

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF REFINING THE) RESOLUTION NO. 80-175
CORRIDOR IMPROVEMENT STRATEGY IN)
THE M'CLOUGHLIN BLVD. CORRIDOR) Introduced by JPACT

WHEREAS, The Metro Council, through Resolution No. 79-65, adopted the Regional Corridor Improvement Strategy which contained an overall policy strategy to address regional transportation problems; and

WHEREAS, The Metro Council authorized, through Resolution No. 79-111, federal funds for a project to alleviate traffic congestion and neighborhood infiltration problems on McLoughlin Blvd. north of Hwy. 224; and

WHEREAS, The Metro Council, through Resolution No. 79-112, directed staff to include the study of the Portland Traction Company (PTC) right-of-way in the study of Southern Corridor transportation alternatives; and

WHEREAS, Metro staff has conducted an analysis of transportation alternatives in the McLoughlin Blvd. portion of the Southern Corridor; and

WHEREAS, The analysis resulted in findings and conclusions which both refine and extend the concepts contained in the Corridor Improvement Strategy as they address the immediate and long-range transportation problems facing the Southern Corridor; and

WHEREAS, The analysis has been coordinated with the local jurisdictions and implementing agencies; now, therefore,

BE IT RESOLVED,

1. That the Metro Council concurs in the recommendations proposed in the attached report entitled McLoughlin Boulevard Improvement Strategy as the concept plan for addressing the Corridor transportation issues.

2. That the Regional Transportation Corridor Improvement Strategy be amended to include these recommendations.

3. That the Metro Council recommends that local jurisdictions and implementing agencies begin to undertake efforts to implement the approved strategy.

ADOPTED by the Council of the Metropolitan Service District this 25th day of September, 1980.



Presiding Officer

A G E N D A M A N A G E M E N T S U M M A R Y APPROVED BY THE METRO COUNCIL

THIS 25th DAY OF September 1980

TO: Metro Council
 FROM: Executive Officer
 SUBJECT: Refinement of the Corridor Improvement Strategy in the
 McLoughlin Blvd. Corridor

Cynthia M. Wickman
 CLERK OF THE COUNCIL

I. RECOMMENDATIONS:

- A. **ACTION REQUESTED:** Recommend Council adoption of the attached Resolution No. 80-175 amending the Regional Transportation Corridor Improvement Strategy in the McLoughlin Corridor to include the recommendations presented and documented in the attached report (Staff Report No. 69).
- B. **POLICY IMPACT:** This action is consistent with and refines the adopted policies contained in the Regional Transportation Corridor Improvement Strategy. It reconfirms the prior Metro authorization of funds for the McLoughlin Blvd. project north of Highway 224 (Council Resolution No. 79-65) and identifies improvements south of Highway 224 for which implementing agencies can request funding.
- C. **BUDGET IMPACT:** The responsibility to implement and provide local matching funds for the project activities recommended by this action rests with ODOT, Tri-Met and affected local jurisdictions. The existing Metro budget provides for Metro staff involvement in coordinating corridor planning efforts.

II. ANALYSIS:

- A. **BACKGROUND:** On July 26, 1979, the Metro Council adopted Resolution No. 79-65 establishing a Corridor Improvement Strategy to address regional transportation problems. In the Southern Corridor, the strategy called for evaluation of improvements to McLoughlin Blvd. and consideration of a timed-transfer bus system. On December 20, 1979, the Metro Council adopted Resolution No. 79-111 which: 1) authorized Interstate Transfer funding for an improvement to McLoughlin Blvd. north of Highway 224 consisting of two additional mixed traffic lanes and an exclusive lane for buses and carpools, and 2) reserved funds for a complementary improvement program in the remainder of the McLoughlin Subcorridor.

