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## Meeting Notes 1998-07-09

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## METRO

Meeting: **JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION**

Date: JULY 9, 1998

Day: THURSDAY

Time: 7:30 a.m.

Place: METRO, CONFERENCE ROOM 370A-B

- \*1. MEETING REPORT OF JUNE 11, 1997 - APPROVAL REQUESTED.
- \*2. RESOLUTION NO. 98-2674 - ADOPTING THE LOCALLY PREFERRED STRATEGY (LPS) FOR THE SOUTH/NORTH LIGHT RAIL PROJECT - APPROVAL REQUESTED - Richard Brandman, Metro.
- \*3. RESOLUTION NO. 98-2680 - ADOPTING THE PROCESS AND CRITERIA FOR PROJECT SELECTION FOR THE FY 2000-03 METRO TRANSPORTATION IMPROVEMENT PROGRAM - APPROVAL REQUESTED - Andy Cotugno, Metro.
- #4. REGIONAL TRANSPORTATION PLAN STATUS REPORT - INFORMATIONAL - Andy Cotugno, Metro.

Material enclosed.

#Available at meeting.

### Proposed Meetings and Tour

- . The joint JPACT/MPAC RTP worksession has been moved from July 22 to Wednesday, August 12, at 5:00 p.m.
- . The JPACT "Freight" tour has been scheduled on Thursday, July 16, from 9:00 a.m. to 1:00 p.m. (see enclosed flyer)
- . A JPACT Finance Committee meeting has been scheduled for Wednesday, July 22, at 5:00 p.m. (Room 370)

## MEETING REPORT

DATE OF MEETING: June 11, 1998

GROUP/SUBJECT: Joint Policy Advisory Committee on Transportation (JPACT)

PERSONS ATTENDING: Members: Chair Ed Washington, Susan McLain and Jon Kvistad, Metro Council; Commissioner Gordon, Clark County; Dave Williams (alt.), ODOT; Mayor Drake, Cities of Washington County; Commissioner Hansen (alt.), Multnomah County; Greg Green (alt.), DEQ; Commissioner Lindquist, Clackamas County; Bob Stacey (alt.), Tri-Met; Councilor Rohde, Cities of Clackamas County; Councilor Kight, Cities of Multnomah County; Dave Lohman (alt.), Port of Portland; and Dean Lookingbill (alt.), Southwest Washington RTC

Guests: Ron Papsdorf, City of Gresham; Lynn Peterson, 1000 Friends of Oregon; Karen Schilling, Multnomah County; Kerry Ayres-Palanuk, Tri-Met; Councilors Kay Walker and Scott Rice, City of Cornelius; Elsa Coleman and Mark Lear, City of Portland; Carl Hosticka, University of Oregon; Kate Deane, ODOT; Steve Wheeler, City of Tualatin; Dan Kaempff, Tualatin TMA; Paul Silver, City of Wilsonville; Rod Sandoz, Clackamas County and Kathy Lehtola, Washington County

Staff: Andrew Cotugno, Chris Deffebach, Michael Morrissey, and Lois Kaplan, Secretary

### SUMMARY:

The meeting was called to order and a quorum declared by Chair Ed Washington.

### MEETING REPORT

Mayor Drake moved, seconded by Councilor Rohde, to approve the May 14, 1998 JPACT meeting report as submitted. The motion PASSED unanimously.

### TEA-21

Distributed at the meeting was a packet on the newly adopted ISTEA legislation entitled Transportation Equity Act for the 21st Century (TEA-21) which included an administrative summary and a

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list of earmarked projects. Andy Cotugno highlighted the packet, including the earmarked projects, noting that there are better guarantees that money will flow through this legislation. The old bill lapsed on May 1 so the jurisdictions have been unable to obligate funds.

Andy explained that most of the funds channeled through the state are through program categories, which has gone up 40 percent. In the past, there was approximately \$10 million/year available in regional STP funds. That amount has increased to \$14 million/year. Any portion of the funds spent by this region must first be included in the Transportation Improvement Program. It has not been determined how much the state will allocate from its share for preservation purposes.

Referencing the earmarked projects, Andy reported that, in the past, federal funds for earmarked projects could be spent independent of other federal funds regardless of category. These projects must now fit into that cap, the amount of which has to be determined and defined in the annual budget. The Oregon Transportation Commission will determine which categories will be allowed to reach the 100 percent level.

The two programs advocated by Senator Wyden were highlighted. The first was to better integrate decision-making under federal environmental guidelines (NEPA). The legal steps have opened the door for better coordination of issues. The second involved funding a program to better integrate land use/transportation issues. \$20-25 million has been provided for discretionary funds toward that end.

The South/North Light Rail project was earmarked for construction. \$3 billion is unearmarked, and there is a process for ranking projects when they are ready to go to construction. Andy indicated that staff feels we will be in a good position to access those funds next year.

Another change noted in the TEA-21 bill was the fact that the previous one had a limit of three congestion pricing programs, two of which had been awarded. The new bill allows for 15 projects. Also noted was the fact that the bridge program was retained.

Dave Williams commented on the need for some clarification with regard to the State Infrastructure Bank and the use of federal funds; the fact that the Major Investment Study category was eliminated; the fact that the feds are interested in the ITS program and how to better integrate it into the planning process;

and the addition of the Welfare-to-Work program and new category for transit.

#### ANNOUNCEMENT

Andy Cotugno announced that the previously scheduled June 10 joint JPACT/MPAC meeting has been moved to July 22. He cited the need to discuss what is important for the short, medium and long-term activities of the *Regional Transportation Plan* and the priorities we should focus on in the next five years as a means of presenting a clear picture for the Legislature. The Executive Officer and Metro Council have asked that the priorities be identified. Andy encouraged input from committee members toward that end.

#### MTIP CRITERIA

Andy Cotugno reviewed the MTIP criteria packet as recommended by TPAC at its May 29 meeting. Staff is asking for approval of the packet for public review. The MTIP criteria proposes selection procedures and criteria for ranking of projects.

Andy reviewed the steps in the final adoption process identified on Attachment A, which include a public hearing process, compliance with air quality standards in the Clean Air Act, and review and adoption of the TIP by the Oregon Transportation Commission. September 30 is the deadline for jurisdiction submittal of projects. Mayor Drake suggested that an additional hearing be scheduled in Beaverton or Hillsboro.

In review of Attachment C (TIP Allocation Process and Project Selection Criteria), Andy noted that the criteria forms the minimum prerequisites for the projects to be considered. One of the questions raised to date is whether or not there should be a prerequisite to meet the Metro street design guidelines. The projects will then be ranked by mode. Forty percent of the criteria relates to the 2040 Growth Concept while 60 percent relates to transportation performance measures. The next step is of an administrative nature, taking into consideration factors such as modal characteristics and affordable housing characteristics. The objective is to come up with an overall regional program that is regionally balanced, multi-modal and in support of the 2040 Growth Concept and air quality emission requirements.

A letter from Washington County was introduced, under the signature of Commissioner Rogers, expressing county concerns with respect to the need for the criteria to recognize local responsibility for improvements; the extent of the focus on the 2040 Growth Concept, disadvantaging areas with marginal or less than

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average transit service; the need to allocate a portion of the new funds in all categories toward resolving deficiencies in areas outside of the city center, town centers and regional centers; the need for public safety criteria to be addressed; and that past commitments be honored, citing the Westside light rail highway projects, Sunset Highway, and Phase II of the I-5/217 project as examples. In addressing Washington County's letter, Andy Cotugno noted that Washington County has put a lot of money into the transportation system and should be acknowledged for that. It is accounted for in the administrative criteria which deals with the provision of local or overmatch.

A discussion followed on past commitments, the need to fulfill those obligations, and whether additional points should be given for safety (in addition to the 20 points). Andy cited the need to identify such projects as the program is finalized. It was noted that the Washington County Coordinating Committee was supportive of Commissioner Rogers' letter.

Corrections noted for Attachment A included the 1:30 p.m. public hearing on June 23 (rather than 3:30 p.m.) before the Metro Council Transportation Planning Committee and the 5:30 p.m. Metro Council hearing on July 23 (rather than 2:00 p.m.).

Relating to Commissioner Rogers' comment on safety projects, Dave Williams reported on a federal safety program administered independent of the JPACT process. He noted that it doesn't matter whether the projects are located near regional centers and is based on an accident rate analysis.

Dave Lohman expressed the Port's concerns relating to the points awarded for 2040 criteria for freight in that it doesn't address the fundamental vitality areas (reloading and distribution centers). He noted they are critical to employment elsewhere in the region. He cited the need for an objective measure that deals with that "global competitiveness" issue. The Port would like to spend some time on ways to capture such points. To clarify, Andy explained that freight projects are ranked relative to industrial employment access. Dave Williams suggested flagging those projects that are close to global trade and have that effect.

Committee members agreed on the need for recognition of freight distribution issues, to determine whether safety is adequately addressed, to address the suburban vs. urban issue (in view of most of the growth occurring in the suburban area while most of the transit service is provided in the urban area), and cost per rider to demonstrate the locational issue. Commissioner Lindquist noted that the true safety criteria is where there are deaths and injuries reported.

Mayor Drake cited the need to be cost-effective but to be able to grow in service. He spoke of areas outside of Portland and their need to experience small successes and for JPACT to encourage such densification.

Chair Washington pointed out that the two Transportation Fairs have been scheduled in Portland and Washington County, suggesting there may be need to hold one in Clackamas County. He also felt it is timely to schedule a tour of regional freight facilities in order to clearly understand the big picture on how we move freight in this region and its impact on our economy. He asked staff to arrange a tour of those facilities. Councilor Rohde suggested looking at all freight, not just Port of Portland facilities. He noted that there are freight movement needs throughout the region. Bob Stacey indicated that Tri-Met would provide bus transportation for the tour. Chair Washington noted that he would like to extend the tour into Clark County as well. Commissioner Gordon spoke of Clark County's mutual interest in freight and his desire to work with Oregon in any effort that would benefit the whole region.

It was noted that Mary Tobias of the Tualatin Valley Economic Development Corporation has spoken many times of "hidden" freight movement in the region with examples given such as Lake Oswego, Beaverton and parts of Hillsboro. Mayor Drake spoke of the two worlds of freight and commented on the single car delivery service.

Action Taken: Commissioner Lindquist moved, seconded by Mayor Drake, to approve the proposed MTIP criteria packet for release for public comment with the proposed changes, which included questions relating to:

- . Whether boulevard projects should be flagged through the Administrative criteria rather than be awarded 10 points under current criteria;
- . Whether projects of "global" significance should be flagged as part of the Administrative criteria;
- . Whether there is sufficient emphasis on safety;
- . Whether the cost per rider evaluation of transit projects should be adjusted to account for the different objectives and efficiencies of "core" versus "emerging" service provision in order to recognize the goals defined in Tri-Met's Transit Choices for Livability program to expand suburban transit services; and

- . Whether there is an overemphasis on growth areas at the expense of developed areas.

The motion PASSED unanimously.

#### TRANSIT CHOICES FOR LIVABILITY UPDATE

Bob Stacey, Tri-Met's Executive Director of Policy and Planning, reported that the Transit Choices for Livability Committee, under the guidance of Steve Clark, has concluded its 19-month effort. The process resulted in a 10-year transit improvement plan for regional service expansion (a blueprint for servicing six sub-areas of the region) which will be submitted to the Tri-Met Board at its June 24 meeting. The plan addressed the fundamental imbalance on how Tri-Met delivers transit service. Seventy percent of local service is provided in Portland while only 30 percent occurs in the regional communities outside Portland.

In order to provide enough additional transit service to achieve modal targets in support of the 2040 vision, Tri-Met anticipates a 3.8 percent annual increase in transit service to meet community objectives.

Bob reported that 69 percent of the potential service areas are located in regional communities outside Portland; that the new service will include use of 24 small local buses, nine new rapid bus lines, two new rail lines and 27 new bus lines not presently in use; that improvements will be made to 45 existing Tri-Met routes to improve reliability; and that amenities will be provided for shelters, security, pedestrian connections and customer information.

The TCL committee has identified the necessary service areas, trip destinations have been more spread out, and Tri-Met is looking at ways of reducing cost while introducing service to these new neighborhoods. Bob Stacey commented that Tri-Met is looking for partnerships, citing the Tualatin Transportation Management Association as an example. Internally, they will be working to deliver their product more cost-effectively. He spoke of small buses on neighborhood streets that would provide service to a town center or regional center. Bob reported that Tri-Met will form an advisory board that will review the findings of the TCL committee. Of the 25 fixed lines, three rail projects, a Central City streetcar and commuter rail are all alternatives.

Bob noted that, in order to make this plan feasible, it is dependent on finding resources. He indicated that this issue will be brought before JPACT once again to see what role JPACT can play in providing some portion of that expanded revenue.



Councilor McLain asked that the transit funding committee prioritize its requests in order to get partnering with this regional body. She felt JPACT could be more helpful if there were two elements. She noted that the available resources are reliant on the larger picture and whether Tri-Met's plan is tied to a prioritized list.

Mayor Drake pointed out that the real issue on funding during the initial phase is the reliance on the region's economy remaining healthy. If it doesn't remain healthy, Tri-Met may have to lower some of the expectations. Because this is regionwide, the second phase dealt with deficiencies that would improve the system. Everyone will benefit by that action. Small lines to Tualatin, Cornelius and Forest Grove would be supportive of those elements. Mayor Drake felt it would be difficult to prioritize and felt we need to be flexible.

Councilor McLain noted that it is a non-financed plan at this point. She wanted the doable important elements that would allow this group to partner in a real way.

Bob Stacey spoke of the first five-year phase and the second five years, with heavier emphasis on the annual service planning process. Tri-Met will be dependent on the funding flow process.

