streetcar Design Coordination Study to refine the south entry alignment design for the South/North Project to allow for a Portland Central City Streetcar extension from PSU, via SW Harrison Street, to the North Macadam development area. This study should coordinate with the design and location of the Harrison Street connector.
- A station on SW Harrison Street between SW 2<sup>nd</sup> and 3<sup>rd</sup> Avenues is needed to: 1) serve the existing population and employment in the South Auditorium District; and 2) provide a connection between South/North light rail and an extension of the City of Portland's Central City Streetcar into the North Macadam redevelopment area and to other transit service to the south of downtown Portland. Because it would provide a dual function, funding for the Harrison Street Station should be sought from a variety of sources, including the South/North Light Rail Project and the Central City Streetcar Project.
- A RiverPlace Station between SW Front Avenue and SW Harbor Drive should be dropped from further consideration.

Schedule: IOS 1

Other: The CAC recommends that Metro, Tri-Met and the City of Portland continue to work to:

- Refine the design of the South Mall to meet LRT, bus, automobile, parking, pedestrian access, urban design, development and other objectives;
- Prepare and adopt a detailed construction impact mitigation plan outlined in the *Downtown Portland Tier I Final Report* (Metro: December 1995) summarized in Attachment D;
- Develop an operations plan that would accommodate retaining all projected (year 2015) buses on the downtown Portland transit mall with no off-mall

bus improvements (Tri-Met and the City of Portland should continue to work together with the Central City community to finalize, adopt and implement the Central City Transit Plan that would specify bus routing throughout the Central City, including the Downtown Portland Segment);

- Develop an on and off-street parking displacement mitigation plan;
- Develop a plan to mitigate traffic impacts that would result from the LRT at-grade crossing of SW Front Avenue; and
- Develop a plan to mitigate traffic impacts at W Burnside, including the analysis of an integrated signal system for Burnside and the North Mall.

## 7. Eliot

- Alignment: • **East I-5** South of the Broadway/Weidler Couplet
- Design Option: • **Russell Alignment** North of the Broadway/Weidler Couplet
- Design Option: • The CAC recommends the selection of the East I-5/Russell Alignment with a **grade-separated crossing of the Broadway/Weidler couplet.**
- Design Option: • **LRT/Roadway Refinement Study.** The CAC recommends that Tri-Met, the City of Portland, ODOT and Metro work together to develop a refined design for this area that addresses the following needs in an integrated manner: LRT access and operations; capacity and weave problems on I-5; access to, from and within the Lloyd District; and the development of the Broadway/Weidler couplet as a Main Street. The study would be completed no later than the initiation of the FEIS for IOS 2.
- Terminus Option: • **At-Grade Rose Quarter Transit Center**
- Schedule: IOS 1 at Rose Quarter Transit Center
- Schedule: • IOS 1 to Rose Quarter Transit Center
- Schedule: • IOS 2 North from Rose Quarter Transit Center
- Other: • Refine the design of the Russell Street Station and the LRT alignment near Emanuel Hospital, the Ronald McDonald House and City of Portland facilities in order to reduce impacts to adjacent properties and meet urban design objectives in the area.
- Other: • Refine the N Flint Avenue alignment to reduce displacements, meet urban design and redevelopment objectives in the area, minimize neighborhood impacts and meet safety and access objectives for the Harriot Tubman school, and work with the City of Portland to develop a mitigation plan to mitigate remaining neighborhood impacts.
- Other: • During PE/FEIS for IOS 1, refine the design of the At-Grade Rose Quarter Transit Center. The refined design could include or provide for the future realignment and/or grade separation of Interstate Avenue.
- Other: • Design the LRT alignment within the vicinity of the Rose Quarter Transit Center in order to allow for a future eastside rail connection in the vicinity of the OMSI Station.

## 8. North Portland

- Alignment: **Interstate Avenue with Crossover from I-5**
- Design Option: Retain Alberta Ramps Mitigated
- Terminus Option: IOS 2 at Kenton
- Schedule: • IOS 2 to Kenton
- Schedule: • IOS 3 North from Kenton
- Other: • A range of crossover alignments (from the I-5 alignment in the south to an Interstate Avenue alignment in the north) will be analyzed in a Crossover

Study. The scope of the Crossover Study will generally be between Killingsworth and Lombard and will be complete prior to initiating the FEIS for IOS 2. Selection of the preferred crossover will be approved as an amendment to the LPS.

- The design of the LRT alignment will accommodate a 35 mph speed and will help to create a Main Street environment on Interstate Avenue.
- An objective of the design refinement within this segment will be to reduce residential and business displacements.
- Refine the Retain the Alberta Ramps Design Option to minimize residential displacements and to address ODOT design objectives for I-5.
- Refine the station locations within this segment to improve the station platform environments and to meet local development and urban design objectives.
- Refine station location and designs for the PIR/Delta Park and the Expo Center stations.
- Refine the LRT alignment south of Expo Center to address wetland impacts.
- Metro and the City of Portland should undertake ancillary programs to ensure the economic vitality of the full length of N Interstate Avenue.

## 9. Hayden Island/Vancouver

- Alignment: **I-5/Washington Street**  
Design Option: West of Washington Street  
Terminus Option: IOS 3 and Full-Length at VA/Clark College  
Park-and-Ride Lot:
  - 500 structured spaces during IOS 1 (funded by others)
  - Add 1,500 structured spaces during IOS 3: total 2,000 structured spacesSchedule: IOS 3  
Other:
  - Re-design the LRT alignment on Hayden Island alignment to address floodplain impacts.
  - Prior to initiating the FEIS for IOS 3, refine the design of the Columbia River LRT Crossing to allow integration of the LRT Project within an I-5 Trade Corridor Study sponsored by ODOT and WSDOT.

## 10. Continued Public Involvement

The CAC recognizes the strong and essential role that public involvement has played in the South/North Project to date and supports the integration of a pro-active public involvement program into the project's next phases. Therefore, the CAC recommends that:

- The South/North Steering Committee consider the integration of a corridor-wide citizen involvement committee into the public involvement program for preparation of Preliminary Engineering and the FEIS.
- The South/North Project should ensure that interested parties throughout the corridor have the opportunity to be involved in the processes that are developed to resolve the issues and refine the designs that are called for throughout this set of recommendations.

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**METRO**

Date: June 12, 1998

To: Transportation Planning Committee

From: Councilor Ed Washington  
Chair, South/North Steering Committee

Attached is the Locally Preferred Strategy Recommendation from the South/North Light Rail Project Steering Committee as adopted on June 5, 1998. The recommendation followed careful consideration of the individual recommendations from the South/North Project Management Group, the South/North Citizen Advisory Committee and the South/North Downtown (Portland) Oversight Committee, as well as a review of the public testimony.

In brief, the Steering Committee is recommending that the entire project be constructed from the Clackamas Regional Center to Vancouver in three construction segments. The initial construction segment would be from The rose Quarter Transit Center through downtown Portland from Union Station to PSU, crossing the Willamette River at a new Caruthers Crossing near OMSI, continuing through SE Portland along McLoughlin Boulevard through downtown Milwaukie, and then run adjacent to Highway 224 serving the Clackamas Industrial Park with a terminus at a park-and-ride lot near Linwood Street. The next two construction segments would complete the project 1) from the Clackamas Regional Center to North Portland and 2) to Vancouver.

The attachment describes in more detail all of the alignment recommendations as well as the construction sequencing.

# **South/North Locally Preferred Strategy Steering Committee Recommendation**

June 5, 1998

The Steering Committee's recommendation for the South/North Locally Preferred Strategy (LPS) included within this outline were approved by the Steering Committee on June 5, 1998. The recommendations are based upon, 1) the committee's review of public comment, 2) information included within the Draft Environmental Impact Statement (DEIS) and ancillary documents, 3) the project's adopted goal, criteria and evaluation measures, and 4) the consideration of recommendations from the South/North Project Management Group (May 21, 1998), the Downtown Portland Oversight Committee (May 21, 1998) and the Citizens Advisory Committee (May 28, 1998). The Steering Committee recommendation will be forwarded to local participating jurisdictions for consideration as they prepare and adopt their independent recommendations, and to the Metro Council and the Southwest Washington Regional Transportation Council for adoption.

