

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF IDENTIFYING) RESOLUTION NO. 07-3887A
ALTERNATIVES TO ADVANCE INTO A)
DRAFT ENVIRONMENTAL IMPACT)
STATEMENT FOR THE PORTLAND TO LAKE)
OSWEGO CORRIDOR TRANSIT PROJECT) Introduced by Councilor Rex Burkholder
)

WHEREAS, in 1988 a consortium of seven government agencies purchased the Willamette Shore Line right-of-way for the purpose of preserving the right of way for future rail transit in the geographically constrained Portland to Lake Oswego Highway 43 corridor; and

WHEREAS, the Willamette Shore Line right-of-way has appreciated significantly in value since its purchase and can be used as local match for federal transit funds, and

WHEREAS, the Regional Transportation Plan, adopted by the Metro Council in 2004 called for a corridor refinement plan for evaluation of high capacity transit options for the Lake Oswego to Portland Highway 43 corridor;

WHEREAS, in 2004 the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council allocated \$1.16 million to study the transit and trail alternatives in the Lake Oswego to Portland Willamette Shore Line Corridor; and

WHEREAS, in 2005, Metro initiated an alternatives analysis consistent with Federal Transportation Administration (FTA) requirements to assess the feasibility of transit and trail alternatives between Lake Oswego and Portland; and

WHEREAS, a wide range of alternatives was evaluated in the alternatives analysis that included No-Build, Bus Rapid Transit with multiple alignments, Streetcar with multiple alignments, River Transit, and accompanying trail alignments; and

WHEREAS, the alternatives analysis confirmed that highway widening in the Highway 43 corridor is infeasible and costly, and that reversible lanes are not warranted, and

WHEREAS, ridership and cost information was developed in the alternatives analysis that evaluated an extension of the proposed Milwaukie light rail line to the Albertsons terminus on an alignment parallel to the Portland and Western Railroad; and

WHEREAS, an extensive public involvement process was undertaken from July 2005 to the present that included testimony before and after every meeting of the Lake Oswego to Portland Project Advisory Committee (LOPAC), community design workshops, open houses, small group meetings, neighborhood group meetings, individual property owner meetings, a bus rider survey, newsletters, and targeted mailings, resulting in over 1,200 direct citizen contacts; and

WHEREAS, on July 16, 2007, a public hearing was held by the Steering Committee and public comments were received on the *Lake Oswego to Portland Transit and Trail Alternatives Analysis Evaluation Summary Public Review Draft*; and

WHEREAS, on July 31, 2007, the Lake Oswego to Portland Project Advisory Committee (LOPAC) adopted their recommendation to the Steering Committee regarding transit and trail alternatives to advance for further study in a Draft Environmental Impact Statement; and

WHEREAS, on August 29, 2007 the Lake Oswego to Portland Project Management Group (PMG) adopted their recommendation to the Steering Committee regarding transit and trail alternatives to advance for further study in a Draft Environmental Impact Statement; and

WHEREAS, on September 10, 2007 the Steering Committee, after consideration of LOPAC and PMG recommendations, public input, the *Lake Oswego to Portland Transit and Trail Alternatives Analysis Draft Public Comment Summary* report, and the *Lake Oswego to Portland Transit and Trail Alternatives Analysis Evaluation Summary Public Review Draft* report; adopted the *Steering Committee Recommendations on Alternatives to be Advanced into a Draft Environmental Impact Statement and Work Program Considerations*, attached as Exhibit A; and

WHEREAS, the transit alternatives adopted by the Steering Committee on September 10, 2007 included No-Build, Enhanced Bus and Streetcar, including streetcar alignment alternatives on SW Macadam Avenue, the Willamette Shore Line right-of-way, or combinations of the two that may include all or parts of the Johns Landing Masterplan alignment through Johns Landing, a temporary minimum operable segment terminus in the vicinity of Nevada Street in Johns Landing, the Willamette Shore Line right-of-way from the vicinity of Nevada Street to the existing trolley barn and south to the Albertsons terminus option or west via A and B Avenues to the Safeway terminus option in Lake Oswego; and

WHEREAS, the Lake Oswego to Portland Corridor Project could be the region's next priority for FTA funding, following the Portland Streetcar Loop Project and Milwaukie to Portland Light Rail Project; and

WHEREAS, the bicycle and pedestrian trail element of the alternatives analysis received a high level of public support, and the Steering Committee Recommendation from September 10, 2007 included a recommendation to advance and refine the pedestrian and bicycle trail options in the corridor, including additional design work, cost reduction strategies, potential trail phasing strategies, resolution of legal issues and identification of construction funding sources; and

WHEREAS, on November 19, 2007, the Steering Committee amended their September 10, 2007 recommendation to add a permanent Johns Landing terminus to the alternatives to be advanced, and to initiate a Refinement Study in the Johns Landing area prior to the start of the Draft Environmental Impact Statement, attached as Exhibit A, based on public comment and recommendations from the LOPAC Chair and Vice-chairs, and

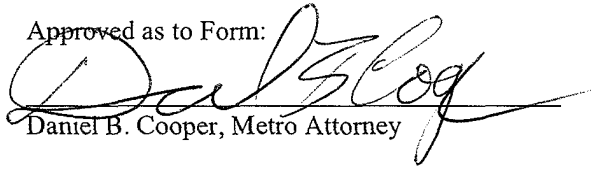
WHEREAS, the Lake Oswego City Council, Portland City Council, TriMet Board of Directors, Multnomah County Board of Commissioners and Clackamas County Board of Commissioners submitted letters of support and/or resolutions endorsing the Steering Committee recommendations, attached as Exhibit B, and

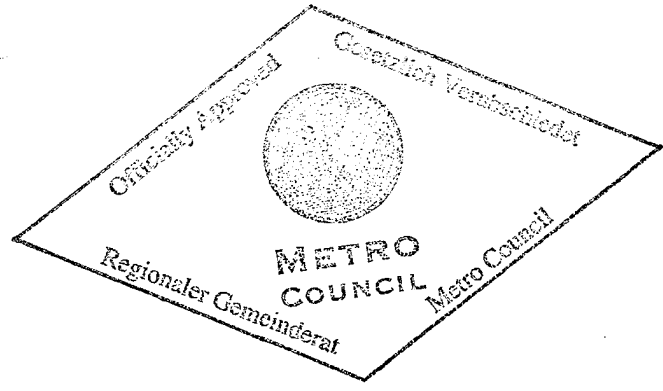
WHEREAS, the Metro Council has considered previous public comments, public testimony at this hearing, and public agency endorsements of the Steering Committee Recommendation as amended November 19, 2007; now therefore

BE IT RESOLVED, that the Metro Council adopts the *Lake Oswego to Portland Transit and Trail Alternatives Analysis Alternatives to be Advanced into a Draft Environmental Impact Statement and Work Program 19, Considerations* dated December 13, 2007, attached as Exhibit A.

ADOPTED by the Metro Council this 13th day of December 2007.


David Bragdon, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney



Lake Oswego to Portland Transit and Trail Alternatives Analysis

Metro Council Action

Alternatives to be Advanced into a
Draft Environmental Impact Statement and
Work Program Considerations

Adopted December 13, 2007



METRO

Metro Council Action

*Alternatives to Advance into a Draft Environmental Impact Statement
Adopted December 13, 2007*

I. OVERVIEW

This document presents the Metro Council adoption of alternatives to be advanced into a Draft Environmental Impact Statement (DEIS) for the Lake Oswego to Portland corridor. The transit alternatives and their accompanying trail components have been fully evaluated against the project's purpose and need and goals and objectives, and this evaluation is documented in the Lake Oswego to Portland Transit and Trail Alternatives Analysis Evaluation Summary Public Review Draft dated July 12, 2007. The Metro Council action considers recommendations from the Transit Alternatives Analysis Steering Committee dated November 19, 2007, the Lake Oswego to Portland Project Advisory Committee (LOPAC) dated July 31, 2007, the findings of the Project Management Group dated September 3, 2007, public input received during the two public open houses held on June 27 and 28, 2007, a public hearing before the Steering Committee held on July 16, 2007, testimony before the Council on December 13, 2007 as well as all other comments received as described in the Public Comment Summary dated September 10, 2007 and updated to include public comments through December 13, 2007.

This action by the Metro Council selects transit mode, terminus of the transit project and specific alignments to be studied in a Draft Environmental Impact Statement. In addition, a strategy is presented for further development of a trail connection in the corridor. The **mode** section presents findings and recommendations regarding the No-Build, Bus Rapid Transit (BRT) and Streetcar alternatives. The **terminus** section presents findings and recommendations about the three terminus options including the Trolley, Safeway and Albertsons termini sites. The **alignment** section describes findings and recommendations for the three potential streetcar alignments within the Johns Landing area; the Willamette Shore Line right of way, SW Macadam Avenue and the Johns Landing Master Plan alignment.

II. FINDINGS

Context

The Lake Oswego to Portland corridor is environmentally, topographically and physically constrained. Future roadway expansion is not anticipated and previous planning studies have concluded that a high capacity transit improvement is needed to provide additional capacity. In 1988, a consortium of seven government agencies purchased the Willamette Shore Line right of way connecting Lake Oswego to Portland for the purpose of preserving the rail right of way for future rail transit service. The 2004 Regional Transportation Plan (RTP) identified the need for a corridor refinement plan for a high capacity transit option for this corridor, which was the genesis of this alternatives analysis.

Existing and future traffic conditions in this corridor are projected to worsen as population and employment projections for Portland, Lake Oswego and areas south of Lake Oswego in Clackamas County continue to grow. The corridor already experiences long traffic queues, poor levels of service and significant capacity constraints at key locations. Travel times in the corridor are unreliable due to congestion on Highway 43.

Project Sequencing

A transit project in the Lake Oswego to Portland Corridor is one of several regional projects that would seek funding through Federal Transit Administration's (FTA) New Starts and Small Starts funding programs. The financial analysis prepared during this alternatives analysis evaluated the sequencing of funding for this project based on current regional commitments. The Milwaukie to Portland Light Rail Project is the region's top priority for FTA New Starts funding following projects currently funded and under construction. The Columbia Crossing Project would also include a New Starts transit component and is proceeding concurrently with the Milwaukie to Portland LRT Project. The Portland Streetcar Loop project is the region's priority project for FTA Small Starts funding.

The Lake Oswego to Portland Corridor Project could be the region's next priority for FTA funding, with construction funding capacity becoming available starting in 2012 and continuing through 2017. In order to fit into the regional sequence of projects, the Metro Council recognizes that the Portland to Lake Oswego Corridor Draft Environmental Impact Statement would need to be initiated in Fall 2008 as the Milwaukie to Portland Light Rail Project Final Environmental Impact Statement nears completion. In the Work Program Considerations section of these Metro Council findings, a number of steps are outlined which would need to be taken prior to the initiation of the DEIS, including preparation of a more detailed schedule that identifies key New Starts milestones and deliverables for the project.