Subsequent to that action, staff has reexamined the improvement north of Highway 224 in light of: 1) expected increases in gasoline cost, 2) Tri-Met's plans for transit service improvements, 3) potential transit

operating problems of an exclusive lane for buses and carpools, and 4) the potential for convertibility to LRT at a later date. Staff has concluded that ODOT should have the flexibility to examine alternatives that do not involve construction of a carpool lane. South of Highway 224, staff, in cooperation with the Southern Corridor Working Group, has developed a transit and highway improvement program to complement the major investment north of Highway 224.

The staff analysis also responds to the Council direction of Resolution No. 79-112 to evaluate the desirability of purchasing the available Portland Traction Company (PTC) right-of-way between Milwaukie and Oregon City and recommends that Tri-Met purchase portions of the right-of-way for the eventual development of LRT.

- B. **ALTERNATIVES CONSIDERED:** A wide range of alternative improvements were evaluated in the corridor, including constructing light rail transit in the short-term. It was concluded, however, that transit ridership in the corridor would need to substantially increase over current levels to bring about the patronage necessary to support LRT. Such an increase is possible over a long time period, but would be largely dependent on an assumption that the cost of gasoline would significantly increase above today's cost. Therefore, it was determined that a more cost-effective solution in the near-to-mid-term would be to implement a series of major bus system improvements in the corridor that would result in a build-up of transit ridership so that LRT would be supportable at some future time.
- C. **CONCLUSION:** Adoption of the attached Resolution will provide the policy framework necessary for the implementing agencies to initiate project development and submit funding requests for proposed corridor improvements. In addition, the adoption of the corridor improvement strategy will allow Tri-Met to begin negotiations for the purchase of the desirable portions of the PTC right-of-way.

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FINDINGS AND RECOMMENDATIONS

A. Transit Service Development Strategy

1. Findings

- a. Travel forecasts for the year 2000 indicate that an LRT transit link connecting the Banfield LRT in Portland with Milwaukie and Oregon City could carry approximately 40,000 passengers per day in the segment north of Milwaukie and about 20,000 riders per day in the segment south of Milwaukie. This constitutes a six-fold increase (over 500 percent) above current ridership and is based largely upon the assumption of a significant increase in gasoline cost (to \$3.10 per gallon in 1980 dollars) as well as the implementation of substantial transit service improvements in the Corridor.
- b. Ridership projections and economic analyses indicate that LRT could be a viable transit mode in the Southern Corridor by the year 2000. Therefore, future provision for LRT in that Corridor should be incorporated into the Regional Transportation Plan (RTP).
- c. Two routes are available for an LRT facility between Milwaukie and Oregon City: 1) via the McLoughlin Blvd. Subcorridor, and 2) via the Hwy. 224/I-205 Subcorridor.
- d. The most likely route for an LRT facility south of Jackson St. (in Milwaukie) in the McLoughlin Blvd. Subcorridor would follow the McLoughlin Blvd./Portland Traction Company (PTC) right-of-way to Park Ave., McLoughlin Blvd. south to Abernethy Lane, and then proceed along the PTC right-of-way through Gladstone and across the Clackamas River. This route consists of the optimum segments of the McLoughlin Blvd. and PTC rights-of-way in terms of service provision, operational considerations and accessibility. It also represents significantly less residential disruption than would occur if the portion of the PTC right-of-way between Park Ave. and Abernethy Lane were used (see II.D.).
- e. At a ridership level of the projected magnitude in the segment north of Milwaukie (40,000 passengers per day in 2000), the operating cost savings of LRT compared to a bus system providing equal capacity (due to the larger capacity vehicle and faster speeds) would offset the greater capital costs of LRT construction.