Councilor Rohde complimented Tri-Met on a job well done during the process. With regard to weekend service, Greg Green noted that the highest air quality emissions now occur on the weekends. Commissioner Lindquist was appreciative of the effort undertaken by Tri-Met that will coincide with light rail and connections to town centers.

Mayor Drake commented that Tri-Met's plan, *Community Transit: Investing in Livability*, will help make the 2040 concept happen. He felt that everyone in the region will be getting a piece of the pie and it will make 2040 happen. This is to accommodate the expected growth.

Bob Stacey reported that a series of workshops and open houses were held to discuss this plan, and about 1,000 people participated throughout the region.

Chair Washington thanked Bob Stacey for his *Transit Choices for Livability* presentation.

#### REQUEST FROM TUALATIN TRANSPORTATION MANAGEMENT ASSOCIATION

In the absence of Mayor Ogden, City of Tualatin, Andy Cotugno asked JPACT to consider the Tualatin Transportation Management

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Association's (TMA) request for \$20,000 for support of current services and a \$20,000 vanpool subsidy for inclusion in the MTIP. The letter requesting the consideration was distributed at the meeting and was under the signature of Mayor Ogden, City of Tualatin; Tualatin's City Manager, Steve Wheeler; Dan Kaempff, Tualatin TMA Program Manager; and Marianne Pratt, Tualatin Chamber of Commerce Executive Director.

Andy raised the broader question of what we should be looking for in TMAs as a more comprehensive approach to development, implementation and funding. Questions need to be addressed relating to whether we should be pursuing TMA creation, providing seed money on an ongoing basis, or assessing the value of TMAs in achieving regional TDM goals and objectives.

Mayor Drake noted that the City of Beaverton started a TMA two years ago which has been effective with the employers. A grant was received for that start-up, it has been operating very effectively, and they have to meet the ECO Rule. The TMAs are designed to move people and avoid congestion. Mayor Drake noted that it is a hidden tool to have clean industry. He felt that the funds in question for the Tualatin TMA would help the TMA attain the benefits the Lloyd Center and the City of Beaverton have achieved.

Steve Wheeler, Tualatin's City Manager, explained that this request is supported by the City of Tualatin and supports the east-west transit links. The TMA has a \$20,000 shortfall gap in its budget and has garnered a lot of community support.

Greg Green acknowledged that he is also a City Councilor in Tualatin. He noted that DEQ realizes that, in order to solve a lot of problems, you try to change people's travel behavior over the long term. He cited the importance of these programs and being supported.

Bob Stacey felt that support of the Tualatin TMA should be regarded as a responsible course of action. Last year, Tri-Met supported the TMA in the amount of \$60,000. Because of its importance and success in Tualatin, \$40,000 was pledged this year. Tri-Met values the program but they don't have a coordinated, articulated program for TMAs which, he felt, they should. Being supportive of a program for TMAs is a critical element to its success.

Mayor Drake supported covering the Tualatin TMA's shortfall, inclusive of the vanpool subsidy, as a means of addressing the needs of commuters outside Tri-Met's service area. It is hoped that, after a one-year subsidy program, they can buy into the

program. He proposed that Metro fund this recommendation and that staff proceed with a longer analysis to determine how we can accommodate more TMAs in the region and what that process would entail.

Further discussion centered on the question of 50 potential new TMAs coming on board and whether consideration should be made on an ad hoc basis. Because JPACT would be setting a precedent by such funding, Councilor McLain suggested that questions relating to the TMAs' relationship to the region and the funds that would be appropriate for allocation should take place. Andy Cotugno noted that the funds in question are the flexible categories that are programmed for the four-year period (STP and CMAQ). He also explained that the STIP is fully programmed for the four-year period and is currently overprogrammed. We also don't have sufficient information at this time on the increases to be provided through TEA-21. Andy pointed out that utilizing funds for TMAs could delay other projects.

Dan Kaempff, Tualatin TMA Program Manager, reported that they have funding pledged by Tri-Met for start-up purposes but insufficient funds for the remainder of the fiscal year. Unless TEA-21 is brought into the mix over the four years, the TMA will be lost. He hoped the program wouldn't fall apart.

Dave Williams noted that the TEA-21 legislation has expanded the tax break and felt that might be helpful to the TMAs.

Action Taken: Mayor Drake moved, seconded by Councilor Kvistad, that JPACT be requested to fund the Tualatin Transportation Management Association (TMA) shortfall of \$20,000 for supporting all current services along with the \$20,000 vanpool subsidy and instruct staff to identify the specific funding sources and any adjustments that need to be made to fund these programs. The motion PASSED. Dave Williams voted against.

Committee members agreed there's need to evaluate how other TMAs are operating and take into consideration how Metro's boundaries may change under 2040. Questions relating to putting place-holders in support of the transportation system, what the issues are, whether those commitments must be kept, and how we should react to future TMA requests was also raised for future JPACT discussion.

Chair Washington asked that this matter be placed on the July 9 JPACT agenda for further discussion.

#### JPACT COMMUTER RAIL SUBCOMMITTEE

Richard Brandman provided background to the formation of the Regional Commuter Rail Subcommittee and its activity on behalf of

commuter rail. He noted that, in the South/North light rail process, there was renewed interest in commuter rail. A decision was made to examine whether or not commuter rail could replace or supplement light rail.

Richard explained that, typically, commuter rail serves large downtowns with distant bedroom communities. He spoke of the number of rail lines throughout the region, some of which are heavily used and some of which are not, in terms of whether there is potential to have the so-called traditional commuter rail corridors. There are some lines through the heart of our corridor. Commuter rail doesn't typically get into the heart of the neighborhood or into the downtown but runs close to those areas and could serve those communities.

Councilor Kvistad reported that the Regional Commuter Rail Subcommittee met three times since its inception in May 1997. Their specific recommendation encompassed 9 or 10 different options but there was unanimous consensus for the following three areas and lines to be recognized as major priorities plus the high-speed rail corridor. The priority corridors are to be added to the Regional Transportation Plan as follows:

- . Beaverton to Wilsonville in Washington County (This corridor is currently being studied by Washington County and ODOT.)
- . Clark County to Portland (Several commuter rail options are currently being studied by the Southwest Washington Regional Transportation Council.)
- . Lake Oswego to Portland (including consideration of the old Southern Pacific crossing of the river and the Willamette Shores Trolley line)
- . Portland to Salem (as part of the efforts currently underway by Vancouver, B.C. and Washington and Oregon States to increase service frequency and travel times in the Pacific Northwest Passenger Rail Corridor)

The recommendation is that these commuter rail lines be included in the RTP as active projects or identified corridor areas. It is felt that commuter rail could serve a congested traffic corridor; serve some of our major employment and residential areas; offer transit service integration and/or efficiencies; use available track capacity and, in some cases, track that is in public ownership; use track that is in relatively good condition; and will elicit general public support.

In addition, Richard identified the recommendation to partner with other jurisdictions who are considering commuter rail outside of the Urban Growth Boundary.

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Councilor Kvistad thanked Chris Deffebach, Mike Hoglund, Richard Brandman and Andy Cotugno for their help and the information provided.

The next steps include pursuit of a demonstration project, seeking public comments on the potential corridors for commuter rail, continuing coordination with other ongoing studies to ensure commuter rail could fit within our regional transportation system, and coordinating the effort with elected officials from counties and cities outside the Urban Growth Boundary in consideration of commuter rail. They are hoping to plan a free excursion during the opening of the Westside light rail or an event for a local charity.

Councilor McLain questioned whether we would be doing a disservice. She was supportive of the commuter rail report but noted that there are other active programs out there, including one in Cornelius, that need to be recognized in some form. Councilor Walker of Cornelius reported that they plan a demonstration on commuter cars to coincide with opening of the Westside light rail. Commissioner Gordon reported that Clark County is working on commuter rail with Burlington Northern, noting that it will make a big difference in Clark County because they don't have light rail. He was supportive of the commuter rail report.

Also discussed was the need for a commuter rail system that is not a piece-meal approach.

The recommendation of the JPACT Subcommittee on Regional Commuter Rail is for a public process to review the initial recommendation and tie it to the RTP update process. There was consensus on the need to look at the bigger picture.

Bob Stacey reported that, at the workshops, it was evident there was significant community support for Tri-Met participating in one or more of these services. The recommendation from the committee is to proceed with public involvement and, based on that input, make a formal recommendation for inclusion in the RTP.

Chair Washington asked that the comments of Councilor McLain, Commissioner Gordon and Bob Stacey be incorporated into that report.

#### ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Mike Burton  
JPACT Members

## STAFF REPORT

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

Date: June 18, 1998

Presented by: Richard Brandman

## PROPOSED ACTION

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

## FACTUAL BACKGROUND AND ANALYSIS

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

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

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

- **Scoping.** Scoping was initiated with the FTA's notice of intent to publish a DEIS and concluded in December 1993 with the adoption of the *Wide Range of Alternatives Report* by the South/North Steering Group. The Scoping notice included a description of the narrowing process that the project would use to identify the most promising alternatives to be studied further within the DEIS. Within the Scoping process, the project evaluated the busway, commuter rail, river transit, expanded all-bus and light rail mode alternatives and concluded that only the light rail and expanded all-bus alternative should be studied further within the South/North DEIS.
- **Tier I Narrowing of Alternatives.** The second step in the narrowing process concluded with the adoption of the *Tier I Final Report* by the Metro Council in

December 1994. The *Tier I Final Report* determined the scope of the Phase One project and the length and alignment alternatives to be studied further in the DEIS.

- **Design Option Narrowing.** The third step concluded in November 1995 when the South/North Steering Committee adopted the *Design Option Narrowing Report* that determined the design options to be studied further in the DEIS, and in December 1995 when the Metro Council adopted Resolution No. 95-2243 that endorsed those design options and that determined the alignment alternatives in downtown Portland to be studied further in the DEIS.
- **Major Investment Study.** Metro Council Resolution No. 95-2243 also adopted the *South/North Major Investment Study (MIS) Final Report*. The *MIS Final Report* documented the selection of the light rail design concept and scope as the locally preferred alternative for the South/North Corridor and the project's compliance with the FTA's Major Investment Study requirements.
- **Cost Cutting.** The fourth narrowing step concluded in May 1997 when the Metro Council adopted Resolution No. 97-2505A and the *Cost-Cutting Final Report*. Cost-cutting modified the range of alternatives studied in the DEIS to reflect the most promising cost-cutting measures that were developed to respond to the loss of State of Oregon funding.

## 2. Draft Environmental Impact Statement

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

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

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

### 3. Public Involvement

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

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

- A wide variety of meetings and presentation throughout the corridor and the region that provided the public with information about the project and afforded citizens, businesses and interest groups with the opportunity to identify issues, concerns and preferences;
- Written documentation of project results that ranged from access to detailed technical reports and the DEIS itself, to newsletters, fact sheets and electronic media that were specifically written for lay citizens;
- Community based committees (i.e. the Citizens Advisory Committee and the Downtown Oversight Committee) that reviewed the DEIS results, received public comment and prepared independent recommendations for the Locally Preferred Strategy;
- Outreach expansion efforts that targeted members of the public that are not typically participants in the planning process for a transportation project; and
- A wide range of notification techniques that were used to advertize meetings and to disseminate results of the project's analysis.

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



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

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

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

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

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

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

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

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

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

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

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

## 7. Preferred Alignments and Options:

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

- **The North of Clackamas Town Center (CTC) Alignment Alternative** with the CTC Transit Center Terminus Option in the Clackamas Regional Center Segment;
- **The Highway 224 Alignment Alternative** in the East Milwaukie Segment;
- **The Main Street/Tillamook Branch Line Alignment Alternative** in the Milwaukie Regional Center Segment;
- **The Caruthers Crossing Alignment Alternative** with the Moody Avenue Design Option in the South Willamette River Crossing Segment;
- **The Full Transit Mall Alignment Alternative** with the Mitigated Irving Street Design Option and the northbound Irving Diagonal Station in the Downtown Portland Segment;
- **The East I-5 Alignment Alternative**, generally located south of the Broadway/Weidler Street couplet, **combined with the Russell Alignment Alternative**, generally located north of the Broadway/Weidler Street couplet, with the **Grade Separated Crossing of Broadway and Weidler Street Design Option** (the LRT/Roadway Design Refinement Study describe in Section C, Special Studies, could modify the current design for the light rail alignment), and with the **At-Grade Rose Quarter Transit Center Design Option** (further study of the Rose Quarter Transit Center design could include the grade separation of light rail and N Interstate Avenue) in the Eliot Segment;
- **The Interstate Avenue Alignment Alternative with a Crossover** from the I-5 Alignment Alternative to be located somewhere between N Killingsworth Street and N Lombard Boulevard with the Mitigated Retain Alberta Ramps Design Option; and
- **The I-5/Washington Street Alignment Alternative** with the West of Washington Street Design Option in the Hayden Island/Vancouver Segment.

