



**METRO**

**Agenda**

MEETING: METRO COUNCIL WORK SESSION  
DATE: July 15, 2008  
DAY: Tuesday  
TIME: 2:00 PM  
PLACE: Metro Council Chamber

**CALL TO ORDER AND ROLL CALL**

- |                |           |  |          |
|----------------|-----------|--|----------|
| <b>2:00 PM</b> | <b>1.</b> | <b>DISCUSSION OF AGENDA FOR COUNCIL REGULAR MEETING, JULY 17, 2008/ADMINISTRATIVE/CHIEF OPERATING OFFICER COMMUNICATIONS</b> |          |
| <b>2:15 PM</b> | <b>2.</b> | <b>BUSINESS RECYCLING REQUIREMENTS</b>   | Hoglund  |
| <b>3:00 PM</b> | <b>3.</b> | <b>BREAK</b>   |          |
| <b>3:05 PM</b> | <b>4.</b> | <b>PORTLAND TO MILWAUKIE LIGHT RAIL PROJECT<br/>LOCALLY PREFERRED ALTERNATIVE</b>  | Wieghart |
| <b>4:05 PM</b> | <b>5.</b> | <b>COUNCIL BRIEFINGS/COMMUNICATION</b>   |          |

**ADJOURN**

**PROPOSED BUSINESS  
RECYCLING REQUIREMENTS**

Metro Council Work Session  
Tuesday, July 15, 2008  
Metro Council Chamber

## **METRO COUNCIL**

### **Work Session Worksheet**

Presentation Date: July 15, 2008

Time: 2:15 PM

Length: 30 minutes

Presentation Title: Proposed Business Recycling Requirements

Department: Solid Waste and Recycling Department

Presenters: Mike Hoglund and Marta McGuire

### **ISSUE & BACKGROUND**

Over the past eight years, Metro and its local government partners have spent more than \$3.5 million to encourage more business recycling by providing free education and technical assistance. Despite some progress, businesses still dispose of more than 100,000 tons of recyclable paper and containers. After Council discussions, public outreach, and research and analysis on this resource conservation issue, staff developed two program options for boosting business recycling: 1) Voluntary Business Recycling Standards and 2) Mandatory Business Recycling. In November 2007, after reviewing the costs and benefits of potential approaches, and input from Metro's Policy Advisory Committee (MPAC) and the Metro Solid Waste Advisory Committee (SWAC), Metro Council directed staff to develop a mandatory business recycling program for formal consideration.

The proposed program, Business Recycling Requirements (BRR), would make it mandatory for local businesses to recycle all types of paper and certain containers such as plastic bottles, aluminum cans and glass (see Attachment A). If the proposal is approved, all local governments in the region would be responsible for formally adopting these business recycling requirements.

Metro councilors and staff met with local business associations and elected officials to explain the proposal (see Attachment B, Stakeholder Feedback Summary). Between February and May 2008, more than 300 business representatives and elected officials participated in the meetings. Their feedback has been incorporated into the proposed program.

The proposed BRR ordinance was presented to SWAC at its May and June meetings. On June 26<sup>th</sup>, SWAC recommended approval of the ordinance by a 9-7 vote, with 2 abstentions. Those in favor tended to believe that the program is a step in the right direction and that compliance would not be difficult. Those opposed would prefer more education and were concerned with required programs in general. The Metro Policy Advisory Committee is scheduled to consider a recommendation on the program at its July 9<sup>th</sup> meeting. Council will be updated on any MPAC action at the July 15<sup>th</sup> work session.

### **OPTIONS AVAILABLE**

- 1) Direct staff to bring the Business Recycling Requirements ordinance before Council as drafted.
- 2) Direct staff to amend or delay the Business Recycling Requirements ordinance.

**IMPLICATIONS AND SUGGESTIONS**

If Council decides to adopt the ordinance, local governments will then require time to pass their local ordinances. If the current deadline for these local actions remains January 1, 2009, Council action in August or September would be optimal.

**QUESTION(S) PRESENTED FOR CONSIDERATION**

- 1) Is Council satisfied with the results of outreach to local elected officials and the business community?
  
- 2) Should the proposed Business Recycling Requirements ordinance be brought before the Metro Council for consideration?

**LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION X Yes \_\_\_No**  
**DRAFT IS ATTACHED AS EXHIBIT A X Yes \_\_\_No**

**SCHEDULE FOR WORK SESSION**

Chief Operating Officer Approval \_\_\_\_\_

# **ATTACHMENT A**

## **Business Recycling Requirements (BRR) Draft Ordinance**

--DRAFT--  
CHAPTER 5.10  
REGIONAL SOLID WASTE MANAGEMENT PLAN

**\*\*The following will be added to the existing elements of Chapter 5.10:**

5.10.010 Definitions

**Business Recycling Requirement**

- 5.10.310 Purpose and Intent
- 5.10.320 Implementation Alternatives for Local Governments
- 5.10.330 Business Recycling Requirement Performance Standard
- 5.10.340 Metro Enforcement of Business Recycling Requirement
- 5.10.350 Metro Model Ordinance Required

5.10.010 Definitions

() "Business" means any public or private corporation, industry, partnership, association, firm, city, county, special district, and local governmental unit, excluding entities that occupy less than 50 percent of the floor area of a residential building.

() "Business Recycling Service Customer" means a person who enters into a service agreement with a waste hauler or authorized recycler for business recycling services.

() "Person" shall have the meaning assigned thereto in Metro Code Section 1.01.040.

() "Recyclable Material" shall have the meaning assigned thereto in Metro Code Section 5.01.010

() "Recycle" or "Recycling" shall have the meaning assigned thereto in Metro Code Section 5.01.010.

() "Source Separate" or "Source Separated" or "Source Separation" shall have the meaning assigned thereto in Metro Code Section 5.01.010.

## **Business Recycling Requirement**

### 5.10.310 Purpose and Intent

A significant increase in business recycling will assist the Metro region in achieving waste reduction goals. The Business Recycling Requirement provides an opportunity for businesses to work with local governments to provide recycling education, to create a consistent standard throughout the Metro region, and to increase recycling, thereby assisting the Metro region in meeting recovery goals.

### 5.10.320 Implementation Alternatives for Local Governments

(a) By January 1, 2009, local governments shall comply with this title by implementing the Business Recycling Requirement in one of the following ways:

(1) Adopt the Business Recycling Requirement Model Ordinance and either establish compliance with that Model Ordinance or enter into an intergovernmental agreement with Metro that provides for Metro to establish compliance for the local government; or

(2) Demonstrate that existing local government ordinances comply with the performance standard in Section 5.10.330 and the intent of this title.

(b) The local government shall provide information related to the local government's implementation of the Business Recycling Requirement at the Director's request or as required by the administrative procedures.

### 5.10.330 Business Recycling Requirement Performance Standard

(a) The following shall constitute the Business Recycling Requirement performance standard:

(1) Businesses shall source separate all recyclable paper, cardboard, glass and plastic bottles and jars, and aluminum and tin cans for reuse or recycling;

- (2) Businesses and business recycling service customers shall ensure the provision of recycling containers for internal maintenance or work areas where recyclable materials may be collected, stored, or both; and
- (3) Businesses and business recycling service customers shall post accurate signs where recyclable materials are collected, stored, or both that identify the materials that the business must source separate for reuse or recycling and that provide recycling instructions.

(b) Local governments shall establish a method for ensuring business compliance.

(c) Local governments may exempt a business from some or all of the Business Recycling Requirement if:

- (1) The business provides access to the local government for a site visit; and
- (2) The local government determines during the site visit that the business cannot comply with the Business Recycling Requirement.

#### 5.10.340 Metro Enforcement of Business Recycling Requirement

Upon a request by a local government under Section 5.10.320 to enter into an intergovernmental agreement, Metro shall perform the local government function to ensure business compliance the Business Recycling Requirement as follows:

(a) Provide written notice to a business that does not comply with the recycling requirement. The notice of noncompliance shall describe the violation, provide the business an opportunity to cure the violation within the time specified in the notice, and offer assistance with compliance to the business.

(b) Issue a citation to a business that does not cure a violation within the time specified in the notice of noncompliance. The citation shall provide the business



with an additional opportunity to cure the violation within the time specified in the citation and shall notify the business that it may be subject to a fine.

(c) Assess a fine to a business that does not cure a violation within the time specified in the citation. The notice of assessment of fine shall include the information required by Metro Code Section 5.09.090. Metro shall serve the notice personally or by registered or certified mail. A business may contest an assessment by following the procedures set forth in Metro Code Section 5.09.130 and 5.09.150.

#### 5.10.350 Metro Model Ordinance Required

Metro shall adopt a Business Recycling Requirement Model Ordinance that includes a compliance element. The Model Ordinance shall represent one method of complying with this title. The Model Ordinance shall be advisory and local governments are not required to adopt the Model Ordinance, or any part thereof, to comply with this title. Local governments that adopt the Model Ordinance in its entirety shall be deemed to have complied with the requirements of this title.

Model Ordinance - Business Recycling Requirements

Business Recycling Model Ordinance

(a) Businesses shall recycle as follows:

- (1) Businesses shall source separate all recyclable paper, cardboard, glass and plastic bottles and jars, and aluminum and tin cans for reuse or recycling;
- (2) Businesses and business recycling service customers shall ensure the provision of recycling containers for internal maintenance or work areas where recyclable materials may be collected, stored, or both; and
- (3) Businesses and business recycling service customers shall post accurate signs where recyclable materials are collected, stored, or both that identify the materials that the business must source separate for reuse or recycling and that provide recycling instructions.

(b) A business may seek an exemption from the requirement in subsection (a) if:

- (1) The business provides access to the [name of local government] for a site visit; and
- (2) The [name of local government] determines during the site visit that the business cannot comply with the Business Recycling Requirement.

(c) To assist businesses in compliance with this section, the [name of local government] shall:

- (1) Notify businesses of the Business Recycling Requirement;
- (2) Provide businesses with education and technical assistance to assist with meeting the requirements of this section; and

(3) Monitor and verify business compliance with this section.

(d) [name of local government] shall ensure business compliance with this section by doing one or more of the following:

- (1) Providing a business with an opportunity to cure any noncompliance with this section.
- (2) Developing a compliance schedule.
- (3) Issuing civil fines.

# **ATTACHMENT B**

## **Business Recycling Requirements (BRR) Stakeholder Feedback Summary**



**Metro** | *People places. Open spaces.*

## **Proposed Business Recycling Requirements Stakeholder Feedback Summary May 2008**

### **BACKGROUND**

Businesses generate almost half of the region's garbage and each year dispose more than 100,000 tons paper and containers that could otherwise be recycled. Over the past eight years, Metro and its local government partners have invested \$3.5 million to encourage more business recycling by providing free technical assistance. Now, Metro is considering mandatory recycling of paper and containers for all businesses in the region.

Metro explored options for increasing business recycling by convening public/private work groups and conducting stakeholder outreach from 2003 to 2007. More than 1,000 people provided advice on approaches for increasing business recycling.

The proposed program, Business Recycling Requirements, would make it mandatory for local businesses to recycle all types of paper and certain containers such as plastic bottles, aluminum cans and glass. If the Metro Council approves this proposal as currently drafted, all local governments in the region would be responsible for formally adopting these business recycling requirements by January 1, 2009.

### **STAKEHOLDER OUTREACH**

In an effort to solicit input on the proposed program, Metro councilors and staff conducted meetings with local business associations and elected officials. Metro staff coordinated outreach efforts with the City of Portland, which was expanding its commercial recycling program at the same time.

Between February and May 2008, councilors and staff met with 13 business groups and five elected councils and boards (Table 1). The outreach efforts were supported by article submissions in local chamber newsletters, a survey and a web page. The program also received coverage in the Oregonian and other local publications.

The outreach efforts attracted a wide array of business representatives from across the region. More than 300 business representatives and elected officials participated in the meetings, and 103 surveys were completed at the meetings and online.

**Table 1. Stakeholder Outreach Summary**

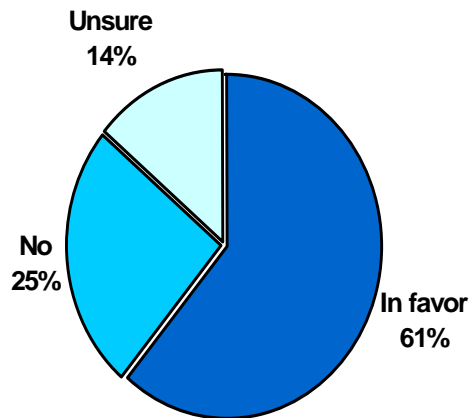
<b>Organization</b>	<b>Outreach Format</b>	<b>Date</b>
Building Owners and Managers Association	Breakfast forum	Feb. 6
Wilsonville Chamber of Commerce Governmental Affairs Committee	Membership meeting	Feb. 6
Oregon Lodging Association Board Members	Special meeting	Feb. 13
Westside Economic Alliance	Membership meeting	Feb. 20
Lake Oswego Chamber Governmental Affairs Committee	Membership meeting	Feb. 21
Recycling Advocates	Membership meeting	Feb. 29
Clackamas County Board of Commissioners	Work session	Feb. 26
Gresham Chamber of Commerce Governmental Affairs Committee	Membership meeting	Feb. 28
Wood Village City Council	Work session	March 11
Oregon City Chamber of Commerce Economic Development Committee	Membership meeting	March 13
North Clackamas Chamber of Commerce	Membership meeting	March 17
Milwaukie City Council	Work session	March 18
Lake Oswego City Council	Work session	April 1
Hillsboro Chamber Public Policy Committee	Membership meeting	April 2
Wilsonville Chamber of Commerce	Lunch forum	April 9
Hillsboro City Council	Work session	April 15
Sustainable Business Network	Lunch forum	April 16
Forest Grove Chamber of Commerce	Lunch forum	May 19

**KEY FINDINGS**

Overall, participants agree that business recycling efforts can be improved. Both elected officials and business representatives expressed support for the overall objective of the program.