- f. Current transit ridership levels in the Southern Corridor, however, average only 6,000 passengers per day. This patronage base, combined with the fact that the year 2000 forecasts are based upon significant increases in gasoline cost over the next 20 years, indicates the need for less costly transit improvements in the short-term. These improvements will assist in developing the substantial transit ridership growth (from 6,000 to 40,000 riders) necessary to justify the capital expenditure for an LRT facility. Metro travel forecasts indicate that an improved bus system would attract 80% of the ridership projected for an LRT facility in the Corridor. As such, an improved bus system in the interim would be nearly as effective in attracting ridership as LRT, and would provide for growth in ridership over time at a much lower cost.
- g. Even at the 40,000 passenger per day level, LRT patronage in the Southern Corridor would still be only about one-half of the levels projected for the Banfield and Westside Transitway projects. The recommendation to pursue a bus improvement in the short-term, therefore, is consistent with established regional priorities and commitments of available funding to the various corridors.

2. Recommendations

a. Long-Term Strategy

It is recommended that, at this time, the implementation of an LRT alternative not be pursued in the McLoughlin Corridor. However, preservation of the option to provide LRT at a later date should be included in the RTP and periodically reexamined to take into account:

- 1) Actual changes in energy costs and supplies;
- 2) Effects of improved bus service on transit ridership patterns and volumes in the corridor;
- 3) Acquired experience in the operation of LRT as a result of the completion of the Banfield facility; and
- 4) Funding availability.

b. Interim Strategy

In the interim, it is recommended that:

- 1) A high-quality trunk and feeder bus service should be implemented in the Southern Corridor to connect the City of Portland, Milwaukie, Gladstone and Oregon City to meet mid-term demands. This alternative will assist in developing the transit ridership patterns and volumes necessary to justify the capital expenditure for an LRT facility;
- 2) ODOT, Tri-Met and the affected local jurisdictions should proceed to develop and implement a package of highway and bus transit improvements on McLoughlin Blvd. using funds authorized and reserved by Metro to: a) relieve existing and projected congestion and neighborhood infiltration problems; b) support the improved bus service in the McLoughlin Corridor; and c) protect the option of future construction of LRT in the Corridor in a cost-effective manner.
- 3) In order to protect the option of future construction of LRT in the Southern Corridor, Tri-Met and affected local jurisdictions should:
 - (a) Examine alternative routes between Milwaukie and Portland and determine which are feasible and should be protected for future LRT construction north of Hwy. 224 based upon service to population and employment markets, transfer connection to bus routes, right-of-way availability, engineering constraints and compatibility with local plans;
 - (b) Examine alternative routes in the Hwy. 224/I-205 Corridor between Milwaukie and Oregon City to determine which are feasible and should be protected for future LRT construction based upon service to population and employment markets, transfer connection to bus routes, engineering constraints and compatibility with local plans;
 - (c) Determine which alignment options should be protected for the future development of LRT over the entire length of the Southern Corridor;
- 4) Based on the data obtained from the evaluations outlined above (3a through 3c), the Oregon Department of Transportation (ODOT), Tri-Met and affected local jurisdictions should:

- (a) Design proposed interim highway and transit improvement projects in the Southern Corridor to allow for future construction of the protected LRT alignments in the McLoughlin Blvd. and the Hwy. 224/I-205 Subcorridors;
- (b) Examine and preserve (as necessary) right-of-way opportunities as they become available in the Corridor; and
- (c) Take the necessary planning and zoning actions to preserve the protected alignments from encroachment by other private or public development and take steps to minimize property access conflicts along segments of LRT that parallel existing streets (particularly on McLoughlin Blvd. south of Milwaukie).

B. McLoughlin Blvd. Projects North of Hwy. 224

1. Findings

- a. Travel projections developed by Metro for the RTP indicate that 24-hour traffic volumes on McLoughlin Blvd. will average about 60,000 vehicle trips per day in the section north of SE Tacoma St. (the most constrained segment in the McLoughlin Subcorridor north of Hwy. 224). In addition, a significant number of these trips have eastside origin/destination points which are scattered throughout north, northeast and southeast Portland.
- b. Metro analysis indicates that an additional (above existing capacity) 1950 peak-hour southbound vehicle trip capacity is needed to provide an adequate level of service (D) on McLoughlin Blvd. and remove 600 through vehicle trips from neighborhood streets.
- c. The addition of two mixed traffic lanes (one in each direction) will provide only about one-half (900 vehicles per hour) of the required additional capacity.
- d. Previous analysis indicates that the provision of an exclusive or priority bus/carpool facility (in addition to the two lanes of mixed traffic capacity) will provide the highest level of service on McLoughlin Blvd.
- e. However, it is likely that the construction of an LRT facility in the median of McLoughlin Blvd. (if that proves to be the preferred alignment and route