## 8. Special Studies.

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

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

## 9. Other Elements

The draft resolution also includes the following elements:

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

Attachment A

**South/North Draft Environmental Impact Statement**

February 1998

Available Upon Request

Attachment B

**South/North Draft Environmental Impact Statement**

**Briefing Document**

March 20, 1998

Available Upon Request

Attachment C

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

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

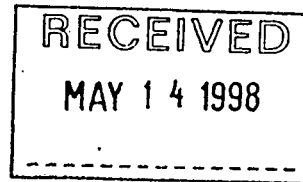
Representative Karen Schmidt  
Chair, Legislative Transportation Committee  
B-10 J.L. O'Brien Building  
Olympia, WA 98504

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

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

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

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



March 21, 1998

Dear Sirs and Madams:

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

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

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

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South/North Corridor Study Expert Review Panel

Carl Hosticka, Chair  
Michael Meyer  
Gordon Shunk

Mike Houck  
Nancy Michali

William Lieberman  
Les Miller  
Charles Vas

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

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

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

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

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

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

Former chairs of the panel were:

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

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

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

### Alternatives Considered

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

### Capital Costs Results Report

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

### Transportation Impacts

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

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

### Land Use and Economic Development

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

### Ecosystems Impacts

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

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

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

### **Financial Analysis**

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

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

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

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

### **Maintenance Facility**

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

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

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

### **Overall Evaluation**

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

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

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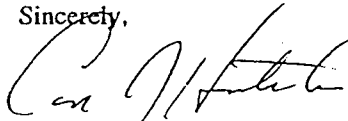
would be assessed and what factors would be critical in ultimately identifying the best light rail alignments and design options. The project work and the DEIS have faithfully carried out the evaluation methodology and have displayed, for the public and the decision makers, what the choices are and what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

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

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

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

Sincerely,



Carl Hosticka, Chair  
Expert Review Panel

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South/North Corridor Study Expert Review Panel

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Attachment D

**South/North Draft Environmental Impact Statement**

**Public Comment Report**

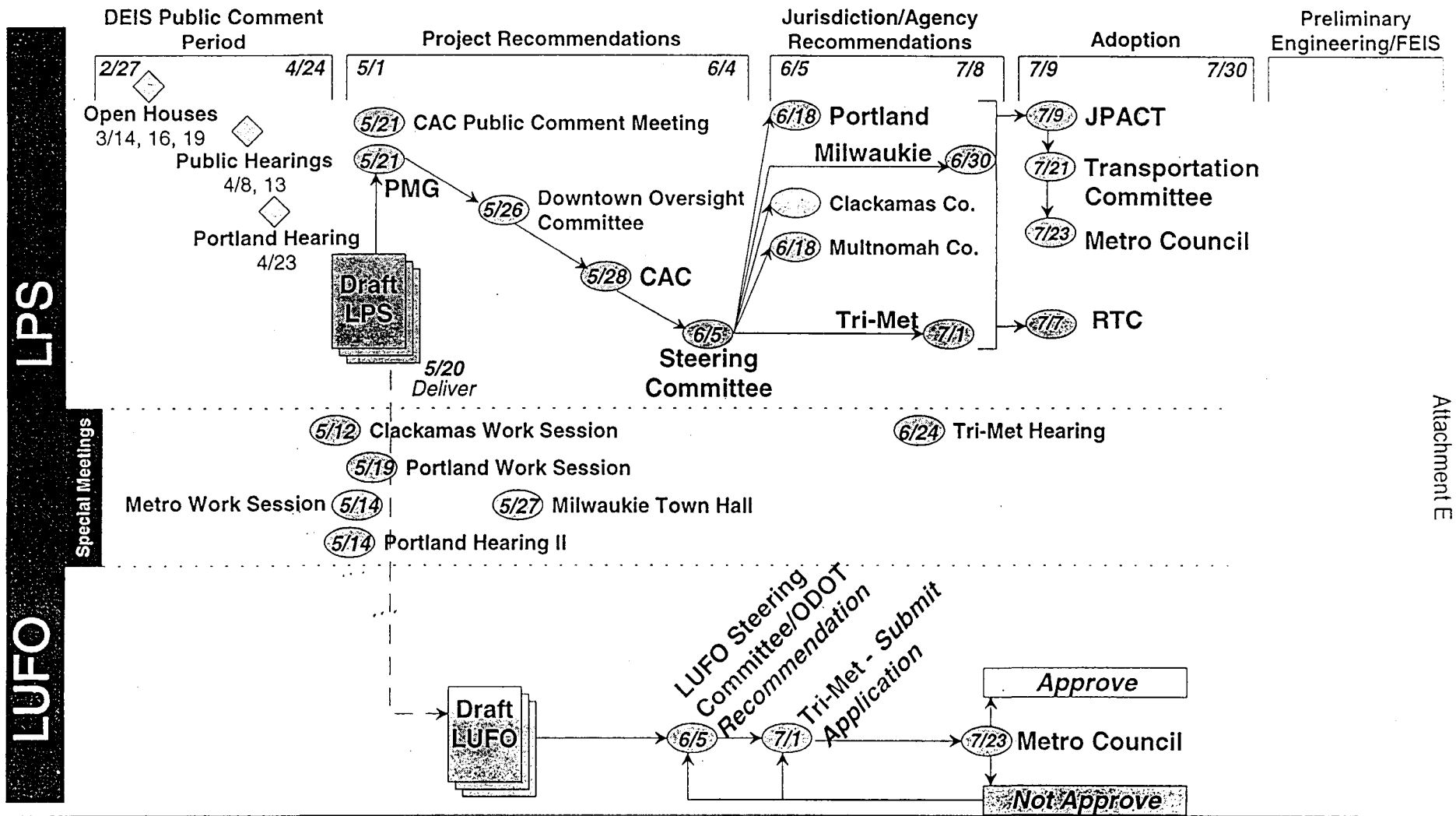
Volumes 1 and 2

May 1998

Available Upon Request

# South/North Project

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



Attachment E

**Notes:**  
 All dates other than the public comment period and hearings are tentative and may change. Meetings that are listed without a date have not been scheduled. Call Metro's Transportation Hotline for final dates, times and locations of these meetings.  
 DEIS = Draft Environmental Impact Statement  
 FEIS = Final Environmental Impact Statement

LPS = Locally Preferred Strategy  
 LUFO = Land Use Final Order  
 PMG = Project Management Group  
 CAC = Citizens Advisory Committee  
 RTC = Southwest Washington Regional Transportation Council  
 JPACT = Joint Policy Advisory Committee on Transportation  
 ODOT = Oregon Department of Transportation

## Attachment F

### **Recommendations of South/North Committees and Participating Jurisdictions**

- Project Management Group
- Citizen Advisory Committee
- Downtown Portland Oversight Committee
- Steering Committee
- Portland City Council
- Tri-Met Board

# South/North Locally Preferred Strategy Project Management Group Recommendation

May 21, 1998

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

## A. Light Rail Length Alternative

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

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

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

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

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

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

### 2. Anticipated Timing

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

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

### 3. Phase II Extensions

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

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

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

### B. Segment Alignments and Options

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

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

## 1. Clackamas Regional Center

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

## 2. East Milwaukie

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

## 3. Milwaukie Regional Center

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



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

#### 4. McLoughlin Boulevard

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

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

#### 5. South Willamette River Crossing

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

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

Schedule: IOS 1

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

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

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

## 6. Downtown Portland

Alignment: **Full Transit Mall**

Design Option: 

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

Schedule: IOS 1

Other: Work with the Downtown Portland Oversight Committee to:

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

## 7. Eliot

Alignment: 

- **East I-5** South of the Broadway/Weidler Couplet
- **Russell Alignment** North of the Broadway/Weidler Couplet

Design Option: 

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

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

## 8. North Portland

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

## 9. Hayden Island/Vancouver

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

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

### C. Costs

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

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

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

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

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## South/North Downtown Portland Oversight Committee

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*J. Clayton Hering, Chair  
Norris Beggs & Simpson*

*Mike Burton  
Metro Executive Officer*

*Patrick Done  
Pioneer Place*

*Greg Goodman  
City Center Parking*

*Charlie Hales  
City of Portland Commissioner*

*Lisa Horne  
Downtown Community  
Association*

*Philip Kalberer  
Kalberer Hotel Supply*

*Jim Mark  
Melvin Mark Properties*

*Richard Michaelson  
Intercity Properties*

*Sam Naito  
Made In Oregon*

*George Pernsteiner  
Portland State University*

*Greg Schillinger  
Downtown Retail Council*

*Bob Stacey  
Tri-Met*

*Craig Thompson  
Fifth Avenue Suites Hotel*

*Felicia Trader  
Portland Development  
Commission*

*Kay Van Sickle  
Oregon Department of  
Transportation*

May 29, 1998

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

Dear Councilor Washington:

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

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

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

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

Councilor Washington  
May 29, 1998  
Page 2

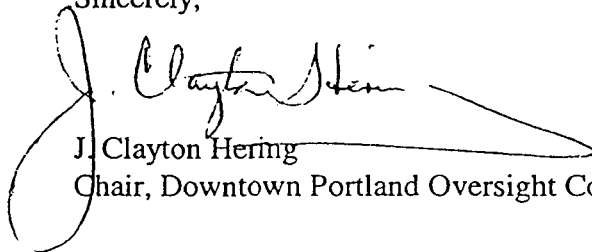
will flow outside of the metropolitan area by helping to avoid sprawl that would eat away at our state's precious farm and forest land and our surrounding rural communities.

South/North  
Downtown Portland  
Oversight Committee

J. Clayton Hering  
Chair

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

Sincerely,

A handwritten signature in black ink, appearing to read "J. Clayton Hering". The signature is written in a cursive style with a large, looping initial "J".

J. Clayton Hering  
Chair, Downtown Portland Oversight Committee

Attachment

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



**South/North  
Citizen Advisory Committee**

June 2, 1998

*Rick Williams*  
Chair

*Marc Veneroso*  
Vice Chair

*Bob Elliott*

*Brad Halverson*

*Frank Howatt*

*Champ Husted*

*Jim Justice*

*Stanley T. Lewis*

*Gary Madson*

*Gina Maloney*

*Michael Mulkey*

*David Myers-Eanwell*

*Irene Park*

*Larry Quilliam*

*Tracy Reich*

*Steve Rogers*

*Barbara Yasson*

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

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

Dear Councilor Washington:

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

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

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

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

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

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

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

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

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

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



June 2, 1998  
Councilor Washington  
Page 3

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

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

Sincerely,



Rick Williams  
Chair, Citizens Advisory Committee

Attachment

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

# South/North Locally Preferred Strategy Steering Committee Recommendation

June 5, 1998

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

## A. Light Rail Length Alternative

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

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

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

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

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

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

### 2. Anticipated Timing

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

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

### 3. Phase II Extensions

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

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

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

### B. Segment Alignments and Options

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

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

## 1. Clackamas Regional Center

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

## 2. East Milwaukie

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

## 3. Milwaukie Regional Center

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

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

Schedule: IOS 1

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

#### 4. McLoughlin Boulevard

Alignment: **McLoughlin Boulevard**

Design Option: Pedestrian Crossing at Bybee

Schedule: IOS 1

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

#### 5. South Willamette River Crossing

Alignment: **Caruthers Crossing**

Design Option: Moody Avenue

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

Schedule: IOS 1

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

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

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

## 6. Downtown Portland

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

**North Entry Options:** Within the North Entry area of the Downtown Portland Segment, the Steering Committee recommends that:

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

**South Entry Stations:** Within the South Entry area of the Downtown Portland Segment, the Steering Committee recommends that:

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

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

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

Schedule: IOS 1

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

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

## 7. Eliot

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

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

Terminus Option: IOS 1 at Rose Quarter Transit Center

Schedule: • IOS 1 to Rose Quarter Transit Center  
• IOS 2 North from Rose Quarter Transit Center

Other: • Refine the design of the Russell Street Station and the LRT alignment near Emanuel Hospital, the Ronald McDonald House and City of Portland facilities in order to reduce impacts to adjacent properties and meet urban design objectives in the area.  
• Refine the Flint Avenue alignment to reduce displacements, meet urban design and redevelopment objectives in the area, minimize neighborhood impacts and meet safety and access objectives for the Harriot Tubman school, and work with the Eliot Neighborhood and the City of Portland to develop a mitigation plan to mitigate remaining neighborhood impacts.

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

## 8. North Portland

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

## 9. Hayden Island/Vancouver

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



## C. Costs

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

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

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

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

## D. Public Involvement

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

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

*I:\HCTS\NORTH\DEIS\LPS Report\Steering Com\SCLPS605.wpd*

RESOLUTION No.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

**BARBARA CLARK  
Auditor of the City of Portland  
By  
Deputy**

## **E X H I B I T   C**

### **S O U T H / N O R T H   P R O J E C T**

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

#### **Corridor-wide Issues**

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

#### **McLouglin Segment Issues**

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

#### **South River Crossing Issues**

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

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

### **Downtown Segment Issues**

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

### **Eliot Segment Issues**

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

### **North Portland Segment Issues**

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

**RESOLUTION 98-07-41**

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

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

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

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

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

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

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

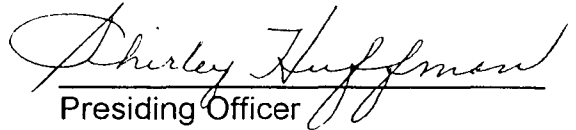
**WHEREAS**, Metro and Tri-Met have provided opportunity for public comment on the draft environmental impact statement and LPS; and

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

**NOW, THEREFORE, IT IS HEREBY RESOLVED:**

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

Dated: July 1, 1998.

  
Presiding Officer

Attest:

  
Recording Secretary

Approved as to Legal Sufficiency:

  
Legal Department

**BEFORE THE METRO COUNCIL**

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

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

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

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

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



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

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

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

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

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

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

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

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

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

BE IT RESOLVED:

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

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

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

- Downtown Portland Full Transit Mall Alternative

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

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

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

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

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

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

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

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

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

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

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

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Jon Kvistad, Presiding Officer

Approved as to Form:

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Daniel B. Cooper, General Counsel

# South/North Locally Preferred Strategy

## Metro Council and the Southwest Washington Regional Transportation Council

July 9, 1998

This document outlines the alternatives and options that constitute the South/North Locally Preferred Strategy (LPS) and Appendix A provides maps of the LPS within the project's nine segments. The selection of the LPS was based upon: 1) review of public comment, 2) information included within the Draft Environmental Impact Statement (DEIS) and ancillary documents, 3) the project's adopted goal, criteria and evaluation measures, and 4) the consideration of recommendations from the South/North Project Management Group (May 21, 1998), the Downtown Portland Oversight Committee (May 21, 1998), the Citizens Advisory Committee (May 28, 1998), the South/North Steering Committee (June 5, 1998) and recommendations from the project's participating jurisdictions. The LPS Report will be forwarded to the Federal Transit Administration and will form the basis of subsequent project activities such as the development of Preliminary Engineering, the preparation of the Final Environmental Impact Statement (FEIS) and preparation of the FEIS Finance Plan.