Although participants support increasing business recycling through expanded education and economic incentives, support for a regulatory approach varied. Some viewed a regulatory approach as a contingency strategy if economic incentives and education fail to increase participation, while others felt a mandate was necessary to make recycling a priority for businesses. This was reflected both in the meetings and in the survey responses. As shown in Figure 1, survey results show that 61 percent of the respondents support required recycling, while 25 percent did not and 14 percent were unsure (see Attachment A for full survey).

**Figure 1. Business Support for Proposed Requirements**



Source: Proposed Business Recycling Requirements Survey, Metro, 2008.

Key items identified by the participants during the meeting discussions and in survey comments included:

- Recycling is a benefit to businesses. Practicing waste reduction attracts customers, and employees want to recycle.
- Education and economic incentives are the best way to encourage businesses to recycle. Some businesses, however, will not make it a priority unless it is mandatory.
- Education efforts should be tailored to the needs of businesses and should be directed at the owner, manager and employee level. Educational materials should also be available for multi-tenant businesses and janitorial companies. Recycling messages need to be simple and consistent across the region.
- Government regulation should be used only if education and economic incentives fail to increase participation.
- Regulations should be implemented gradually. Six months is a sufficient amount of time for businesses to improve their recycling programs to meet the requirements. Consider delaying fines until after the requirements have been in effect for one year.

### **NEXT STEPS**

The proposed program and stakeholder feedback will be presented to the Metro Solid Waste Advisory Committee and Metro Policy Advisory Committee between May and July 2008. The results will be presented to Metro Council in July 2008.

### **HOW TO GET MORE INFORMATION**

For more information on the proposed Business Recycling Requirements contact:

Marta McGuire, Senior Planner  
Metro Solid Waste & Recycling Department  
(503) 797-1806  
marta.mcguire@oregonmetro.gov

Or, visit [www.oregonmetro.gov/businessrequirements](http://www.oregonmetro.gov/businessrequirements)

**Attachment A:  
Proposed Business Recycling Requirements  
Survey Response Summary**

<b>1. What type of business are you in?</b>		
<b>Answer Options</b>	<b>Response Percent</b>	<b>Response Count</b>
Office-related such as financial, medical, or professional service	50.5%	48
Personal services such as hairdresser or plumber	2.1%	2
A retail store selling goods	3.2%	3
Restaurant, fast food, or grocery	5.3%	5
School, library, or educational institution	6.3%	6
Hotel or motel	0.0%	0
Hospital or medical clinic	9.5%	9
Manufacturer	3.2%	3
Wholesaling or warehousing business	3.2%	3
Government agency	6.3%	6
Non-profit organization	10.5%	10
	Other (please specify)	8
	<i>answered question</i>	<b>95</b>
	<i>skipped question</i>	<b>8</b>

<b>2. What materials do you currently recycle?</b>		
<b>Answer Options</b>	<b>Response Percent</b>	<b>Response Count</b>
Cardboard	91.1%	92
Office paper	92.1%	93
Newspaper	86.1%	87
Magazines, catalogs, phone books	82.2%	83
Plastic bottles	73.3%	74
Aluminum cans	79.2%	80
Steel cans	39.6%	40
Glass bottles	64.4%	65
	Other (please specify)	21
	<i>answered question</i>	<b>101</b>
	<i>skipped question</i>	<b>2</b>



3. Do you think businesses in the region should be required to recycle paper and containers?		
Answer Options	Response Percent	Response Count
Yes	61.0%	61
No	25.0%	25
Unsure	14.0%	14
<b>Comments:</b> <ul style="list-style-type: none"> <li>▪ YES!</li> <li>▪ How could you enforce this? Unless you lock trash bins, anyone could throw recyclables in the trash.</li> <li>▪ Use public award notifications that businesses can post.</li> <li>▪ Make stronger voluntary program first.</li> <li>▪ But encourage them with incentives.</li> <li>▪ Education should do the trick.</li> <li>▪ What a shame it needs to be a requirement!</li> <li>▪ Reward system.</li> <li>▪ Yes, if voluntary compliance is tried with renewed vigor and it still doesn't work.</li> <li>▪ My company's recycling program is handled by someone other than me.</li> <li>▪ The mandatory aspect is concerning. Just an example of poor communications &amp; partnerships.</li> <li>▪ I think they would recycling-I think they want to....I don't think a hard mandate is necessarily the best idea.</li> <li>▪ This is a hostile idea to businesses, not very measurable, &amp; will have unintended consequences.</li> <li>▪ As long as the charge is nominal to get small business booked in. Education is also key.</li> <li>▪ I don't like the idea of mandating it, but I don't understand why more businesses aren't recycling. It's so easy!</li> <li>▪ Absolutely NO mandatory recycling.</li> <li>▪ More could be done to teach recycling, should not be mandatory yet. How will code enforcement officers be paid?</li> <li>▪ Not sure if this will do anything other than cost us for what we already do. If you use a cleaning service, will you be fined if THEY dump recyclable bins into general trash? How to monitor?</li> <li>▪ I think there needs to be more specific info on the cost added with this service.</li> </ul>		13
<i>answered question</i>		100
<i>skipped question</i>		3

4. Does six months provide adequate time for your business to get its recycling program in compliance with the proposed requirements?			
Answer Options	Response Percent	Response Count	
Yes	80.2%	77	
No	6.3%	6	
Unsure	13.5%	13	
<b>Comments:</b>		6	
<ul style="list-style-type: none"> <li>▪ Already done</li> <li>▪ Already doing it.</li> <li>▪ Already recycling</li> <li>▪ We already do it.</li> <li>▪ I don't think that requiring recycling would be effective. Incentives and awareness of recycling programs would be much more effective.</li> </ul>			
		<i>answered question</i>	96
		<i>skipped question</i>	7

5. Has your waste hauler offered to provide your business with recycling services?			
Answer Options	Response Percent	Response Count	
Yes	52.6%	50	
No	10.5%	10	
Unsure	36.8%	35	
<b>Comments:</b>		6	
<ul style="list-style-type: none"> <li>▪ Not a proactive ""ask"" from the waste haulers.</li> <li>▪ Probably because we recycle a lot.</li> <li>▪ Home-based.</li> <li>▪ My apartment complex has recycling.</li> <li>▪ We have a large mixed recycling bin but nothing for glass.</li> <li>▪ Seasonal businesses, we don't currently have regular trash service.</li> </ul>			
		<i>answered question</i>	95
		<i>skipped question</i>	8

6. Are you aware of the free technical assistance and resources provided by the Recycle at Work program?			
Answer Options	Response Percent	Response Count	
Yes	51.6%	49	
No	48.4%	46	
		<i>answered question</i>	95
		<i>skipped question</i>	8

**7. Would you like a Recycling Specialist to follow up with your organization to provide free resources and assistance?**

Answer Options	Response Percent	Response Count
Yes	23.0%	20
No	77.0%	67
	<i>answered question</i>	<b>87</b>
	<i>skipped question</i>	<b>16</b>

**8. Do you have any questions you'd like us to answer for you regarding the proposed recycling requirements?**

Answer Options	Response Percent	Response Count
Yes	10.6%	9
No	89.4%	76
<b>Questions:</b> <ul style="list-style-type: none"> <li>▪ RE: E-waste 1) get co's to reduce their waste, help my clients w/recycling resources (I'm a professional organizer).</li> <li>▪ Don't feel that Metro should be requiring property owner to enforce recycling if tenant does own trash disposal service.</li> <li>▪ Would Metro consider a partnership w/businesses to get out into schools &amp; work w/recycling in schools &amp; looking into ways that we can support each others efforts &amp; educate ourselves? (This was clearer in my head than when I actually wrote it out!)</li> <li>▪ Shred-It takes our paper recycling from our locations. Are they recycling this paper?</li> <li>▪ I have a business that has no need to recycle. My biggest waste is the gas I burn.</li> <li>▪ We haul our cardboard to local facility-office cleaning crew handles the rest. Hopefully "mandatory" won't give recycling a bad name.</li> <li>▪ Is there a way to get schools set up with a composting program.</li> </ul>		<b>8</b>
	<i>answered question</i>	<b>85</b>
	<i>skipped question</i>	<b>18</b>

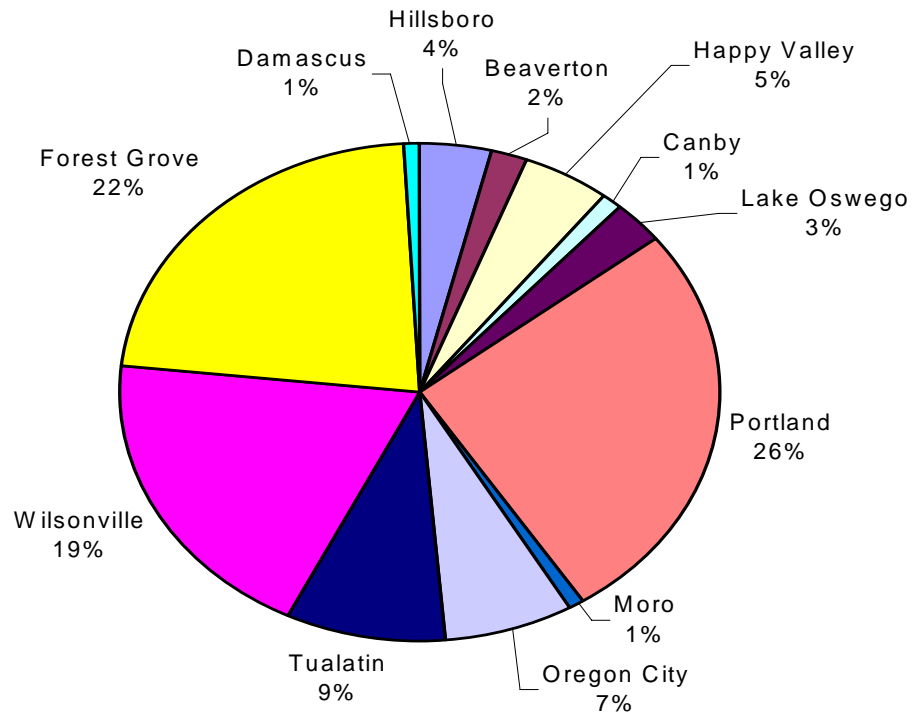
**9. Please provide your contact information so we may follow up with your request for assistance and/or any questions you may have.**

Answer Options	Response Percent	Response Count
Name	95.1%	58
Title	82.0%	50
Organization	90.2%	55
Phone	83.6%	51
Email Address	80.3%	49
	<i>answered question</i>	<b>61</b>
	<i>skipped question</i>	<b>42</b>

**10. Please share any additional comments you may have regarding the proposed Business Recycling Requirements.**

	Response Count
<p><b>Comments:</b></p> <ul style="list-style-type: none"> <li>▪ This program should be national!</li> <li>▪ Businesses and individuals need to get moving and recycle some more.</li> <li>▪ I think mandated recycling is important. Our company has only very recently started doing any recycling, and it only happened because myself &amp; co-worker made it a priority. Before I was employed here, I didn't realize businesses that don't recycle still existed! People need to push.</li> <li>▪ We have a RecycleWorks Award. Great work - keep it up!</li> <li>▪ We should dialog with manufacturers and get them to make products that lend themselves toward being recycled (eg: cradle to cradle manufacturing). Thank you much.</li> <li>▪ I am very much in favor of recycling but I don't think you should require recycling. Business has economic incentive to do so-it lowers the garbage bill. Education is the key-educate business, show how it is economically better to recycle &amp; they'll do it. There is enough government regulation without a recycling requirement. If you require recycling-make it apply only to large businesses with over a certain # of employees or waste.</li> <li>▪ Recycling Rocks!</li> <li>▪ Let's find a way to help get education out there instead of a hard mandate (with financial consequences) on businesses....tenants only have so much control over their waste programs.</li> <li>▪ Your target is arbitrary.</li> <li>▪ As a chamber, we would be happy to partner with Metro to educate our businesses.</li> <li>▪ I wasn't aware that shredded paper wasn't recyclable.</li> <li>▪ #8, unless you have ideas on what else we might recycle.</li> <li>▪ The answers I gave are primarily for our home. The guild is made up of individual artists and currently we have no location for recycling.</li> <li>▪ I'm just a tenant in the executive suites, so I don't have a lot to do with recycling.</li> <li>▪ You have not provided the regulations which are enforced on a business for this program. Please do not propose a program without complete regulations which will be enforced on a business. We are not interested on a proposal which does not give full information to the subject of your plan(a business).We are in Wahington County and we have Waste Management in Forest Grove.</li> <li>▪ Perhaps a gradual/stepped method of charging fees.</li> <li>▪ Need boxes for recycling &amp; info on segregating shredded paper from other recyclables.</li> <li>▪ Office is open Jan-1 - April 15</li> <li>▪ Very glad to hear about the potential for Styrofoam.</li> <li>▪ Is there an alternative recycle outside of Metro or can I have this in any color as long as I want black.</li> <li>▪ Very interesting 1st-time info. I would think it's better to require education w/fines than recycling w/fines.</li> <li>▪ Recycling is vital for our state and our world. However, I believe much more could be done to motivate before we have to regulate it.</li> <li>▪ Why does glass have to be separate from paper &amp; plastic?</li> <li>▪ An interesting idea for businesses would be to provide shred-boxes at a competitive price that would be serviced by waste haulers... By the way, the new recycling containers provided by WM are great!</li> <li>▪ Already working with someone on Recycle At Work. Thanks!</li> </ul>	
<i>answered question</i>	<b>26</b>
<i>skipped question</i>	<b>77</b>

**11. Survey Respondent by City**



*answered question 103*

**PORTLAND-MILWAUKIE LIGHT RAIL STEERING  
COMMITTEE RECOMMENDATIONS FOR A  
LOCALLY PREFERRED ALTERNATIVE AND LAND  
USE FINAL ORDER**

Metro Council Work Session  
Tuesday, July 15, 2008  
Metro Council Chamber

# METRO COUNCIL

## Work Session Worksheet

Presentation Date: July 15, 2008 Time: 3:05 p.m. Length: 1 hour

Presentation Title: Portland-Milwaukie Light Rail Steering Committee Recommendations for a Locally Preferred Alternative and Land Use Final Order

Department: Planning

Presenters: Richard Brandman and Bridget Wieghart

### **ISSUE & BACKGROUND**

On May 9, 2008 the Draft Supplemental Environmental Impact Statement (SDEIS) for the Portland-Milwaukie Light Rail Project was published and a 45-day comment period began. Based on public comments and impacts and potential mitigation measures identified in the SDEIS, the project's Citizen Advisory Committee provided recommendations on the project to the Steering Committee on June 12.