option) would replace the median HOV lanes. If necessary, the mixed traffic lanes could be converted to HOV use. If LRT were constructed, a reduction in peak hour, peak direction demand of from 500 to 800 vehicle trips could be expected through diversion of trips from automobiles to transit (LRT). This demand reduction would significantly lessen the impact of a travel lane replacement and therefore, would reduce the difficulty of converting the median HOV lane(s) to LRT. Accordingly, with proper design, the conversion problem should not be considered as fatal to the development of an interim HOV lane in the median of McLoughlin Blvd. north of Milwaukie.

- f. The capacity limitations encountered at the Union/Grand couplet north of the Ross Island Bridge serve as a constraint to improved flows in the McLoughlin Corridor. It can be expected that the implementation of the East Marquam Interchange Project will have a significant positive impact on this constraint.

2. Recommendations

ODOT, Tri-Met and affected local jurisdictions should proceed with the design and implementation of the combination bus transit and highway project on McLoughlin Blvd. north of Hwy. 224 to include:

- a. The provision of high quality trunk route bus service connecting both downtown and eastside Portland and the Southern Corridor via McLoughlin Blvd. (Map 1, No. 1) to divert single-occupant auto trips onto transit and to reduce the neighborhood infiltration of through trips;
- b. Two additional traffic lanes on McLoughlin Blvd. from S.E. Reedway to Hwy. 224 to relieve the current and future congestion and neighborhood infiltration problems without severely affecting the trees on McLoughlin Boulevard. (Map 1, No. 4);
- c. Provision of exclusive or priority bus facilities for the improved trunk route bus service on McLoughlin between Milwaukie and the City of Portland (Map 1, No. 3);
- d. Development of major transit stops and amenities along McLoughlin Blvd. for bus transfer and walk-on access at key points to the improved trunk bus service (Map 1, No. 2);
- e. Consideration of a reserved lane for buses and carpools/vanpools between Milwaukie and Portland, and