### A. Light Rail Length Alternative

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

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

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

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

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

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



## 2. Anticipated Timing

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

## 3. Phase II Extensions

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

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

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

## B. Segment Alignments and Options

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

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

## 1. Clackamas Regional Center

- Alignment:** North of Clackamas Town Center (CTC)
- Design Option:** Result of Clackamas Community College (CCC), Oregon Institute of Technology (OIT), North Clackamas Parks District and light rail transit (LRT) Master Plan
- Terminus Option:** CTC Transit Center for IOS 2 and Full-Length
- Park-and-Ride Lot:**
- Approximately 900 spaces at OIT/CCC (450 structured and 450 surface, mix of surface and structure may change as a result of the master planning effort).
  - Refine the distribution of park-and-ride capacity between the Linwood, Tacoma St. and OIT/Aquatic Center park-and-ride sites.
  - An additional 1,100 park-and-ride spaces will be required to meet the demand in the south portion of the corridor during IOS 3. The final location of these additional park-and-ride spaces will be determined through a study process to be developed following completion of the IOS 1 FEIS.
- Schedule:** IOS 2
- Other:**
- The project will coordinate the design of the CTC Transit Center and LRT alignment parallel to Monterey with the CTC's developing expansion master plan and Clackamas County's planned improvements for Monterey.
  - Designs in this segment will allow for an Oregon City extension via I-205.

## 2. East Milwaukie

- Alignment:** Highway 224
- Terminus Option:** Linwood Park-and-Ride Lot for IOS 1
- Park-and-Ride Lot:**
- Approximately 400 surface spaces at Linwood southeast of Harmony in IOS 1.
  - Add approximately 900 spaces at the Linwood Park-and-Ride Lot and structure all spaces in IOS 2: total approximately 1,300 structured spaces.
  - Limit the Linwood Park-and-Ride Lot to southeast of SE Harmony Road.
  - No park-and-ride lot or station at the Milwaukie Marketplace.
  - Refine the distribution of park-and-ride capacity between the Linwood, Tacoma and OIT/Aquatic Center park-and-ride sites.
  - An additional 1,100 park-and-ride spaces will be required to meet the demand in the south portion of the corridor during IOS 3. The final location of these additional park-and-ride spaces will be determined through a study process to be developed following completion of the IOS 1 FEIS.
- Schedule:**
- IOS 1 to Linwood Park-and-Ride Lot with approximately 400 surface spaces.
  - IOS 2 structure Linwood Park-and-Ride Lot and increase capacity by approximately 900 spaces.

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

### 3. Milwaukie Regional Center

- Alignment: **Main Street/Tillamook Branch Line Mitigated**
- Park-and-Ride Lot:
  - Approximately 800 spaces at Tacoma St. (800 structured).
  - Refine the design of the Tacoma St. Station and Park-and-Ride Lot to reflect site limitations, optimize development opportunities and improve pedestrian access (including extending the Springwater Corridor Trail across McLoughlin Boulevard) and auto access to and from the lot.
  - Refine the distribution of park-and-ride capacity between the Linwood, Tacoma St. and OIT/Aquatic Center park-and-ride lot sites.
  - An additional 1,100 park-and-ride spaces will be required to meet the demand in the south portion of the corridor during IOS 3. The final location of these additional park-and-ride spaces will be determined through a study process to be developed following completion of the IOS 1 FEIS.
- O&M Facility
  - Advance the South of Ochoco site into PE/FEIS with a Center St. site (see the South Willamette River Crossing Segment).
  - Prior to publication of the PE/FEIS for IOS 1, select a preferred maintenance facility site and develop an implementation plan.
- Schedule: IOS 1
- Other:
  - Refine the alignment within downtown Milwaukie to mitigate impacts to Scott Park and to improve the urban design characteristics of the proposed transit center.
  - Design the LRT alignment and transit center to allow for an extension to Oregon City via McLoughlin Blvd.
  - Refine the LRT alignment to address floodplain issues along Johnson Creek.

### 4. McLoughlin Boulevard

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

## 5. South Willamette River Crossing

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

## 6. Downtown Portland

- Alignment: The **Full Transit Mall Alternative** be included within the first construction segment (IOS 1) of the South/North Light Rail Phase I Project.
- North Entry Options:
- The **Irving Street Design Option**, with the northbound Irving Diagonal Station and the southbound station on NW 5<sup>th</sup> Avenue south of NW Irving Street;
  - The Irving Street alignment will be based upon the revised design that would avoid and mitigate a variety of impacts associated with the design included within the DEIS, thus avoiding the displacement of the Glisan Street Warehouse;
  - The project will refine the location of the southbound light rail station on NW 5<sup>th</sup> Avenue at NW Irving Street to examine the trade-offs between

locating a station closer to Union Station with the potential closure of NW Hoyt Street at NW 5<sup>th</sup> Avenue;

- The project will refine the north mall design and traffic/transit operations plan to retain existing through-traffic access on NW 5<sup>th</sup> and 6<sup>th</sup> Avenues; and
  - The project will develop plans to mitigate impacts to loading docks and other vehicle access points.
- South Entry Stations:
- Metro, Tri-Met and the City of Portland will conduct a South Entry LRT/Streetcar Design Coordination Study to refine the south entry alignment design for the South/North Project to allow for a Portland Central City Streetcar extension from PSU, via SW Harrison Street, to the North Macadam development area. This study will coordinate with the design and location of the Harrison Street connector.
  - A station on SW Harrison Street between SW 2<sup>nd</sup> and 3<sup>rd</sup> Avenues is needed to: 1) serve the existing population and employment in the South Auditorium District; and 2) provide a connection between South/North light rail and an extension of the City of Portland's Central City Streetcar into the North Macadam redevelopment area and to other transit service to the south of downtown Portland. Because it would provide a dual function, funding for the Harrison Street Station should be sought from a variety of sources, including the South/North Light Rail Project and the Central City Streetcar Project.
  - A RiverPlace Station between SW Front Avenue and SW Harbor Drive will be dropped from further consideration.

Schedule: IOS 1

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

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

## 7. Eliot

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

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

Design Option: • **LRT/Roadway Refinement Study.** Tri-Met, the City of Portland, ODOT and Metro will work together to develop a refined design for this area that addresses the following needs in an integrated manner: LRT access and

operations; capacity and weave problems on I-5; access to, from and within the Lloyd District; and the development of the Broadway/Weidler couplet as a Main Street. The results of the study will include a phasing and financing plan. If the study does not result in a mutually-agreed upon solution, then the East I-5/Russell with a grade-separated crossing of the Broadway/Weidler couplet will be constructed. The study will be completed no later than the initiation of the FEIS for IOS 2.

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

## 8. North Portland

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

- Refine station location and designs for the PIR/Delta Park and the Expo Center stations.
- Refine the LRT alignment south of Expo Center to address wetland impacts.
- The City of Portland should undertake ancillary programs to ensure the economic vitality of the full length of N Interstate Avenue.

## 9. Hayden Island/Vancouver

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

## C. Costs

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

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

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

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

## **D. Public Involvement**

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

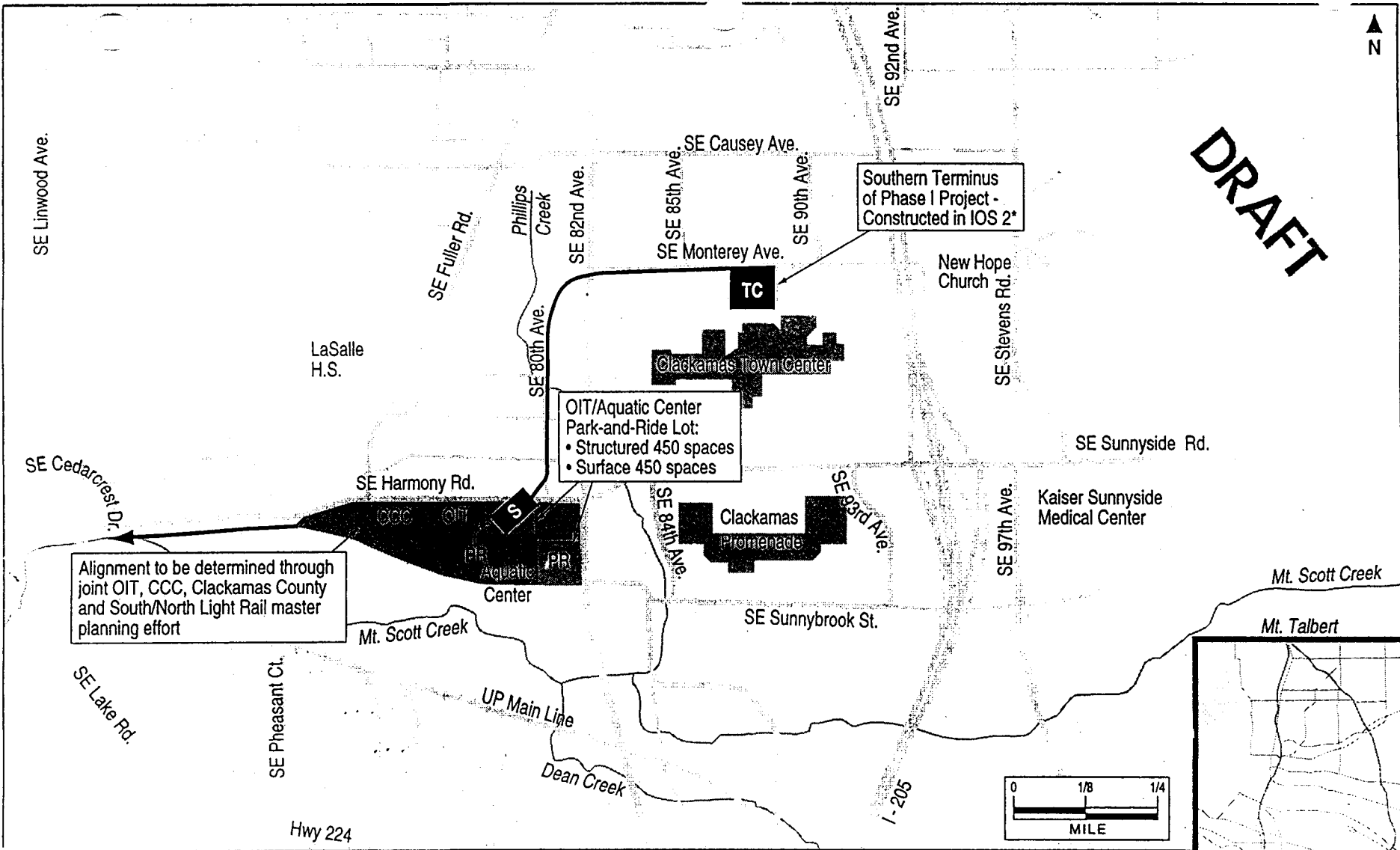
- A corridor-wide citizen involvement committee will be integrated into the public involvement program for preparation of Preliminary Engineering and the FEIS.
- Interested parties throughout the corridor will have the opportunity to be involved in the processes that are developed to resolve the issues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

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# Appendix A

## Maps of the South/North Locally Preferred Strategy



Alignment to be determined through joint OIT, CCC, Clackamas County and South/North Light Rail master planning effort

OIT/Aquatic Center Park-and-Ride Lot:  
 • Structured 450 spaces  
 • Surface 450 spaces

Southern Terminus of Phase I Project - Constructed in IOS 2\*

**DRAFT**



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

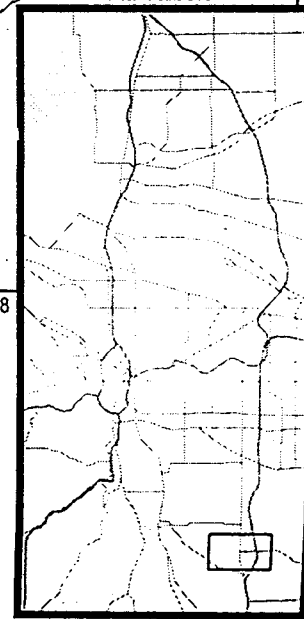
- North of Clackamas Town Center
- Clackamas Town Center Terminus Option

- Study Area
- Recommended LRT Alignment
- Station
- Transit Center
- Proposed ODOT/Clackamas County Roadway
- Park-and-Ride Lot
- Existing Railroad