## **A. Light Rail Length Alternative**

The South/North Steering Committee recommends the phased implementation of a Full-Length South/North Light Rail Project, extending from Clackamas County, Oregon, through the cities of Milwaukie and Portland, to Vancouver, Washington. Proposed construction phases of the project are described below and are subject to agreement with the Federal Transit Administration (FTA) and execution of a Full Funding Grant Agreement with the federal government. Based upon this recommendation, Metro, Tri-Met and the FTA would immediately initiate preparation of the Final Environmental Impact Statement (FEIS) for the first construction segment (Interim Operating Segment 1) of the Phase I South/North Light Rail Project. FEIS's for subsequent construction segments would be completed prior to initiating final design and construction for those segments, and would be prepared concurrent with construction for the prior construction segment. Integrated finance plans will be developed for IOS 1 and 2 prior to the construction of IOS 1, and for IOS 2 and 3 prior to construction of IOS 2.

### **1. Primary Elements of the Phase I South/North LRT Project**

**Full-Length Project:** North CTC Transit Center to VA/Clark College (21.1 track miles)  
(Note: IOS = Initial Operating Segment)

**IOS 1:** • Rose Quarter Transit Center to Linwood Park-and-Ride Lot  
(10.7 track miles) • Downtown Portland Full Transit Mall Alternative

**IOS 2:** • Linwood Park-and-Ride Lot to North CTC Transit Center  
(combined 5.7 track miles) • Rose Quarter Transit Center to Kenton

**IOS 3:** • Kenton to Vancouver/Clark College  
(4.7 miles)

### **2. Anticipated Timing**

Based upon this recommendation, the South/North Phase I Project would be implemented through three construction segments, termed Interim Operating Segments (IOS). Final design and construction of IOS 1 from the Rose Quarter Transit Center to the Linwood Park-and-Ride Lot in Clackamas County would



begin in 1999, and it is expected that light rail service on IOS 1 would be initiated as early as 2004. Final design and construction for IOS 2 would generally follow completion of IOS 1, and final design and construction for IOS 3 would generally follow IOS 2. The anticipated construction sequencing would allow for an overlap of approximately one year between IOSs during which final design for the following segment would be initiated while construction for the previous segment is being completed.

### **3. Phase II Extensions**

The recommendations included within this outline primarily address the Phase I South/North Light Rail Project from the Clackamas Regional Center to Vancouver, Washington. The South/North Project also includes Phase II extensions to Oregon City and possibly further east and/or north into Clark County. This section reaffirms the Steering Committee's endorsement of a Phase II extension of the South/North Project to Oregon City. The Steering Committee also endorses the study of a future eastside rail connection and reaffirms that designs of the South/North Project will allow for an eastside rail connection that would generally extend on the eastside of the Willamette River between the OMSI station and the Rose Quarter Transit Center. Staff will prepare a schedule and conceptual work plan for studying the eastside rail connection as an element of the Phase II Project.

- Phase II Oregon City:**
- Concurrent with preparation of the FEIS for IOS 1, initiate a study to select either SE McLoughlin Boulevard or I-205 for a Phase II Oregon City extension.
  - Prior to completion of the FEIS for IOS 2, evaluate whether construction of the Oregon City extension could occur concurrent with IOS 3.

- Phase II Clark County:**
- Prior to initiation of final design and construction of IOS 3 to Vancouver, study whether or not to extend the LRT line north and/or east from the VA/Clark College Station (i.e., compare expansion of park-and-ride lot capacity with extension of the LRT line).
  - Tri-Met will ensure that the Portland Airport LRT Project would allow for an extension to Clark County via I-205.
  - RTC, Metro, C-TRAN, the City of Portland, the City of Vancouver, ODOT and WSDOT should undertake a bi-state study to determine the feasibility, cost and financing options for an LRT extension via I-205.
  - Prior to initiation of the FEIS for IOS 3, integrate these LRT recommendations into a broader transportation improvement strategy through an I-5 Trade Corridor Study sponsored by ODOT and WSDOT.

### **B. Segment Alignments and Options**

This section outlines the Steering Committee's recommended alignments, options, park-and-ride lots and other elements of the South/North Light Rail Project. Elements of the project may change through the preparation of PE/FEIS (including the adoption of various mitigation plans), the adoption of a finance plan and execution of a Full-Funding Grant Agreement with the federal government.

- Summary:**
- North of CTC to CTC Transit Center
  - Highway 224
  - Caruthers/Moody
  - Full Transit Mall/Irving Diagonal Mitigated
  - East I-5/Russell
  - Interstate Avenue with a Crossover/Retain Alberta Ramps Mitigated

## 1. Clackamas Regional Center

- Alignment: **North of Clackamas Town Center (CTC)**
- Design Option: Result of Clackamas Community College (CCC), Oregon Institute of Technology (OIT), North Clackamas Parks District and light rail transit (LRT) Master Plan
- Terminus Option: CTC Transit Center for IOS 2 and Full-Length
- Park-and-Ride Lot:
- Approximately 900 spaces at OIT/CCC (450 structured and 450 surface, mix of surface and structure may change as a result of the master planning effort).
  - Refine the distribution of park-and-ride capacity between the Linwood, Tacoma St. and OIT/Aquatic Center park-and-ride sites.
- Schedule: IOS 2
- Other:
- The project will coordinate the design of the CTC Transit Center and LRT alignment parallel to Monterey with the CTC's developing expansion master plan and Clackamas County's planned improvements for Monterey.
  - Designs in this segment will allow for an Oregon City extension via I-205.

## 2. East Milwaukie

- Alignment: **Highway 224**
- Terminus Option: Linwood Park-and-Ride Lot for IOS 1
- Park-and-Ride Lot:
- Approximately 400 surface spaces at Linwood southeast of Harmony in IOS 1.
  - Add approximately 900 spaces at the Linwood Park-and-Ride Lot and structure all spaces in IOS 2: total approximately 1,300 structured spaces.
  - Limit the Linwood Park-and-Ride Lot to southeast of SE Harmony Road.
  - No park-and-ride lot or station at the Milwaukie Marketplace.
  - Refine the distribution of park-and-ride capacity between the Linwood, Tacoma and OIT/Aquatic Center park-and-ride sites
- Schedule:
- IOS 1 to Linwood Park-and-Ride Lot with approximately 400 surface spaces.
  - IOS 2 structure Linwood Park-and-Ride Lot and increase capacity by approximately 900 spaces.
- Other:
- Evaluate the design of the LRT crossing of Harrison Street to balance cost, urban design, traffic and LRT operations and safety objectives.
  - Include a light rail station on the north side of Highway 224 at SE Freeman Way, and refine the design of the station to improve the platform environment for rail passengers, including the mitigation of roadway noise impacts to the light rail station.

## 3. Milwaukie Regional Center

- Alignment: **Main Street/Tillamook Branch Line Mitigated**
- Park-and-Ride Lot:
- Approximately 800 spaces at Tacoma St. (800 structured).
  - Refine the design of the Tacoma St. Station and Park-and-Ride Lot to reflect site limitations, optimize development opportunities and improve pedestrian access (including extending the Springwater Corridor Trail across McLoughlin Boulevard) and auto access to and from the lot.
  - Refine the distribution of park-and-ride capacity between the Linwood, Tacoma St. and OIT/Aquatic Center park-and-ride lot sites.

- O&M Facility
- Advance the South of Ochoco site into PE/FEIS with a Center St. site (see the South Willamette River Crossing Segment).
  - Prior to publication of the PE/FEIS for IOS 1, select a preferred maintenance facility site and develop an implementation plan.

Schedule: IOS 1

- Other:
- Refine the alignment within downtown Milwaukie to mitigate impacts to Scott Park and to improve the urban design characteristics of the proposed transit center.
  - Design the LRT alignment and transit center to allow for an extension to Oregon City via McLoughlin Blvd.
  - Refine the LRT alignment to address floodplain issues along Johnson Creek.

#### 4. McLoughlin Boulevard

Alignment: **McLoughlin Boulevard**

Design Option: Pedestrian Crossing at Bybee

Schedule: IOS 1

- Other:
- Study further the option of rebuilding the Bybee Overpass to identify the actual marginal cost of rebuilding the overpass compared to building the pedestrian crossing. Funding of the marginal cost difference would be provided by others and would need to be in hand by the Full Funding Grant Agreement for IOS 1.
  - The design of the LRT alignment will allow for the possible expansion of SE McLoughlin Boulevard without taking trees in what would become the highway median.

#### 5. South Willamette River Crossing

Alignment: **Caruthers Crossing**

Design Option: Moody Avenue

- Maintenance Facility:
- Develop a Center Street LRT O&M facility site option.
  - Advance the Center Street site into PE/FEIS with a South of Ochoco site (see the Milwaukie Regional Segment).
  - Prior to publication of the PE/FEIS for IOS 1, select a preferred maintenance facility site and implementation plan.