Willamette Shoreline Right of Way

The Willamette shoreline rail right of way was purchased from the Southern Pacific Railroad in 1988 for \$2 million dollars by a consortium of local governments including Metro, the cities of Lake Oswego and Portland, Clackamas and Multnomah counties, the Oregon Department of Transportation (ODOT) and TriMet. Knowing that the Highway 43 corridor is very constrained; the purchase was made with the intent of preserving the corridor for future transit use.

The value of the right-of way has increased dramatically over 20 years. TriMet estimates currently value the right-of-way at \$75 million in 2007 dollars. This value is critical to a transit project that would use the right-of-way because the value of the right of way can be counted as local match for federal funds. A request for New Starts project funding from the Federal Transit Administration would typically be for 60 percent of a project's capital cost leaving 40 percent to be supplied locally. If \$75 million in right of way value were applied as part of local match, the remaining share of local funds required would be significantly reduced.

For the reasons stated above, whether an alternative uses the Willamette Shore Line right –of way is a significant factor in project funding. For the Streetcar alternative, the \$75 million value of the Willamette Shore Line right of way could leverage as much as \$112.5 million in federal funds. Because it would not be using the right of way, the BRT alternative would not be able to leverage value of the right of way as part of its funding plan.

A. Transit Mode: Streetcar

Streetcar is the transit mode that best meets the project's purpose and need and the goals and objectives for the Lake Oswego to Portland Transit and Trail Alternatives Analysis.

The Metro Council finds that the **Streetcar mode** should advance for further study in a DEIS because:

- Streetcar would have the highest ridership of all the transit alternatives.
- Streetcar travel times would be up to 18 minutes faster between key corridor destinations and would be more reliable than the other transit alternatives. In peak travel periods, the Streetcar would provide faster travel times than autos between downtown and Lake Oswego. Faster travel time and higher reliability is gained through operation of streetcar in exclusive right of way on the Willamette Shore Line.
- Streetcar would have the lowest operating and maintenance costs of any alternative, including the No-Build. This is due to the marginal cost of extending a line that already operates in the corridor, the carrying capacity of the Streetcar vehicles compared to buses and the travel time advantage over BRT and No-Build. The Streetcar also replaces some corridor bus service, which results in a cost savings.
- The Streetcar alternative could leverage up to 3.3 million square feet of total new transit supportive development within three blocks of the proposed alignments.
- Streetcar is compatible with the existing transit system and would operate as an extension of the existing streetcar line that operates between NW 23rd Avenue and the South Waterfront.
- The \$75 million of value in the Willamette Shoreline right of way could leverage as much as \$112.5 million in federal funds if the project proceeds as a Federal Transit Administration (FTA) News Starts project.

The Metro Council finds that the **Bus Rapid Transit (BRT) mode** should not advance for further study in a DEIS because:

- It may not be a practical option to achieve the travel time and ridership as modeled in this alternatives analysis. The queue bypass lanes used to bypass congestion at key intersections in the BRT alternative would have to be extended to between 500 and 1,000 feet instead of the 200 feet in the current designs and cost estimates.
- The BRT alternative would include property impacts at the key intersections where transit improvements are constructed. There would be additional property impacts associated with the additional queue jump length required to bypass congestion. This also would include removal of trees within the sidewalk area.
- Initial BRT capital costs were the lowest of all the transit alternatives, however, these do not include the additional costs of the longer queue jump lanes, which would be required.
- The BRT alternative would have the highest operating cost due to the greater number of vehicles required to meet demand, and the fact that the BRT line would require added service, unlike the Streetcar alternative which would replace existing bus service.
- For the entire length of the corridor, BRT travel times are subject to the same delays and congestion as the general traffic in areas where queue jump lanes are not provided, resulting in decreased reliability.
- The BRT alternative would not leverage transit supportive economic development beyond what would be expected with the No-Build alternative.
- The BRT alternative would not leverage the \$75 million value of Willamette Shore Line right of way, which could match federal transit funding of up to \$112.5 million.

The Metro Council finds that an **enhanced bus** alternative should be studied as a more practical option for this constrained corridor. Such an option would avoid the property impacts of the BRT while providing improved service, bus pullouts where possible and better shelters and lighting at stations. Enhanced bus would act as the base case for comparison

to Streetcar alternatives in the DEIS. It would operate in mixed traffic, though this has implications for travel time, reliability and long-term efficiency of the line.

B. Alignments: Willamette Shore Line and SW Macadam Avenue

During the alternatives analysis process three alignments were evaluated in the John's Landing area: the Willamette Shore Line right of way, SW Macadam Avenue and the John's Landing Master Plan alignment. The Metro Council recommends that two alignment options be studied further in the John's Landing area north of the Sellwood Bridge: the Willamette Shore Line right of way alignment and the SW Macadam Avenue alignment.

In addition, combinations of the two alignments should be evaluated to maximize the potential benefits and minimize impacts in the John's Landing area. The Metro Council recognizes that alignments, which would avoid or minimize impacts through John's Landing, may need to be developed that are not part of either the Macadam Avenue or Willamette Shoreline alignments. These could include all or portions of the John's Landing Master Plan alignment or other rights of way.

The Metro Council finds that the **Willamette Shore Line right of way alignment** should advance for further study for the following reasons:

- Streetcar on the Willamette Shore Line right of way would yield higher reliability and faster travel times than the other alignments due to the 100% exclusive right of way. In the DEIS, Issues of pedestrian and vehicle safety and proximity to private properties must be considered in the analysis of this alignment..
- The Willamette Shore Line right of way is in public ownership and could potentially be used as local match towards the capital cost of the project. Current estimates value the entire right of way at \$75 million. For the portion north of SW Nevada Street, the value of the right of way is estimated at approximately \$35 million, which could leverage an additional \$58 million in federal funds.
- The Willamette Shore Line Right-of-Way alignment has received public support from Lake Oswego residents because it has faster travel time, better reliability and less impact to Highway 43 traffic operations and safety than an alignment that would use Macadam Avenue in John's Landing.

The Metro Council finds that the **SW Macadam Avenue alignment** should advance for further study for the following reasons:

- The SW Macadam Avenue alignment was the preferred alignment of the LOPAC based on community support, development potential, and the ability to avoid residential impacts of the Willamette Shore Line alignment. The LOPAC emphasized that the alignment should be on SW Macadam Avenue for as much of the length of the route as possible from the South Waterfront to the vicinity of the intersection of SW Macadam Avenue and SW Nevada Street.
- The SW Macadam Avenue alignment would leverage the most potential transit supportive development, approximately 2.2 million square feet of total new development in John's Landing.
- The SW Macadam Avenue alignment would avoid some of the potential property impacts associated with use of the Willamette Shore Line right of way.
- The SW Macadam Avenue alignment has emerged with the most public support from residents and businesses in John's Landing.

- As LOPAC recommended, a bicycle and pedestrian trail could be established along the Willamette Shore Line with the Macadam Avenue alignment. This trail has the potential to reduce conflicts between recreational and commuter user groups on the existing Willamette River Greenway trail by providing a more direct route through Johns Landing.

Note: The Metro Council recognizes ODOT's expressed concerns regarding the SW Macadam Avenue alignment option and will ensure that questions related to potential streetcar operations in mixed traffic on SW Macadam Avenue are addressed.

South of the John's Landing area and north of the Trolley Terminus site in Lake Oswego, the Willamette Shore Line right of way was the only alignment to advance to the completion of the alternatives analysis. As part of its design option narrowing decision, Steering Committee eliminated Highway 43 south of John's Landing from consideration as a Streetcar alignment for safety and operational reasons, making the Willamette Shore Line alignment the only option in this segment of the corridor. The *Evaluation Summary Report* contains a description of the alternative and design option narrowing decisions that were made during the alternatives analysis.

C. Lake Oswego Full-Length Termini: Albertsons and Safeway

The Metro Council finds that the Albertsons and Safeway termini should advance into the DEIS. The Trolley terminus should not be advanced into the DEIS. These termini options are preferred because they would serve more population and employment, have higher ridership, disperse park and ride spaces, and have greater potential for transit-supportive development while demonstrating similar traffic impacts.

The Metro Council finds that the **Albertsons terminus should** advance for further study for the following reasons:

- The Albertsons terminus would allow for the possible future extension of Streetcar south to West Linn or Oregon City.
- The Albertsons terminus has strong public support from the residents south of Lake Oswego and citizens within Lake Oswego. In 2006, Lake Oswego's Downtown Transit Alternatives Analysis Committee (DTAAC) recommended the Albertsons terminus site, partly because it would intercept traffic from the south before it reaches the center of downtown.
- The Albertsons terminus could generate substantial transit supportive development in Lake Oswego (0.9 million square feet).

The Metro Council finds that the **Safeway terminus should** advance for further study for the following reasons:

- The Safeway terminus would allow for the possible future extension of Streetcar to the west.
- The Safeway terminus could provide park and ride access west of downtown Lake Oswego, intercepting traffic before it reaches the center of downtown.
- The Safeway site could leverage the most potential transit supportive development (1.1 million square feet in Lake Oswego), as compared to the Albertsons or Trolley terminus options.

- The Safeway site would allow the Streetcar to act as a circulator for trips within downtown Lake Oswego between the Foothills district and the west end of downtown.

The Metro Council acknowledges that an at-grade crossing of streetcar with Highway 43 under the Safeway terminus option would require additional study and coordination with ODOT and the City of Lake Oswego to ensure that a safe and efficient crossing is feasible.

Additionally, the Metro Council acknowledges that it may be necessary to construct a project that would utilize the **Trolley Terminus** as a **temporary interim terminus** while joint development construction plans are finalized at either the Albertsons or Safeway terminus sites.

D. Temporary Johns Landing Short Terminus - Minimum Operable Segment (MOS)

If a full-length project cannot be built for financial or other reasons, the FTA allows for Minimum Operable Segments (MOS) to be considered as interim termini for a project. In this corridor, preliminary analysis was done for a MOS for Streetcar that would terminate in the vicinity of Nevada Street in John's Landing on either the Willamette Shore Line right-of-way or the Macadam Avenue alignments. A streetcar terminus in Johns Landing should include enhanced bus service to Lake Oswego as part of the complete alternative. The Metro Council finds that this alternative advance for further study for the following reasons:

- Significant public support was expressed for this option from participants in the process all through the corridor.
- A minimum operable segment (MOS) provides flexibility to initiate a project with available funding while pursuing additional funding to complete the remainder.