The Portland-Milwaukie Project's Steering Committee recommended a Locally Preferred Alternative (LPA) for the South Corridor on June 26, 2008, and JPACT endorsed the LPA on July 10. (See attached map.) The LPA is scheduled to be considered for adoption by the Metro Council on July 24. It is currently being reviewed and endorsed by partner jurisdictions.

The LPA recommended by the Steering Committee (attached) includes:

- a combined Lincoln/Harbor Station
- the refined Porter-Sherman Willamette River crossing
- a future Harold Station
- the Tillamook alignment through the Milwaukie North Industrial Area
- one station in Milwaukie at Lake Road
- a terminus at SE Park Avenue in Oak Grove

In addition, a Land Use Final Order (LUFO) action will be required. The purpose of the LUFO is to advance light rail transit by establishing the land use procedures and requirements for projects in the South/North Project area and providing an expedited appellate review process for land use decisions. The *Land Use Final Order Summary*, which is attached, provides additional information.

### **Lincoln/Harbor Station**

Stations at Lincoln and Harbor were studied in the SDEIS. The two stations would only be 500-800 feet apart, but there is a significant difference in elevation between the two. The Lincoln Station serves the South Auditorium District. The Harbor Station was proposed in the SDEIS to serve RiverPlace.

However, the analysis conducted for the SDEIS showed that the Harbor Station, which would be elevated over Harbor Drive, would have poor ridership, a high cost and add a delay for a most riders. The high cost combined with the delay to each trip due to the additional stop reduces overall ridership, reduces the transit user benefits, and negatively affects project cost effectiveness.

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

### **Refined Porter-Sherman Willamette River Crossing**

The City of Portland convened the Willamette River Partnership, a committee of local property owners, businesses, and agencies in the vicinity of the proposed river crossings. The committee was charged with coordinating private development plans and investments with city utility, street and park improvements and the light rail project. The committee recommended a refinement of the four options south of 2003 LPA that were studied in the SDEIS. All these river crossing design options (Meade and Porter on the west bank and Sherman and Caruthers on the east bank) have similar advantages over the 2003 LPA river crossing alignment.

### **Harold Station**

The Harold Station was not recommended to be included in the 2008 LPA due to low ridership and proximity to other stations. Current land uses and zoning do not adequately support a Harold Station at this time. However, it would be considered as a future station and designed and built to accommodate a future station.

As part of preliminary engineering (PE) and future planning conducted in coordination with the City of Portland, ridership, cost effectiveness, alternative funding sources, land use, zoning, and infrastructure, including a new pedestrian bridge, that would support a future Harold Station will be evaluated. The station would benefit by having a multi-use bridge over the railroad tracks to connect the Reed neighborhood and Reed College. The cost of the bridge is estimated at \$6-8 million.

### **Tillamook Alignment**

The Tillamook Branch Alignment through the Milwaukie North Industrial Area was supported by the city of Milwaukie. Compared to the 2003 LPA along SE McLoughlin Boulevard, this option would have fewer traffic and business access, and displacement impacts, reduced travel time, and cost less to construct. However, this alignment precludes the park-and-ride at the former Southgate Theater site.

### **Lake Road Station**

The Milwaukie City Council voted to support one station at SE Lake Road in Milwaukie. The preferred Park Avenue terminus would not include a park-and-ride at Lake Road.

### **Park Avenue Terminus**



The terminus at SE Park Avenue is preferred, although funding is not assured. While substantial efforts must be made to find sufficient funds to construct to Park Avenue, a minimum operating segment (MOS) to Lake Rd is also designated. Compared to the Lake Road terminus, the Park Avenue terminus would increase ridership by over 2,000 per day, and intercept significant park-and-ride trips south of downtown Milwaukie. It would also avoid the impacts of a park-and-ride in downtown Milwaukie. The Park Avenue terminus does however impact to the planned Trolley Trail and the planned Robert Kronberg Park. The project is seeking findings of *de minimis* impact to these public parks, as well as South Waterfront Park and Eastmoreland Golf Course. A *de minimis* impact is one that will not adversely affect the features, attributes or activities qualifying the property for protection under Section 4(f) (defined in 23 CFR 774.17). Findings of *de minimis* impact are anticipated.

The project will develop cost reduction strategies and capital and operating finance plan for the extension to SE Park Avenue terminus.

### **Lake Road Minimum Operable Segment**

If project revenues and project cost estimates cannot be balanced, a minimum operating segment (MOS) with a shorter alignment and a southern terminus and park-and-ride at SE Lake Road could be pursued, consistent with the 2008 Portland-Milwaukie SDEIS.

### **OPTIONS AVAILABLE**

The LPA and the LUFO are scheduled for adoption by the Metro Council on July 24. Council may adopted the recommendations of the Steering committee or recommend changes to the LPA.

### **IMPLICATIONS AND SUGGESTIONS**

Approval of an LPA would allow the project to apply for New Starts funding and begin preliminary engineering and preparation of a Final Environmental Impact Statement (FEIS). The FTA would then issue a Record of Decision and a full funding agreement could be considered by the FTA and construction could commence as early as 2010.

Changes to the LPA at this time would require approval of the Steering Committee, JPACT, and partner jurisdictions. This would delay the project schedule, and could significantly delay project funding.

### **QUESTION(S) PRESENTED FOR CONSIDERATION**

There have been two prior briefings to obtain Metro Council input to the Steering Committee recommendations. Are there any additional issues the Metro Council needs to have addressed before adopting the LPA?

**LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION X Yes X No  
DRAFT IS ATTACHED X Yes X No**

A draft resolution for the Locally Preferred Alternative is attached. A draft resolution for the Land Use Final Order is forthcoming.

**Attachments:**

*Resolution No. -8-3959*

*Staff Report*

*Portland-Milwaukie Light Rail Project Draft Locally Preferred Alternative Report:  
Recommendations of the South Corridor Steering Committee*

*Land Use Final Order Overview*

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING THE 2008 ) RESOLUTION NO. 08-3959  
PORTLAND-MILWAUKIE LIGHT RAIL )  
PROJECT LOCALLY PREFERRED ) Introduced by Councilor Robert Liberty  
ALTERNATIVE AND FINDING CONSISTENCY )  
WITH THE METRO 2035 REGIONAL )  
TRANSPORTATION PLAN )

WHEREAS, the corridor between Portland, Milwaukie and unincorporated Clackamas County has experienced rapid population and employment growth and this growth is expected to continue over the next twenty years, worsening traffic congestion and increasing the need for improved transportation options; and

WHEREAS, no build, river transit, commuter rail, busways, bus rapid transit, high occupancy vehicle lanes, high occupancy toll lanes and light rail transit have been analyzed since the early 1990's, culminating in the 2000 South Corridor Transit Alternatives Study and the 2002 South Corridor Supplemental Draft Environmental Impact Statement; and

WHEREAS, in 2003, in consultation with its local government partners, Metro Council adopted Resolution No. 03-3303, "For the Purpose of Amending the Locally Preferred Strategy for the South/North Corridor Project to Define a Two-Phased Major Transit Investment Strategy for the South Corridor," which established a Locally Preferred Alternative (LPA) light rail alignment between Portland and Milwaukie as Phase 2 (the "2003 South Corridor Decision"); and

WHEREAS, since the 2003 South Corridor Decision, interest has been expressed in providing a Phase 2 Portland-Milwaukie light rail alignment that would better serve the newly emerging South Waterfront development, an alignment that would have fewer impacts to the North Milwaukie Industrial Area and a southern terminus that would serve unincorporated Clackamas County south of the City of Milwaukie; and

WHEREAS, Metro in partnership with TriMet, the cities of Portland and Milwaukie, Clackamas and Multnomah Counties and the Oregon Department of Transportation, identified several alternative light rail alignments to the 2003 LPA to address concerns raised about the 2003 LPA alignment; and

WHEREAS, Metro, TriMet and the Federal Transit Administration completed a 2008 Portland-Milwaukie Light Rail Project Supplemental Draft Environmental Impact Statement (SDEIS) that includes analysis of a No-Build and Light Rail Alternative, which included the 2003 LPA as well as alignment options at the Willamette River Crossing, in the North Industrial Area of Milwaukie and at the southern terminus; and

WHEREAS, the 2008 SDEIS found that the Light Rail Alternative would have daily ridership of approximately 25,000 in 2030, reduce single occupant vehicle use, improve air quality and support local land use plans; and

WHEREAS, the 2008 SDEIS was provided to the public via Metro's web site and by libraries in the project area as well as to those who requested it by e-mail, telephone or in person; and

WHEREAS, a public 45-day comment period was provided between May 9, 2008 and June 23, 2008 and public comments were taken at four open houses, a public hearing, by mail, telephone, comment card and e-mail; and

WHEREAS, all public comment from the various sources was compiled in the Portland-Milwaukie Light Rail Project Public Comment Report (June 2008); and

WHEREAS, the Portland-Milwaukie Citizen Advisory Committee was formed in summer 2007 and met regularly, reviewing the project plans and the SDEIS, and the Committee has made recommendations concerning a 2008 Portland-Milwaukie LRT LPA; and

WHEREAS, the South Corridor Steering Committee, comprised of elected officials from affected jurisdictions along the alternative alignments and directors of TriMet and ODOT, have met regularly during the preparation of the 2008 SDEIS and have made recommendations concerning a LPA; and

WHEREAS, the Metro 2035 Regional Transportation Plan (RTP) Financially Constrained System includes Project number 10901, MAX light rail: South Corridor Phase 2: Portland to Milwaukie amendment; and

WHEREAS, Metro 2035 RTP Financially Constrained Project number 10901 describes an LRT alignment that connects Portland, North Macadam, OMSI, Brooklyn, Milwaukie and has a Park Avenue terminus which is consistent with the Portland-Milwaukie LRT LPA; and

WHEREAS, the South Corridor Phase II (PE) Portland to Milwaukie is in the Metropolitan Transportation Improvement Program (Metro no. 1149); and

WHEREAS, the refined Portland-Sherman Willamette River crossing would better serve existing and planned land uses in the South Waterfront area, would provide a short walk connection to the Portland Aerial Tram which serves over 10,000 jobs on Marquam Hill, would have fewer business impacts on the Central Eastside and is supported by area property owners; and

WHEREAS, the Tillamook Branch Alignment would have fewer business and traffic impacts, is less costly and is supported by the North Industrial Area businesses and the City of Milwaukie; and

WHEREAS, the Park Avenue Terminus would better serve Clackamas area commuters, would have greater ridership and would have fewer impacts on downtown Milwaukie; and

WHEREAS, at its meeting on \_\_\_\_\_, the Joint Policy Advisory Committee on Transportation recommended approval of the following; now therefore,

BE IT RESOLVED that Metro Council:

1. Adopts the Portland-Milwaukie Light Rail Locally Preferred Alternative as described in the Portland-Milwaukie Light Rail Project Locally Preferred Alternative Report, attached as Exhibit A to this resolution and that generally includes the following:
  - a. A new Willamette River bridge for light rail, buses, streetcars, bicycles and pedestrians along a refined Porter-Sherman light rail alignment near

the southern boundary of OHSU South Waterfront campus on the west bank and near OMSI on the east bank; and

- b. A Milwaukie light rail alignment that follows the Tillamook Branch alignment;
  - c. A southern terminus at Park Avenue.
2. Finds that the Portland-Milwaukie Light Rail Locally Preferred Alternative as described in Exhibit A is consistent with the Metro 2035 Regional Transportation Plan Financially Constrained System Project number 10901, MAX light rail: South Corridor Phase 2: Portland to Milwaukie amendment.
  3. Directs Metro staff to work with TriMet, the Federal Transit Administration, the Oregon Department of Transportation, the City of Portland, the City of Milwaukie and Clackamas County to initiate Preliminary Engineering and the Final Environmental Impact Statement for the Portland-Milwaukie Light Rail Project.
  4. Directs Metro staff to work with TriMet, the Oregon Department of Transportation, the City of Portland, the City of Milwaukie and Clackamas County on the work program considerations, including a shorter alignment with a terminus at Lake Road as a Minimum Operating Segment if project revenues and project costs can not be balanced for a Park Avenue terminus, as included in the Locally Preferred Alternative Report.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_, 2008.