Schedule: IOS 1

- Other:
- The preferred LRT alignment south of Holgate would be on right-of-way currently owned by the UPRR.
  - An alternate LRT alignment south of Holgate west of the UPRR property will be included within PE/FEIS.
  - Refine station locations and pedestrian access to stations between OMSI and Holgate.
  - Refine designs in the Clinton Street area to mitigate traffic impacts.
  - Refine spur track crossing designs to reduce costs and address impacts to and from freight rail facilities.
  - Refine the westbank LRT alignment design to accommodate an extension of the Portland Central City Street Car to North Macadam, the Willamette Shore Trolley and the Willamette River Greenway Trail.
  - Design the Caruthers Bridge to provide a navigational clearance of up to 83 feet CRD, and mitigate any remaining navigation impacts with operating agreements. A permit specifying the minimum navigational

clearances for the Caruthers Bridge can only be issued by the US Coast Guard following completion of the federal environmental process.

- Undertake a type, size and location study for the Caruthers Bridge early within the PE/FEIS phase, and allocate a sufficient budget to allow for the selection of an alternate bridge type to address visual and aesthetic impacts of the bridge.
- Study the inclusion of a bicycle and pedestrian path on the Caruthers Bridge during the type, size and location study to identify the actual marginal cost of adding the path to the bridge (funding of the marginal cost difference would be provided by others and would need to be in hand by the Full Funding Grant Agreement for IOS 1).
- Design of the LRT alignment will allow for a future eastside rail connection.

## 6. Downtown Portland

Alignment: The Steering Committee recommends that the **Full Transit Mall Alternative** be included within the first construction segment (IOS 1) of the South/North Light Rail Phase I Project.

- North Entry Options: Within the North Entry area of the Downtown Portland Segment, the Steering Committee recommends that:
- The **Irving Street Design Option** be selected, with the northbound Irving Diagonal Station and the southbound station on NW 5<sup>th</sup> Avenue south of NW Irving Street;
  - The Irving Street alignment should be based upon the revised design that would avoid and mitigate a variety of impacts associated with the design included within the DEIS, thus avoiding the displacement of the Glisan Street Warehouse;
  - The project should refine the location of the southbound light rail station on NW 5<sup>th</sup> Avenue at NW Irving Street to examine the trade-offs between locating a station closer to Union Station with the potential closure of NW Hoyt Street at NW 5<sup>th</sup> Avenue;
  - The project should refine the north mall design and traffic/transit operations plan to retain existing through-traffic access on NW 5<sup>th</sup> and 6<sup>th</sup> Avenues; and
  - The project should develop plans to mitigate impacts to loading docks and other vehicle access points.

- South Entry Stations: Within the South Entry area of the Downtown Portland Segment, the Steering Committee recommends that:
- Metro, Tri-Met and the City of Portland conduct a South Entry LRT/Streetcar Design Coordination Study to refine the south entry alignment design for the South/North Project to allow for a Portland Central City Streetcar extension from PSU, via SW Harrison Street, to the North Macadam development area. This study should coordinate with the design and location of the Harrison Street connector.
  - A station on SW Harrison Street between SW 2<sup>nd</sup> and 3<sup>rd</sup> Avenues is needed to: 1) serve the existing population and employment in the South Auditorium District; and 2) provide a connection between South/North light rail and an extension of the City of Portland's Central City Streetcar into the North Macadam redevelopment area and to other transit service to the south of downtown Portland. Because it would provide a dual function, funding for the Harrison Street Station should be sought from a

variety of sources, including the South/North Light Rail Project and the Central City Streetcar Project.

- A RiverPlace Station between SW Front Avenue and SW Harbor Drive should be dropped from further consideration.

Schedule: IOS 1

Other: The Steering Committee recommends that Metro, Tri-Met and the City of Portland continue to work with the Downtown Portland Oversight Committee and other interested parties to:

- Refine the design of the South Mall to meet LRT, bus, automobile, parking, pedestrian access, urban design, development and other objectives;
- Prepare and adopt a detailed construction impact mitigation plan outlined in the *Downtown Portland Tier I Final Report* (Metro: December 1995);
- Develop an operations plan that would accommodate retaining all projected (year 2015) buses on the downtown Portland transit mall with no off-mall bus improvements (Tri-Met and the City of Portland should continue to work together with the Central City community to finalize, adopt and implement the Central City Transit Plan that would specify bus routing throughout the Central City, including the Downtown Portland Segment);
- Develop an on and off-street parking displacement mitigation plan;
- Develop a plan to mitigate traffic impacts that would result from the LRT at-grade crossing of SW Front Avenue; and
- Develop a plan to mitigate traffic impacts at W Burnside, including the analysis of an integrated signal system for Burnside and the North Mall.

## 7. Eliot

Alignment: • **East I-5** South of the Broadway/Weidler Couplet

• **Russell Alignment** North of the Broadway/Weidler Couplet

Design Option: • **LRT/Roadway Refinement Study.** Tri-Met, the City of Portland, ODOT and Metro will work together to develop a refined design for this area that addresses the following needs in an integrated manner: LRT access and operations; capacity and weave problems on I-5; access to, from and within the Lloyd District; and the development of the Broadway/Weidler couplet as a Main Street. The results of the study will include a phasing and financing plan. If the study does not result in a mutually-agreed upon solution, then the East I-5/Russell with a grade-separated crossing of the Broadway/Weidler couplet will be constructed. The study will be completed no later than the initiation of the FEIS for IOS 2.

• At-Grade Rose Quarter Transit Center

Terminus Option: IOS 1 at Rose Quarter Transit Center

Schedule: • IOS 1 to Rose Quarter Transit Center

• IOS 2 North from Rose Quarter Transit Center

Other: • Refine the design of the Russell Street Station and the LRT alignment near Emanuel Hospital, the Ronald McDonald House and City of Portland facilities in order to reduce impacts to adjacent properties and meet urban design objectives in the area.

- Refine the Flint Avenue alignment to reduce displacements, meet urban design and redevelopment objectives in the area, minimize neighborhood impacts and meet safety and access objectives for the Harriot Tubman school, and work with the Eliot Neighborhood and the City of Portland to develop a mitigation plan to mitigate remaining neighborhood impacts.



- During PE/FEIS for IOS 1, refine the design of the At-Grade Rose Quarter Transit Center. The refined design could include or provide for the future realignment and/or grade separation of Interstate Avenue.
- Design the LRT alignment within the vicinity of the Rose Quarter Transit Center to allow for a future eastside rail connection.

## 8. North Portland

- Alignment: **Interstate Avenue with Crossover from I-5**  
 Design Option: Retain Alberta Ramps Mitigated  
 Terminus Option: IOS 2 at Kenton  
 Schedule:
  - IOS 2 to Kenton
  - IOS 3 North from Kenton
 Other:
  - A range of crossover alignments (from the I-5 alignment in the south to an Interstate Avenue alignment in the north) will be analyzed in a Crossover Study. The scope of the Crossover Study will generally be between Killingsworth and Lombard and will be complete prior to initiating the FEIS for IOS 2. Selection of the preferred crossover will be approved as an amendment to the LPS.
  - The design of the LRT alignment will accommodate a 35 mph speed and will help to create a Main Street environment on Interstate Avenue.
  - An objective of the design refinement within this segment will be to reduce residential and business displacements.
  - Refine the Retain the Alberta Ramps Design Option to minimize residential displacements and to address ODOT design objectives for I-5.
  - Refine the station locations within this segment to improve the station platform environments and to meet local development and urban design objectives.
  - The South/North Project assumes the construction of a "quarter-deck" plaza at the Killingsworth Station. A larger deck could be constructed by others.
  - Refine station location and designs for the PIR/Delta Park and the Expo Center stations.
  - Refine the LRT alignment south of Expo Center to address wetland impacts.
  - The City of Portland should undertake ancillary programs to ensure the economic vitality of the full length of N Interstate Avenue.

## 9. Hayden Island/Vancouver

- Alignment: **I-5/Washington Street**  
 Design Option: West of Washington Street  
 Terminus Option: IOS 3 and Full-Length at VA/Clark College  
 Park-and-Ride Lot: 2,000 structured spaces during IOS 3  
 Schedule: IOS 3  
 Other:
  - Re-design the LRT alignment on Hayden Island alignment to address floodplain impacts.
  - Prior to initiating the FEIS for IOS 3, refine the design of the Columbia River LRT Crossing to allow integration of the LRT Project within an I-5 Trade Corridor Study sponsored by ODOT and WSDOT.