E. Johns Landing Permanent Terminus

A permanent terminus in Johns Landing was selected by the LOPAC along with a full-length Streetcar alternative as their preferred options to be advanced into the DEIS. The LOPAC preference was that this terminus be paired with the Macadam Avenue alignment; in Johns Landing however this terminus option could be paired with either the Willamette Shoreline or Macadam alignments. A streetcar terminus in Johns Landing should include enhanced bus service to Lake Oswego as part of the complete alternative.. The Metro Council finds that this alternative should be advanced into the DEIS for the following reasons:

- There is strong community support for this option in both Johns Landing and Dunthorpe.
- Analysis of a permanent terminus in addition to a temporary Minimum Operable Segment terminus would allow a full range of choices that could respond to funding constraints, environmental impacts and community preferences.
- This terminus option could maintain the ability to cross a new or reconstructed Sellwood Bridge in the future.

III. TRAIL CONSIDERATIONS

Context

As part of the Willamette River Greenway vision, a trail was proposed to run along the Willamette Shore Line right of way from Willamette Park in Portland to downtown Lake Oswego between Highway 43 and the Willamette River. As part of this Alternatives Analysis, the feasibility of a continuous trail between Portland and Lake Oswego was evaluated. Each transit alternative carried with it a complementary trail component. The BRT alternative would have used the Willamette Shore Line right of way for exclusive trail use. The Streetcar alternative, which the Metro Council advances for further study, would require shared use of the Willamette Shoreline between Streetcar and a trail. The discussion below focuses on the trail components that would accompany the Streetcar alignments.

A. Trail Component

The bike and pedestrian trail component of this study has received tremendous community support. A trail in the corridor would provide a critical link in the regional transportation system, connecting other regional and local trails. A continuous, safe and level trail component is a desired outcome in this corridor.

However, as currently designed, the trail component may not be practical to build for its entire length because of the high capital costs associated with shifting the Streetcar alignment to accommodate the trail in a tightly constrained right of way and very difficult topography. Because some portions of the trail are more easily implemented than others, and because funding for the entire trail may not be available at one time, the trail may need to be developed in phases.

B. Trail Component Refinement Next Steps

The Metro Council finds that a trail component should be advanced for further study. However, additional refinement is needed to determine how to advance the trail and the transit alternatives, either together or separately. The following identifies additional considerations for the trail and next steps:

- Further consideration is required to determine trail project sponsors and potential funding sources. Metro may or may not be the appropriate agency to lead the effort to advance a trail in the corridor.
- Additional design work is needed to identify ways to design and construct a trail in this corridor with lower capital costs and impacts while still accommodating the transit project. The trail design should change and adapt to constraints in the corridor. The width of the trail does not need to be the same for the entire alignment and flexibility will be required with regard to various jurisdictions design standards and requirements.
- Trail phasing should be considered so that the most cost-effective segments could move forward. The additional design work required for the more difficult and expensive portions will take more time and effort.

- Additional study is needed to evaluate the potential for the Portland and Western railroad bridge and an eastside connection to the Sellwood Bridge to provide a useful pedestrian and bike trail connection between Lake Oswego and Portland
- Further study is needed regarding the outstanding legal questions in order to facilitate decisions about the Willamette Shore Line right of way and its use for a trail.

IV. WORK PROGRAM CONSIDERATIONS

The Metro Council finds that several actions are needed prior to advancing the project into the *Draft Environmental Impact Statement* phase of project development. Because a DEIS for the Lake Oswego to Portland Corridor is not included in Metro's current fiscal year budget, it is recognized that there will be a gap before the DEIS can commence.

1. **The Metro Council finds that the following actions are necessary to advance the project into the *Draft Environmental Impact Statement*:**
 - a. **Metro should work with the FTA to Publish a *Notice of Intent to Prepare a Draft Environmental Impact Statement* in the Federal Register**, and initiate the DEIS Scoping Process. The FTA has recommended that this action be taken immediately. This action would ensure that all of the work completed during the alternatives analysis would be documented under the National Environmental Policy Act (NEPA). Public comment received prior to the Metro Council action on advancing the project into the DEIS phase would also be included as part of the NEPA record. The Scoping phase of a DEIS includes meetings with the public as well as local, state and federal agencies and affected tribal jurisdictions. The dates of the public, agency and tribal meetings would be published along with the notice of intent. The Scoping meetings present proposed alternatives and solicit input on potential additional alternatives that could be included in a DEIS.
 - b. **Metro should prepare a work scope, budget and schedule for the DEIS.** In order to secure funding for a DEIS, a cost estimate is required. The estimate is based on a scope of work and schedule that meet all appropriate FTA and NEPA requirements. This DEIS will need to meet new requirements for public and agency participation covered under Section 6002 of the SAFETEA-LU Act. Metro staff will convene the PMG to discuss and review the scope of work, schedule and budget, including agency roles and responsibilities during the DEIS phase.
 - c. **Metro should work with project partners, through the Project Management Group, to identify and secure funding for the DEIS.** Along with the scope, schedule and budget, Metro will work with project partners to identify potential sources of funding for the DEIS, as well as the next phases of project development, Preliminary Engineering and the Final Environmental Impact Statement. Potential sources of funding include FTA Section 5339 or other funds through the MTIP process, and local jurisdiction, TriMet, or ODOT contributions.

2. **In order to advance the goal of implementing a bicycle and pedestrian trail that connects Portland and Lake Oswego, the Metro Council directs that the following steps be taken:**
 - a. **Metro, with assistance from project partners through the TAC and PMG, should develop a process to undertake the *Trail Refinement Next Steps* listed above.** The result of this process would be to resolve key issues and determine the relationship of the trail and the transit project during the DEIS phase. Of particular importance are:
 - i. Involvement of the public and advocacy groups in improving the trail concept
 - ii. Definition of the lead agency for advancement of a trail
 - iii. Development of an approach to reduce capital costs
 - iv. Analysis of possible phasing of trail segments
 - v. Identification of potential trail capital funding sources
3. **The Metro Council finds that prior to initiation of the DEIS, Metro, with the assistance of the PMG, should develop actions or conditions for each participating agency that would help to ensure that the project can meet FTA thresholds with regard to ridership and financing and achieve the important development objectives for the Corridor.**

These could include:

- a. Development of local funding mechanisms
 - b. Demonstrated progress toward development objectives
 - c. Resolution of technical issues, e.g. ODOT concerns regarding the SW Macadam Avenue alignment
 - d. Threshold criteria for selecting a full-length option over an MOS or vice versa
4. **The Metro Council finds that the following concerns need to be addressed by Metro and its project partners as the project moves forward into a DEIS:**
 - a. The alternative should be constructed in such a manner as to allow coordination with transportation alternatives across the Sellwood Bridge or its replacement.
 - b. Maximize the alternative to establish a safe and attractive transit, pedestrian and bicycle route from Lake Oswego to Portland. Minimize negative impacts to residents and property values.
 - c. The DEIS should include an analysis of the conflicts between use of the corridor as a commuter route and the stated desire of Johns Landing residents for a more pedestrian and retail friendly environment.
 - d. Continue to analyze redevelopment opportunities in Johns Landing and Lake Oswego.
 - e. Strive for closer integration of Johns Landing and South Waterfront urban planning and work to improve pedestrian, bicycle, automobile and streetcar connections.

- 5. The Metro Council finds that the PMG should undertake a Johns Landing Alignment Refinement Study that would precede the start of the DEIS. This study would support the DEIS detailed definition of alternatives and should focus on:**
- a. The operational, design and cost trade-offs between the various alignment options in the Johns Landing segment.
 - b. Financial mechanisms to capture the full value of the Willamette Shore Line so that the current value of the WSL right of way could be used to leverage federal dollars and be applied to a project as local match. These mechanisms could include purchase by adjoining property owners, formation of a local improvement district and/ or a right of way trade that could be counted as local match
 - c. Design solutions through and/or around the most constrained parts of the Willamette Shore Line alignment
 - d. Initial operating concepts for the Streetcar in Macadam Avenue that address ODOT concerns regarding shared traffic operations.
 - e. Refinement of temporary and permanent Johns Landing terminus locations.
 - f. Funding for the refinement study should be equitably shared by the participating agencies.

RESOLUTION 07-57**A RESOLUTION OF THE LAKE OSWEGO CITY COUNCIL SUPPORTING THE LAKE OSWEGO TO PORTLAND TRANSIT AND TRAIL ALTERNATIVES ANALYSIS STEERING COMMITTEE RECOMMENDATIONS FOR THE DRAFT ENVIRONMENTAL IMPACT STATEMENT STUDY FOR THE HIGHWAY 43 CORRIDOR.**

WHEREAS, the Regional Transportation Plan (RTP) designates Highway 43 between Portland and Lake Oswego as a planned frequent bus line and the Willamette Shore Line Rail right of way as a planned/proposed streetcar line; and

WHEREAS, in 1988, the City of Lake Oswego, along with six other agencies, purchased the Willamette Shore Line rail right of way for the purpose of preserving the line for future high capacity transit ; and

WHEREAS, the City of Lake Oswego has adopted a Transportation System Plan as a component of its Comprehensive Plan that indicates that Hwy. 43 is a congested corridor, and that the Willamette Shore Line right of way should be preserved for future high capacity transit; and

WHEREAS, the City of Lake Oswego, along with other regional partners, has through its actions over the past 19 years, supported efforts to encourage future high capacity transit between Lake Oswego and Portland by contracting with the Oregon Electrical Railway Historical Society to operate a seasonal trolley on the Willamette Shore Line right of way in order to preserve its use for future high capacity transit; and

WHEREAS, in 2004, the City Council of the City of Lake Oswego appointed a Downtown Transit Alternatives Advisory Committee (DTAAC), consisting of neighborhood, business and transportation representatives, which examined preferred transit options for the City of Lake Oswego; and

WHEREAS, in 2005, Metro applied for and attained Metropolitan Transportation Improvement Program funds in order to conduct a Transit and Trail Alternatives Analysis to examine transit and trail options in the Highway 43 Corridor, including the Willamette Shore Line right-of-way, and the City of Lake Oswego contributed funding for a portion of the local match, along with the City of Portland and TriMet; and

WHEREAS, an Alternatives Analysis, consistent with Federal Transit Administration requirements, was conducted; and

WHEREAS, representatives on the Transit and Trail Steering Committee, consisting of elected and appointed members from the City of Lake Oswego, the City of Portland, Multnomah and Clackamas Counties, TriMet, Metro, Oregon Department of

Transportation, and Portland Streetcar, Inc. (PSI), have reviewed the Evaluation Alternatives Report as well as recommendations from the Lake Oswego to Portland Advisory Committee (LOPAC), and have recommended that the project alternatives as outlined in Attachment A should be forwarded to Metro Council for further study in a Draft Environmental Impact Statement; and

BE IT RESOLVED by the City Council of the City of Lake Oswego:

Section 1. The Lake Oswego City Council hereby supports the September 10, 2007 recommendation of the Lake Oswego to Portland Transit and Trail Alternatives Analysis Steering Committee, attached as Exhibit A, generally including streetcar and enhanced bus modes, two alternative streetcar alignments and two termini options and one minimum operable segment.