---

David Bragdon, Council President

Approved as to Form:

---

Daniel B. Cooper, Metro Attorney

## STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 08-3959, FOR THE PURPOSE OF APPROVING THE 2008 PORTLAND-MILWAUKIE LIGHT RAIL PROJECT LOCALLY PREFERRED ALTERNATIVE AND FINDING CONSISTENCY WITH THE METRO 2035 REGIONAL TRANSPORTATION PLAN

---

Date: July 9, 2008

Prepared by: Bridget Wiegart  
Mark Turpel  
Joyce Felton

### BACKGROUND

The Portland-Milwaukie Light Rail Project is proposed as a more energy-efficient, cleaner air and alternative transportation choice for residents and employers in southwest and southeast Portland, Milwaukie and Clackamas County. This Project proposes building up to 7.4 miles of track and 11 stations and would serve to encourage compact urban development near those stations where local plans and zoning provide for mixed-use growth. This Project would link to the region's current 44 mile, 64 station light rail system which provides service every 15 minutes or more frequently, seven days a week. The current light rail system serves the region east and west to such locations as downtown Portland, Beaverton, Gresham and Hillsboro and north to the Portland International Airport and to Expo Center.

This Project would include:

- light rail service to the Central City, including South Auditorium, RiverPlace, and South Waterfront;
- a new transit bridge across the Willamette River on a refined SW Porter/SE Sherman alignment option, accommodating light rail, bus, streetcar, bicycles and pedestrians;
- light rail service to the Hosford-Abernathy, Brooklyn, Eastmoreland, Sellwood-Moreland and Ardenwald-Johnson Creek neighborhoods;
- a Tillamook Branch alignment for light rail service to Milwaukie at SE Lake Road;
- a SE Park Avenue terminus, serving unincorporated Clackamas County.

In the Portland-Milwaukie corridor, currently (2005) there are an estimated 14,500 households and 59,000 jobs within ½ mile of the proposed stations. These residents and job locations are not currently served with any high capacity transit (except for a portion of the Lincoln station area in the South Auditorium District). Growth in this corridor is expected to increase to 23,000 households and 86,000 jobs by the year 2030. This Project is expected to provide for about 25,000 daily trips on light rail in 2030.

Metro and TriMet are the local lead agencies and the Federal Transit Administration (FTA) is the federal lead agency for project. The cities of Portland and Milwaukie as well as Clackamas County and the Oregon Department of Transportation are the local partners in the project. The Federal Highway Administration, the U.S. Coast Guard, and the U.S. Army Corps of Engineers are cooperating agencies.

This proposed Project has an extensive history. Five distinct evaluations were completed during the periods 1993-1995, 1997-1998, 1999-2000, 2001-2003 and 2007-2008. River transit, radial commuter rail, busway, bus rapid transit, tolls, high occupancy vehicles and light rail were all analyzed several

times. Additionally, an extensive set of alternative transitway alignments were evaluated including the use of the existing Hawthorne, Marquam, Ross Island and Sellwood bridges as well as numerous other new bridge locations. Special analyses of the Willamette River crossing locations as well as downtown Milwaukie alignments were also completed.

On May 9, 2008, Metro and the FTA published the *Portland-Milwaukie Supplemental Draft Environmental Statement (SDEIS)*. The document is a supplement to the *South/North Draft Environmental Impact Statement (1998)*, the *South Corridor Supplemental Draft Environmental Impact Statement (2002)*, and the *Downtown Amendment to the South Corridor Project Supplemental Draft Environmental Impact Statement (2003)*.

A locally preferred alternative (LPA) for the Corridor was adopted in 2003 following the publication of the *South Corridor SDEIS*. The 2003 LPA included a Willamette River crossing known as the “Caruthers Bridge” from RiverPlace to immediately south of the Oregon Museum of Science and Industry (OMSI), an alignment along the Union Pacific Rail tracks and SE McLoughlin Boulevard through Portland, and along the Tillamook Branch rail line south of SE Milport Road through Milwaukie, with a terminus at SE Lake Road at the southern end of downtown Milwaukie.

On June 26, 2008, the South Corridor Steering Committee recommended the 2008 Portland-Milwaukie LRT LPA based on the analysis included in the *Portland-Milwaukie SDEIS*, public comment, and recommendations from the Cities of Milwaukie and Portland, and the Project’s Citizen Advisory Committee and Project Management Group. The South Corridor Steering Committee is comprised of elected and appointed officials of the participating jurisdictions. The 2008 LPA updates and revises the 2003 LPA including the following changes:

- alignment of Willamette River bridge;
- Milwaukie alignment and southern terminus;
- station locations and park-and-ride locations and capacity.

Station locations and park-and-ride capacities are based on: a) reexamination in the Portland-Milwaukie SDEIS of the 2003 LPA recommendations, b) station area planning process undertaken in conjunction with the project, c) input from local jurisdictions and the public, and d) technical analyses to assess cost-effectiveness and traffic impacts.

Extensive public involvement was provided in conjunction with the 2008 SDEIS. These efforts included a number of committees met throughout the project, including a Citizen Advisory Committee (CAC), Safety and Security Task Force and the Willamette River Crossing Partnership.

The City of Portland convened the Willamette River Partnership, a committee of area business and property owners and neighborhood representatives from both sides of the river. They examined alternative Willamette River bridge alignments in addition to the 2003 LPA. After review of a range of factors, the Partnership recommended a variation on one of the five alignment options studied in the SDEIS (the Partnership recommendation known as the Refined SW Porter/SE Sherman Street design). This design was recommended, in part, because it would serve the Oregon Museum of Science and Industry (OMSI) and complement Oregon Health & Science University South Waterfront campus, the Willamette Greenway, and provide a short walk connection to the Portland Aerial Tram.

In Milwaukie, following adoption of the 2003 LPA, the Milwaukie City Council established a Working Group to address concerns regarding the location of a transit center in Milwaukie and to address concerns about traffic and access impacts to businesses along McLoughlin Boulevard in the North Industrial Area of Milwaukie. This Working Group recommended an alignment along the Tillamook Branch Line north of SE Milport Road, which is included in the 2008 LPA recommendation.

To share project information and invite participation, the Project:

- Produced ten fact sheets and regularly updated information on the project web site
- Sent two newsletters and a postcard to 13,000 residents
- Sent 8,600 postcards invitations to Oak Grove residents for a March 2008 station-area planning workshop
- Sent three Metro Councilor newsletters to constituents
- Sent six Metro e-newsletters to 4,700 residents each
- Completed targeted door-to-door canvassing
- Distributed project flyers to property owners, retailers, Oak Grove schools
- Sent two media advisories and placed five newspaper ads
- Coordinated with project partners on local web links, newsletter articles, postcards, e-newsletters, meetings, media advisories and newspaper ads.

In addition, the Project sought to encourage public participation by holding:

- Seven open houses – about 220 attended the May 2008 open houses
- Three “segment meetings”
- Two community workshops
- Six station-area planning meetings
- A public hearing.

Staff and project partners also made 123 presentations to community, neighborhood and business organizations and local government, and talked to and met with many potentially affected property owners.

A public comment period for the project ran from May 9 to June 23, 2008. Over 300 comments were submitted in the form of public testimony at the public hearing, emails, comment cards, letters, and telephone messages during the 45-day public comment period. The majority of these comments came from individuals, with some comments from local businesses and organizations. Business respondents were concerned largely about displacements, loss of parking, bridge clearance, and the potential for increasing transit options for employees. Individual respondents expressed a wide range of concerns, from project costs to station options.

## **ANALYSIS/INFORMATION**

### **1. Known Opposition**

The bulk of public comment has been supportive of the Project. However, there are some Project aspects for which there are varying degrees of concern. The City of Milwaukie has expressed a strong preference for a terminus at Park Avenue. However, if sufficient funding cannot be identified for a Park Avenue terminus, a Minimum Operable Segment (MOS) is included in the recommended 2008 LPA and consists of a terminus and park-and-ride at SE Lake Road at the south end of downtown Milwaukie. The City of Milwaukie is very concerned with the potential traffic and parking impacts to the downtown and City associated with the MOS.

With the terminus at Park Avenue, the alignment would cross SE McLoughlin Boulevard south of downtown Milwaukie. An option to cross SE McLoughlin at-grade is opposed by ODOT due to safety and road capacity considerations.

Those public comments with concerns or opposition to the project included:



- Concerns about safety and security, noise and traffic congestion in downtown Milwaukie and in proximity to the schools in Milwaukie near the light rail alignment;
- Expressions of support of one alignment or station over other choices (with many writing in support of the Harold Street Station and some expressing a preference that the light rail line would end north of downtown Milwaukie or go to Oregon City or Clackamas Regional Center);
- Questions about the SDEIS document itself (e.g., how the costs were calculated, how noise impacts were assessed, if the analysis of Kellogg Lake was adequate, etc.).

In addition, the Project has received a letter from a law firm stating that it represents the Milwaukie Transportation Coalition and Amajin Consulting. The letter expresses concerns, some of which are similar to those above. The letter cites six comments including: 1) not considering alternative alignments; having some termini alternatives that conflict with the earlier DEIS; inadequate coverage in the SDEIS that the Mayor of Milwaukie owns property in proximity to the Tillamook Branch alignment; no re-examination of a bus alternative that would be less expensive; the light rail alternative is costly and has modest, at best, benefits; and, that reconfiguration of Kellogg Lake would jeopardize salmon habitat.

## **2. Legal Antecedents**

### **Federal**

- National Environmental Policy Act
- Clean Air Act
- SAFETEA-LU
- FTA New Starts Process

### **State**

- Statewide Planning Goals
- State Transportation Planning Rule
- Oregon Transportation Plan
- Oregon Highway Plan
- Oregon Public Transportation Plan
- Oregon Bicycle and Pedestrian Plan

### **Metro**

- 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;
- Resolution No. 98-2674, For the Purpose of Adopting the Locally Preferred Strategy (LPS) For South/North Light Rail Project;
- Resolution No. 99-2806A, For the Purpose of Amending the Locally Preferred Strategy For the South/North Light Rail Project to Define the Interstate Max Project as the First Construction Segment and to Amend the FY 2000 Unified Work Program;
- Resolution No. 99-2795A, For the Purpose of Amending FY 00 Unified Work Program to Add the South Corridor Transportation Alternatives Study and Amending the Transportation Improvement Program (TIP) to Authorize FY 99 Surface Transportation Program (STP)

- Ordinance No. 03-1007A, For the Purpose of Amending the Regional Transportation Plan to Include the Two Phases of the South Corridor Study Consisting of the I-205 Light Rail Transit (“LRT”) Project From Gateway to Clackamas Regional Center with Portland Transit Mall LRT, Expansion of LRT from Downtown Portland to Milwaukie and Deletion of Plans to Extend LRT from Milwaukie to Clackamas Regional Center.
- Resolution No. 03-3372, For the Purpose of Amending the South/North Land Use Final Order, to Include the Two Phases of The South Corridor Project Consisting of the Addition of the I-205 Light Rail Transit Project from Gateway to Clackamas Regional Center with the Downtown Portland Transit Mall Alignment, and Modification of the Proposed Light Rail Between Downtown Portland and Milwaukie, Deletion of Plans to Extend Light Rail from Milwaukie to Clackamas Regional Center, and to Reflect the Final Interstate MAX Design.
- Resolution No. 03-3303, For the Purpose of Amending the Locally Preferred Strategy For the South/North Corridor Project to Define a Two-Phased Major Transit Investment Strategy For the South Corridor, With the I-205 Light Rail Transit Project as the Phase 1 Locally Preferred Alternative Followed By the Milwaukie Light Rail Transit Project in Phase 2
- Resolution No. 03-3351, For the Purpose of Amending the Metropolitan Transportation Improvement Program to Include the Revised South Corridor Light Rail Transit Project and Demonstrating Conformity of the Project, the Amended Regional Transportation Plan and Amended Metropolitan Transportation Improvement Program With the State Implementation Plan.
- Resolution No. 04-3403, For the Purpose of Finalizing the Decision to Add the Portland Mall Alignment to the Locally Preferred Alternative for Phase I of the South Corridor Light Rail Project.

### **3. Anticipated Effects**

Approval of this resolution would allow the project to be advanced into Preliminary Engineering and for the project partners to begin: 1) preparation of a final environmental impact statement (FEIS); 2) completion of the details of the finance plan and final design; and 3) other actions to advance towards construction of the project.

With the timely completion of a FEIS, Record of Decision and a Full Funding Grant Agreement, construction could begin in 2011 and operation could begin as early as 2015, initiating 7.4 miles of new light rail service.

### **4. Budget Impacts**

The project is included in the Financially Constrained System of the Metro Regional Transportation Plan. Metro staff will continue to work with TriMet, FTA, FHWA and the local jurisdictions on the project through completion of the Final Environmental Impact Statement. Capital funding of the project will be through various state, federal, and local sources that will be determined in the details of the finance plan, which will be completed in the near future.

Funds for the FEIS will be provided through an intergovernmental agreement with TriMet. There have been no Metro General Fund revenue requests, nor are any anticipated.

## **RECOMMENDED ACTION**

Adopt Resolution No. 08-3959, For the Purpose of Approving the 2008 Portland-Milwaukie Light Rail Project Locally Preferred Alternative and Finding Consistency with the Metro 2035 Regional Transportation Plan.