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

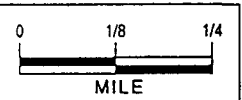
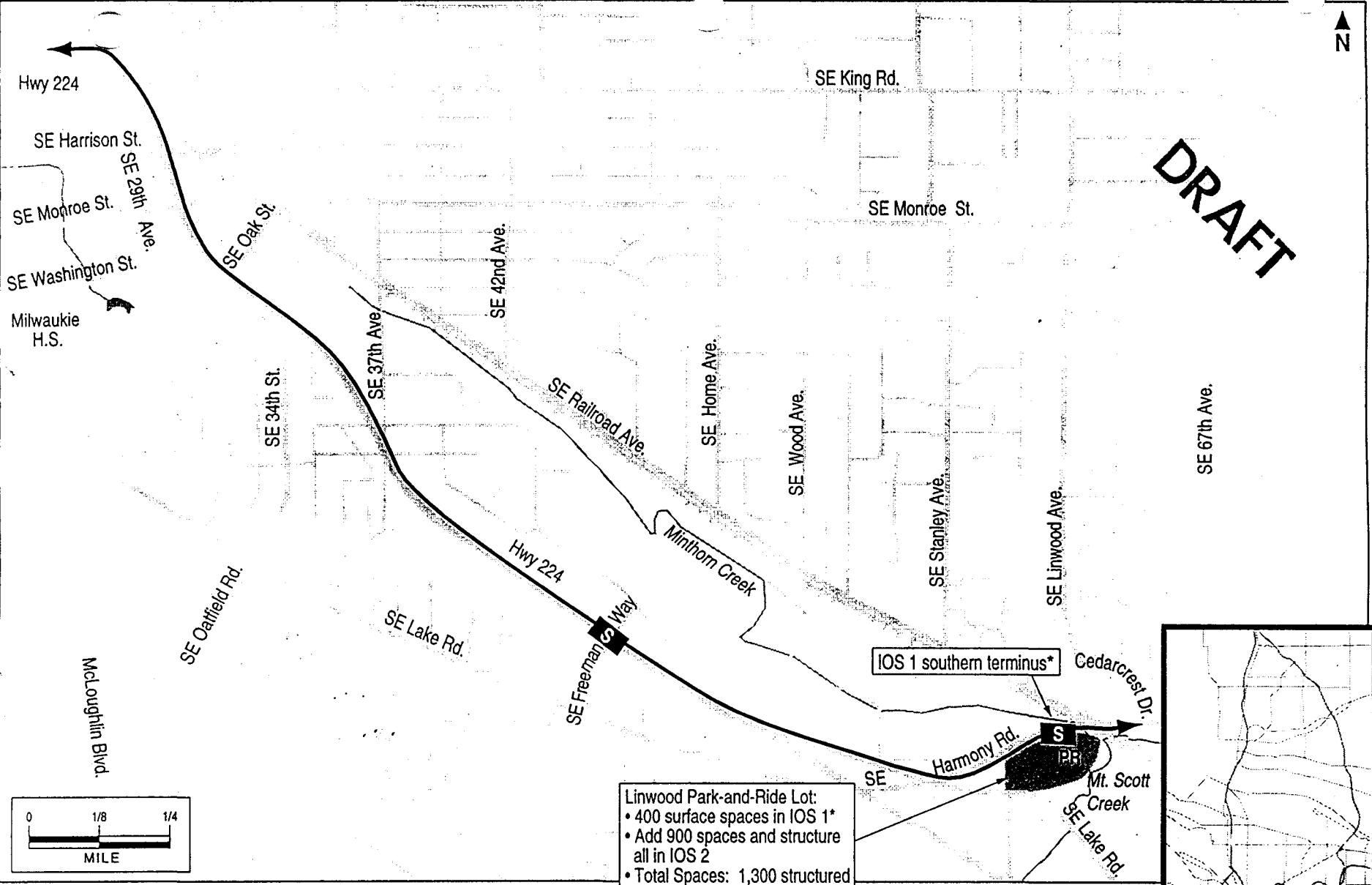
\* IOS refers to a segment of the full-length alternative called an Interim Operating Segment.

June 1998





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Linwood Park-and-Ride Lot:  
 • 400 surface spaces in IOS 1\*  
 • Add 900 spaces and structure all in IOS 2  
 • Total Spaces: 1,300 structured

IOS 1 southern terminus\*

June 1998

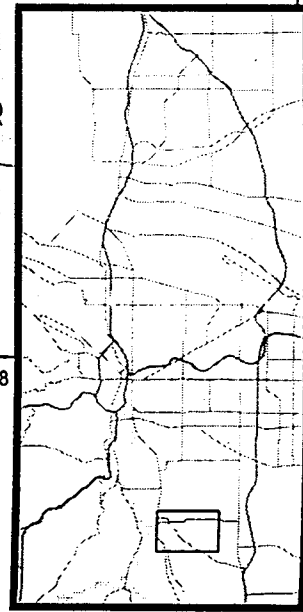


**Figure A.2**  
**Locally Preferred Strategy:**  
**Metro Council and RTC**  
**East Milwaukie**  
**Segment**  
 • Highway 224

- Recommended LRT Alignment
- Station
- Park-and-Ride Lot
- Existing Railroad

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

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



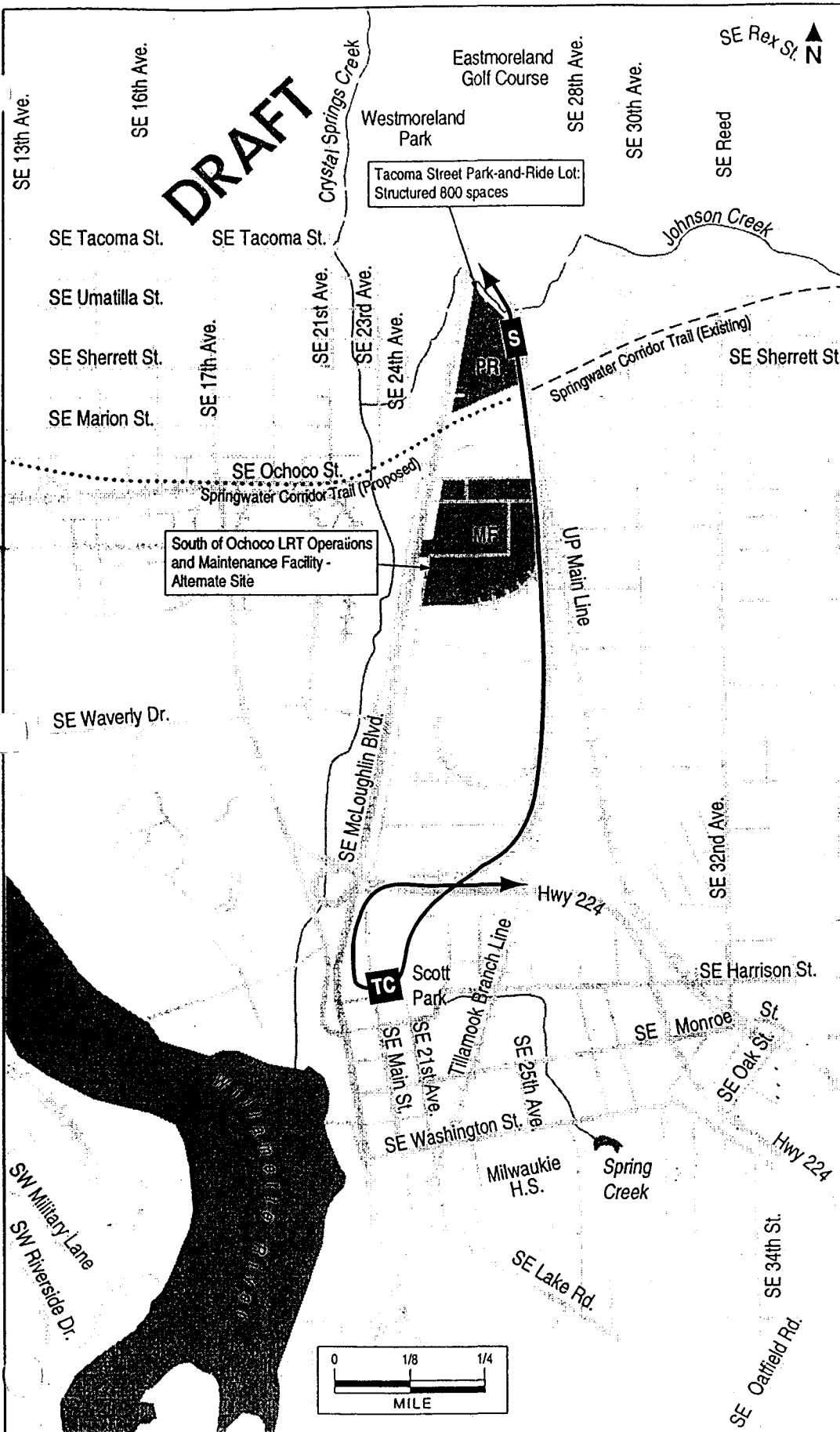
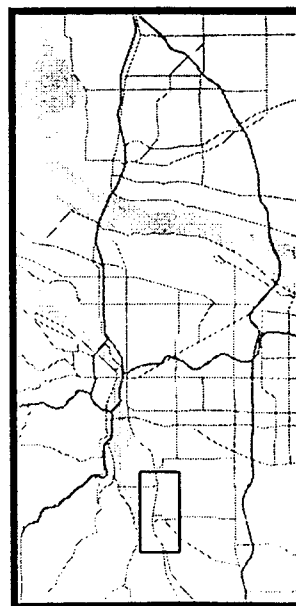


Figure A.3  
**Locally Preferred Strategy:  
 Metro Council and RTC  
 Milwaukie Regional  
 Center Segment**

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

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

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

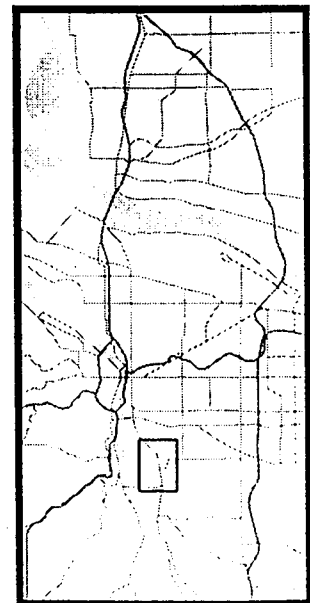
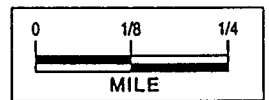