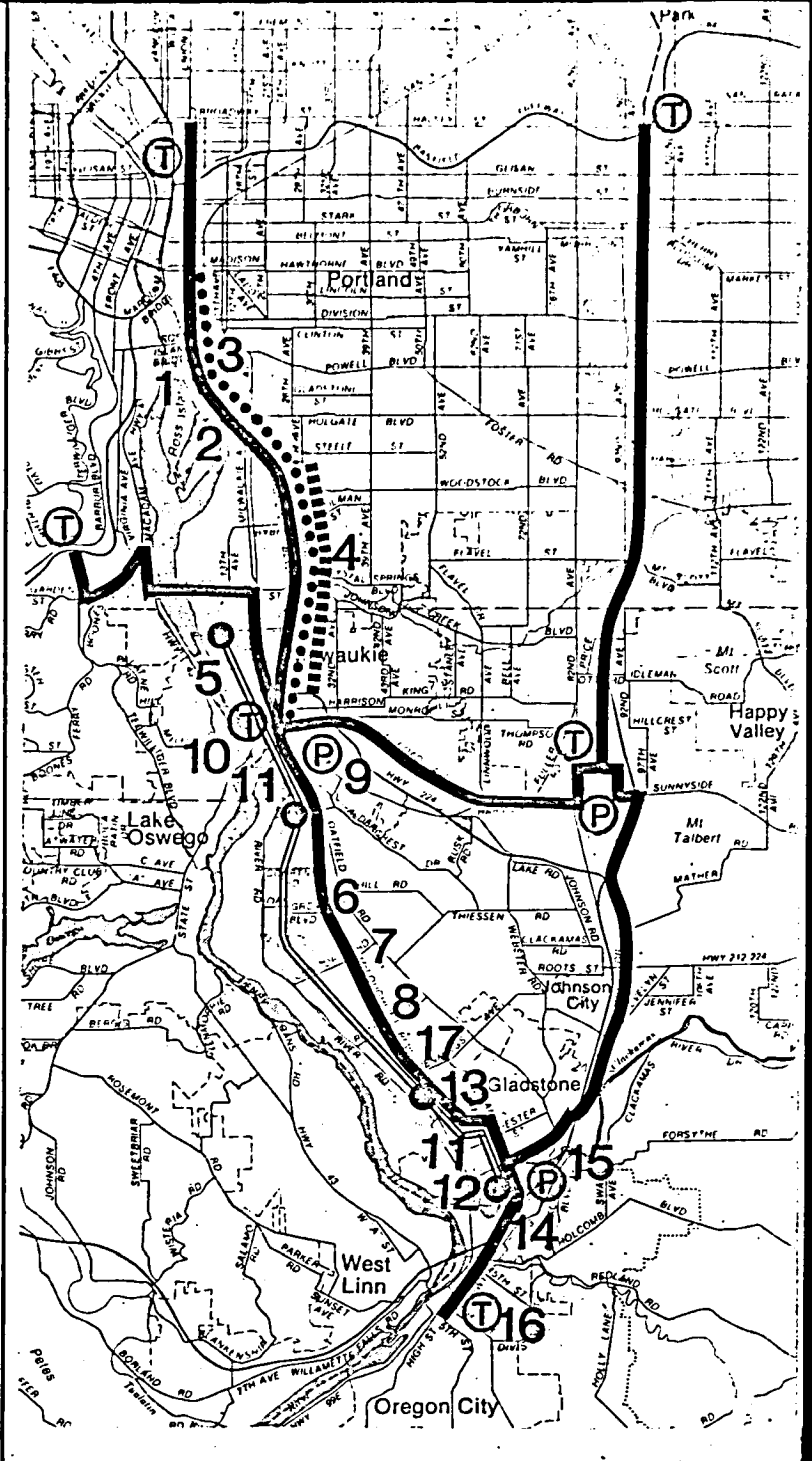
**KEY TO McLOUGHLIN BLVD.
IMPROVEMENTS**

NORTH OF HWY. 224

1. HIGH QUALITY BUS TRUNK ROUTE SERVICE
2. TRANSIT STOP DEVELOPMENT AND PEDESTRIAN AMENITIES
3. EXCLUSIVE OR PRIORITY BUS FACILITY
4. TWO ADDITIONAL HIGHWAY LANES
5. PURCHASE OF PTC RIGHT-OF-WAY

SOUTH OF HWY. 224

6. HIGH QUALITY BUS ROUTE TRUNK SERVICE
7. TRANSIT STOP DEVELOPMENT AND PEDESTRIAN AMENITIES
8. BUS PRIORITY TREATMENT
9. MILWAUKIE AREA PARK AND RIDE(S)
10. MILWAUKIE TRANSIT STATION
11. PURCHASE PTC RIGHT-OF-WAY
12. RECONSTRUCTION OF PTC BRIDGE FOR BUS-ONLY USE
13. UPGRADE ABERNETHY LANE FOR TRANSIT TRUNK LINE USE
14. PRESERVE TRANSIT RIGHT-OF-WAY
15. OREGON CITY AREA PARK AND RIDE
16. OREGON CITY AREA TRANSIT STATION
17. TRAFFIC OPERATIONS IMPROVEMENTS