Additionally, staff recommend that Attachment 1 to this staff report, the work program considerations recommended by the CAC, be included within Exhibit A, the Portland-Milwaukie Locally Preferred Alternative Report.

# **Portland-Milwaukie Light Rail Project Draft Locally Preferred Alternative Report**

## *Recommendations of the South Corridor Steering Committee*

June 26, 2008



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

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## **Appendix A:** Citizen Advisory Committee Future Work Program Considerations Amendment to the Portland-Milwaukie Light Rail Project Locally Preferred Alternative Report

## 1. SUMMARY

### 1.1 Report Purpose

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

### 1.2 Locally Preferred Alternative Recommendation

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

#### Alignment

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

#### Terminus

- Park Avenue terminus

#### Light Rail Stations

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

#### Park-and-Ride

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

#### Bus Improvements

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

#### Ruby Junction Maintenance Facility

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



### Future Streetcar Improvements

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

### Project Finance Consideration

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

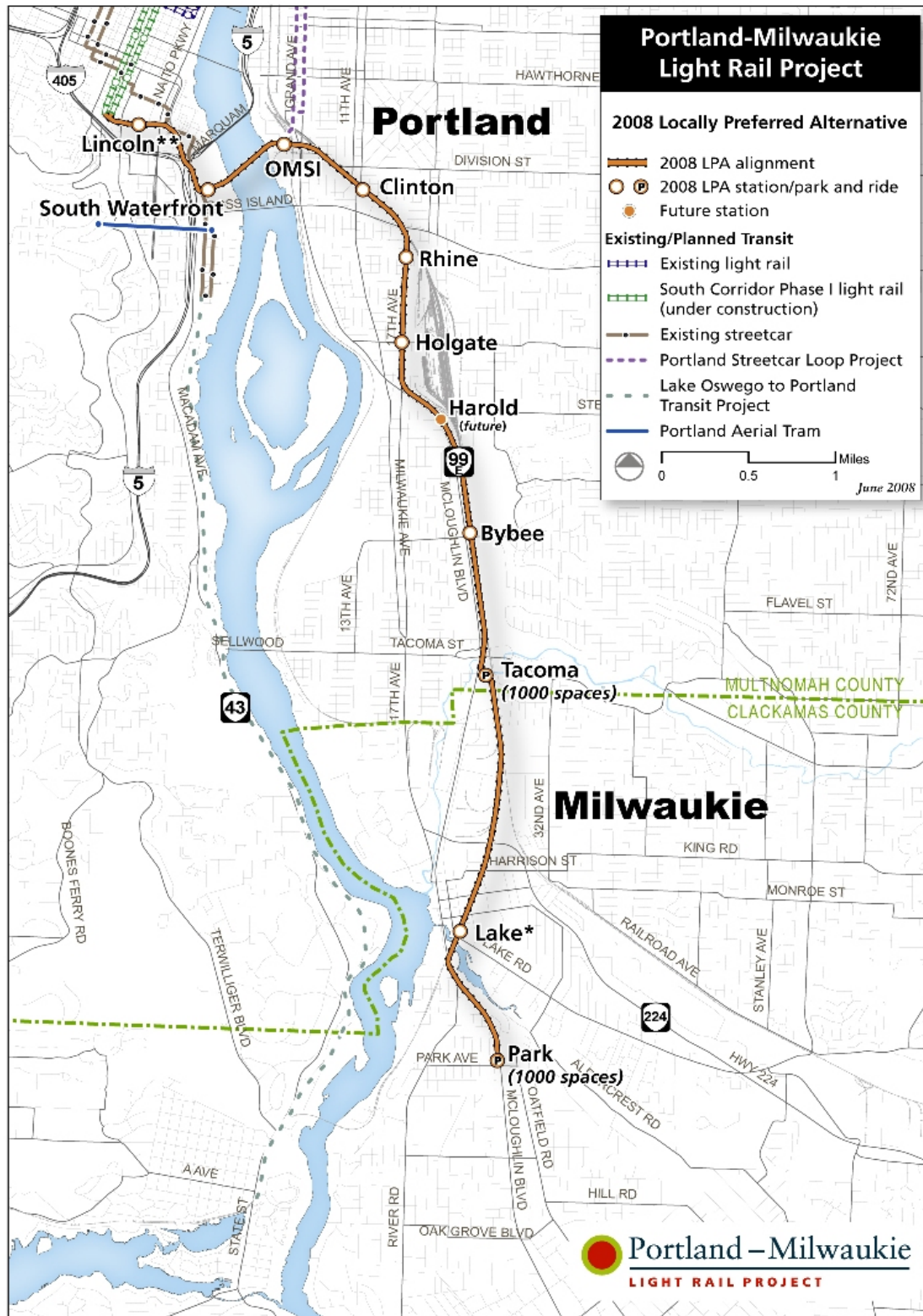
A decision to proceed with a SE Lake Road minimum operating segment (MOS) will require prior Steering Committee consultation. Prior to making the decision on the MOS, the timing and specific level of the priority for the future SE Lake Road to SE Park Avenue segment would be addressed by the Project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

## **1.3 Next Steps**

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

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

Figure 1.1 Draft 2008 Locally Preferred Alternative



## 2. ALTERNATIVES CONSIDERED

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

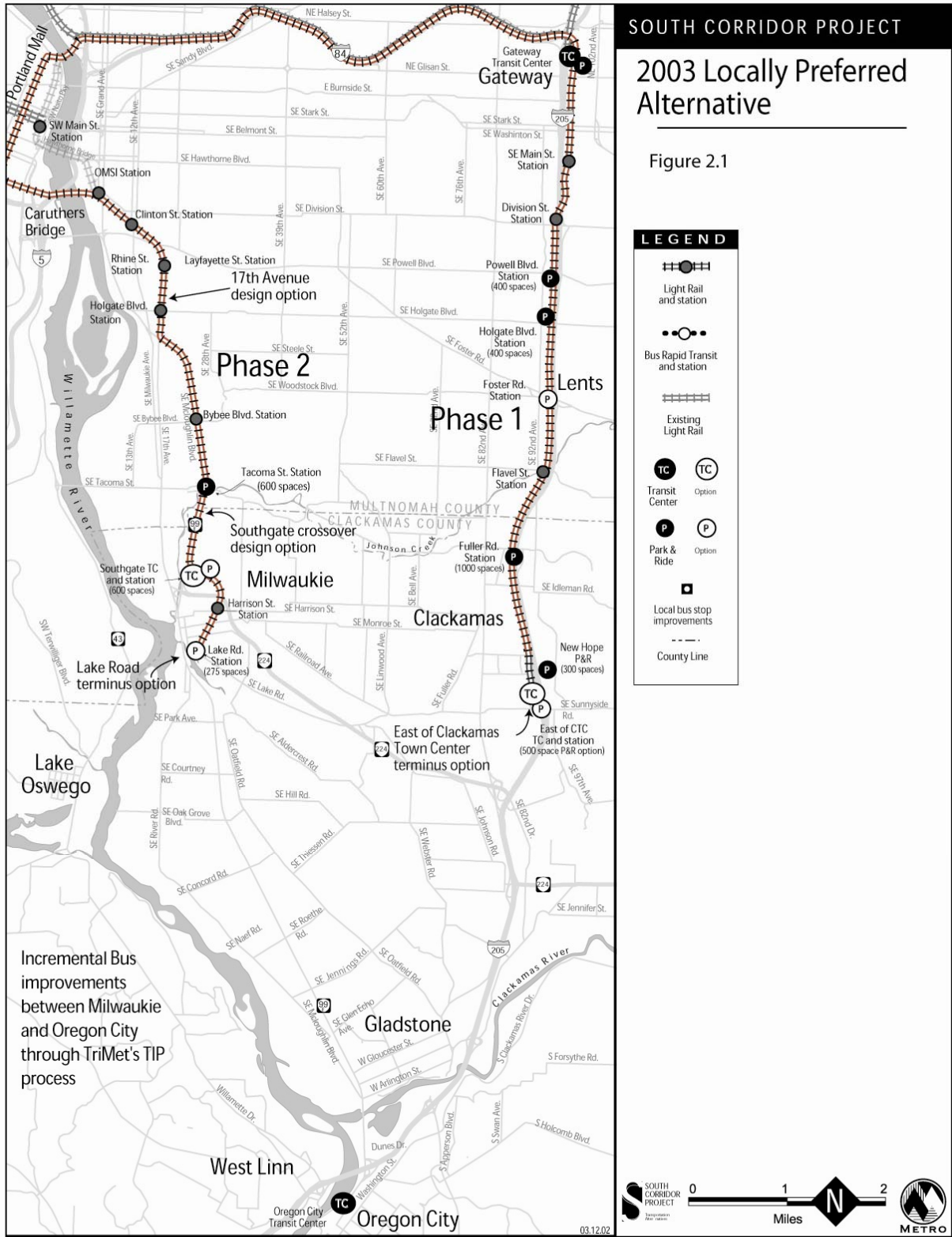
### 2.1 Portland-Milwaukie Light Rail Project Context in the South Corridor

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

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

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

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



Note:  
 This figure shows the 2003 South Corridor LPA which, for the Portland-Milwaukie Corridor (Phase 2), is superseded by the 2008 LPA.

## 2.2 2008 Portland-Milwaukie Project SDEIS Alternatives

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

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

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

### 2.2.1 Portland-Milwaukie Light Rail Alternative

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

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

Other localized options included:

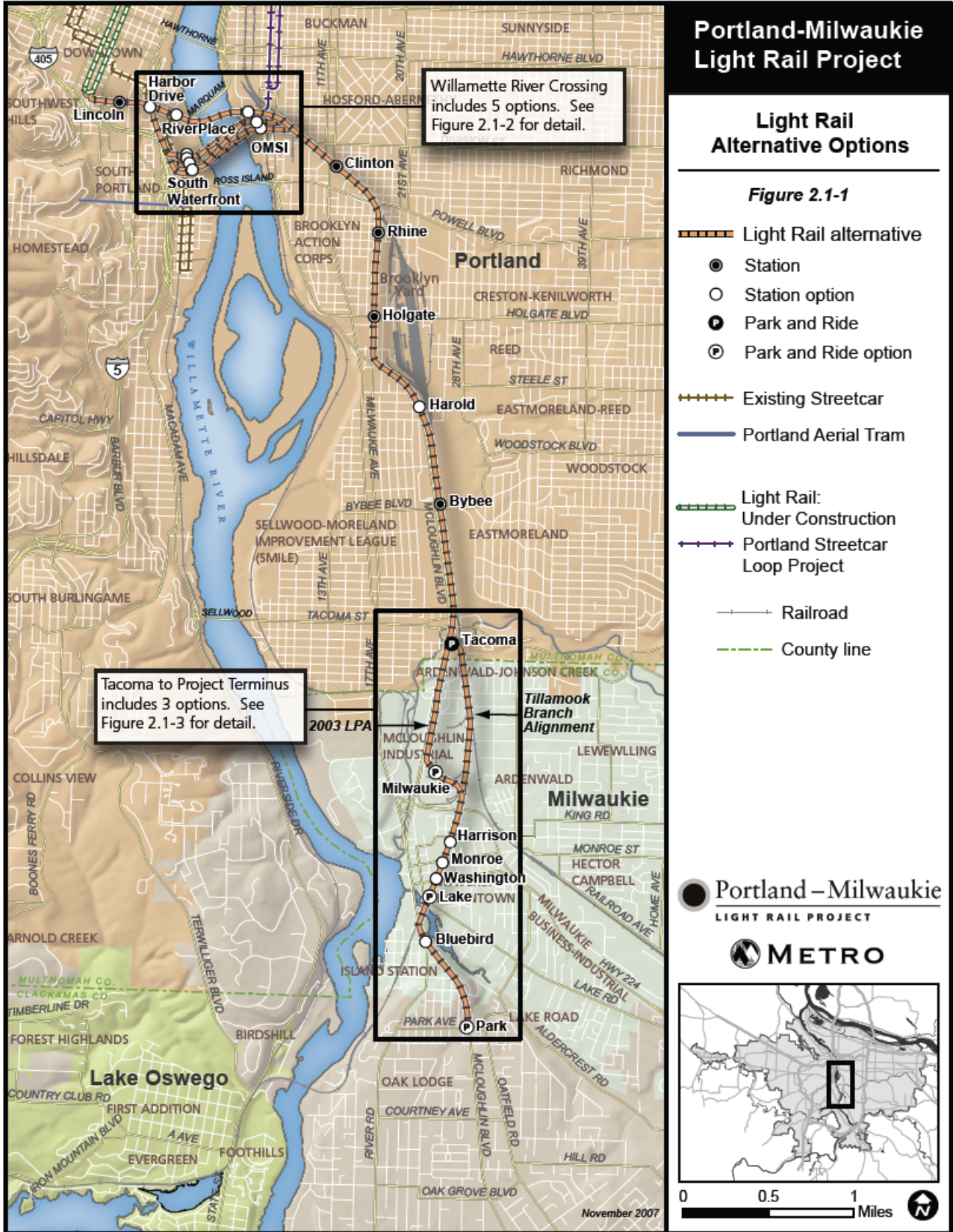
- SE Harold Street Station, an additional station in southeast Portland between the Bybee and Holgate Stations.
- Washington and Monroe Station options in downtown Milwaukie, in addition to the station at SE Harrison Street that was identified in the 2003 LPA.
- Options for elevated or at-grade crossings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