# Figure A.4 Locally Preferred Strategy: Project Metro Council and RTC McLoughlin Boulevard Segment

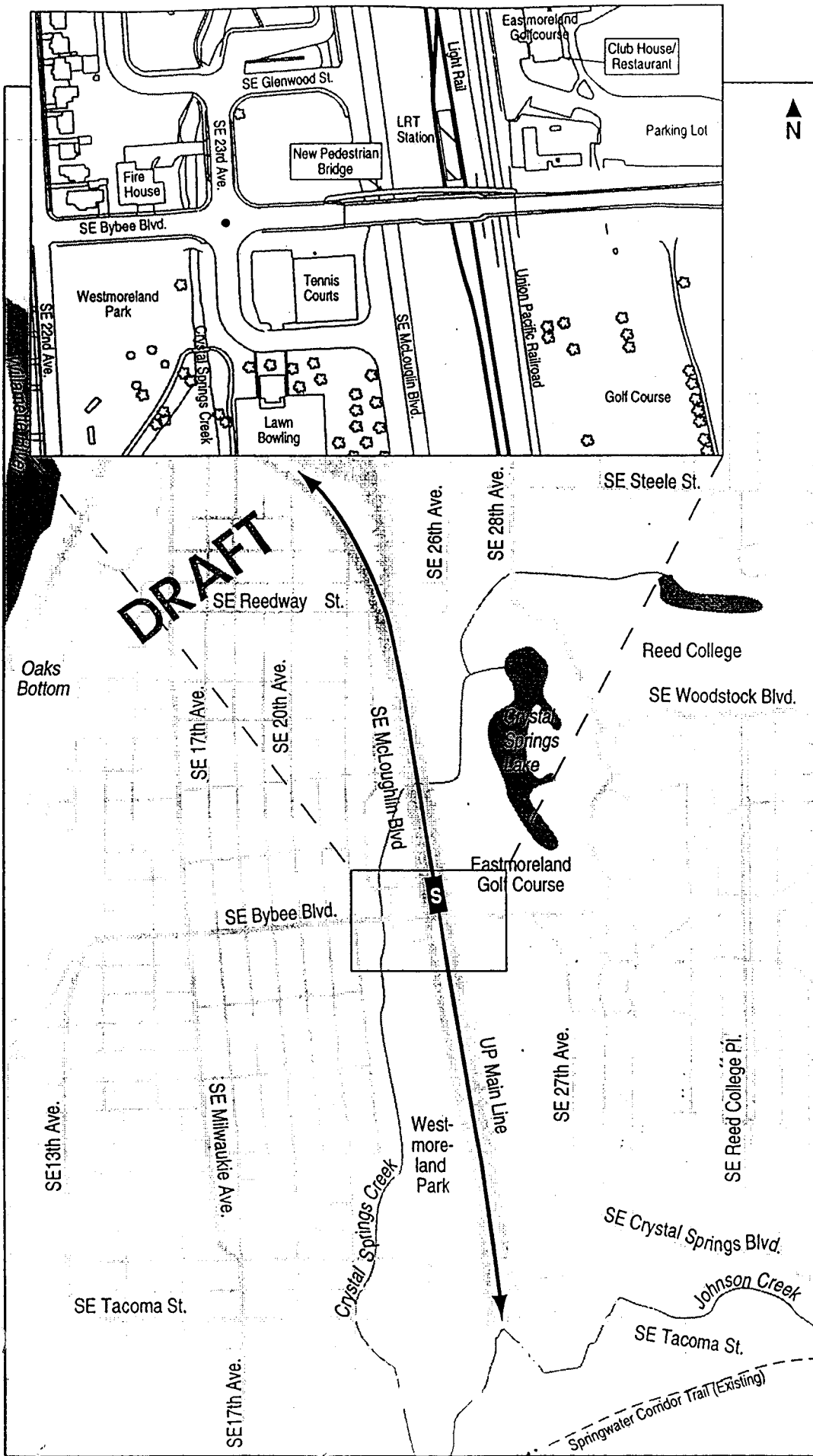
- Build Pedestrian Overpass

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

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



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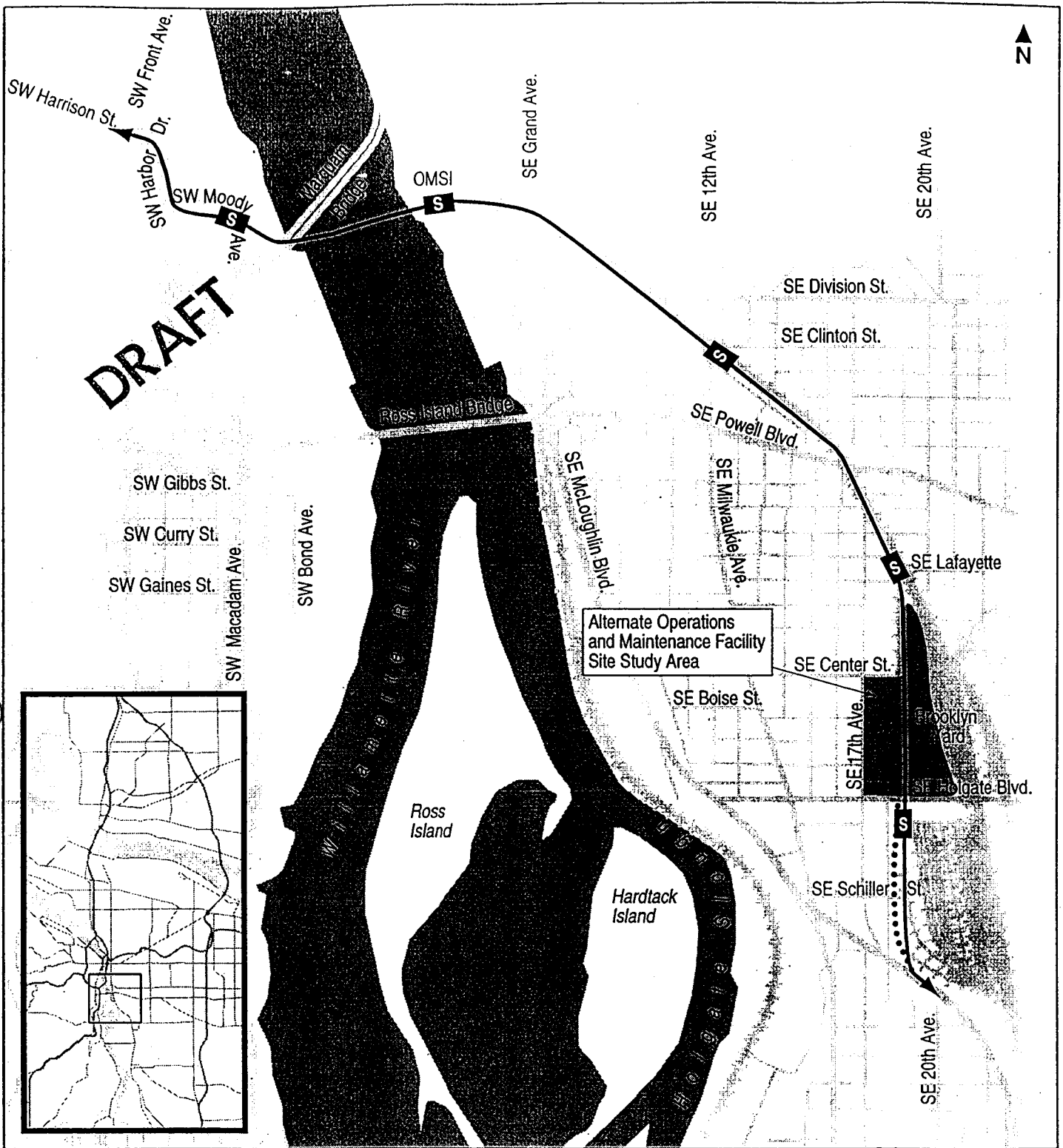


Figure A.5  
 Locally Preferred Strategy:  
 Metro Council and RTC  
**South Willamette River  
 Crossing Segment**

June 1998

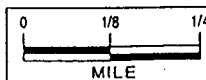


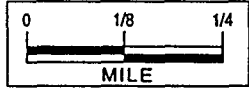
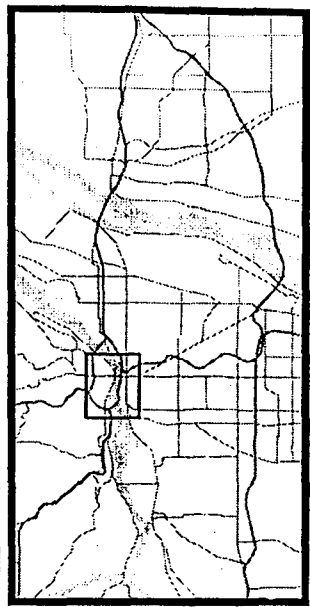
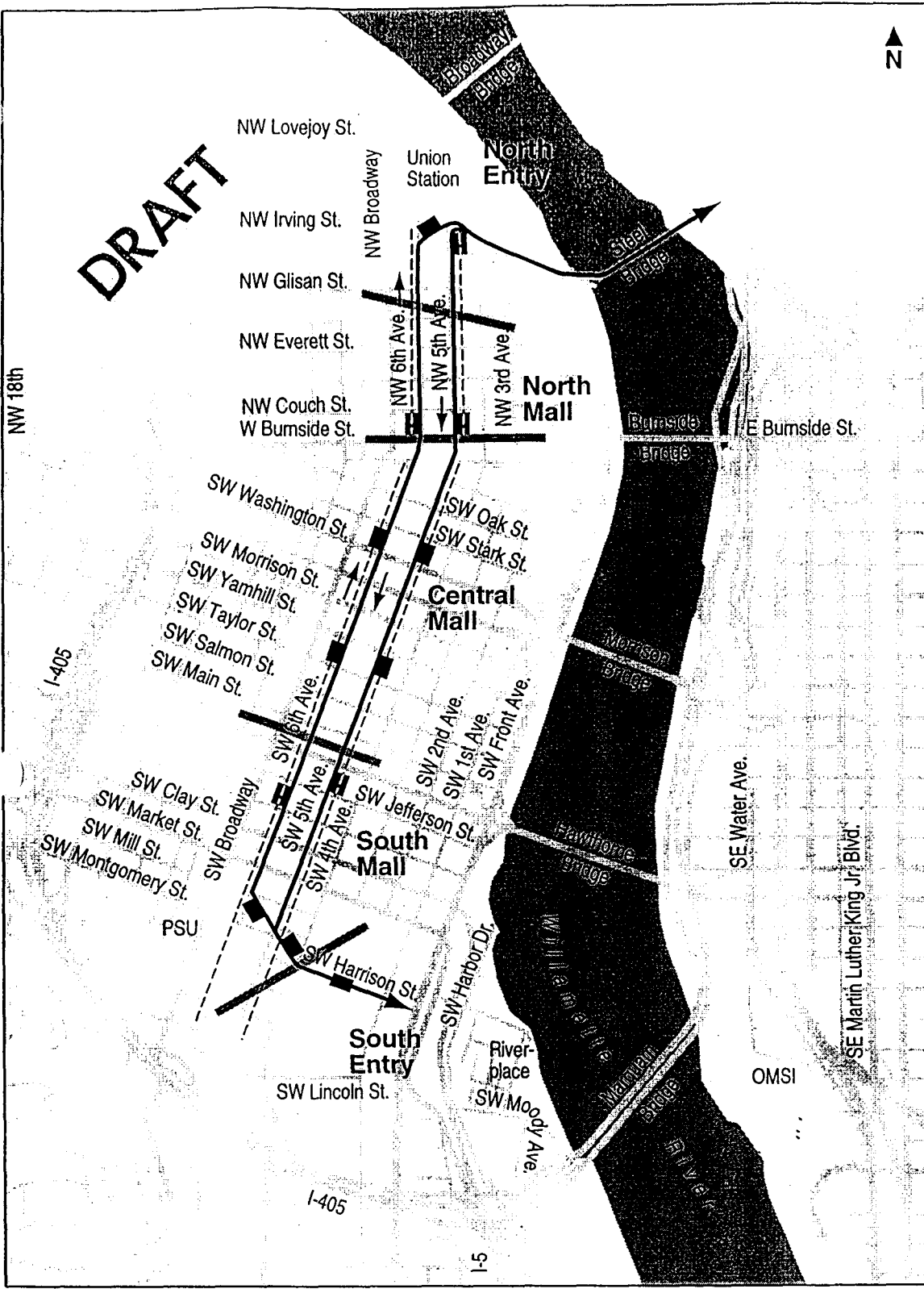
- Caruthers Crossing
- Moody Avenue Design Option
- Center Street Study Area for LRT Operations & Maintenance Facility



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

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





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

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

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

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

- Recommended LRT Alignment
- Eastside MAX
- Westside LRT
- - - Mall auto access
- Station with no auto access on Mall
- ⊥ Station with auto access on Mall
- Existing Railroad



June 1998

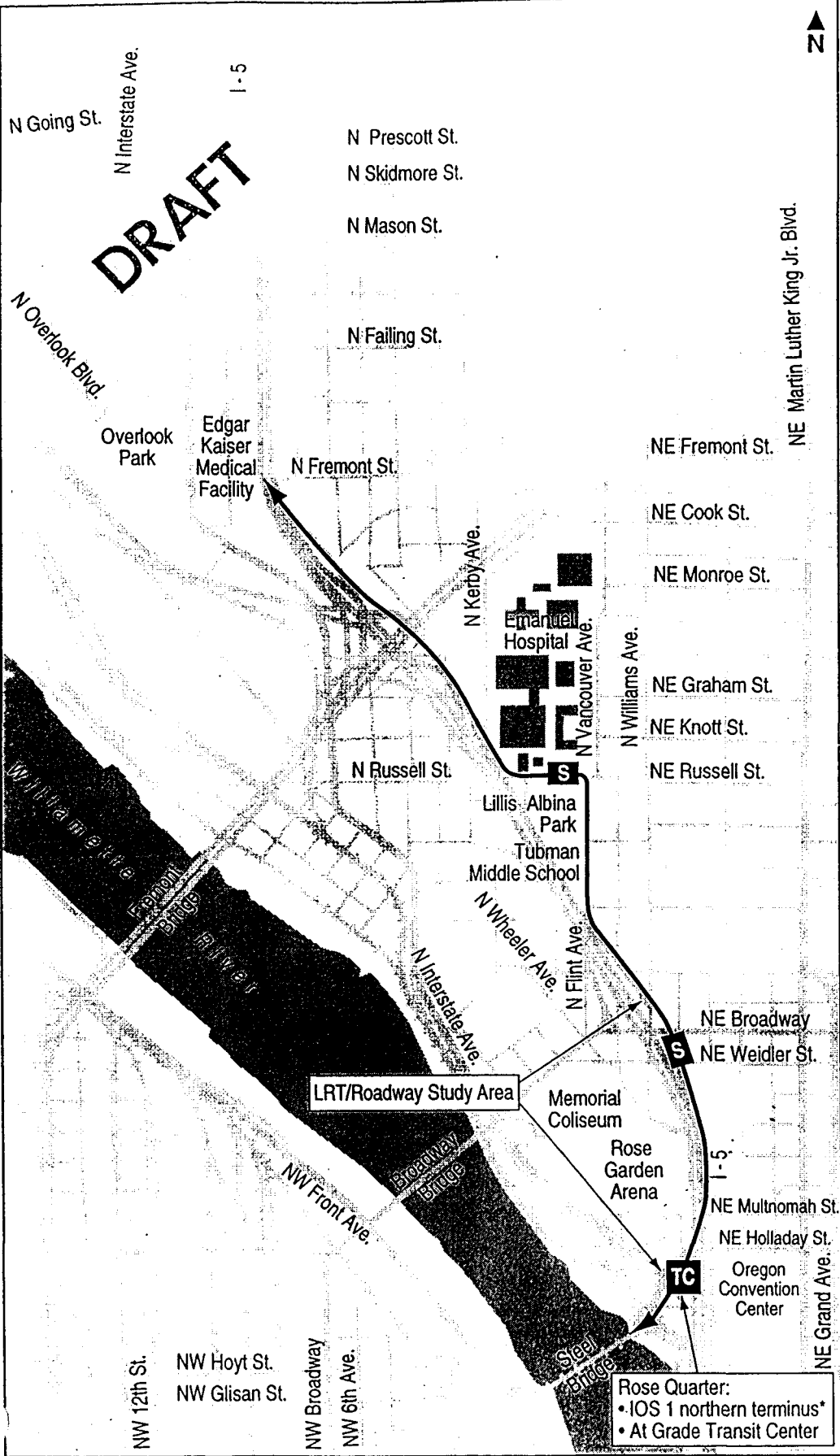
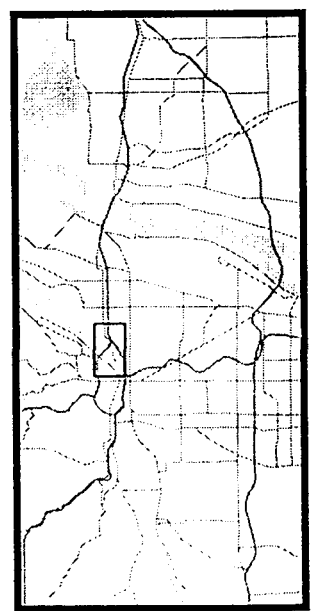
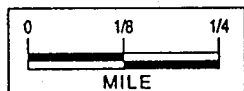
### Figure A.7 Locally Preferred Strategy: Metro Council and RTC Eliot Segment