## C. Costs

The following table summarizes the approximate estimated capital costs of the recommended South/North Light Rail Project by IOS and by current (1994\$) and future year dollars. Revised cost estimates will be prepared through the preparation of preliminary engineering, the FEIS and the project's finance plan.

**Table 1**  
**South/North LPS: PMG Recommendation**  
**Estimated Capital Costs (in millions)**

Construction Segment	Current Year Dollars (1994\$)	Future Year Dollars
IOS 1 • Rose Quarter to Linwood Park-and-Ride Lot	\$635	\$1,000
IOS 2 • Linwood Park-and-Ride Lot to CTC Transit Center • Rose Quarter Transit Center to Kenton	\$310	\$600
IOS 3 • Kenton to Clark College	\$315	\$700
<b>Total</b>	<b>\$1,260</b>	<b>\$2,300</b>

Note: Future year costs reflect the effect of inflation and financing costs.

## D. Public Involvement

The Steering Committee recognizes the strong and essential role that public involvement has played in the South/North Project to date and supports the integration of a pro-active public involvement program into the project's next phases. Therefore, the Steering Committee will ensure that:

- A corridor-wide citizen involvement committee will be integrated into the public involvement program for preparation of Preliminary Engineering and the FEIS.
- Interested parties throughout the corridor will have the opportunity to be involved in the processes that are developed to resolve the issues and refine the designs that are called for throughout this set of recommendations.

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**RESOLUTION ENDORSING THE RECOMMENDED LOCALLY PREFERRED STRATEGY  
FOR THE SOUTH/NORTH LIGHT RAIL PROJECT**

WHEREAS, Clackamas County has participated in the preparation of the South/North Corridor Project Draft Environmental Impact Statement (DEIS), which examined alternatives to serve the need for a high capacity transit improvement in the South/North Corridor; and

WHEREAS, the South/North Corridor Project DEIS concluded that compared to an all-bus system a Full-Length Light Rail Alternative would:

- Increase weekday transit ridership in the corridor by 30% (38,000 rides) by the year 2015
- Transit travel times during rush hour will be 30% faster.
- Add a carrying capacity of 6,000 rush hour rides to the South/North Corridor, the equivalent of three freeway lanes.
- Result in 16 fewer lane miles of congested roadway and 4,500 fewer hours per day of stalled commuter traffic during rush hour by the year 2015.
- Reduce automobile travel by 213,000 miles per day by the year 2015.
- Reduce air pollution by over 1,000 tons and reduce carbon dioxide emissions by over 37,000 tons per year in the year 2015.
- Save over 11,000 gallons of gasoline per day by the year 2015; and

WHEREAS, at the conclusion of the South/North Corridor Project DEIS, a series of informational meetings, an open house and a public hearing were held in Clackamas County in order to give Clackamas County citizens and other interested parties an opportunity to comment on the alternatives studied; and

WHEREAS, after considering public comments, the South/North Planning Management Group and the South/North Citizens Advisory Committee both concluded that a Full-Length Light Rail option was the preferred alternative to serve the future transit needs of the South/North corridor and Clackamas County; and

WHEREAS, after considering public comments and the recommendations of their advisory groups, the South/North Steering Committee approved the attached Locally Preferred Strategy (Exhibit A); and


WHEREAS, the South/North Steering Committee referred the Locally Preferred Strategy for adoption by local participating jurisdictions and referral to the Metro Council and the Southwest Washington Regional Transportation Council for their approval; and

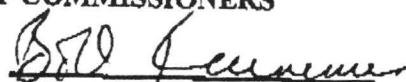
WHEREAS, the Clackamas County Board of County Commissioners supports the construction of a South/North Light Rail Project to serve the City of Milwaukie and the Clackamas Regional Center with a future extension to Oregon City.

NOW, THEREFORE BE IT RESOLVED that the Clackamas County Board of County Commissioners adopts the South/North Locally Preferred Strategy as recommended by the Steering Committee on June 5, 1998 (Exhibit A), and recommends adoption of the South/North Locally Preferred Strategy by the Metro Council and the Southwest Washington Regional Transportation Council.

ADOPTED this 25 day of June, 1998

CLACKAMAS COUNTY BOARD OF COMMISSIONERS

  
Judie Hammerstad, Chair

  
Bill Kenemer, Commissioner

  
Ed Lindquist, Commissioner

**RESOLUTION 98-07-41**

**RESOLUTION OF THE TRI-COUNTY METROPOLITAN  
TRANSPORTATION DISTRICT OF OREGON (TRI-MET)  
RECOMMENDING THE SOUTH/NORTH LOCALLY PREFERRED  
STRATEGY (LPS) TO THE METRO COUNCIL**

**WHEREAS**, Tri-Met as the Metropolitan Transportation District is authorized by Oregon Statute to plan, construct and operate light fixed guide way light rail systems as part of its transportation system; and

**WHEREAS**, Metro, as the regional planning organization, is authorized by statute to plan for regional transportation systems; and

**WHEREAS**, Tri-Met and Metro, pursuant to an Intergovernmental Agreement, have commenced the planning process for the South/North Light Rail Line; and

**WHEREAS**, as part of the planning process, Metro has the responsibility to perform alternatives analysis to study, consider and adopt a locally preferred strategy (LPS) relating to the boundaries for alignment of the light rail route, the location of stations, lots and maintenance facilities and highway improvements; and

**WHEREAS**, Metro, in cooperation with Tri-Met, has completed a draft environmental impact statement relating to the south/north light rail project which documents the analysis for various alignment choices, including a no-build option; and

**WHEREAS**, a LPS Steering Committee has been established to review the alternatives analysis and recommend a locally preferred strategy; and

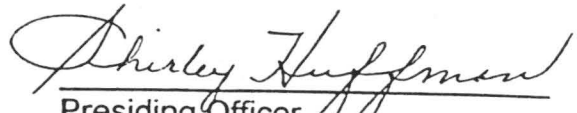
**WHEREAS**, Metro and Tri-Met have provided opportunity for public comment on the draft environmental impact statement and LPS; and

**WHEREAS**, pursuant to the planning process described above, a LPS Steering Committee recommendation has been developed.

NOW, THEREFORE, IT IS HEREBY RESOLVED:

THAT the Board of Directors accepts and adopts the recommendation of the LPS Steering Committee for the locally preferred strategy as reflected in the June 5, 1998, LPS Steering Committee recommendation.

Dated: July 1, 1998.

  
Presiding Officer

Attest:

  
Recording Secretary

Approved as to Legal Sufficiency:

  
Legal Department



MILWAUKIE, CLACKAMAS COUNTY, OREGON

RESOLUTION NO. 22-1998

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF MILWAUKIE, OREGON, PERTAINING TO CITY ACCEPTANCE OF A REGIONAL LIGHT RAIL PROJECT AND LOCALLY PREFERRED STRATEGY AND REQUEST FOR MITIGATION MEASURES.

WHEREAS, the South/North Transit Corridor Study was initiated in April 1993 by the Metro Council; and

WHEREAS, this project is a Bi-State Project involving multiple jurisdictions; and

WHEREAS, the Milwaukie City Council is not the final decision-making authority for the Project; and

WHEREAS, there is mixed support for the Project by citizens in Milwaukie; and

WHEREAS, the City Council has responded to the South/North Draft Environmental Impact Statement in order to work toward ensuring that impacts on Milwaukie and its neighborhoods are mitigated; and

WHEREAS, the following committees and jurisdictions have adopted recommendations supporting the Locally Preferred Strategy: South/North Project Management Group, South/North Citizens Advisory Committee, South/North Downtown Oversight Committee, South/North Steering Committee, City of Portland, Multnomah County, Clackamas County, and Tri-Met; and

WHEREAS, officials from Gresham and Hillsboro have advised Milwaukie that it is best to stay actively involved in Project decisions throughout the life of the Project in order to ensure that City interests are addressed;

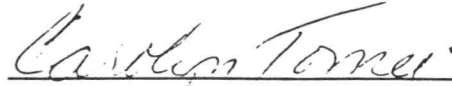
NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Milwaukie, Clackamas County, Oregon, that:

1. The Milwaukie City Council accepts the Steering Committee's Locally Preferred Strategy provided that the Project works with the City to mitigate impacts expressed by the City Council in its Draft Environmental Impact Statement comments; and