Section 2. The City Council urges that Metro incorporate the recommended project alternatives into the study for the Draft Environmental Impact Statement for the Highway 43 Corridor.

Section 3. The City Council conveys that support for study of the MOS to Nevada Street should not be viewed as support for streetcar to Nevada Street as a project terminus as it would not meet the identified Purpose and Need for the project and would significantly increase the cost of the project.

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Section 4. Effective Date. This Resolution shall take effect upon passage.

Considered and enacted at the meeting of the City Council of the City of Lake Oswego held on the 2nd day of October, 2007.

AYES: Mayor Hammerstad, McPeak, Groznik, Hennagin, Jordan, Johnson

NOES: none


EXCUSED: Turchi

ABSTAIN: none




Judie Hammerstad, Mayor

ATTEST:



Robyn Christie, City Recorder

APPROVED AS TO FORM:



David Powell
City Attorney



Martha Schrader
Chair

Lynn Peterson
Commissioner

Bill Kennemer
Commissioner

BOARD OF COUNTY COMMISSIONERS

PUBLIC SERVICES BUILDING

2051 KAEN ROAD | OREGON CITY, OR 97045

December 7, 2007

David Bragdon, President
Metro Council
600 NE Grand Ave.
Portland, OR 97232-2736

Dear President Bragdon:

The Clackamas County Board of Commissioners has reviewed the Lake Oswego Transit and Trail Alternatives Analysis Steering Committee recommendation to advance alternatives into a Draft Environmental Impact Statement and we support the recommendation of the Steering Committee. While we are supportive of this recommendation, we would like to emphasize several issues.

We agree with the need to continue to study a Streetcar as the preferred mode, especially recognizing the limitations of bus rapid transit. However, we believe it is important to study all modes more thoroughly in the next stage of analysis. Additionally, though we have agreed to further study of a minimum operable segment to Nevada Street, we believe that this would not meet the purpose and need of the project and would add significantly more cost to the project.

Regarding the alignments through the Johns Landing area, we support continued study of both the Willamette Shore Line right of way and SW Macadam Avenue. We recognize and want to maximize the value of the Willamette Shore Line right of way but also realize that a Macadam Avenue alignment could potentially provide a positive tradeoff between benefits and impacts.

While the segment of the corridor that is within unincorporated Clackamas County does not anticipate increased development, there are key development opportunities in the Lake Oswego town center. The county supports further study of both terminus locations in order to better understand the benefits and impacts of both options. Additionally, we are fully supportive of the redevelopment efforts currently underway by the City of Lake Oswego.

Providing a bicycle/pedestrian component is very important to Clackamas County. We recognize the physical constraints involved as well as the possible legal issues of the Willamette Shore Line right of way. We are willing and eager to play a leadership role with Metro, project partners and the public to address the challenges of creating a safe, continuous trail through the corridor at a reasonable cost. We look forward to future opportunities to develop and consider creative options and make recommendations as appropriate.

We thank you for this opportunity to lend our support to this project that will provide new transportation choices in the corridor and beyond, into broader Clackamas County, where our population and employment continue to grow and demand additional transportation capacity.

Sincerely,

Martha Schrader
Chair

Lynn Peterson
Commissioner

Bill Kennemer
Commissioner



Ted Wheeler, Multnomah County Chair

501 SE Hawthorne Blvd., Suite 600
Portland, Oregon 97214
Phone: (503) 988-3308
Email: mult.chair@co.multnomah.or.us

November 26, 2007

David Bragdon, President
Metro Council
600 NE Grand Avenue
Portland, OR 97232-2736

Dear President Bragdon:

The Multnomah County Board of Commissioners has reviewed both LOPAC's and the Steering Committee Recommendation for the Lake Oswego to Portland Transit and Trails Alternatives Analysis. This letter will offer alternatives into a Draft Environmental Impact Statement and provide the following recommendation.

After reviewing the Steering Committee Revised Recommendation we agree with the need to continue to study a Streetcar as the preferred mode, especially recognizing the limitations of bus rapid transit. That said, we encourage that a streetcar to Johns Landing and enhanced bus to Lake Oswego be studied as an alternative for this corridor, as well as the Steering Committee's recommendation of studying Streetcar to Lake Oswego as an alternative. Regarding the alignments through the South Waterfront area, we support continued study of the Willamette Shore Line right of way and SW Macadam alignments. We recognize the value of the Willamette Shore Line right of way, but we do not wish to see its value as the driving force, only that it and the SW Macadam Avenue alignments each be given full consideration.

With respect to a terminus in Lake Oswego we believe that a Trolley Terminus be considered while the advantages of the other two locations (Safeway and Albertsons) receive further study. We recognize that there are several advantages that accompany streetcar development. First is the transit demand at the terminus as well as the potential for continuation of the line, and second the potential for economic development that might occur along an alignment. Therefore, consideration of a Trolley Terminus is also important to allow some flexibility before committing to one terminus or the other.

At our briefing we also heard from citizens from unincorporated Multnomah County as well as members of LOPAC and wish to support their recommendation. While their recommendation(s) is included in the Steering Committee's Revised Recommendation, there are some key differences that bear consideration. First, we would like to reiterate our desire to see the SW Macadam alignment studied as per LOPAC's recommendation. Second, while we wish to see the Trolley Terminus as an alternative, we again concur that studying a terminus in Johns Landing should also be reviewed as an alternative with enhanced bus service to south to Lake Oswego.

Providing a bicycle/pedestrian component is very important to Multnomah County. We recognize the physical constraints involved as well as the possible legal issues of the Willamette Shore Line right of way. We encourage establishing a subcommittee to closely review the options and make recommendations as appropriate.

Finally, the effect of any of the alternatives on the environment must be a component of the DEIS. We continued to be concerned about the potential impact any of the alternatives may have on the environment and believe that the preferred alternative be one that also meets key sustainability measures.

Multnomah County supports moving ahead with the DEIS as recommended by both LOPAC and the Steering Committee. We thank you for this opportunity to lend our support.

Sincerely,

A handwritten signature in black ink that reads "TED WHEELER". The signature is written in a cursive, slightly slanted style.

Ted Wheeler
Multnomah County Chair

TW/ml



CITY OF

PORTLAND, OREGON

OFFICE OF PUBLIC UTILITIES

Sam Adams, Commissioner
1221 S.W. Fourth Avenue, Rm. 220
Portland, Oregon 97204-1994
(503) 823-3008
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Metro Council
600 NE Grand Ave.
Portland, OR 97232

Honorable President Bragdon and Metro Councilors:

As Commissioner in charge of the Portland Office of Transportation and City of Portland representative in the Lake Oswego to Portland Transit and Trail Alternatives Analysis Steering Committee, I support the Steering Committee recommendations as amended and approved at the November 19th, 2007 meeting.

In advancing the Steering Committee's Recommendations, I appreciate the hard work that citizens of Portland and along the corridor put into the project for over two years.

I understand that planning for high capacity transit in this corridor has been a controversial endeavor going back to the master planning efforts of the 1970s. Given this history, the recommendations of the Lake Oswego to Portland Project Advisory Committee and the Steering Committee are important steps toward a workable solution.

Though this study resolved many issues, many questions remained unanswered. I believe this refinement study is the best way to continue to explore options with the community and try to build towards an agreement on the options to be studied as part of the environmental impact study work (EIS).

In advancing this project to the next level of planning, the City of Portland is interested in a process that will lead to solutions that meet the City's and the region's transportation and land use objectives and reflect the needs and aspirations of stakeholders along the corridor.

As such, I am recommending that as part of the refinement study referred to in the Steering Committee's recommendations, the following elements be incorporated:

1. This refinement study is for the area of Johns Landing between South Waterfront and the Sellwood Bridge, and should be conducted with active participation from businesses and residents along the corridor.
2. The refinement study should be consistent and supportive of the NEPA process;
3. The refinement study work should be scoped for and executed so that the end result will be a narrowing of streetcar alignments in the Johns Landing segment to be advanced into the EIS;
4. The refinement study should be conducted concurrently with trail planning, and if that is not possible, the refinement study should consider the impacts on trail development in its alternative selection process;
5. Opportunities and constraints to build a citywide streetcar system should be part of the criteria for alternative selection; and
6. The scope of work and execution of the refinement study should be done in a cooperative effort with the City of Portland, Metro, TriMet, ODOT and the public at large.

Sincerely,

Commissioner Sam Adams

December 11, 2007

Metro Council
600 NE Grand Avenue
Portland, OR 97232-2736

Dear President Bragdon:

On behalf of TriMet, I recommend that you adopt the Lake Oswego to Portland Steering Committee Recommendations as amended on November 19, 2007. These recommendations propose a sound range of project alternatives that present the public and decision-makers with sensible choices on how to proceed with transit improvements in the Lake Oswego to Portland Corridor. Each of the alternatives will benefit from the careful analysis of impacts and mitigations that can only take place within the NEPA process.

As the project moves forward, TriMet, Metro and our regional partners will seek to develop creative design solutions that address the community concerns expressed during the alternatives analysis, while maintaining reliable and quick transit options through the corridor. Balancing the regional transportation needs with local impacts will be particularly challenging in this highly constrained corridor.

TriMet also wants to emphasize its belief that the value of the Willamette Shore Line railroad right of way should be preserved as local match for FTA funds and not given up prematurely. Whether the match is created through direct use of the right of way or by separate funding that ensures that the value is captured by other means, capture of the right of way's value will need to be addressed as we advance into the DEIS.

We look forward to working with you on this important project.