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

### **2.2.2 No-Build Alternative**

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

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



# Portland - Milwaukie Light Rail Project

## Project Options: Willamette River Crossing

Figure 2.1-2

- 1. 2003 LPA
- 2. Meade-Sherman
- 3. Meade-Caruthers
- 4. Porter-Sherman
- 5. Porter-Caruthers

○ Station option

Existing Streetcar

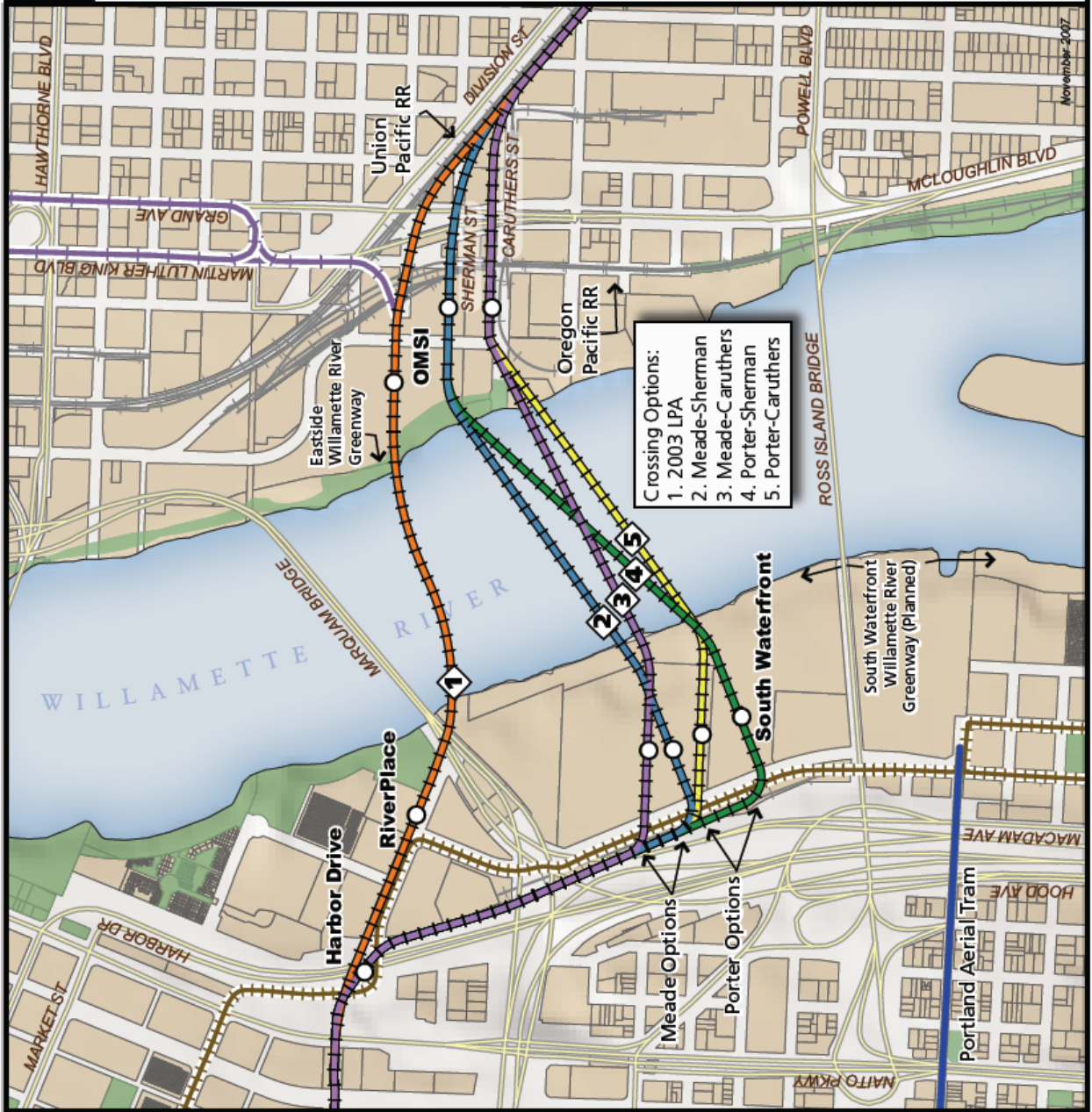
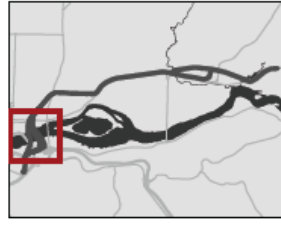
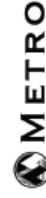
Portland Aerial Tram

Portland Streetcar  
Loop Project

Railroad

Arterial road

Portland - Milwaukie  
LIGHT RAIL PROJECT



Crossing Options:  
1. 2003 LPA  
2. Meade-Sherman  
3. Meade-Caruthers  
4. Porter-Sherman  
5. Porter-Caruthers



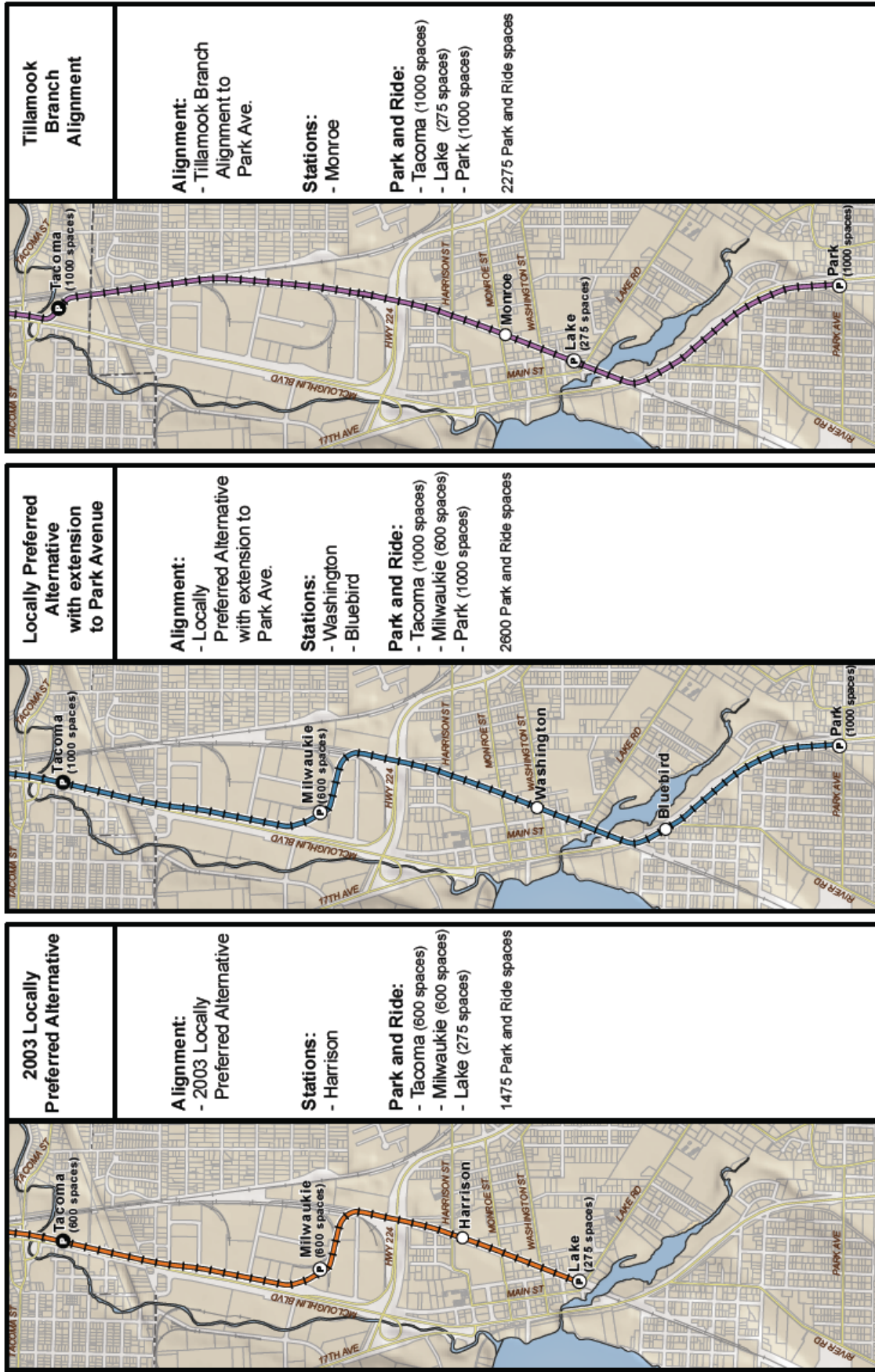


Figure 2.1-3

**Portland-Milwaukie Light Rail Project**

**Project Options: Tacoma to Project Terminus**

- Light Rail alternative (dashed line)
- Station (circle with 'P')
- Station option (circle)
- Park and Ride (circle with 'P')
- Park and Ride option (circle)
- Railroad (solid line)
- County line (dashed line)

0 0.25 0.5 Miles

North arrow

November 2007

### 3. PUBLIC OUTREACH AND INVOLVEMENT

#### 3.1 Portland-Milwaukie SDEIS Distribution and Public Comment

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

#### 3.2 Portland-Milwaukie LPA Decision Process

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

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

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

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

Figure 3.1 Locally Preferred Alternative Adoption Process and Schedule



#### **4. LOCALLY PREFERRED ALTERNATIVE DESCRIPTION AND RATIONALE**

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

##### **4.1. Willamette River Crossing Alignment: Refined Porter-Sherman**

###### **A. Location**

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

###### **B. Alignment Options Considered**

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

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

###### **C. Rationale for Selection**

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

Figure 4.1 Draft 2008 Locally Preferred Alternative



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

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

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

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

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

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

#### **D. Issues to be Addressed by Staff**

The following issues will need to be further addressed

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

### **4.2 Preferred Light Rail Alignment: Tillamook Branch to Park**

#### **A. Location**

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

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

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

## **B. Alignment Options Considered**

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

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

## **C. Rationale**

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

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

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

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

- Increase the number of people using transit to get to downtown Portland.
- Put up to 1,600 more households and approximately 1,250 jobs within a ½ mile walk of the light rail system.
- Reach more commuters in north Clackamas County by maximizing park-and-ride opportunities with 1,000 more spaces.
- Increase ridership by over 2,000 rides each day.
- Would intercept significant park-and-ride trips south of downtown Milwaukie before it reaches the Milwaukie Town Center.
- Avoid impacts of a park-and-ride in downtown Milwaukie.

## **D. Issues to be Addressed by Staff**

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

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

### 4.3 Locally Preferred Alternative Light Rail Stations: Portland

#### A. Location

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

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

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

#### B. Options Considered

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

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

#### C. Rationale

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

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



### 4.3.1 Lincoln and Harbor Stations

#### A. Location.

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

#### B. Reasons to Consolidate Lincoln and Harbor Stations

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

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

#### C. Consideration

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

### 4.3.2 Harold Station

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

#### A. Location

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

#### B. Reasons Not to Advance

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

- Low ridership (1,400 boardings per day even with a pedestrian bridge that would provide access to neighborhoods to the east) compared with other stations.

- Most of the station area is within ½ mile of either Bybee or Holgate Stations.
- Most riders could be served by the existing #19 Woodstock or other routes that will benefit from using the new Willamette River bridge, which will increase reliability and decrease bus travel times
- 19,000 daily light rail riders traveling through the station would experience a 30 to 60 second delay, thereby reducing the cost effectiveness of the Project.
- Harold Station would be considered as a future station with track offsets designed to accommodate a station.