2. That the Project strive to set a new standard for Transit Projects through established communities by:
  - A. Responding in a positive manner to community concerns and impacts; and
  - B. Fulfilling commitments favorable toward the community that will build trust; and
  - C. Approving outcomes that provide the community with more livability in concert with its own unique characteristics.
3. That the Project be fully-responsive and take any and all necessary actions to respond to and affect mitigation through the Final Environmental Impact Statement preparation; and
4. That the Project be responsive to future mitigation requests by the City in Preliminary Engineering; and
5. That the Project be responsive to future mitigation requests by the City during Project Construction including but not limited to wetlands and other riparian concerns; and
6. That the Project be responsive to any and all noise and vibration impacts identified now or during future Project phases; and
7. That the Project be responsive to any privacy impacts identified during future Project phases; and
8. That the Project completes further study specific to Milwaukie area soils and geology and mitigate any impacts identified by these studies; and
9. That the Project works with Milwaukie to protect existing neighborhoods from all impacts of light rail; and
10. That the Project works with Milwaukie to deal with potential transit center spillover parking management; and
11. That the Project locates the Milwaukie Transit Center as far away from the Ledding Library and Scott Park as practicable in order to minimize noise and vibration impacts to these sensitive environments; and

12. That the Project works with the City to minimize traffic impacts on neighborhood and central business district streets; and
13. That the Project and Oregon Department of Transportation work with Milwaukie and Clackamas County to improve the Linwood/Harmony intersection and other impacted intersections and to divert regional traffic onto appropriate regional routes; and
14. That the Project addresses public safety through design and active patrol measures at all stations, transit centers, crossings, and park and ride locations; and
15. That the Project supports the City's Tree City USA efforts by replacing all trees removed from the public right-of-way with equal or better trees and planting trees within all station areas in Milwaukie; and
16. That the Project incorporates other transit system improvements as identified by the Transit Choices for Livability Project; and
17. The Project recognizes the City strongly prefers the operations and maintenance facility be located in Portland due to the substantial negative impact on the City's industrial economic base by locating the facility in Milwaukie; and
18. That the Project ensures multi-modal transit service increases within Milwaukie; and
19. That the Project improves bus service from Oregon City, Gladstone, and Oak Grove to the Transit Center to minimize flow-thru traffic on local streets; and
20. That the Project acknowledges the City Council does not intend to further up-zone station areas; re-zone any transit corridor areas; or otherwise increase population densities in established City neighborhoods; and
21. That the Project actively seeks ways to preserve Milwaukie's unique small town look and feel and works with the community to protect its suburban environment.


Introduced and adopted by the City Council of the City of Milwaukie, Oregon, on July 1, 1998.

  
Carolyn Tomei, Mayor

APPROVED AS TO FORM:

  
O'Donnell, Ramis, Crew, Corrigan & Bachrach

ATTEST:

  
Pat DuVal, City Recorder

## RESOLUTION No.

Adopt the South/North Light Rail Project's Locally Preferred Strategy and the South/North Land Use Final Order with additional Council Recommendations. (Resolution)

WHEREAS, in March 1993, the Portland City Council adopted Resolution No. 35116 and in April 1993, the Metro Council adopted Resolution No. 93-1784 which selected the Milwaukie and I-5 North Corridors as the region's high-capacity transit priorities for study and combined them into the South/North Transit Corridor Study to be evaluated within a federal Draft Environmental Impact Statement; and

WHEREAS, the alternatives studied in the Draft Environmental Impact Statement were approved by the Portland City Council in November 1994 with the adoption of Resolution No. 35339 and the Metro Council in December 1994 with the adoption of Resolution No. 94-1989, and in December 1995 with the Portland City Council adoption of Resolution No. 35473 and the Metro Council adoption of Resolution No. 95-2243; and

WHEREAS, it is the role of the South/North Project Management Group, the South/North Citizens Advisory Committee, the South/North Downtown Portland Oversight Committee, the South/North Steering Committee and the project's participating jurisdictions to evaluate the results of the Draft Environmental Impact Statement; and

WHEREAS, the DEIS concluded that the South/North Light Rail Project:

- would link neighborhoods with Region 2040 Growth Concept centers,
- add an estimated 10 million new riders annually over the No-Build option,
- result in 16 fewer lane miles of congested roads and commuters would spend 4,500 fewer hours each day waiting in rush hour traffic,
- reduce air pollution by 1,000 tons per year and reduce carbon dioxide emissions by more than 37,000 tons annually by the year 2015,
- save more than 11,000 gallons of gas per day by the year 2015, and
- cost about one-third less to construct than expanding highway capacity; and

WHEREAS, Federal Transit Administration released the Draft Environmental Impact Statement on February 27, 1998 and Metro initiated a six week public comment period; and

WHEREAS, following the conclusion of the public comment period, the South/North Project Management Group, the South/North Citizens Advisory Committee, and the South/North Downtown Oversight Committee adopted the Locally Preferred Strategy recommendations to the South/North Steering Committee; and

WHEREAS, the South/North Steering Committee approved the recommendation for the Locally Preferred Strategy (Exhibit A) on June 5, 1998 for consideration by local participating jurisdictions for their independent adoption and recommendation, and to the Metro Council and the Southwest Washington Regional Transportation Council for adoption; and

WHEREAS, the South/North Land Use Final Order Steering Committee approved the recommended South/North Land Use Final Order (Exhibit B) in accordance with House Bill 3478, Section 6 (101) to establish the location in the form of boundaries within which the light rail route, stations, lots and maintenance facilities, and highway improvements shall be located, and



WHEREAS, the Portland City Council conducted workshops and public comment meetings to receive information and public comments in preparation for developing the City of Portland's recommendations on the Locally Preferred Strategy and Land Use Final Order, and

NOW, THEREFORE BE IT RESOLVED that the Council of the City of Portland, supports the completion of the Full Length of the South/North Project through phased implementation, and adopts the South/North Project's Locally Preferred Strategy as adopted by the Steering Committee contained in Exhibit A, and recommends adoption by the Metro Council;

BE IT FURTHER RESOLVED that the Council recommends to the Metro Council the adoption of the South/North Land Use Final Order contained in a form substantially similar to Exhibit B; and

BE IT FURTHER RESOLVED that the Council requests Tri-Met and Metro consider the issues indicated in Exhibit C in implementation of the South/North Light Rail Project.

Adopted by the Council, JUN 18 1998  
Commissioner Charlie Hales  
Stephen Iwata:db  
June 11, 1998

BARBARA CLARK  
Auditor of the City of Portland  
By  
Deputy

*Betta Olson*

## EXHIBIT C

### SOUTH / NORTH PROJECT

Portland City Council's additional recommendations for the engineering and implementation of the South/North Light Rail Project.

#### Corridor-wide Issues

1. Business and Residential Displacements
  - Request that Tri-Met coordinate potential residential displacements of homes with the Portland Development Commission to retain residential structures within the community and that the relocated structures remain affordable to the community.
  - Request that Tri-Met coordinate potential business displacement with the Portland Development Commission to maximize the retention of jobs within the City of Portland.
  - Request that Tri-Met not relocate businesses or residential structures until construction is assured.
2. Light rail rights-of-way--request that Tri-Met minimize property displacement.
3. Diversify Project Work Force--request that Tri-Met continue to work with the City of Portland and the Oregon Construction Workforce Alliance to foster apprenticeship training and employment of a diverse workforce on the South/North Project. Tri-Met is encouraged to utilize the City/County/PDC Workforce Training & Hiring Program, or other programs to maximize training opportunities and increase recruitment and retention of women and minorities involved with the construction of the South/North Project. Also, Tri-Met is encouraged to prepare progress reports on the status of this effort.
4. Station Area Planning and Economic Development Strategies--the Office of Transportation with the Portland Development Commission and the Bureau of Planning will work with Tri-Met and Metro to develop strategies for station area development.
5. Work Program and Budget--the Office of Transportation will prepare a work scope and budget as part of the South/North Project's design service agreement and intergovernmental agreement that would implement the City Council's directions for constructing the project.