- MAJOR REGIONAL BUS TRUNK ROUTE
- EXCLUSIVE OR PRIORITY BUS FACILITY
- ADDITIONAL HIGHWAY CAPACITY

- PORTLAND TRACTION CO. RIGHT-OF-WAY
- TRANSIT STATION
- PARK AND RIDE



**McLOUGHLIN BLVD.
IMPROVEMENT STRATEGY**

**Map 1
June 1980**

if the inclusion of a lane is found to be the most viable alternative (in addition to the two mixed-traffic lanes) to achieve the project objectives, it is recommended that the HOV lane is designed to provide high quality transit operations through:

- (1) Economical station location and design that allows for efficient passenger walk-on and transfer opportunities;
 - (2) Controls on auto occupancy that ensure an adequate level of service in the HOV lane; and
 - (3) Priority treatment (if feasible) for buses over carpools;
- f. Protection of future LRT construction by designing the bus/carpool lane(s) to be converted to LRT and/or reserving right-of-way for LRT (Map 1, No. 5) in the event McLoughlin Blvd. is selected as the preferred route north of Milwaukie;
 - g. Compatibility with the preferred East Marquam Interchange Project design;
 - h. Development of a program to increase ridesharing and to spread the peak demand; and
 - i. An examination of origin/destination patterns in the Sellwood/Eastmoreland area and development of a series of projects to discourage through trips from infiltrating adjacent neighborhoods.

C. McLoughlin Project Package South of Hwy. 224

1. Findings

- a. Previous Metro analysis concluded that the most critical traffic operations and safety problems in the section of McLoughlin Blvd. south of Hwy. 224 are expected to occur as a result of frequent access points, conflict between through traffic and turning movements, intersection constraints and signal delay.
- b. In addition to a package of traffic operations projects, significant improvements in transit service and pedestrian amenities would be necessary to attract the ridership necessary to minimize traffic demands at the most constrained portion of McLoughlin Blvd. north of Hwy. 224. These transit improvements would also support the comprehensive planning efforts of the local jurisdictions in the area which have proposed a land use development patterns surrounding McLoughlin Blvd. that is highly transit supportive.

2. Recommendations

ODOT, Tri-Met and the affected local jurisdictions should proceed with the design and implementation of a package of transit and highway improvement projects in the McLoughlin Corridor south of Hwy. 224 to include:

- a. Provision of high-quality trunk route bus service connecting Oregon City with Milwaukie and Clackamas Town Center (Map 1, No. 7);
- b. Traffic operations improvements (i.e., signal intertie and channelization of traffic) on McLoughlin Blvd. from Hwy. 224 to I-205 to reduce turn conflicts and improve traffic progression (Map 1, No. 17);
- c. Provision of bus priority facilities for trunk route bus service between Milwaukie and Gladstone (Map 1, No. 8);
- d. Development of major transit stops at key points along the preferred McLoughlin bus trunk route for feeder bus transfers and walk-on access to support Clackamas County plan designations for high density development (Map 1, No. 7);
- e. Development of timed-transfer transit stations in Milwaukie and the Oregon City area to provide a focus for local feeder bus routes and a transfer point to trunk route service (Map 1, Nos. 10 and 15);
- f. Implementation of park and ride facilities south of downtown Milwaukie on McLoughlin Blvd. and east of Milwaukie on Hwy. 224 to intercept auto traffic and support the trunk route system (Map 1, No. 9);
- g. Development of an expanded Oregon City park and ride lot located either south of the PTC Bridge or in the vicinity of the Clackamas River Bridge and served by the McLoughlin Subcorridor bus trunk routes that will intercept auto traffic in the Oregon City Bypass/I-205 junction area (Map 1, No. 15). This effort should include the following activities:
 - (1) Reconstruction (if feasible) and purchase of the PTC Bridge across the Clackamas River to accommodate trunk route buses connecting Oregon City with both Milwaukie and the Clackamas Town Center (Map 1, No. 12);
 - (2) Upgrading of Abernethy Lane (if feasible) to accommodate trunk route buses between McLoughlin Blvd. and Gladstone (Map 1, No. 13); and