**C. Considerations**

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

**D. Future Evaluation**

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

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

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

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

**4.4.1 Preferred Milwaukie Station: Lake Road**

**A. Location**

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

**B. Alternatives Considered**

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

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

**C. Rationale**

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

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

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

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

**4.4.2 Bluebird Station**

**A. Location**

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

**B. Reasons Not to Advance**

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

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

**4.4.3 Lake Road Park-and-Ride**

**A. Location**

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

**B. Reasons Not to Advance**

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

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

**4.5 Minimum Operating Segment: Lake Road**

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

**A. Location**

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

**B. Rationale**

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

**4.6. Additional Improvements**

**4.6.1 Ruby Junction Operations and Maintenance Facility**

**A. Location**

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

**B. Rationale**

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

**4.6.2 Bus Improvements**

**A. Location**

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

**B. Rationale**

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

**C. Considerations**

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

**4.6.3 Future Streetcar Improvements**

**A. Location**

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

**B. Rationale**

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

**4.6.4 SE Water Avenue Relocation**

**Location**

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

## **5. BACKGROUND AND ALTERNATIVES CONSIDERED AND NOT ADVANCED**

### **5.1 Project History**

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

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

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

### **5.2 Transit Modes and Transit Substitutes Considered**

The transit modes (in addition to light rail) and transit substitutes (HOV and HOT lanes) that have been evaluated or considered<sup>1</sup> in the past for the South Corridor and Portland-Milwaukie area include:

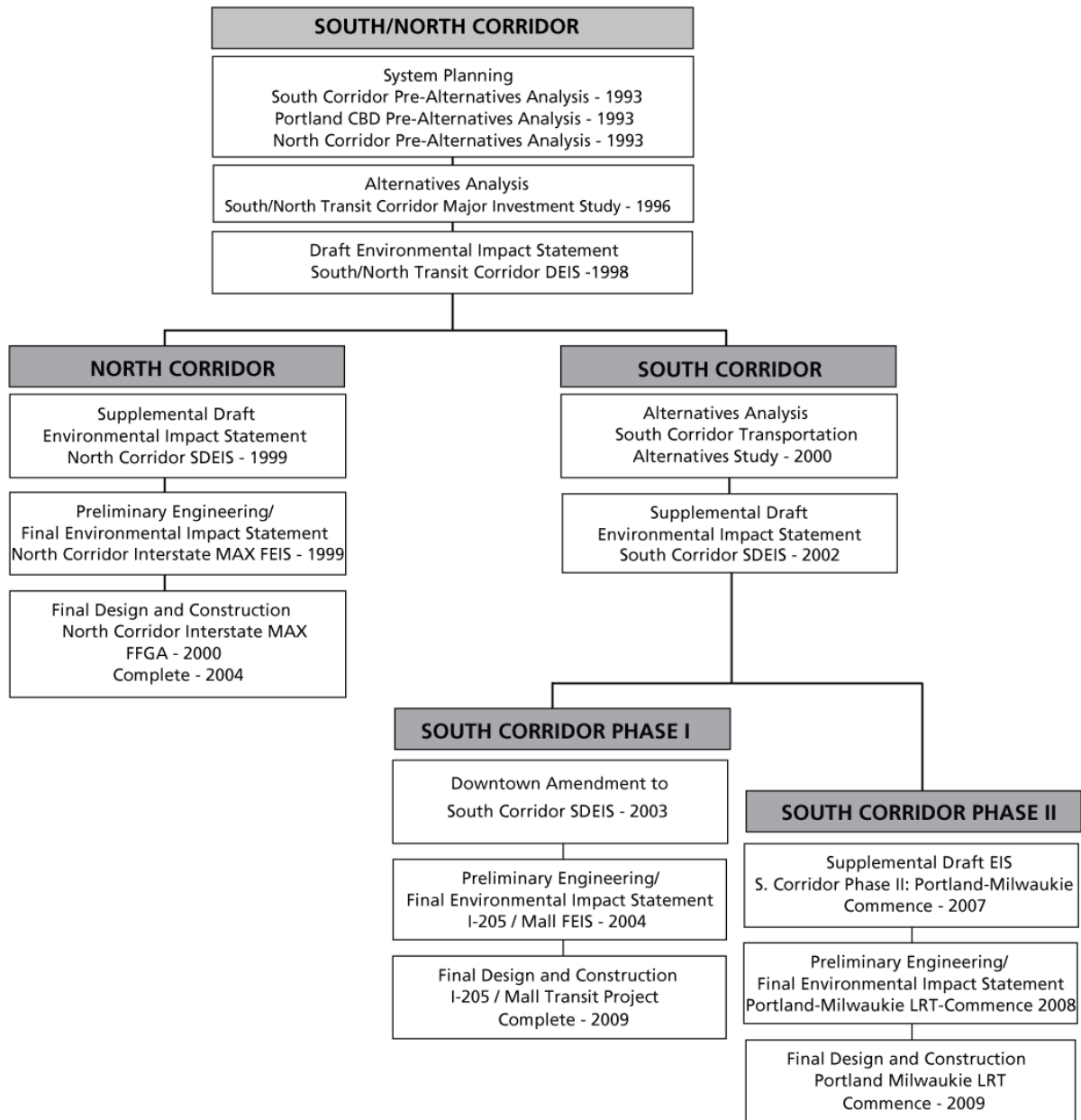
- River transit
- Commuter rail
- High Occupancy Toll (HOT) and High Occupancy Vehicle (HOV) lanes
- Busway
- Bus Rapid Transit (BRT) including intelligent transportation management (ITS)
- Streetcar

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

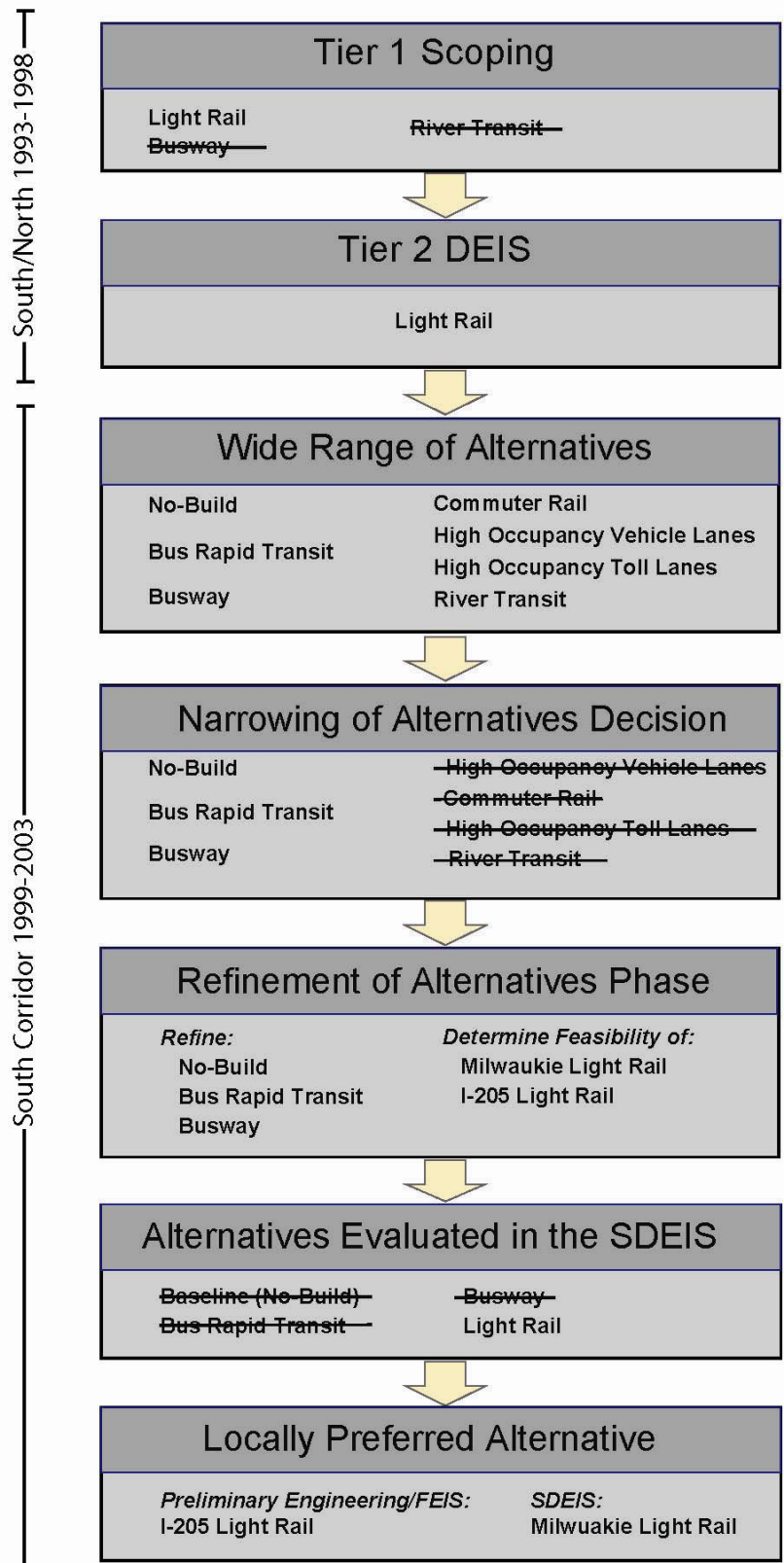
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<sup>1</sup> Streetcar was not evaluated in an environmental document in this corridor, but was rejected due to operational cost and lower carrying capacity.

**Figure 5.2.1: South/North Corridor Project Development Process**



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



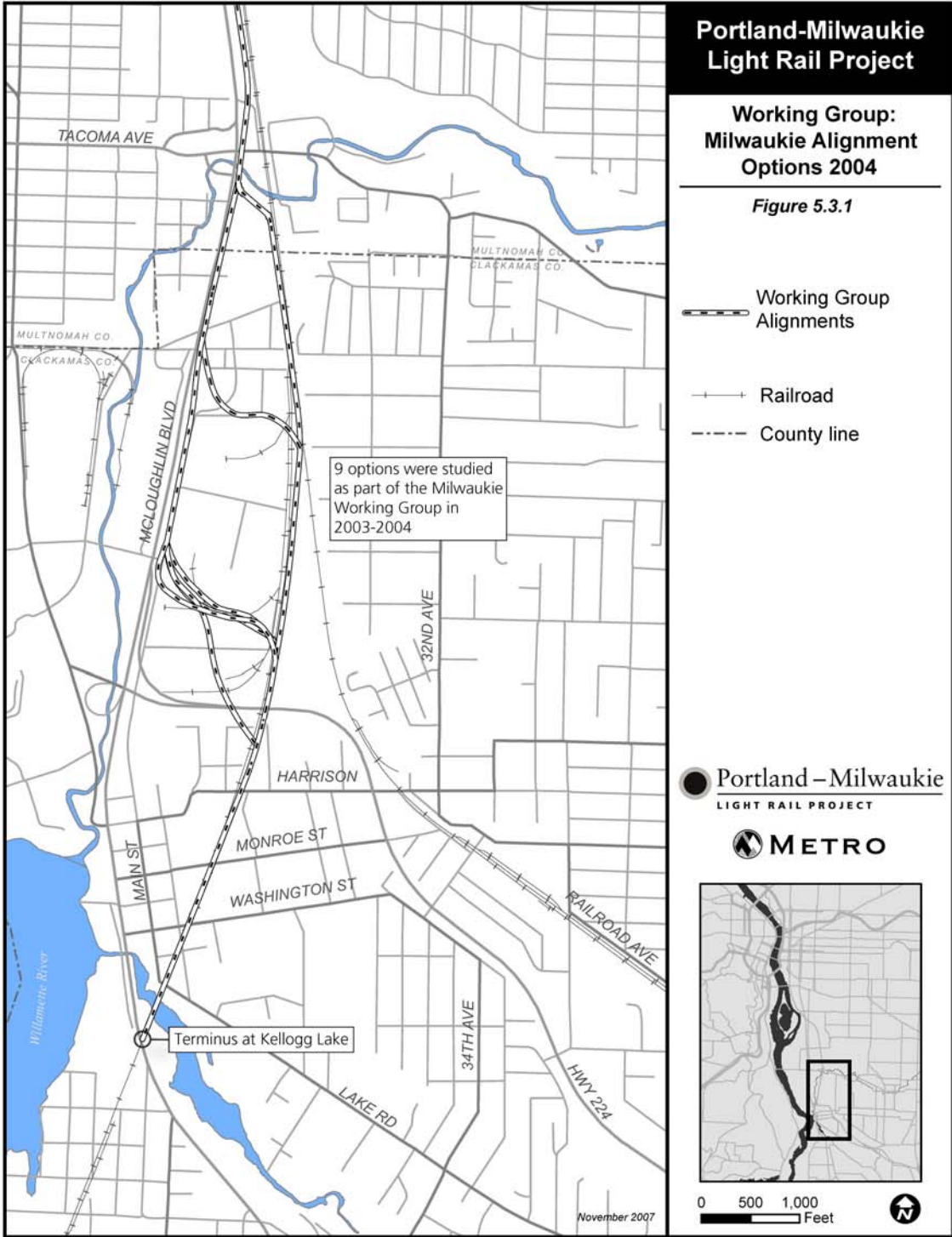


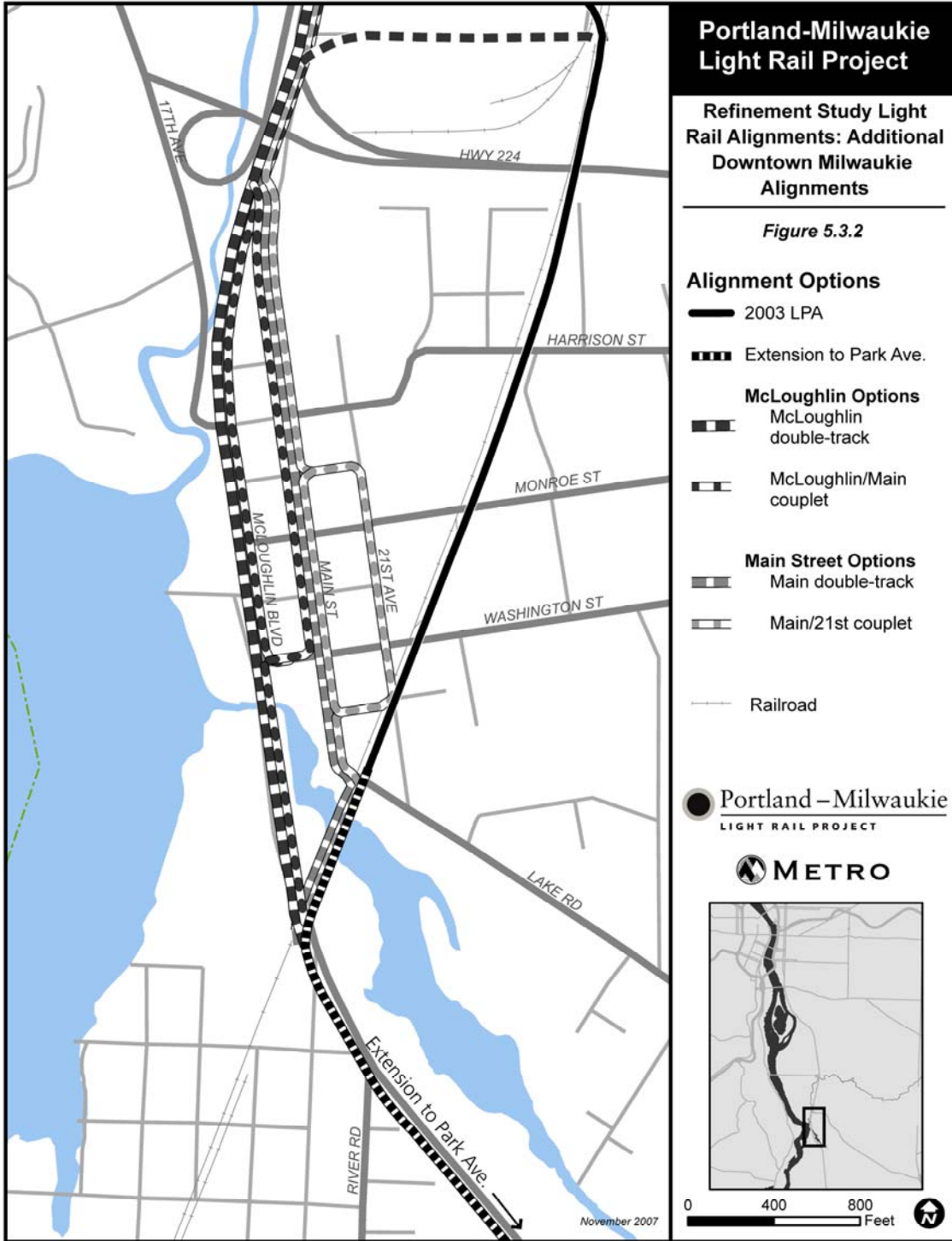
### **5.3 Transit Alignments Considered and Not Advanced**