#### McLouglin Segment Issues

1. Tacoma Station Park and Ride--evaluate the following issues with the proposed park and ride:
  - Traffic impacts of the park and ride, particularly on SE Johnson Creek Blvd.
  - Develop station/park and ride design that would create a station community that becomes a focus for community activities. Ground level uses and future development on top of parking facility should be considered. The station area planning should address the development goals of the Sellwood Neighborhood Plan.
2. Bybee Station--request that Tri-Met and PDOT evaluate neighborhood concerns regarding potential traffic and park-and-ride impacts at this station

#### South River Crossing Issues

1. Following the Full Funding Grant Agreement, initiate station area planning studies to enhance development and access to the stations adjacent to the Brooklyn Yards and in the Central Eastside. Evaluate land use and zoning issues with station communities on the City's Industrial Sanctuary Policies.
2. Tri-Met, Metro, and PDOT develop traffic solutions for the Southern Triangle area that would improve overall access and circulation in the Southern Triangle, while minimizing impacts to adjacent residential neighborhoods.

3. Tri-Met and Portland evaluate the impacts of the proposed O&M Facility on property displacements and future redevelopment potential. Seek to minimize property displacement by using Tri-Met and/or Union Pacific properties, and leave room for redevelopment and/or retention of existing businesses.
4. Request that Tri-Met, Metro, and the City of Portland develop intermodal connections to maximize access to the North Macadam area.
  - Develop transfer connections with Central City Streetcar service.
  - Identify the feasibility of transfer connection of the proposed aerial tram with LRT and streetcar.
  - Identify improved bus service to the North Macadam area as part of the Phase II of the Central City Transit Plan.
5. Request Tri-Met work with the Portland Development Commission and Portland Office of Transportation to develop a LRT bridge design which maximizes height clearances over the Eastside and Westside Greenway Trails, while insuring adequate station platform grades and complimenting pedestrian experience along the greenway trails.
6. Request Tri-Met work with the Portland Development Commission to minimize property impacts in the South Waterfront area.

#### **Downtown Segment Issues**

1. Request that the Portland Office of Transportation and the Portland Development Commission work with ODOT and Tri-Met to increase Union Station's roles as a multi-modal facility with future Cascadia Intercity passenger rail improvements and light rail.
2. Request that Tri-Met work with the Portland Development Commission to minimize property impacts to the Union Station area.
3. Request that Tri-Met complete Phase II of the Central City Transit Plan.

#### **Eliot Segment Issues**

1. Request that ODOT, Metro, Tri-Met and the Portland Office of Transportation develop a joint highway design work program that integrates the freeway improvements with light rail and local circulation improvements for the Lloyd District. The goal is to complete a work program by October 1, 1998.
2. Request that Tri-Met and PDC explore options to relocate residential structures displaced by the light rail project in the Eliot Neighborhood.

#### **North Portland Segment Issues**

1. Request that Tri-Met develop a Main Street design compatible with the urban character of Interstate Avenue and Crossover segments.
  - Include options to reduce the overall width of the streets and maximize the pedestrian space.
  - Include options to reduce the demand for truck traffic on N. Interstate Avenue.
2. Develop east-west street improvements to enhance access to east of the I-5 Freeway, particularly on N. Killingsworth.
3. Evaluate the feasibility of an alignment option to avoid displacing the Seaport Building, including the westside of the Denver Viaduct.
4. Request that the Portland Development Commission, Portland Office of Transportation, and Bureau of Planning evaluate economic development strategies for the portion of N. Interstate Avenue south of the light rail crossover.





# MULTNOMAH COUNTY OREGON

DEPARTMENT OF ENVIRONMENTAL SERVICES  
TRANSPORTATION DIVISION  
1620 SE 190TH AVENUE  
PORTLAND, OREGON 97233  
(503) 248-5050

BOARD OF COUNTY COMMISSIONERS  
BEVERLY STEIN • CHAIR • 248-3308  
DIANE LINN • DISTRICT 1 • 248-5220  
GARY HANSEN • DISTRICT 2 • 248-5219  
LISA NAITO • DISTRICT 3 • 248-5217  
SHARRON KELLEY • DISTRICT 4 • 248-5213

## MEMORANDUM

TO: BOARD OF COUNTY COMMISSIONERS

FROM:  Larry F. Nicholas, P.E. Director of Environmental Services  
Karen Schilling, Transportation Planning Administrator 

TODAY'S DATE: July 6, 1998

REQUESTED PLACEMENT DATE: July 16, 1998

RE: Adopting resolution to recommend the Locally Preferred Strategy for the South/North Light Rail Project

I. Recommendation/Action Requested:

Adopt a resolution to recommend the Locally Preferred Strategy for the South/North Light Rail Project.

II. Background/Analysis:

The Locally Preferred Strategy includes the alignment and alternatives for the South/North Light Rail. The proposed construction phases are outlined in Exhibit A. The Project Management Group, the Citizen Advisory Committee, the Downtown Oversight Committee and the Steering Committee have recommended the South/North Locally Preferred Strategy. The Steering Committee's recommendation has been adopted by local participating jurisdictions and will be forwarded to Metro Council and the Southwest Washington Regional Transportation Council for adoption.

Following Metro's adoption of the Locally Preferred Strategy, the Final EIS for the first construction segment will begin.

III. Financial Impact:

There is no financial impact to the County. The County will continue to participate in the Technical Advisory Committee, the Project Management Group, and the Steering Committee. An IGA exists between the County and Metro that reimburses the County for time spent at these meetings.

IV. Legal Issues:

There are no legal issues.

V. Controversial Issues:

There are no controversial issues.

VI. Link to Current County Policies:

It is the County's policy to support a safe, efficient and convenient public transportation system.

VII. Citizen Participation:

Metro has established a project Citizen Advisory Committee, representing various public interests and geographic areas to provide public review and input to the South/North Light Rail Project. Metro has presented the South/North Light Rail project to the public at open houses and other public forums to receive input.

VIII. Other Government Participation:

In addition to Multnomah County, the cities of Milwaukie and Portland, and Clackamas County have recommended the Locally Preferred Strategy.



**BEFORE THE BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON**

**RESOLUTION No. 98-97**

Approval Recommending *the Locally Preferred Strategy for the South/North Light Rail Project* by the Multnomah County Board of Commissioners

The Multnomah County Board of Commissioners finds:

- a. The alternatives evaluated in the South/North Draft Environmental Impact Statement (DEIS) were selected through a series of narrowing steps that included Scoping, Tier I Narrowing of Alternatives, Design Option Narrowing, Major Investment Study, and the alternatives to be studied further in the DEIS were approved by the South/North Steering Committee.
- b. The South/North DEIS was published jointly by Metro, the Southwest Washington Regional Transportation Council and the Federal Transit Administration.
- c. Metro conducted a public comment period for the South/North DEIS that included public hearings before the South/North Steering Committee.
- d. Following the conclusion of the public comment period, the South/North Project Management Group, the South/North Citizens Advisory Committee, the South/North Downtown Portland Oversight Committee, the South/North Steering Committee and the projects' participating jurisdictions have prepared independent recommendations on the alternatives to be selected as the *Locally Preferred Strategy for the South/North Light Rail Project*.
- e. The *Locally Preferred Strategy* defines the terminus, phasing and alignment choices for the light rail project.

- f. The alternatives and options identified in Exhibit A, the South/North Locally Preferred Strategy, best address the South/North Project's adopted Goal, Criteria and Evaluation Measures and Purpose and Need statement.

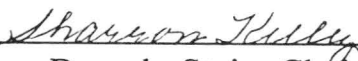
The Multnomah County Board of Commissioners resolves:

1. The Multnomah County Board of Commissioners hereby recommends that Metro adopt Exhibit A as the *Locally Preferred Strategy*.

ADOPTED this 16th day of July, 1998.

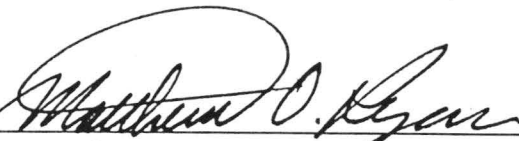


BOARD OF COUNTY COMMISSIONERS  
FOR MULTNOMAH COUNTY, OREGON

  
Beverly Stein, Chair

REVIEWED:

THOMAS SPONSLER, COUNTY COUNSEL  
FOR MULTNOMAH COUNTY, OREGON

By   
Matthew O. Ryan, Assistant County Counsel

KSVH3116.RES

## Appendix E

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### *Letter from the South/North Expert Review Panel*

The Honorable John Kitzhaber  
Governor of the State of Oregon  
Salem, OR 97310

The Honorable Gary Locke  
Governor of the State of Washington  
Olympia, WA 98504

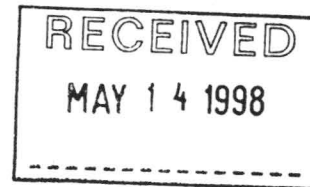
Representative Karen Schmidt  
Chair, Legislative Transportation Committee  
B-10 J.L. O'Brien Building  
Olympia, WA 98504

Senator Eugene Prince  
Chair, Senate Transportation Committee  
B-10 J.L. O'Brien Building  
Olympia, WA 98504

Councilor Ed Washington, Chair  
Joint Policy Advisory Committee on Transportation  
600 N.E. Grand Avenue  
Portland, OR 97232

Ms. Grace Crunican, Director  
Oregon Department of Transportation  
Transportation Building  
Salem, OR 97310

Mr. Sid Morrison, Secretary  
Department of Transportation  
Transportation Building  
Olympia, WA 98504



March 21, 1998

Dear Sirs and Madams:

The South/North Transit Corridor Study Expert Review Panel held its final meeting to review the Draft Environmental Impact Statement (DEIS) and Results Reports on November 3-4, 1997. We have continued to review the final DEIS chapters and results reports as they have been prepared and have now received and reviewed the February 1998 DEIS.