Sincerely,



Fred Hansen
General Manager

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF IDENTIFYING)	RESOLUTION NO. 07-3887
ALTERNATIVES TO ADVANCE INTO A)	
DRAFT ENVIRONMENTAL IMPACT)	
STATEMENT FOR THE PORTLAND TO LAKE)	
OSWEGO CORRIDOR TRANSIT PROJECT)	Introduced by Councilor Rex Burkholder
)	

WHEREAS, in 1988 a consortium of seven government agencies purchased the Willamette Shore Line right-of-way for the purpose of preserving the right of way for future rail transit in the geographically constrained Portland to Lake Oswego Highway 43 corridor; and

WHEREAS, the Willamette Shore Line right-of-way has appreciated significantly in value since its purchase and can be used as local match for federal transit funds, and

WHEREAS, the Regional Transportation Plan, adopted by the Metro Council in 2004 called for a corridor refinement plan for evaluation of high capacity transit options for the Lake Oswego to Portland Highway 43 corridor;

WHEREAS, in 2005, Metro initiated an alternatives analysis consistent with FTA requirements to assess the feasibility of transit and trail alternatives between Lake Oswego and Portland; and

WHEREAS, a wide range of alternatives was evaluated in the alternatives analysis that included No-Build, Bus Rapid Transit with multiple alignments, Streetcar with multiple alignments, River Transit, and accompanying trail alignments; and

WHEREAS, the alternatives analysis confirmed that highway widening in the Highway 43 corridor is infeasible and costly, and that reversible lanes are not warranted, and

WHEREAS, ridership and cost information was developed in the alternatives analysis that evaluated an extension of the proposed Milwaukie light rail line to the Albertsons terminus on an alignment parallel to the Portland and Western Railroad; and

WHEREAS, an extensive public involvement process was undertaken from July 2005 to the present that included testimony before and after every meeting of the Lake Oswego to Portland Project Advisory Committee (LOPAC), community design workshops, open houses, small group meetings, neighborhood group meetings, individual property owner meetings, a bus rider survey, newsletters, and targeted mailings, resulting in over 1,200 direct citizen contacts; and

WHEREAS, on July 16, 2007, a public hearing was held by the Steering Committee and public comments were received on the *Lake Oswego to Portland Transit and Trail Alternatives Analysis Evaluation Summary Public Review Draft*; and

WHEREAS, on July 31, 2007, the Lake Oswego to Portland Project Advisory Committee (LOPAC) adopted their recommendation to the Steering Committee regarding transit and trail alternatives to advance for further study in a Draft Environmental Impact Statement; and

WHEREAS, on August 29, 2007 the Lake Oswego to Portland Project Management Group (PMG) adopted their recommendation to the Steering Committee regarding transit and trail alternatives to advance for further study in a Draft Environmental Impact Statement; and

WHEREAS, on September 10, 2007 the Steering Committee, after consideration of LOPAC and PMG recommendations, public input, the *Lake Oswego to Portland Transit and Trail Alternatives Analysis Draft Public Comment Summary* report, and the *Lake Oswego to Portland Transit and Trail Alternatives Analysis Evaluation Summary Public Review Draft* report; adopted the *Steering Committee Recommendations on Alternatives to be Advanced into a Draft Environmental Impact Statement and Work Program Considerations*, attached as Exhibit A; and

WHEREAS, the transit alternatives adopted by the Steering Committee on September 10 2007 included No-Build, Enhanced Bus and Streetcar, including streetcar alignment alternatives on SW Macadam Avenue, the Willamette Shore Line right-of-way, or combinations of the two that may include all or parts of the Johns Landing Masterplan alignment through Johns Landing, a temporary minimum operable segment terminus in the vicinity of Nevada Street in Johns Landing, the Willamette Shore Line right-of-way from the vicinity of Nevada Street to the existing trolley barn and south to the Albertsons terminus option or west via A and B Avenues to the Safeway terminus option in Lake Oswego; and

WHEREAS, the Lake Oswego to Portland Corridor Project would be the region's next priority for FTA funding, following the Portland Streetcar Loop Project and Milwaukie to Portland Light Rail Project; and

WHEREAS, the bicycle and pedestrian trail element of the alternatives analysis received a high level of public support, and the Steering Committee Recommendation from September 10, 2007 included a recommendation to advance and refine the pedestrian and bicycle trail options in the corridor, including additional design work, cost reduction strategies, potential trail phasing strategies, resolution of legal issues and identification of construction funding sources; and

WHEREAS, on November 19, 2007, the Steering Committee amended their September 10, 2007 recommendation to add a permanent Johns Landing terminus to the alternatives to be advanced, and to initiate a Refinement Study in the Johns Landing area prior to the start of the Draft Environmental Impact Statement, attached as Exhibit A, based on public comment and recommendations from the LOPAC Chair and Vice-chairs, and

WHEREAS, the Lake Oswego City Council, Portland City Council, TriMet Board of Directors, Multnomah County Board of Commissioners and Clackamas County Board of Commissioners submitted letters of support and/or resolutions endorsing the Steering Committee recommendations, attached as Exhibit B, and

WHEREAS, the Metro Council has considered previous public comments, public testimony at this hearing, and public agency endorsements of the Steering Committee Recommendation as amended November 19, 2007; now therefore

BE IT RESOLVED, that the Metro Council adopts the *Lake Oswego to Portland Transit and Trail Alternatives Analysis Steering Committee Recommendation and Work Program Considerations*, as adopted September 10, 2007 and amended November 19, 2007, attached as Exhibit A.

ADOPTED by the Metro Council this ____ day of December 2007.

David Bragdon, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney

Lake Oswego to Portland Transit and Trail Alternatives Analysis

Steering Committee Recommendation

Alternatives to be Advanced into a
Draft Environmental Impact Statement

Work Program Considerations

Adopted September 10, 2007

Amended November 19, 2007



METRO

Steering Committee Recommendation

Alternatives to Advance into a Draft Environmental Impact Statement

Adopted September 10, 2007

I. OVERVIEW

This document presents the recommendations of the Steering Committee to the Metro Council for alternatives to be advanced into a *Draft Environmental Impact Statement* for the Lake Oswego to Portland corridor. The transit alternatives and their accompanying trail components have been fully evaluated against the project's purpose and need and goals and objectives, and this evaluation is documented in the *Lake Oswego to Portland Transit and Trail Alternatives Analysis Evaluation Summary Public Review Draft* dated July 12, 2007. The Steering Committee recommendations also consider recommendations from the Lake Oswego to Portland Project Advisory Committee (LOPAC) dated July 31, 2007, the findings of the Project Management Group dated September 3, 2007, public input received during the two public open houses held on June 27 and 28, 2007 and the public hearing held on July 16, 2007 as well as all other comments received as described in the *Public Comment Summary* dated September 10, 2007.

This recommendation discusses transit mode, terminus of the transit project and specific alignments. In addition, a strategy is presented for further development of a trail connection in the corridor. The **mode** section presents findings and recommendations regarding the No-Build, Bus Rapid Transit (BRT) and Streetcar alternatives. The **terminus** section presents findings and recommendations about the three terminus options including the Trolley, Safeway and Albertsons termini sites. The **alignment** section describes findings and recommendations for the three potential streetcar alignments within the John's Landing area; the Willamette Shore Line right of way, SW Macadam Avenue and the John's Landing Master Plan alignment.

II. FINDINGS AND RECOMMENDATIONS

Context

The Lake Oswego to Portland corridor is environmentally, topographically and physically constrained. Future roadway expansion is not anticipated and previous planning studies have concluded that a high capacity transit improvement is needed to provide additional capacity. In 1988, a consortium of seven government agencies purchased the Willamette Shore Line right of way connecting Lake Oswego to Portland for the purpose of preserving the rail right of way for future rail transit service. The 2004 Regional Transportation Plan (RTP) identified the need for a corridor refinement plan for a high capacity transit option for this corridor, which was the genesis of this alternatives analysis.

Existing and future traffic conditions in this corridor are projected to worsen as population and employment projections for Portland, Lake Oswego and areas south of Lake Oswego in Clackamas County continue to grow. The corridor already experiences long traffic queues, poor levels of service and significant capacity constraints at key locations. Travel times in the corridor are unreliable due to congestion on Highway 43.

Project Sequencing

A transit project in the Lake Oswego to Portland Corridor is one of several regional projects that would seek funding through FTA's New Starts and Small Starts funding programs. The financial analysis prepared during this alternatives analysis evaluated the sequencing of funding for this project based on current regional commitments. The Milwaukie to Portland Light Rail Project is the region's top priority for FTA New Starts funding following projects currently funded and under construction. The Columbia Crossing Project would also include a New Starts transit component and is proceeding concurrently with the Milwaukie to Portland LRT Project. The Portland Streetcar Loop project is the region's priority project for FTA Small Starts funding.

The Lake Oswego to Portland Corridor Project would be the region's next priority for FTA funding, with construction funding capacity becoming available starting in 2012 and continuing through 2017. In order to fit into the regional sequence of projects, the Steering Committee recognizes that the Portland to Lake Oswego Corridor Draft Environmental Impact Statement would need to be initiated in Fall 2008 as the Milwaukie to Portland Light Rail Project Final Environmental Impact Statement nears completion. In the Work Program Considerations section of these Steering Committee findings and recommendations, a number of steps are outlined which would need to be taken prior to the initiation of the DEIS, including preparation of a more detailed schedule that identifies key New Starts milestones and deliverables for the project.

Willamette Shoreline Right of Way

The Willamette shoreline rail right of way was purchased from the Southern Pacific Railroad in 1988 for \$2 million dollars by a consortium of local governments including Metro, the cities of Lake Oswego and Portland, Clackamas and Multnomah counties, the Oregon Department of Transportation (ODOT) and TriMet. Knowing that the Highway 43 corridor is very constrained; the purchase was made with the intent of preserving the corridor for future transit use.

The value of the right-of way has increased dramatically over 20 years. TriMet estimates currently value the right-of-way at \$75 million in 2007 dollars. This value is critical to a transit project that would use the right-of-way because the value of the right of way can be counted as local match for federal funds. A request for New Starts project funding from the Federal Transit Administration would typically be for 60 percent of a project's capital cost leaving 40 percent to be supplied locally. If \$75 million in right of way value were applied as part of local match, the remaining share of local funds required would be significantly reduced.

For the reasons stated above, whether an alternative uses the Willamette Shore Line right-of-way is a significant factor in project funding. For the Streetcar alternative, the \$75 million value of the Willamette Shore Line right of way could leverage as much as \$112.5 million in federal funds. Because it would not be using the right of way, the BRT alternative would not be able to leverage value of the right of way as part of its funding plan.

A. Transit Mode: Streetcar

Streetcar is the transit mode that best meets the project's purpose and need and the goals and objectives for the Lake Oswego to Portland Transit and Trail Alternatives Analysis.

The Steering Committee recommends that the **Streetcar mode** advance for further study in a Draft Environmental Impact Statement (DEIS) because:

- Streetcar would have the highest ridership of all the transit alternatives.
- Streetcar travel times would be up to 18 minutes faster between key corridor destinations and would be more reliable than the other transit alternatives. In peak travel periods, the Streetcar would provide faster travel times than autos between downtown and Lake Oswego. Faster travel time and higher reliability is gained through operation of streetcar in exclusive right of way on the Willamette Shore Line.
- Streetcar would have the lowest operating and maintenance costs of any alternative, including the No-Build. This is due to the marginal cost of extending a line that already operates in the corridor, the carrying capacity of the Streetcar vehicles compared to buses and the travel time advantage over BRT and No-Build. The Streetcar also replaces some corridor bus service, which results in a cost savings.
- The Streetcar alternative could leverage up to 3.3 million square feet of total new transit supportive development within three blocks of the proposed alignments.
- Streetcar is compatible with the existing transit system and would operate as an extension of the existing streetcar line that operates between NW 23rd Avenue and the South Waterfront.
- The \$75 million of value in the Willamette Shoreline right of way could leverage as much as \$112.5 million in federal funds if the project proceeds as a Federal Transit Administration (FTA) News Starts project.