- East I-5/Russell
- Grade-Separated

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

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

- Recommended Alignment
- Station
- Existing Railroad
- Transit Center



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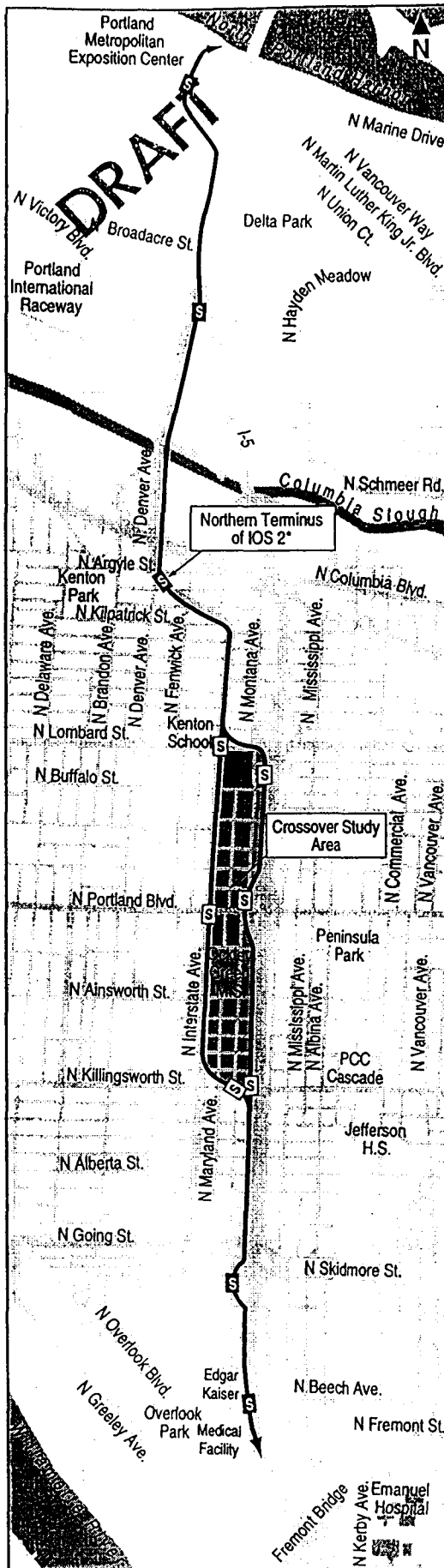
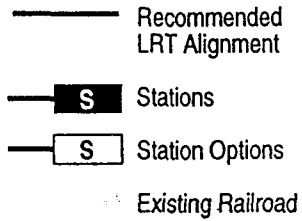


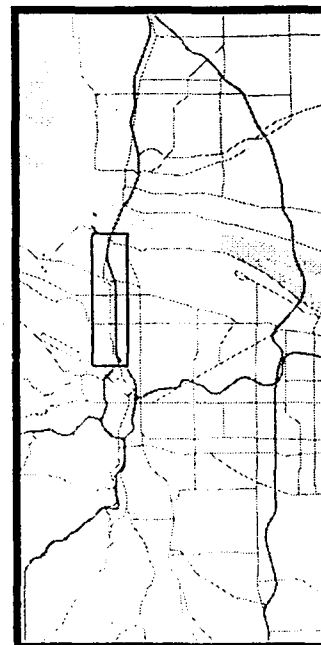
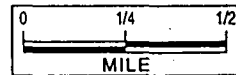
Figure A.8  
Locally Preferred Strategy:  
Metro Council and RTC  
North Portland  
Segment

- Interstate Avenue with a crossover
- Retain Alberta Ramps Mitigated



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

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



VA/Clark College Park-and-Ride Lot:  
• 2,000 structured spaces during IOS 3\*

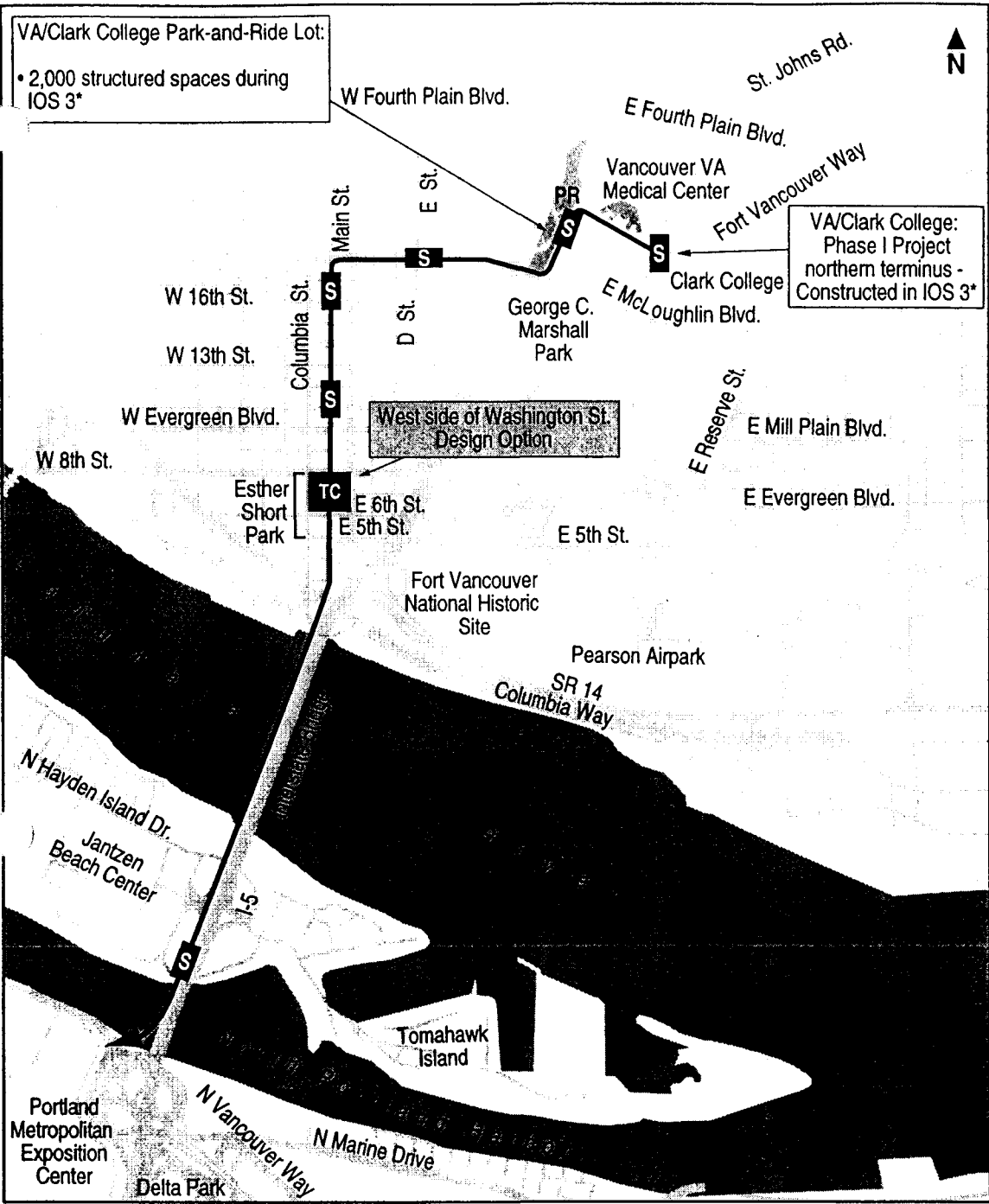
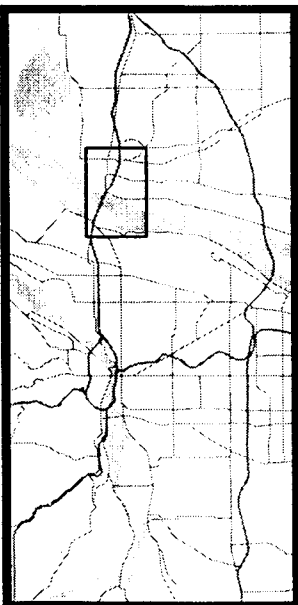
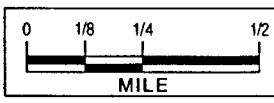


Figure A.9  
**Locally Preferred Strategy: Metro Council and RTC Hayden Island/Vancouver Segment**

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

- Recommended LRT Alignment
- Station
- Existing Railroad
- TC Transit Center
- PR Park-and-Ride

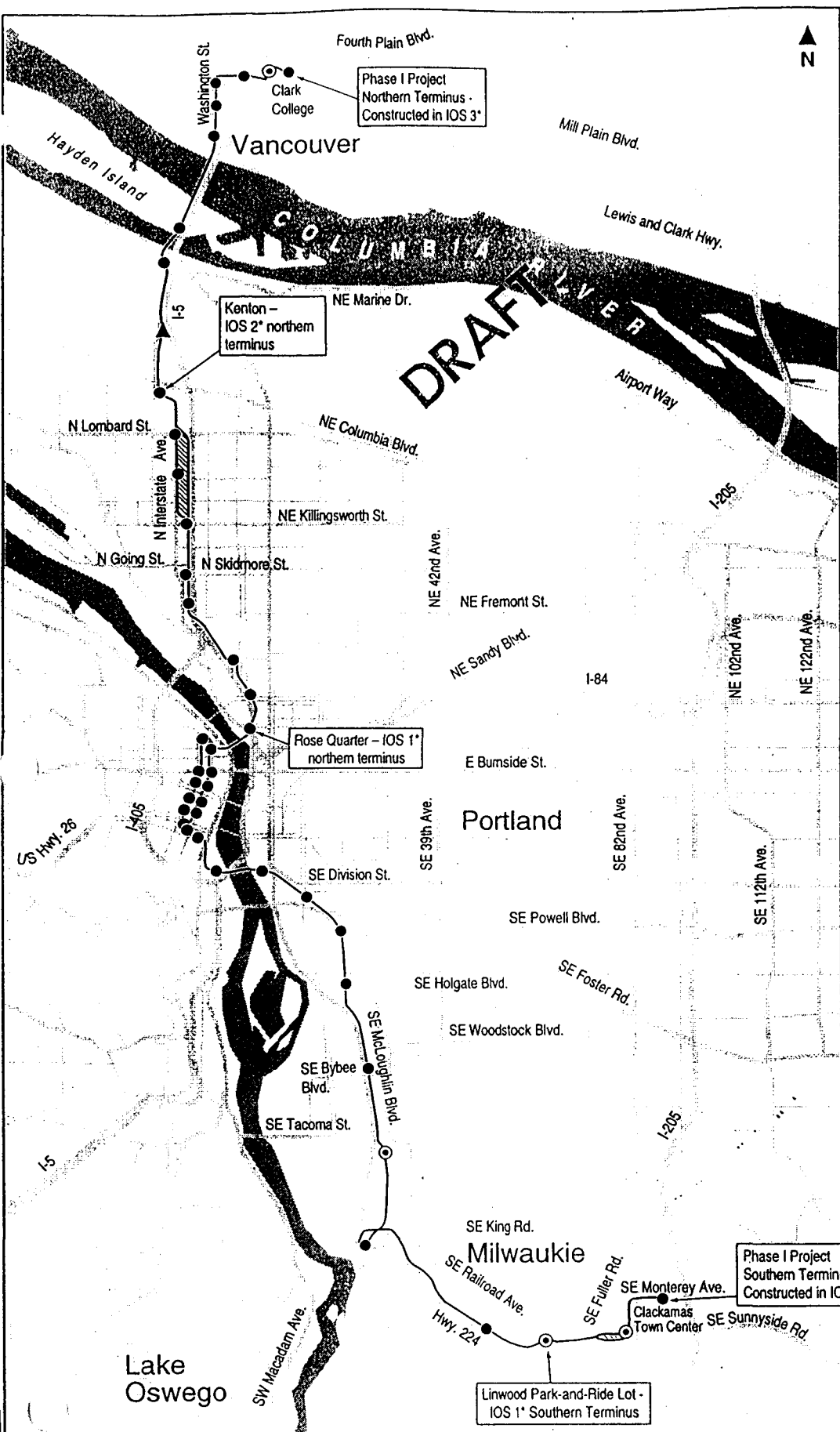


June 1998

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

refers to a segment of the full-length native called an Interim Operating segment.