Before detailing our review of the DEIS, we'd like to comment briefly on the project as a whole. At our final meeting one of our members observed, "I would say no other place does this as thoroughly and comprehensively as Portland." Another panel member added, "I've come to realize in the six years we've been coming here that this is a unique area and these are unique people, with unique desires and aspirations and it takes a unique process to address those... it's a lot of money and lot of time and effort but it may be necessary to satisfy this population because they are demanding a lot more than others do." Clearly the level of work performed in this region, documented in the DEIS and in ancillary reports, represents an unusually thorough level of analysis to support the identification of the locally preferred alternative.

The public involvement effort has been outstanding not only in its scope, but particularly in the range of efforts to engage a broad cross section of people and communities in the project. The information presented to the public as part of this process has been thorough and honest; where they have raised questions or asked for more information the project has responded, and in several instances the project has been materially changed as a result of public involvement. With regards to the public involvement process, a panel member

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**South/North Corridor Study Expert Review Panel**

Carl Hosticka, Chair  
Michael Meyer  
Gordon Shunk

Mike Houck  
Nancy Michali

William Lieberman  
Les Miller  
Charles Vars

commented, "You've set new standards not just for this state but for many other metropolitan areas in trying to involve the public with the planning and give them good information."

While all the work was of the highest quality, we would like to commend the cost-cutting work and the Cost-Cutting Briefing Document in particular as being among the best examples of this type of work we have seen. The document is clear in presenting its purpose and the criteria and measures used to evaluate alternatives. The criteria were applied consistently and appropriately. For each segment evaluated, the critical issues are highlighted and the choices are clear. In short, this document provides the necessary and appropriate information to decision makers who must identify a locally preferred alternative from among the options and alternatives evaluated.

### **The Expert Review Panel, Who and What**

The Expert Review Panel was jointly appointed in May 1992 by the states of Oregon and Washington to review what was, at that time, the Alternatives Analysis process for the expansion of the high capacity transit system in the Portland/Vancouver area. While the federal process for project analysis and the identification of a locally preferred alternative has changed over the life the Panel, the Panel has continued to meet regularly over a six year period, holding one- and two-day meetings to review the technical analysis prepared for this project. The purpose of the panel is to help ensure decision-makers that the information they receive has been prepared using appropriate methods and that it represents an adequate level and quality of information to guide decisions regarding high capacity transit investments in the bi-state region.

The Expert Panel consists of a diverse group of experts from around the country who serve as volunteers on this effort. Our members are:

- Dr. Carl Hosticka, Chair, Associate Vice President, University of Oregon Portland Center.
- Mr. Mike Houck, Director, Urban Streams Council
- Mr. William Lieberman, Director of Planning and Operations, San Diego Metropolitan Area Transit Authority
- Dr. Michael Meyer, Dean, School of Civil and Environmental Engineering, Georgia Institute of Technology
- Ms. Nancy Michali, Korvé Engineers and former Manager of Transit Planning, Orange County Transit Authority
- Mr. Les Miller, Rail Construction Manager, Santa Clara Valley Transit Authority
- Dr. Gordon Shunk, Program Manager of the Urban Analysis Program, Texas Transportation Institute
- Dr. Charles Vars, Professor of Economics, Oregon State University

Former chairs of the panel were:

- Mr. David Knowles, formerly, Attorney-at-law, Davis, Wright, Tremaine
- Mr. Richard Page, formerly, Administrator, U.S. Urban Mass Transit Administration

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#### **South/North Corridor Study Expert Review Panel**

Carl Hosticka, Chair  
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## **SELECTED COMMENTS ON THE DEIS, RESULTS REPORTS, AND SENSITIVITY ANALYSES**

### **Alternatives Considered**

Over the course of this project the region considered a wide range of alternatives including various light rail alignments as well as busways, river transit, commuter rail and a No-Build alternative. We believe that a reasonable range of alternatives has been considered and that the selection of the alternatives to be studied in the DEIS represented a reasonable choice given the project goals.

### **Capital Costs Results Report**

The Capital Cost estimates are appropriate for this level of decision and clearly show the differences between alternatives. The wealth of information available from the current Westside project lends particular credence to these estimates because they are based on real project experience in the same environment. The levels of contingency are appropriate for this stage of the project.

### **Transportation Impacts**

Transportation impacts addressed in the DEIS include benefits to riders, expressed in travel time savings and numbers of riders, and benefits to drivers expressed in travel time savings and reductions in delay. Negative impacts on the transportation system are expressed largely in loss of parking spaces at specific locations, and in some level of service degradations at selected intersections (although in a few of the targeted locations intersection level-of-service improves). Transit reliability measures and operating speeds are also presented in the data. The specific comparison of alignment alternatives and design options is well captured in Table 4.1-14 which compares projected weekday ridership for different choices. We would like to caution that the precision of the numbers in this table, rounded to the nearest five riders, probably overstates the ability of the modeling technique to project ridership at that level of detail, but the relative magnitude of the numbers is informative.

What this analysis fails to capture, because of limitations in the federally-required modeling methods, is the long term contribution of any potential light rail investment to the shaping of land use along its corridor and the subsequent overall benefits to the region in terms of accessibility and mobility as well as the avoidance of sprawl and its costs and impacts. While the project methodologies are appropriate for this level of decision making, here as elsewhere they tend to be built on conservative assumptions which may lead to an understatement of the long-term benefits of the project.

### **Land Use and Economic Development**

We want to comment briefly on the land use implications of this project and its consistency with local and regional comprehensive plans. The bi-state region has planned for land development patterns that contain sprawl within urban growth boundaries and concentrate residential and economic development in urban centers. No particular light rail or transit investment will ensure that this vision comes to pass, but the lack of this kind of investment or other major innovation (such as high congestion and user fees), will ensure that it does not.

### **Ecosystems Impacts**

After reviewing early drafts of the environmental analysis of ecosystems, the Panel commented that while the methodology was appropriate to meet federal requirements, it lacked a more detailed focus on state, regional and local environmental rulemaking and identification of locally significant resources regardless of their national status (for example as Threatened and Endangered Species). Metro responded to these comments by revising the methodology to strengthen the consideration of locally significant habitats, resources and species. The fact that this alignment passes through a highly urbanized area makes the

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#### **South/North Corridor Study Expert Review Panel**

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remaining natural resources in the area all the more significant to local citizens. We believe the DEIS appropriately considers and presents both national level and local level ecosystem impacts.

### **Financial Analysis**

The panel commented in past letters that it had some concerns that the financial analysis for this project, in an effort to be appropriately conservative in its assumptions, may have overstated the project's financial risks. We suggested additional sensitivity analyses be performed to examine likely financial scenarios on the same basis as worst case financial scenarios. An additional complication is introduced by the fact that financial plan inflation rates are ultimately negotiated with the Federal Transit Administration as part of the Full Funding Grant Agreement (FFGA), a considerably different method than forecasting those rates. Once the FFGA is signed, the project is at risk for the differences between actual versus negotiated rates (if the actual rates are higher). Thus it is critical to project financing that the negotiated rate not be understated. At the same time, overly conservative estimates put the project at another kind of risk, the risk of appearing unaffordable when in fact the region is in a strong financial position to support this project.

We are satisfied that Section 7.1 Financial Analysis, of the DEIS appropriately addresses these concerns and we appreciate the considerable additional work that was undertaken to respond to the Panel's earlier comments.