The Steering Committee recommends that the **Bus Rapid Transit (BRT) mode** not advance for further study in a DEIS because:

- It may not be a practical option to achieve the travel time and ridership as modeled in this alternatives analysis. The queue bypass lanes used to bypass congestion at key intersections in the BRT alternative would have to be extended to between 500 and 1,000 feet instead of the 200 feet in the current designs and cost estimates.
- The BRT alternative would include property impacts at the key intersections where transit improvements are constructed. There would be additional property impacts associated with the additional queue jump length required to bypass congestion. This also would include removal of trees within the sidewalk area.
- Initial BRT capital costs were the lowest of all the transit alternatives, however, these do not include the additional costs of the longer queue jump lanes, which would be required.
- The BRT alternative would have the highest operating cost due to the greater number of vehicles required to meet demand, and the fact that the BRT line would require added service, unlike the Streetcar alternative which would replace existing bus service.
- For the entire length of the corridor, BRT travel times are subject to the same delays and congestion as the general traffic in areas where queue jump lanes are not provided, resulting in decreased reliability.
- The BRT alternative would not leverage transit supportive economic development beyond what would be expected with the No-Build alternative.
- The BRT alternative would not leverage the \$75 million value of Willamette Shore Line right of way, which could match federal transit funding of up to \$112.5 million.

The Steering Committee recommends that an **enhanced bus** alternative be studied as a more practical option for this constrained corridor. Such an option would avoid the property impacts of the BRT while providing improved service, bus pullouts where possible and better shelters and lighting at stations. Enhanced bus would act as the base case for comparison

to Streetcar alternatives in the DEIS. It would operate in mixed traffic, though this has implications for travel time, reliability and long-term efficiency of the line.

B. Alignments: Willamette Shore Line and SW Macadam Avenue

During the alternatives analysis process three alignments were evaluated in the John's Landing area: the Willamette Shore Line right of way, SW Macadam Avenue and the John's Landing Master Plan alignment. The Steering Committee recommends that two alignment options be studied further in the John's Landing area north of the Sellwood Bridge: the Willamette Shore Line right of way alignment and the SW Macadam Avenue alignment.

In addition, combinations of the two alignments should be evaluated to maximize the potential benefits and minimize impacts in the John's Landing area. The Steering Committee recognizes that alignments, which would avoid or minimize impacts through John's Landing, may need to be developed that are not part of either the Macadam Avenue or Willamette Shoreline alignments. These could include all or portions of the John's Landing Master Plan alignment or other rights of way.

The Steering Committee recommends that the **Willamette Shore Line right of way alignment** advance for further study for the following reasons:

- Streetcar on the Willamette Shore Line right of way would yield higher reliability and faster travel times than the other alignments due to the 100% exclusive right of way. In the DEIS, Issues of pedestrian and vehicle safety and proximity to private properties must be considered in the analysis of this alignment..
- The Willamette Shore Line right of way is in public ownership and could potentially be used as local match towards the capital cost of the project. Current estimates value the entire right of way at \$75 million. For the portion north of SW Nevada Street, the value of the right of way is estimated at approximately \$35 million, which could leverage an additional \$58 million in federal funds.
- The Willamette Shore Line Right-of-Way alignment has received public support from Lake Oswego residents because it has faster travel time, better reliability and less impact to Highway 43 traffic operations and safety than an alignment that would use Macadam Avenue in John's Landing.

The Steering Committee recommends that the **SW Macadam Avenue alignment** advance for further study for the following reasons:

- The SW Macadam Avenue alignment was the preferred alignment of the LOPAC based on community support, development potential, and the ability to avoid residential impacts of the Willamette Shore Line alignment. The LOPAC emphasized that the alignment should be on SW Macadam Avenue for as much of the length of the route as possible from the South Waterfront to the vicinity of the intersection of SW Macadam Avenue and SW Nevada Street.
- The SW Macadam Avenue alignment would leverage the most potential transit supportive development, approximately 2.2 million square feet of total new development in John's Landing.
- The SW Macadam Avenue alignment would avoid some of the potential property impacts associated with use of the Willamette Shore Line right of way.
- The SW Macadam Avenue alignment has emerged with the most public support from residents and businesses in John's Landing.

- As LOPAC recommended, a bicycle and pedestrian trail could be established along the Willamette Shore Line with the Macadam Avenue alignment. This trail has the potential to reduce conflicts between recreational and commuter user groups on the existing Willamette River Greenway trail by providing a more direct route through Johns Landing.

Note: The Steering Committee recognizes ODOT's expressed concerns regarding the SW Macadam Avenue alignment option and will ensure that questions related to potential streetcar operations in mixed traffic on SW Macadam Avenue are addressed.

South of the John's Landing area and north of the Trolley Terminus site in Lake Oswego, the Willamette Shore Line right of way was the only alignment to advance to the completion of the alternatives analysis. As part of its design option narrowing decision, The Steering Committee eliminated Highway 43 south of John's Landing from consideration as a Streetcar alignment for safety and operational reasons, making the Willamette Shore Line alignment the only option in this segment of the corridor. The *Evaluation Summary Report* contains a description of the alternative and design option narrowing decisions that were made during the alternatives analysis.

C. Lake Oswego Full-Length Termini: Albertsons and Safeway

The Steering Committee recommends that the Albertsons and Safeway termini should advance into the DEIS. The Trolley terminus should not be advanced into the DEIS. These termini options are preferred because they would serve more population and employment, have higher ridership, disperse park and ride spaces, and have greater potential for transit-supportive development while demonstrating similar traffic impacts.

The Steering Committee recommends that the **Albertsons terminus** advance for further study for the following reasons:

- The Albertsons terminus would allow for the possible future extension of Streetcar south to West Linn or Oregon City.
- The Albertsons terminus has strong public support from the residents south of Lake Oswego and citizens within Lake Oswego. In 2006, Lake Oswego's Downtown Transit Alternatives Analysis Committee (DTAAC) recommended the Albertsons terminus site, partly because it would intercept traffic from the south before it reaches the center of downtown.
- The Albertsons terminus could generate substantial transit supportive development in Lake Oswego (0.9 million square feet).

The Steering Committee recommends that the **Safeway terminus** advance for further study for the following reasons:

- The Safeway terminus would allow for the possible future extension of Streetcar to the west.
- The Safeway terminus could provide park and ride access west of downtown Lake Oswego, intercepting traffic before it reaches the center of downtown.
- The Safeway site could leverage the most potential transit supportive development (1.1 million square feet in Lake Oswego), as compared to the Albertsons or Trolley terminus options.

- The Safeway site would allow the Streetcar to act as a circulator for trips within downtown Lake Oswego between the Foothills district and the west end of downtown.

The Steering Committee acknowledges that an at-grade crossing of streetcar with Highway 43 under the Safeway terminus option would require additional study and coordination with ODOT and the City of Lake Oswego to ensure that a safe and efficient crossing is feasible.

Additionally, the Steering Committee acknowledges that it may be necessary to construct a project that would utilize the **Trolley Terminus** as a **temporary interim terminus** while joint development construction plans are finalized at either the Albertsons or Safeway terminus sites.

D. Temporary Johns Landing Short Terminus - Minimum Operable Segment (MOS)

If a full-length project cannot be built for financial or other reasons, the FTA allows for Minimum Operable Segments (MOS) to be considered as interim termini for a project. In this corridor, preliminary analysis was done for a MOS for Streetcar that would terminate in the vicinity of Nevada Street in John's Landing on either the Willamette Shore Line right-of-way or the Macadam Avenue alignments. A streetcar terminus in Johns Landing should include enhanced bus service to Lake Oswego as part of the complete alternative. The Steering Committee recommends that this alternative advance for further study for the following reasons:

- Significant public support was expressed for this option from participants in the process all through the corridor.
- A minimum operable segment (MOS) provides flexibility to initiate a project with available funding while pursuing additional funding to complete the remainder.

E. Johns Landing Permanent Terminus

A permanent terminus in Johns Landing was selected by the LOPAC along with a full-length Streetcar alternative as their preferred options to be advanced into the DEIS. The LOPAC preference was that this terminus be paired with the Macadam Avenue alignment; in Johns Landing however this terminus option could be paired with either the Willamette Shoreline or Macadam alignments. A streetcar terminus in Johns Landing should include enhanced bus service to Lake Oswego as part of the complete alternative.. The Steering Committee recommends that this alternative be advanced into the DEIS for the following reasons:

- There is strong community support for this option in both Johns Landing and Dunthorpe.
- Analysis of a permanent terminus in addition to a temporary Minimum Operable Segment terminus would allow a full range of choices that could respond to funding constraints, environmental impacts and community preferences.
- This terminus option could maintain the ability to cross a new or reconstructed Sellwood Bridge in the future.

III. TRAIL CONSIDERATIONS

Context

As part of the Willamette River Greenway vision, a trail was proposed to run along the Willamette Shore Line right of way from Willamette Park in Portland to downtown Lake Oswego between Highway 43 and the Willamette River. As part of this Alternatives Analysis, the feasibility of a continuous trail between Portland and Lake Oswego was evaluated. Each transit alternative carried with it a complementary trail component. The BRT alternative would have used the Willamette Shore Line right of way for exclusive trail use. The Streetcar alternative, which the Steering Committee recommends further study, would require shared use of the Willamette Shoreline between Streetcar and a trail. The discussion below focuses on the trail components that would accompany the Streetcar alignments.

A. Trail Component

The bike and pedestrian trail component of this study has received tremendous community support. A trail in the corridor would provide a critical link in the regional transportation system, connecting other regional and local trails. A continuous, safe and level trail component is a desired outcome in this corridor.

However, as currently designed, the trail component may not be practical to build for its entire length because of the high capital costs associated with shifting the Streetcar alignment to accommodate the trail in a tightly constrained right of way and very difficult topography. Because some portions of the trail are more easily implemented than others, and because funding for the entire trail may not be available at one time, the trail may need to be developed in phases.

B. Trail Component Refinement Next Steps

The Steering Committee recommends that a trail component advance for further study. However, additional refinement is needed to determine how to advance the trail and the transit alternatives, either together or separately. The following identifies additional considerations for the trail and next steps:

- Further consideration is required to determine trail project sponsors and potential funding sources. Metro may or may not be the appropriate agency to lead the effort to advance a trail in the corridor.
- Additional design work is needed to identify ways to design and construct a trail in this corridor with lower capital costs and impacts while still accommodating the transit project. The trail design should change and adapt to constraints in the corridor. The width of the trail does not need to be the same for the entire alignment and flexibility will be required with regard to various jurisdictions design standards and requirements.
- Trail phasing should be considered so that the most cost-effective segments could move forward. The additional design work required for the more difficult and expensive portions will take more time and effort.

- Additional study is needed to evaluate the potential for the Portland and Western railroad bridge and an eastside connection to the Sellwood Bridge to provide a useful pedestrian and bike trail connection between Lake Oswego and Portland
- Further study is needed regarding the outstanding legal questions in order to facilitate decisions about the Willamette Shore Line right of way and its use for a trail.