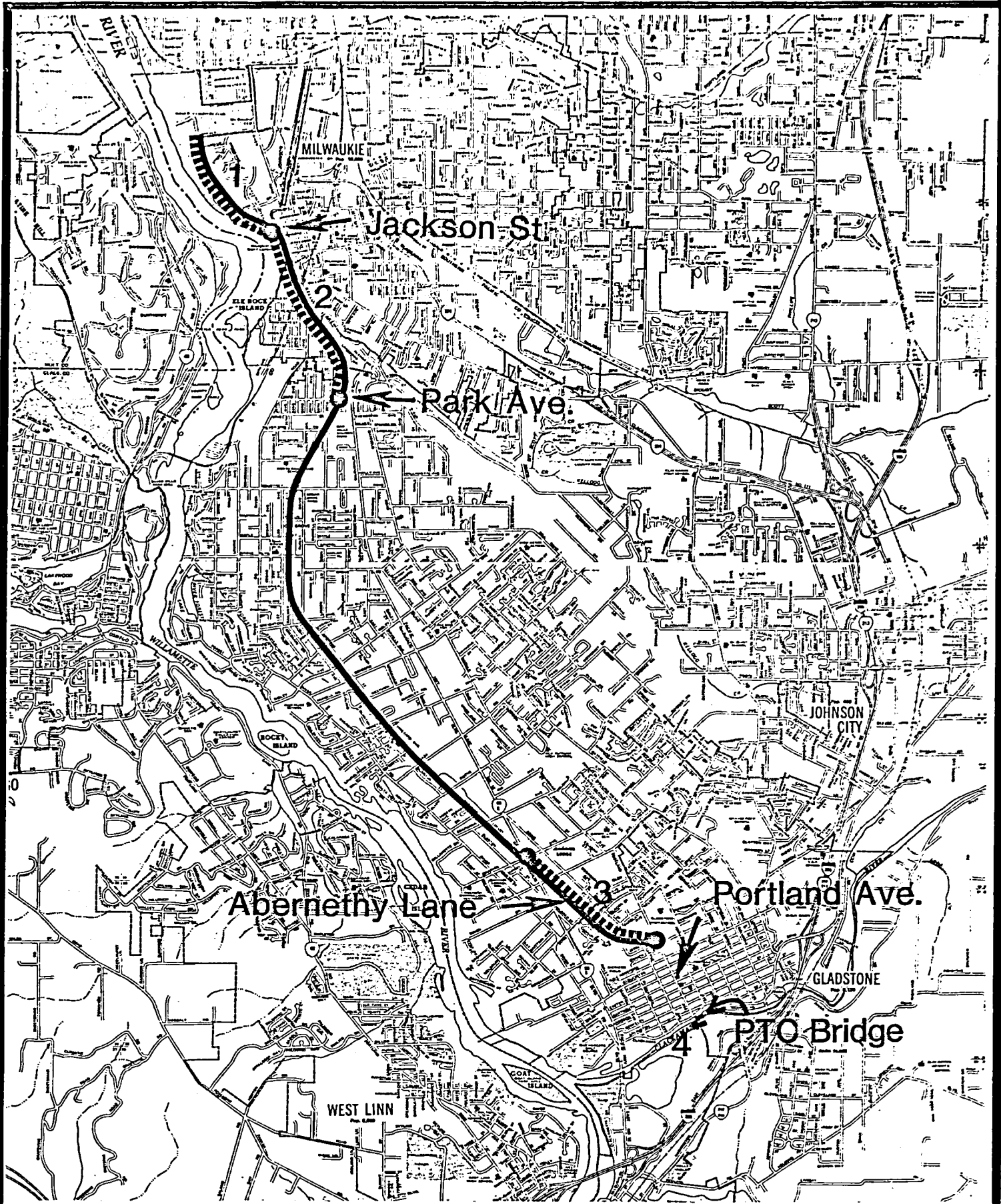
(3) Provision of an auto access route from the Oregon City Bypass/I-205 junction to the park and ride (in the event the park and ride is located adjacent to McLoughlin Blvd.); and