### **Carruthers Bridge Height Sensitivity Analysis**

In reviewing the early results of the cost-cutting exercise the Panel highlighted potential issues and cost-cutting opportunities relative to the height of the Carruthers Bridge. The project responded with a thorough analysis of alternatives and identified a potential \$50 million in project savings. We recommend that future work include a similar level of analysis relative to different bridge structures, specifically looking at the potential construction cost savings of different bridge designs and the use of new materials.

### **Maintenance Facility**

The Panel spent a great deal of time over a series of meetings discussing the issues relative to fleet maintenance and the need for new maintenance capacity, vis-a-vis the cost cutting direction of the current program. Each of the options -- ranging from operating entirely from current facilities, to construction of a new maintenance base with capacity for long-term needs -- present different challenges. This is an area that will require a great deal of continued study in subsequent phases of the project. However, from where we sit today and given the highly developed nature of the corridor, it seems prudent to recommend that the project strongly consider acquiring the land for a future maintenance base, concurrent with phase 1, even if the money to build the base will not be available until a future phase.

### **Potential for Light Rail to the Airport**

Separate from, but concurrent with this project, a proposal to construct a privately or partially-private financed line to the airport is under consideration. While it may not be appropriate at this time for this project to prepare an extensive evaluation of the relationship between the two investments, the airport proposal represents another factor pointing to the strength of this region to support this investment as well as the potential synergism represented by full build-out of a region-wide network of high capacity transit.

### **Overall Evaluation**

From the inception of this project we commented that the most important document for the public and decision makers at the beginning the project was the Evaluation Methodology as it defined how choices

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#### **South/North Corridor Study Expert Review Panel**

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Les Miller  
Charles Vars

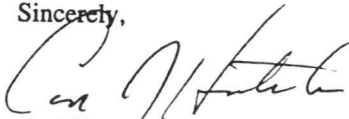
would be assessed and what factors would be critical in ultimately identifying the best light rail alignments and design options. The project work and the DEIS have faithfully carried out the evaluation methodology and have displayed, for the public and the decision makers, what the choices are and what the implications of those choices are across a broad array of criteria.

In closing, we would like to reiterate our appreciation for the intense level of effort that went into ensuring that our panel was well informed, and that our questions and comments were responded to. Over the course of the last six years the panel made many substantive suggestions regarding changes in methods or additional analysis and these were addressed.

The DEIS is comprehensive and thorough and represents an appropriate level of analysis for a project of this magnitude. The outreach to and involvement of other jurisdictions, agencies as well as the public at large represents an extraordinary level of coordination and cooperation with those who will use and be affected by this project.

I know I speak for the entire panel when I say it has been a pleasure to serve on this panel and to be involved in this very important regional effort.

Sincerely,



Carl Hosticka, Chair  
Expert Review Panel

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South/North Corridor Study Expert Review Panel

Carl Hosticka, Chair  
Michael Meyer  
Gordon Shunk

Mike Houck  
Nancy Michali

William Lieberman  
Les Miller  
Charles Vars

## Appendix F

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### *List of South/North Committee Members*

## **F. Membership on South/North Project Committees**

### **F.1 Expert Review Panel (ERP)**

Dr. Carl Hosticka, Associate Vice President, University of Oregon Portland Center, Chair  
Dr. Gordon Shunk, Program Manager of the Urban Analysis Program, Texas Transportation Institute  
Dr. Charles Vars, Professor of Economics, Oregon State University  
Ms. Nancy Michali, Korve Engineering  
Dr. Michael Meyer, Dean, School of Civil and Environmental Engineering, Georgia Institute of Technology  
Mr. William Lieberman, Director of Planning and Operations, San Diego Metropolitan Area Transit Authority  
Mr. Mike Houck, Director, Urban Streams Council  
Mr. Les Miller, Rail Construction Manager, Santa Clara County Valley Transit Authority

### **F.2 South/North Corridor Steering Committee**

Councilor Ed Washington, Chair, Metro Council  
Mayor Dan Fowler, City of Oregon City  
Commissioner Charlie Hales, City of Portland  
Commissioner Gary Hansen, Multnomah County  
Commissioner Ed Lindquist, Clackamas County  
City of Milwaukie, Carolyn Tomei, Mayor  
Mayor Royce Pollard, City of Vancouver, Regional Transportation Council  
Kay Van Sickel, Region 1 Manager, Oregon Department of Transportation  
Don Wagner, Administrator, District 1, Washington State Department of Transportation  
Donald S. McClave, Tri-Met Board of Directors

### **F.3 South/North Corridor Project Management Group (PMG)**

Richard Brandman, Chair, Metro  
Andrew Cotugno, Metro  
Leon Skiles, Metro  
Dan Bartlett, City of Milwaukie  
Rich Carson, City of Oregon City  
Steve Iwata, City of Portland  
Dave Williams, ODOT  
Mary Legry, WSDOT  
Karen Schilling, Multnomah County  
Dean Lookingbill, RTC  
Karen Haines, City of Vancouver  
Tom VanderZanden, Clackamas County  
Bob Stacey, Tri-Met



#### **F.4 South/North Corridor Citizens Advisory Committee (CAC)**

Rick Williams, Portland Central City, Business Representative, Chair  
Marc Veneroso, Downtown Vancouver, Residential Representative, Vice Chair  
Bob Elliott, Southeast Portland, Residential Representative  
Brad Halverson, Steel Bridge to Ainsworth, Residential Representative  
Frank Howatt, Ainsworth to the Columbia River, Residential Representative  
Champ Husted, Milwaukie, Business Representative  
Jim Justice, Clackamas County, Business Representative  
Stanley T. Lewis, Downtown Portland, Residential Representative  
Gary Madson, South Portland, Business Representative  
Gina Maloney, Macadam Corridor, Residential Representative  
Michael Mulkey, Milwaukie to Oregon City, Residential Representative  
David Myers-Eatwell, North Portland, Business Representative  
Irene Park, Milwaukie to Clackamas Town Center, Residential Representative  
Larry Quilliam, Clackamas Regional Center Area, Residential Representative  
Tracy Reich, Downtown Vancouver, Business Representative  
Steve Rogers, Northeast Portland, Residential Representative  
Barbara Yasson, Vancouver to 179th, Residential Representative  
Retired Members: Lynn Bonner, Karen Ciocia, Jack Conway, Jane Floyd, Giles Gibson, Dorothy Hall, Winzel Hamilton, Bob Hennessey, Thomas Joseph, Betsy Lindsay, Jeff Reed and Delan Redjou.

#### **F.5 Downtown Portland Oversight Committee (DOC)**

J. Clayton Hering, Chair, President, Norris Beggs & Simpson  
Chuck Armstrong, Epitope, Incorporated (Past Chair)  
Mike Burton, Executive Officer, Metro  
Commissioner Charlie Hales, City of Portland  
Bob Stacey, Executive Director, Policy and Planning, Tri-Met  
Greg Goodman, Vice President, City Center Parking  
Dave Williams, Planning and Development Manager, ODOT  
Patrick Done, Manager, Pioneer Place  
Felicia Trader, Portland Development Commission  
George Pernsteiner, Vice President, Finance & Administration, Portland State University  
Philip Kalberer, President, Kalberer Hotel Supply  
Lisa Horne, President, Downtown Community Association  
Jim Mark, Executive Vice President, Melvin Mark Properties  
Greg Schillinger, Downtown Retail Council  
Richard Michaelson, President, Planning Commission, City of Portland  
Sam Naito, Made In Oregon  
Craig Thompson, Fifth Avenue Suites Hotel

## **F. 6 South/North Corridor Technical Advisory Committee (TAC)**

Sharon Kelly, Metro, Co-Chair  
John Cullerton, Metro, Co-Chair  
Gina Whitehill-Baziuk, Metro  
Jeanna Cernazanu, Metro  
Susan Finch, Metro  
Ted Leybold, Metro  
Randy Parker, Metro  
Dave Unsworth, Metro  
Ed Abrahamson, Multnomah County  
Rich Carson, City of Oregon City  
Maggie Collins, City of Milwaukie  
Gerald Fox, Tri-Met  
Mike Eidlin, Tri-Met  
Michael Fischer, Tri-Met  
Mark Garrity, C-TRAN  
Shari Gilevich, Clackamas County  
Evan Dust, Clark County  
Stuart Gwin, City of Portland  
Bob Hart, RTC  
Steve Kelley, RTC  
Kevin Wallace, City of Vancouver  
Jennifer Ryan, Tri-Met  
Rod Sandoz, Clackamas County  
Ralph Drewfs, ODOT  
Dave Simpson, ODOT  
Gary Westby, WSDOT