IV. WORK PROGRAM CONSIDERATIONS

Several actions are needed prior to advancing the project into the *Draft Environmental Impact Statement* phase of project development. Because a DEIS for the Lake Oswego to Portland Corridor is not included in Metro's current fiscal year budget, it is recognized that there will be a gap before the DEIS can commence.

1. **The following actions are recommended by the Steering Committee to advance the project into the *Draft Environmental Impact Statement*:**
 - a. **Metro should work with the FTA to Publish a *Notice of Intent to Prepare a Draft Environmental Impact Statement* in the Federal Register**, and initiate the DEIS Scoping Process. The FTA has recommended that this action be taken immediately. This action would ensure that all of the work completed during the alternatives analysis would be documented under the National Environmental Policy Act (NEPA). Public comment received prior to the Metro Council action on advancing the project into the DEIS phase would also be included as part of the NEPA record. The Scoping phase of a DEIS includes meetings with the public as well as local, state and federal agencies and affected tribal jurisdictions. The dates of the public, agency and tribal meetings would be published along with the notice of intent. The Scoping meetings present proposed alternatives and solicit input on potential additional alternatives that could be included in a DEIS.
 - b. **Metro should prepare a work scope, budget and schedule for the DEIS.** In order to secure funding for a DEIS, a cost estimate is required. The estimate is based on a scope of work and schedule that meet all appropriate FTA and NEPA requirements. This DEIS will need to meet new requirements for public and agency participation covered under Section 6002 of the SAFETEA-LU Act. Metro staff will convene the PMG to discuss and review the scope of work, schedule and budget, including agency roles and responsibilities during the DEIS phase.
 - c. **Metro should work with project partners, through the Project Management Group, to identify and secure funding for the DEIS.** Along with the scope, schedule and budget, Metro will work with project partners to identify potential sources of funding for the DEIS, as well as the next phases of project development, Preliminary Engineering and the Final Environmental Impact Statement. Potential sources of funding include FTA Section 5339 or other funds through the MTIP process, and local jurisdiction, TriMet, or ODOT contributions.

2. **In order to advance the goal of implementing a bicycle and pedestrian trail that connects Portland and Lake Oswego, the Steering Committee recommends that the following steps should be taken:**

a. **Metro, with assistance from project partners through the TAC and PMG, should develop a process to undertake the *Trail Refinement Next Steps* listed above.** The result of this process would be to resolve key issues and determine the relationship of the trail and the transit project during the DEIS phase. Of particular importance are:

- i. Involvement of the public and advocacy groups in improving the trail concept
- ii. Definition of the lead agency for advancement of a trail
- iii. Development of an approach to reduce capital costs
- iv. Analysis of possible phasing of trail segments
- v. Identification of potential trail capital funding sources

3. **Prior to initiation of the DEIS, Metro, with the assistance of the PMG, should develop actions or conditions for each participating agency that would help to ensure that the project can meet FTA thresholds with regard to ridership and financing and achieve the important development objectives for the Corridor.**

These could include:

- a. Development of local funding mechanisms
- b. Demonstrated progress toward development objectives
- c. Resolution of technical issues, e.g. ODOT concerns regarding the SW Macadam Avenue alignment
- d. Threshold criteria for selecting a full-length option over an MOS or vice versa

4. **The following Steering Committee concerns need to be addressed by Metro and its project partners as the project moves forward into a DEIS:**

- a. The alternative should be constructed in such a manner as to allow coordination with transportation alternatives across the Sellwood Bridge or its replacement.
- b. Maximize the alternative to establish a safe and attractive transit, pedestrian and bicycle route from Lake Oswego to Portland. Minimize negative impacts to residents and property values.
- c. The DEIS should include an analysis of the conflicts between use of the corridor as a commuter route and the stated desire of Johns Landing residents for a more pedestrian and retail friendly environment.
- d. Continue to analyze redevelopment opportunities in Johns Landing and Lake Oswego.
- e. Strive for closer integration of Johns Landing and South Waterfront urban planning and work to improve pedestrian, bicycle, automobile and streetcar connections.

- 5. Metro, TriMet, ODOT and the City of Portland should undertake a Johns Landing Alignment Refinement Study that would precede the start of the DEIS. This study would support the DEIS detailed definition of alternatives and should focus on:**
- a. The operational, design and cost trade-offs between the various alignment options in the Johns Landing segment.
 - b. Financial mechanisms to capture the value of the Willamette Shore Line so that the current value of the WSL right of way could be used to leverage federal dollars and be applied to a project as local match. These mechanisms could include purchase by adjoining property owners, formation of a local improvement district and/ or a right of way trade that could be counted as local match
 - c. Design solutions through and/or around the most constrained parts of the Willamette Shore Line alignment
 - d. Initial operating concepts for the Streetcar in Macadam Avenue that address ODOT concerns regarding shared traffic operations.
 - e. Refinement of temporary and permanent Johns Landing terminus locations.

RESOLUTION 07-57

A RESOLUTION OF THE LAKE OSWEGO CITY COUNCIL SUPPORTING THE LAKE OSWEGO TO PORTLAND TRANSIT AND TRAIL ALTERNATIVES ANALYSIS STEERING COMMITTEE RECOMMENDATIONS FOR THE DRAFT ENVIRONMENTAL IMPACT STATEMENT STUDY FOR THE HIGHWAY 43 CORRIDOR.

WHEREAS, the Regional Transportation Plan (RTP) designates Highway 43 between Portland and Lake Oswego as a planned frequent bus line and the Willamette Shore Line Rail right of way as a planned/proposed streetcar line; and

WHEREAS, in 1988, the City of Lake Oswego, along with six other agencies, purchased the Willamette Shore Line rail right of way for the purpose of preserving the line for future high capacity transit ; and

WHEREAS, the City of Lake Oswego has adopted a Transportation System Plan as a component of its Comprehensive Plan that indicates that Hwy. 43 is a congested corridor, and that the Willamette Shore Line right of way should be preserved for future high capacity transit; and

WHEREAS, the City of Lake Oswego, along with other regional partners, has through its actions over the past 19 years, supported efforts to encourage future high capacity transit between Lake Oswego and Portland by contracting with the Oregon Electrical Railway Historical Society to operate a seasonal trolley on the Willamette Shore Line right of way in order to preserve its use for future high capacity transit; and

WHEREAS, in 2004, the City Council of the City of Lake Oswego appointed a Downtown Transit Alternatives Advisory Committee (DTAAC), consisting of neighborhood, business and transportation representatives, which examined preferred transit options for the City of Lake Oswego; and

WHEREAS, in 2005, Metro applied for and attained Metropolitan Transportation Improvement Program funds in order to conduct a Transit and Trail Alternatives Analysis to examine transit and trail options in the Highway 43 Corridor, including the Willamette Shore Line right-of-way, and the City of Lake Oswego contributed funding for a portion of the local match, along with the City of Portland and TriMet; and

WHEREAS, an Alternatives Analysis, consistent with Federal Transit Administration requirements, was conducted; and

WHEREAS, representatives on the Transit and Trail Steering Committee, consisting of elected and appointed members from the City of Lake Oswego, the City of Portland,

Multnomah and Clackamas Counties, TriMet, Metro, Oregon Department of Transportation, and Portland Streetcar, Inc. (PSI), have reviewed the Evaluation Alternatives Report as well as recommendations from the Lake Oswego to Portland Advisory Committee (LOPAC), and have recommended that the project alternatives as outlined in Attachment A should be forwarded to Metro Council for further study in a Draft Environmental Impact Statement; and

BE IT RESOLVED by the City Council of the City of Lake Oswego:

Section 1. The Lake Oswego City Council hereby supports the September 10, 2007 recommendation of the Lake Oswego to Portland Transit and Trail Alternatives Analysis Steering Committee, attached as Exhibit A, generally including streetcar and enhanced bus modes, two alternative streetcar alignments and two termini options and one minimum operable segment.

Section 2. The City Council urges that Metro incorporate the recommended project alternatives into the study for the Draft Environmental Impact Statement for the Highway 43 Corridor.

Section 3. The City Council conveys that support for study of the MOS to Nevada Street should not be viewed as support for streetcar to Nevada Street as a project terminus as it would not meet the identified Purpose and Need for the project and would significantly increase the cost of the project.

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Section 4. Effective Date. This Resolution shall take effect upon passage.

Considered and enacted at the meeting of the City Council of the City of Lake Oswego held on the 2nd day of October, 2007.

AYES:

NOES:

EXCUSED:

ABSTAIN:

Judie Hammerstad, Mayor

ATTEST:

Robyn Christie, City Recorder

APPROVED AS TO FORM:

David Powell
City Attorney



Ted Wheeler, Multnomah County Chair

501 SE Hawthorne Blvd., Suite 600
Portland, Oregon 97214
Phone: (503) 988-3308
Email: mult.chair@co.multnomah.or.us

November 26, 2007

David Bragdon, President
Metro Council
600 NE Grand Avenue
Portland, OR 97232-2736

Dear President Bragdon:

The Multnomah County Board of Commissioners has reviewed both LOPAC's and the Steering Committee Recommendation for the Lake Oswego to Portland Transit and Trails Alternatives Analysis. This letter will offer alternatives into a Draft Environmental Impact Statement and provide the following recommendation.

After reviewing the Steering Committee Revised Recommendation we agree with the need to continue to study a Streetcar as the preferred mode, especially recognizing the limitations of bus rapid transit. That said, we encourage that a streetcar to Johns Landing and enhanced bus to Lake Oswego be studied as an alternative for this corridor, as well as the Steering Committee's recommendation of studying Streetcar to Lake Oswego as an alternative. Regarding the alignments through the South Waterfront area, we support continued study of the Willamette Shore Line right of way and SW Macadam alignments. We recognize the value of the Willamette Shore Line right of way, but we do not wish to see its value as the driving force, only that it and the SW Macadam Avenue alignments each be given full consideration.

With respect to a terminus in Lake Oswego we believe that a Trolley Terminus be considered while the advantages of the other two locations (Safeway and Albertsons) receive further study. We recognize that there are several advantages that accompany streetcar development. First is the transit demand at the terminus as well as the potential for continuation of the line, and second the potential for economic development that might occur along an alignment. Therefore, consideration of a Trolley Terminus is also important to allow some flexibility before committing to one terminus or the other.

At our briefing we also heard from citizens from unincorporated Multnomah County as well as members of LOPAC and wish to support their recommendation. While their recommendation(s) is included in the Steering Committee's Revised Recommendation, there are some key differences that bear consideration. First, we would like to reiterate our desire to see the SW Macadam alignment studied as per LOPAC's recommendation. Second, while we wish to see the Trolley Terminus as an alternative, we again concur that studying a terminus in Johns Landing should also be reviewed as an alternative with enhanced bus service to south to Lake Oswego.