h. Protection of future LRT construction by (1) siting and designing transit stops, stations and park and ride lots for conversion to LRT, and (2) negotiating with the Tri-Cities Sewer District to reserve the necessary right-of-way to preserve (if feasible) an LRT route into Oregon City via the PTC Bridge.

D. Portland Traction Company Right-of-Way

1. Findings

- a. The PTC right-of-way between the Hawthorne Bridge and I-205 in Oregon City is a potential route for the construction of LRT in the long-term.
- b. All McLoughlin Blvd. Subcorridor LRT route options would pass through a major transit station located in Milwaukie. Therefore, all route options north of the Milwaukie station would be independent of, and compatible with, all route options south of the station.
- c. At the present time, the only portion of the PTC right-of-way for sale extends from the Waverly Country Club south to the vicinity of I-205.
- d. The section of available PTC right-of-way from the Waverly Country Club to Jackson Street in Milwaukie (Map 2, No. 1), is necessary to protect one of several LRT route options between Portland and Milwaukie.
- e. At least two significant LRT corridors exist to connect Milwaukie and Oregon City: (1) the Milwaukie Blvd. Subcorridor, and (2) the Hwy. 224/I-205 Subcorridor. In the McLoughlin Blvd. Subcorridor, two alternative rights-of-way were examined, McLoughlin Blvd. and the PTC right-of-way, to determine the most appropriate location for LRT and, therefore, which portions (if any) of the PTC right-of-way to purchase.
- f. In the Subcorridor segment from Jackson St. to Park Ave., the McLoughlin Blvd. and the PTC right-of-way are adjacent to each other and would provide similar benefits.
- g. In the Subcorridor segment from Park Ave. to Abernethy Lane, the McLoughlin Blvd. route is



PTC Right of Way Available
 Segments Recommended for Purchase

Map 2
 June 1980

preferred because it offers superior service potential with a minimum of disruption.

- h. In the Subcorridor segment from Abernethy Lane to I-205, the PTC right-of-way route is preferred because it appears to provide better operations and service potential, especially to Gladstone and the Oregon City Bypass/I-205 junction area (for a potential park and ride lot location).

2. Recommendations

In order to protect for the future development of LRT in the Southern Corridor, Tri-Met should:

- a. Negotiate the purchase of the portion of the available PTC right-of-way between the Waverly Country Club and Jackson St. (in Milwaukie) in the event LRT along the PTC right-of-way north of Milwaukie is the preferred LRT alignment (Map 2, No. 1);
- b. Negotiate the purchase of three portions of the PTC right-of-way south of Milwaukie to protect this alignment option for future construction when it is feasible in the event McLoughlin Blvd. is the preferred LRT route between Milwaukie and Oregon City: (1) between Jackson St. and Park Ave. (along McLoughlin Blvd.) (Map 2, No. 2); (2) between McLoughlin Blvd. and Portland Blvd. along Abernethy Lane (Map 2, No. 3) (this segment is also necessary to upgrade the roadway for trunk route bus service); and (3) the PTC Bridge across the Clackamas River (Map 2, No. 4) (the bridge is also under consideration for use as a bus-only bridge); and
- c. Negotiate with the Tri-Cities Sewer District to reserve necessary right-of-way south of the Clackamas River (Map 1, No. 14) to (1) preserve the LRT route into Oregon City; (2) site the Oregon City park and ride in the vicinity of the Oregon City Bypass/I-205 junction area; and (3) provide a connection for buses from the park and ride location to the PTC bridge over the Clackamas River.

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