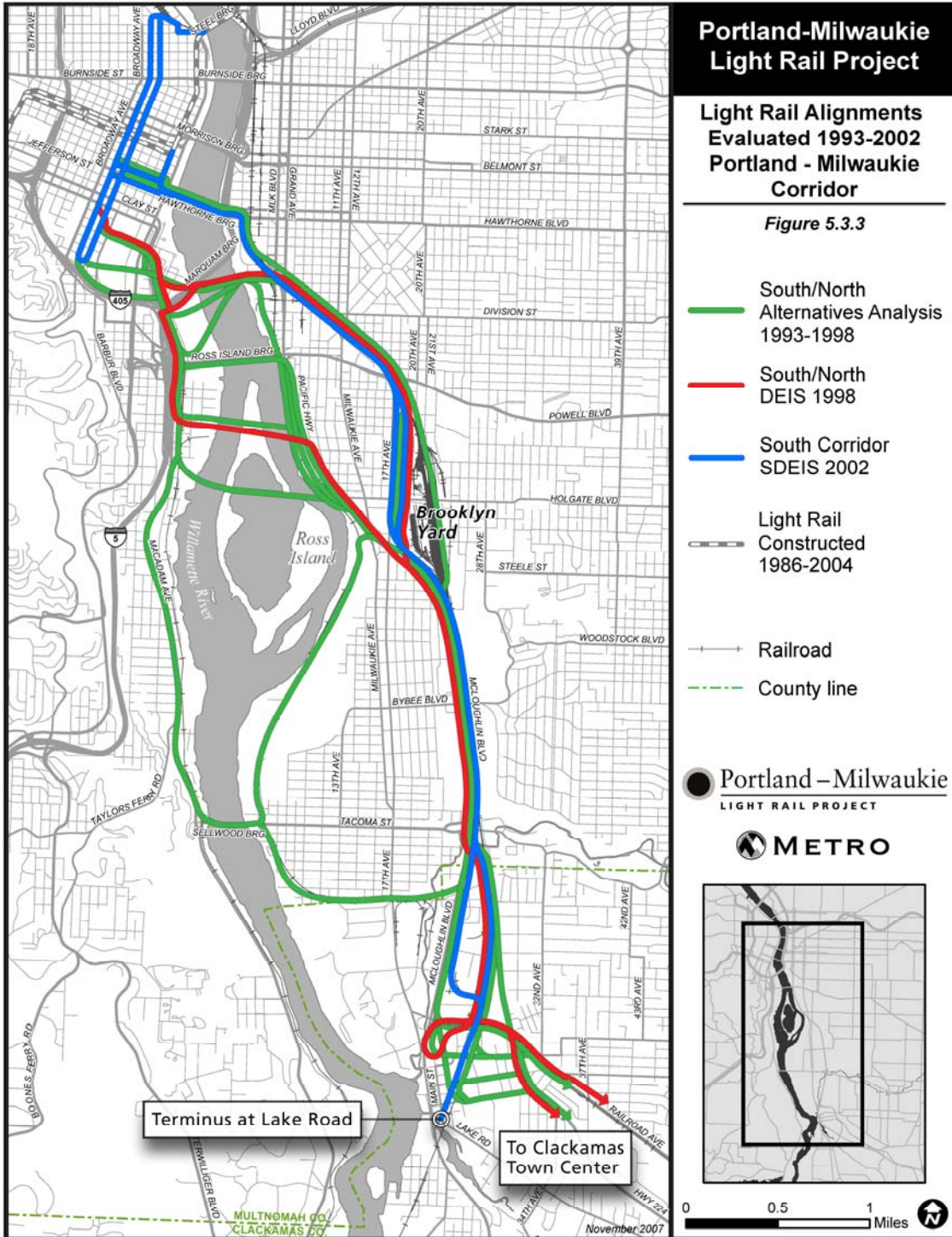
The following transit alignments were considered and not advanced:

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

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







## 6. FUTURE WORK PROGRAM

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

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

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

- Reducing the number of light rail vehicles initially purchased for opening year plus five years instead year 2030 capacity.
- Examination of the potential for an at-grade crossing of SE McLoughlin Blvd near SE Lake Road, recognizing substantive ODOT concerns.
- Building a combination of smaller structure and surface or surface only park-and-ride at SE Park Avenue.
- Removing the Darigold freight rail spur located at approximately SE 6<sup>th</sup> Avenue.
- Selecting an appropriate bridge type based on input from the community and consideration of the environment impacts, cost, aesthetics, greenway, transit and navigational needs.
- Relocating bike lanes to SE16<sup>th</sup> Avenue or location other than SE17<sup>th</sup> Avenue and redesigning SE 17<sup>th</sup> Avenue.
- Conducting a technical and public involvement analysis to optimize a station location to best serve the RiverPlace and South Auditorium areas.
- Defining specific project finance, ridership, and land use performance measures that would trigger a future light rail station at Harold Street.
- Further examination of the Tacoma Park-and-Ride to better calibrate optimal number of parking spaces.
- Development of Minimum Operating Segment (MOS) to Lake Road if project revenues and project estimates cannot be balanced. If the MOS to Lake Road is constructed, it would include a 275 space park-and-ride at SE Main and SE Washington Streets, and an increase at Tacoma Park-and-Ride up to 1,250 spaces.
- Development of a Bus Routing Plan to maximize use of the transit investment.
- Measures to minimize impacts to existing businesses and properties along the corridor, including a relocation strategy to find locations in the immediate vicinity and the future economic viability of remainder parcels.
- Coordination with the Portland Office of Transportation and ODOT on the design of the Sheridan Street intersection to accommodate the future I-405 northbound off-ramp.
- Further examination of an alternative to the SE 8th Avenue/SE Powell Boulevard intersection for bus access to the transitway across the Willamette River, recognizing ODOT's concern regarding a new bus only signal on SE Powell Boulevard.
- Completion of the station area planning work, which commenced in the fall of 2007, in partnership with the Cities of Portland and Milwaukie, and development of recommendations for further study.
- Jointly managing with the City of Portland, completion of any further station location evaluations called for by the station area planning recommendations prior to March 2009.

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

**Appendix A: Citizen Advisory Committee Future Work Program Considerations**  
Amendment to the Portland-Milwaukie Light Rail Project Locally Preferred  
Alternative Report

**Citizen Advisory Committee Future Work Program Considerations**  
**Amendment to the Portland-Milwaukie Light Rail Project Locally Preferred Alternative Report**

The Citizen Advisory Committee (CAC) was formed in the summer 2007 and met 14 times over the course of the project. The twenty-one CAC members were appointed by the project Steering Committee and include local residents, business leaders and representatives from public institutions and community groups. On June 12, 2008, the CAC came to consensus on an LPA recommendation, which was presented to the Steering Committee. The CAC forwards the following issues and suggestions for consideration as the project moves forward into Preliminary Engineering and implementation.

**The CAC recommended the refined Porter-Sherman river crossing. Given that:**

- The bridge decision should be evenly weighed in consideration to other alignment choices or options in the neighborhoods.
- Bridge landings need to support bike and pedestrian connections on both the east and west side.

**The CAC recommended the Tillamook branch alignment. Given that:**

- Need to consider future access to light rail for employees in Milwaukie's north industrial area.
- Concern about loss of park and ride spaces with a Tillamook alignment, thereby creating a need to consider future park and ride needs as the system grows.
- The CAC strongly supports moving the park and rides as far south as possible to get people onto transit as soon as possible.
- Need to solve future traffic issues at the Tacoma park and ride and access to McLoughlin Blvd;
- Strong consideration and efforts to assure safe pedestrian crossing of McLoughlin Blvd.
- Add a connector bus line through the industrial area to downtown Milwaukie.
- Improve bus alignments and connections to augment transit not served by the stations.

**The CAC recommended the Park Avenue terminus. Given that:**

- Explore the development of a green space at the Park Avenue park and ride that ties into the Trolley Trail and creates a "park" destination at the terminus.

**The CAC recommended the following with regard to station areas:**

- **Lake** - Provide shuttle service to North Main area of Milwaukie.
- **Harold** - The stations needs a pedestrian crossing to Reed College – perhaps a funding partnership with Reed and/or the railroad; hard wire the station now for potential development in the future.
- **Harbor** - Decision makers should consider the overall viability for the project, access, economic development, ridership and connectivity.

**The CAC did not recommend a station at Bluebird. Given that:**

- Provide attractive and safe pedestrian and bike access between the Bluebird area and downtown, Park and a Lake Road station; improve bus/transit service to Lake Road station; and the design of the line through the Bluebird area needs to be sensitive to local businesses that could have been served by a Bluebird station.

**Additional considerations:**

- Tacoma Street needs a dedicated lane onto McLoughlin Avenue southbound.
- A crosswalk at 17th Avenue and McLoughlin Avenue needs to be on north side.

- Bike and pedestrian access from Division/Powell bike corridor needs to have access to the bridge.
- Local transit service improvements are needed to serve the light rail line.
- Build to a quiet zone standard.
- The CAC concurs with the recommendations in the Safety and Security Task Force report – specifically increasing transit security including local police service.
- Maintain and develop pedestrian and bike routes from Clinton St./11th and 12th Avenues (Gideon Station) to the Willamette River at Caruthers, connecting with the Eastbank Esplanade and Springwater Corridor trails, as well as creating access to the bridge.



**Citizen Advisory Committee Future Work Program Considerations  
Amendment to the Portland-Milwaukie Light Rail Project Locally Preferred Alternative Report**

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# Land Use Final Order – Overview

## Purpose

The purpose of the Land Use Final Order (LUFO) is to advance Light Rail Transit (LRT) by:

- establishing the exclusive land use procedures and requirements for LRT projects in the South/North Project area;
- providing for an expedited and sole appellate review process for LUFO decisions.

## Origin and Use

The Oregon Legislature approved LUFO process requires the Metro Council to "establish the light rail route, stations, lots and maintenance facilities, and the highway improvements for the project or project extension, including their locations." The law further provides that the locations for each of these facilities and improvements:

*"shall be in the form of boundaries within which the light rail route, stations, lots and maintenance facilities, and the highway improvements shall be located. These boundaries shall be sufficient to accommodate adjustments to the specific placements of the light rail route, stations, lots and maintenance facilities, and the highway improvements..."*

In the North/South Corridor area, Metro has approved three LUFOs. The first LUFO was adopted by the Metro Council July 1998, for the entire South/North Transit Corridor. A second LUFO was adopted October 1999 for the North Corridor Interstate Max Light Rail Project. The third LUFO was adopted January 2004 and included the I-205/Downtown Mall LRT project and some minor amendments to the Interstate MAX and Portland-Milwaukie LRT Project.

## Criteria

The legislation also required that Metro submit criteria to the Oregon Land Conservation and Development Commission for approval. The approved criteria are as follows:

- 1) Procedural LUFO Criteria: a) coordinate with cities, counties ODOT and TriMet; b) hold a public hearing to provide for public comments.
- 2) Substantive LUFO Criteria: a) identify adverse economic, social noise, seismic/landslide, fish and wildlife, stormwater, historic/cultural and traffic impacts and measures to reduce impacts which could be imposed as conditions of approval; and b) balance the need for light rail, its contribution to an efficient and compact urban form; and the need to protect affected neighborhoods from the identified adverse impacts.
- 3) Alignment-Specific Criteria: consider LRT connecting: a) the Clackamas Town Center area with the City of Milwaukie's Downtown; b) an LRT extension to the cities of Oregon City and Gladstone and c) with the City of Milwaukie via the I-205 corridor and/or the McLoughlin Blvd. corridor.

## Process

- Draft of proposed amendment to LRT route, stations, park and ride lots and facilities to Steering Committee
- Steering Committee initial recommendation on the LUFO
- ODOT Review and Letter of Recommendation
- TriMet Application to Metro
- Metro Council Hearing and Adoption (or refer back to TriMet)
- TriMet goes through local jurisdiction land use permitting processes.