Providing a bicycle/pedestrian component is very important to Multnomah County. We recognize the physical constraints involved as well as the possible legal issues of the Willamette Shore Line right of way. We encourage establishing a subcommittee to closely review the options and make recommendations as appropriate.

Finally, the effect of any of the alternatives on the environment must be a component of the DEIS. We continued to be concerned about the potential impact any of the alternatives may have on the environment and believe that the preferred alternative be one that also meets key sustainability measures.

Multnomah County supports moving ahead with the DEIS as recommended by both LOPAC and the Steering Committee. We thank you for this opportunity to lend our support.

Sincerely,

A handwritten signature in black ink that reads "TED WHEELER". The signature is written in a cursive, slightly slanted style.

Ted Wheeler
Multnomah County Chair

TW/ml

STAFF REPORT

IN CONSIDERATION OF RESOLUTION 07-3887, FOR THE PURPOSE OF IDENTIFYING ALTERNATIVES TO ADVANCE INTO A DRAFT ENVIRONMENTAL IMPACT STATEMENT FOR THE PORTLAND TO LAKE OSWEGO CORRIDOR TRANSIT PROJECT

Date: December 13, 2007

Prepared by: Ross Roberts

BACKGROUND

Council Action

This resolution would effectively advance the Lake Oswego to Portland Corridor into the Draft Environmental Impact Statement phase of project development, and would identify transit mode, terminus and alignments to be studied in the DEIS. In addition, this action would set in motion activities to prepare for the DEIS including development of work program, budget, schedule, and funding plan for the DEIS. At the completion of the DEIS, the Council would select a locally preferred alternative.

Policy Context

The Region 2040 Growth Concept calls for high capacity transit connections between centers. The 2004 Regional Transportation Plan called for a corridor refinement plan in the Lake Oswego to Portland Corridor to examine high capacity transit improvements. Subsequently, the Lake Oswego to Portland Transit and Trail Alternatives Analysis was initiated by Metro in July 2005 to evaluate transit alternatives that would connect the Portland Central City with the Lake Oswego Town Center. The Council funded the alternatives analysis through two MTIP allocations. Metro is lead agency for the project, and TriMet, ODOT, the cities of Lake Oswego and Portland, Multnomah and Clackamas Counties and Portland Streetcar Inc are project partners.

Project Decision-Making

The Metro Council has final authority for this project decision and is acting on a recommendation by the Transit Alternatives Analysis Steering Committee. The Steering Committee provides policy oversight and includes elected officials or executives from all of the project partners. Councilors Burkholder and Colette are the Council's representatives on the committee and serve as co-chairs. In addition to the project partners, the chairs of the Lake Oswego to Portland Project Advisory Committee (LOPAC) and the Portland Streetcar Loop Project Advisory Committee have seats on the Steering Committee. The LOPAC and the Project Management Group, made up of jurisdiction senior staff, made recommendations to the Steering Committee on alternatives to be advanced into a Draft Environmental Impact Statement (DEIS). The Steering Committee considered those recommendations as well as technical analysis from the *Evaluation Summary Report Public Review Draft*, and public comment as heard at a public hearing in July 2007, and as summarized in the *Public Comment Report*.

Public Involvement

An extensive public involvement process was undertaken from July 2005 to the present that included testimony before and after every meeting of the LOPAC. Community design workshops were held early in the process in May 2006 to identify a wide range of alternatives for transit and trail options in the corridor. Small group meetings followed from September to November 2006 to refine alignments. Project staff met with neighborhood groups throughout the corridor, including West Linn. Two open

houses were held to review the technical analysis in June 2007. Individual property owner meetings were held as needed throughout the process. A bus rider survey was completed of 670 transit users in the corridor. The project also utilized newsletters, and targeted mailings to advertise meetings and provide updates. In all, the public involvement effort resulted in over 1,200 direct citizen contacts.

Steering Committee Recommendation

The Steering Committee Recommendation was adopted on September 10, 2007. Subsequent to that adoption, concerns were raised by Chair and Vice-Chairs of LOPAC and residents of Dunthorpe. After meetings with the interested parties that included Council President Bragdon and Councilor Burkholder, a proposed amendment to the recommendation was forwarded to the Steering Committee by Councilor Burkholder, and was adopted on November 19, 2007. The amendment added the permanent Johns Landing terminus preferred by LOPAC to the alternatives to be studied in the DEIS and added language to the work program considerations that would add an alignment refinement study in Johns Landing that would precede the DEIS and be undertaken by Metro, TriMet, the City of Portland and ODOT.

The Steering Committee Recommendation, as amended is summarized below:

- **Context.** After the Portland to Milwaukie Light Rail Project and Portland Streetcar Loop, the Lake Oswego to Portland Corridor would be the region's next priority for Federal Transit Administration funding. The publicly owned Willamette Shore Line right-of-way is valued at \$75 million (2007 dollars) and as local match for FTA New Starts funding, it could leverage as much as \$112.5 million (2007 dollars) in federal funds.
- **Transit Mode.** Streetcar was recommended to be advanced for further study because it would have the highest ridership, fastest travel times, highest reliability, and lowest operating and maintenance costs of any alternative including the No-Build. Streetcar could leverage substantial development - up to 3.3 million square feet of total new transit supportive development within three blocks of the alignment. Streetcar would also be compatible with the existing transit system, operating as an extension of the existing streetcar line. The Steering Committee did not recommend that Bus Rapid Transit be advanced due to the impracticality of proposed queue jump lanes, but did recommend that an enhanced bus alternative be studied further in the DEIS.
- **Alignment.** Two alignments were recommended to be studied further in Johns Landing: the Willamette Shore Line right-of-way and SW Macadam Avenue – with combinations of the two primary alignments and all or part of the Johns Landing Masterplan alignment to be evaluated to maximize the potential benefits and minimize adverse impacts in the Johns Landing area. The Willamette Shore Line was recommended because it would provide higher reliability and faster travel times, and could be used for \$75 million (2007 dollars) in local match. This alignment received a high level of public support from Lake Oswego residents. The SW Macadam Avenue alignment was selected because it was the preferred alignment of LOPAC, could leverage the most potential transit supportive development and would avoid proximity impacts of the Willamette Shore Line alignment. This alignment received a high level of public support from residents and businesses in Johns Landing.
- **Terminus.** The Steering Committee recommended two Lake Oswego full-length terminus options, the Albertsons and Safeway sites. A Temporary Johns Landing Terminus option was included as an interim step to a full length project. A Permanent Johns Landing Terminus option was added by the November 19, 2007 amendment.
- **Trail.** A continuous, safe bike and pedestrian trail between Lake Oswego and Portland's South Waterfront area received tremendous community support. However, as currently designed, high

capital costs make trail implementation difficult. Additional refinement is needed to determine how to advance the trail either separately or with the transit alternatives. Other refinement issues include identification of funding sources, determination of lead agency, additional design work, development of a trail segment phasing strategy, evaluation of the potential for use of the Portland and Western railroad bridge and an eastside connection to the Sellwood Bridge and evaluation of outstanding legal questions.

- Work Program Considerations. The Steering Committee Recommendation also includes activities would be initiated by Metro and our project partners in preparation for the DEIS:
 - Initiate the FTA Draft Environmental Impact Statement process.
 - Prepare DEIS scope, budget and schedule.
 - Develop actions or conditions for each participating agency that would help to ensure that the project can meet FTA thresholds with regard to ridership and financing and achieve the important development objectives for the Corridor.
 - Undertake a Johns Landing Refinement Study prior to the start of the DEIS
 - Develop a process to refine trail options in the corridor
 - Continue coordination with the Sellwood Bridge project and ongoing planning activities in South Waterfront
 - Ensure that impacts to residents and property values are minimized
 - Continue to analyze redevelopment opportunities in Johns Landing and Lake Oswego.

ANALYSIS/INFORMATION

1. Known Opposition

- Opposition may be encountered from Johns Landing residents, business interests or LOPAC members that have advocated for removing the Willamette Shore Line from further study in the Johns Landing segment. The LOPAC recommendation would have taken the Willamette Shore Line off the table in favor of a SW Macadam alignment. The Steering Committee felt that the Willamette Shore Line's value as local match, shortest travel times and highest reliability made it too valuable to drop at this early stage of project development. The Macadam alignment is included in the Steering Committee recommendations, however added work is needed to refine the alignment and address operational challenges on SW Macadam. In their November 19 amendment, the Steering Committee called for Metro to undertake a Johns Landing Alignment Refinement Study along with PDOT, ODOT and TriMet prior to the start of the DEIS.
- Dunthorpe opposition could be encountered, although the inclusion of a permanent streetcar terminus alternative in Johns Landing is an option that could end the project north of Dunthorpe. Opposition to the full-length streetcar alternative can be expected.
- Clackamas County and Lake Oswego voted against the November 19 amendment to add a permanent Johns Landing terminus to the Steering Committee recommendation, citing the project's purpose and need to connect Lake Oswego and Portland.

2. Legal Antecedents

The proposed action, initiating a DEIS in the Lake Oswego to Portland Corridor would fall under the jurisdiction of the National Environmental Policy Act (NEPA) and would be undertaken in accordance with Federal Transit Administration policies, guidance and rules.

Further, there are several Metro Council resolutions that provide legal antecedents including the following:

Resolution No. 86-715 For the Purpose of Entering Into an Intergovernmental Agreement and Expending Funds to Preserve the Southern Pacific Right-of-Way (Jefferson Street Branch) Between Portland and Lake Oswego.

Resolution No. 05-3569 For the Purpose of Confirming Metro Council Representatives to the Eastside and Portland/Lake Oswego Transit Alternatives Analysis Steering Committee and Identifying Other Representative Categories to the Committee.

Resolution No. 05-3647 For the Purpose of Approving a Consultant Services For the Lake Oswego to Portland Transit Alternatives Analysis.

3. Anticipated Effects

Adoption of the Steering Committee recommendation would define the alternatives to be evaluated in the DEIS and direct staff to prepare a DEIS scope, schedule and budget. Staff would also begin the Johns Landing alignment refinement study and begin to seek funding for the DEIS from FTA and local partner jurisdictions. In addition, work would begin to refine the trail alternatives and find funding sources for trail construction.

4. Budget Impacts

Metro's FY 2008 budget includes the second half of the SAFETEA-LU Streetcar Earmark, and some of those funds can be used for the Lake Oswego to Portland Corridor. This funding should be sufficient for the alignment refinement study in Johns Landing and to prepare for DEIS start-up. Approximately \$5.5 million would be required for the DEIS, based on recent experience with the Portland to Milwaukie Light Rail SDEIS. Metro staff prepared an appropriations request for \$4.0 million in FTA Section 5339 funding for FY 09. The remainder of the DEIS funding would be sought from local partners.

RECOMMENDED ACTION

Approve Resolution No. 07-3887, For The Purpose of Identifying Alternatives to Advance to A Draft Environmental Impact Statement for the Portland to Lake Oswego Corridor Transit Project.