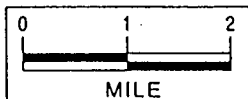
**Figure A.10**  
**Locally Preferred Strategy:**  
**Metro Council and RTC**  
**South/North**  
**Light Rail**  
**Phase I Project**



- Recommended LRT Alignment Alternative
- Station
- ▲ Station Access Under Study
- ⊙ Station with Park-and-Ride Lot
- ▨ Alignment Study Area

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

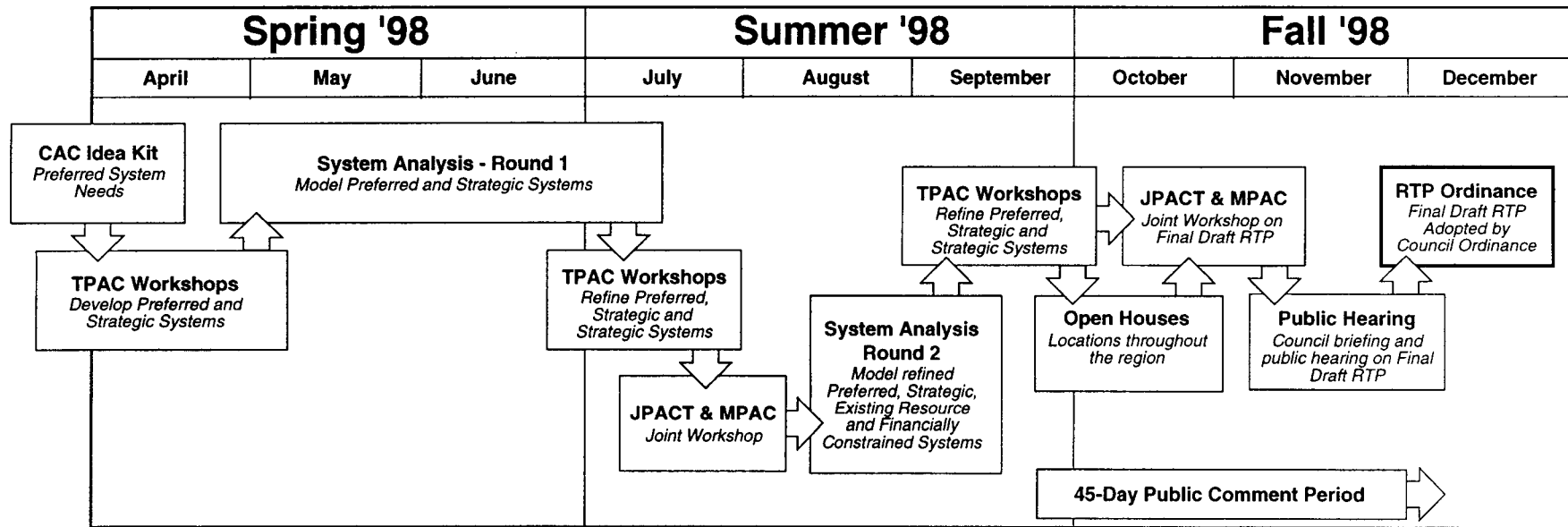
\*IOS refers to a segment of the full-length alternative called an Interim Operating Segment.



May 1998



# Regional Transportation Plan Update System Component Technical Work



## Summer/Fall 1998 RTP Update Schedule

**July 10 - RTP Workshop** - TPAC update and discussion of Round 1 Modeling inputs, outcomes and analyses of Existing Resource, Strategic (transit and auto oriented) and Preferred systems

**July 17 - RTP Workshop** - TPAC discussion and recommendations for development of final Strategic System

**July 24 - RTP Newsletter** copy deadline

**July 31 - Round 2 Modeling** - deadline for local project revisions

**August 12 - Joint JPACT & MPAC Workshop** - Briefing on Round 1 Modeling, and recommendations for development of Strategic System

**August 28 - RTP Newsletter** mailing to 2040 distribution list

**July 31 - Round 2 Modeling** - deadline for local project revisions

**September 12 - Westside LRT Event** - RTP display at Convention Center

**September 18 - RTP Workshop** - TPAC update & discussion of Round 2 modeling

**September 25 - Regular TPAC Meeting** - TPAC Recommendations on final draft of RTP policies, systems and financial analysis

**September/October - Open Houses** (locations throughout the region)

**October 21 - Joint JPACT & MPAC Workshop** - Briefing on Round 2 modeling, recommendations on final draft of RTP policies, systems and financial analysis

**November 12 - Council briefing and public hearing** on final draft of RTP policies, systems and financial analysis

**December 12 - Council action** on final draft of RTP policies, systems and financial analysis



**METRO**

REGIONAL TRANSPORTATION PLAN UPDATE

# Strategic Transportation Improvements

## Reacting to 2040

### Selection Criteria

#### 1999-2005

- Maintain Regional Highway LOS as needed for 2005
- Immediate Safety Improvements
- 5-year Preservation Needs
- Transit LOS tied to coverage

#### 2006-2010

- Maintain Regional Highway LOS as needed for 2010
- Remaining Safety Improvements
- 10-year Preservation Needs
- Transit LOS tied to coverage

#### 2011-2020

- Maintain Regional Highway LOS as needed for 2020
- New Highway Links
- Anticipated Safety Improvements
- 20-year Preservation Needs
- Transit LOS tied to coverage

## Planned Improvements

### 1999-2005

Motor Vehicle	Boulevard	Pedestrian
_____	_____	_____
_____	Transit	Bicycle
_____	_____	_____
Freight	_____	TOD/TDM
_____	_____	_____

### 2006-2010

Motor Vehicle	Boulevard	Pedestrian
_____	_____	_____
_____	Transit	Bicycle
_____	_____	_____
Freight	_____	TOD/TDM
_____	_____	_____

### 2011-2020

Motor Vehicle	Boulevard	Pedestrian
_____	_____	_____
_____	Transit	_____
_____	_____	_____
_____	_____	Bicycle
_____	_____	_____
Freight	_____	TOD/TDM
_____	_____	_____

## Leveraging 2040

### Selection Criteria

#### 1999-2005

- Tier 1 & 2 Central City
- Tier 1 Regional Centers
- Tier 1 Industrial Areas
- Tier 1 Town Centers

#### 2006-2010

- Tier 1 thru 5 Central City
- Tier 1 & 2 Regional Centers
- Tier 1 & 2 Industrial Areas
- Tier 1 Station Communities
- Tier 1 & 2 Town Centers
- Tier 1 & 2 Mainstreets
- Rural Reserves

#### 2011-2020

- Tier 1 thru 5 Central City
- Tier 1 & 2 Regional Centers
- Tier 1 & 2 Industrial Areas
- Tier 1 & 2 Station Communities
- Tier 1 thru 5 Town Centers
- Tier 1 & 2 Mainstreets
- Corridors
- Inner Neighborhoods
- Outer Neighborhoods
- Employment Areas
- Rural Reserves



TRI-COUNTY METROPOLITAN  
TRANSPORTATION DISTRICT OF OREGON

4012 S.E. 17TH AVENUE  
PORTLAND, OREGON 97202  
(503) 238-4831 FAX: (503) 239-6259

To: Councilor Ed Washington  
Chair, JPACT

From: Tom Walsh  
General Manager

Date: July 9, 1998

Re: **Proposed Amendment to the South/North LPS**

I would like to propose the following amendment to the South/North Locally Preferred Strategy that addresses the forecast need for park-and-ride capacity within the southern portion of the South/North Corridor (regular text is existing, double underlined text is proposed additions and strikeout text is proposed deletions):

1. Clackamas Regional Center (page 3):

Park-and-Ride Lot:

- Approximately 900 spaces at OIT/CCC (450 structured and 450 surface, mix of surface and structure may change as a result of the master planning effort).
- Approximately 600 spaces at a surface lot located at the New Hope Church site connected to the CTC Transit Center with bus service.
- Refine the distribution of park-and-ride capacity between the Linwood, Tacoma St. and OIT/Aquatic Center park-and-ride sites, including the addition of approximately 500 spaces among the three lots.
- ~~An additional 1,100 park-and-ride spaces will be required to meet the demand in the south portion of the corridor during IOS 3. The final location of these additional park-and-ride spaces will be determined through a study process to be developed following completion of the IOS 1 FEIS.~~

2. East Milwaukie (page 3):

Park-and-Ride Lot:

- Approximately 400 surface spaces at Linwood southeast of Harmony in IOS 1.
- Add approximately 900 spaces at the Linwood Park-and-Ride Lot and structure all spaces in IOS 2: total approximately 1,300 structured spaces.
- Limit the Linwood Park-and-Ride Lot to southeast of SE Harmony Road.
- No park-and-ride lot or station at the Milwaukie Marketplace.



- Refine the distribution of park-and-ride capacity between the Linwood, Tacoma St. and OIT/Aquatic Center park-and-ride sites, including the addition of approximately 500 spaces among the three lots.
- ~~An additional 1,100 park-and-ride spaces will be required to meet the demand in the south portion of the corridor during IOS 3. The final location of these additional park-and-ride spaces will be determined through a study process to be developed following completion of the IOS 1 FEIS.~~

3. Milwaukie Regional Center (page 4):

Park-and-Ride Lot:

- Approximately 800 spaces at Tacoma St. (800 structured).
- Refine the design of the Tacoma St. Station and Park-and-Ride Lot to reflect site limitations, optimize development opportunities and improve pedestrian access (including extending the Springwater Corridor Trail across McLoughlin Boulevard) and auto access (including extending the Springwater Corridor Trail across McLoughlin Boulevard) and auto access to and from the lot.
- Refine the distribution of park-and-ride capacity between the Linwood, Tacoma St. and OIT/Aquatic Center park-and-ride sites, including the addition of approximately 500 spaces among the three lots.
- ~~An additional 1,100 park-and-ride spaces will be required to meet the demand in the south portion of the corridor during IOS 3. The final location of these additional park-and-ride spaces will be determined through a study process to be developed following completion of the IOS 1 FEIS.~~

I believe that it is important to make these amendments in order to have adequate park-and-ride capacity in the southern portion of the corridor when the extension to the Clackamas Regional Center is constructed as an element of interim operable segment (IOS) 2. Rather than waiting for IOS 3 to provide the needed capacity. By constructing the full capacity within IOS 2, we would ensure that we meet ridership demands in Clackamas County and avoid negative impacts, such as spill-over parking, that could be associated with undersized park-and-ride lots.

## STAFF REPORT

### CONSIDERATION OF RESOLUTION NO. 98-2680 FOR THE PURPOSE OF ADOPTING THE PROCESS AND CRITERIA FOR PROJECT SELECTION FOR THE FY 2000-03 METRO TRANSPORTATION IMPROVEMENT PROGRAM (MTIP)

Date: June 25, 1998

Presented by : Andrew Cotugno

#### PROPOSED ACTION

Approval of this Resolution would establish a guiding process for allocation of funds during the FY 2000-03 STIP Update and approve the technical and administrative criteria that will be used to evaluate projects nominated for regional funding.

#### FACTUAL BACKGROUND AND ANALYSIS

Metro and ODOT are cooperating to prepare an FY 2000 update of the Transportation Improvement Program in the Portland metropolitan region (urban portion of ODOT Region 1) to allocate federal and state funds expected between FY 2000 and 2003. This will include any funds in excess of those previously projected for receipt between FY 1998-2000 that have not yet been allocated to projects in the current MTIP/STIP as well as the two added years of 2002 and 2003.

Attachment A of the Staff Report is a public notice of the kick-off and an overview of the update process. Attachment B is a list of key dates. Exhibit 1 is an overview of the draft project selection criteria and project selection process. Exhibit 2 of the Resolution is a summary of the technical criteria used to evaluate projects. Exhibit 3 is an explanation of the "2040 points" used in the technical criteria to evaluate responsiveness of transportation projects to Metro's 2040 growth management objectives. Exhibit 4 is the description of the "2040 points" as they apply to the special needs of freight projects.

In preparation for this process, the TIP subcommittee met twice during May to suggest appropriate revision of Metro's project selection criteria. A draft proposal for project selection criteria and process was recommended for approval and was released for public comment. TPAC, JPACT and the Metro Transportation Planning Committee have reviewed the draft materials and requested a recommendation on the seven issues described below. The Transportation Planning Committee meeting was also noticed as a public hearing on the criteria and selection process. No public comment was received. This resolution, approving final criteria and a selection process, is recommended for adoption.



1. Should Metro, in allocating state and federal funding to transportation projects throughout the region, take into account whether local government transportation revenue has been deployed in ways that further objectives of the 2040 Growth Concept as reflected in the *Regional Framework Plan*? If so, what monitoring process would be desirable and should the allocation process and/or project selection criteria be amended to assist this objective?

*Staff Recommendation:* Metro should not evaluate local transportation funding decisions as an element of regional funding decisions. Local agencies require flexibility to respond to a broader variety of local transportation issues than concern Metro. The regional funds allocated by Metro respond to the more narrowly focused regional issues defined in the Framework Plan. Deployment of local funds to address regional interests is encouraged in the regional ranking process. Among the administrative considerations (See Exhibit 1) is recognition of local overmatch and the relationship of nominated projects to other transportation projects, including those financed with local revenue. While use of local funds to support regional objectives is encouraged, it is not Metro's policy to require such deployment. Consistency with regional objectives more appropriately rests with the process to develop local transportation system plans. Metro will participate in the development of local plans to identify issues to ensure consistency with the *Regional Framework Plan* and *Regional Transportation Plan*.

2. Should adherence of proposed projects to the Regional Street Design Guidelines (e.g., Boulevard, Street, Road and Highway design classifications) be used as a prerequisite for regional funding? What monitoring provisions would be appropriate?

*Staff Recommendation:* Adherence of nominated projects to the three screening criteria (See Exhibit 1) should be required, including the Street Design Classifications. It is important to note, however, that these guidelines differ for the four different classifications of Boulevard, Street, Roadway and Highway. Metro understands that projects are typically only designed to a conceptual level at the time of their nomination for regional funding. Nevertheless, the project sponsor should define the potential for meeting relevant Street Design Guidelines at the time of nomination. As the project design becomes more detailed, significant disagreement over the adequacy of meeting the Street Design Guidelines is subject to review by TPAC and JPACT.

3. Metro is interested in funding some "Boulevard" projects. To this end, the current criteria propose to award up to 10 points to projects that include Boulevard design elements. Should this preference be retained? Should these projects be flagged through the Administrative Criteria instead?

*Staff Recommendation:* Although Metro remains interested in funding some "Boulevard" projects, the administrative criteria process is the most practical means of achieving this end. This is because Boulevard designs are not meant to maximize efficiency of limited right of way for any one mode but rather to optimize right-of-way for all modes, with a disproportionate emphasis on pedestrian, bicycle and transit mode. A road modernization project seeking to comply with the spirit of the Boulevard Design guidelines would, in most cases, earn a poor technical ranking with respect to both effectiveness (e.g., level-of-service improvement) and cost effectiveness measures, worth cumulatively, 40 points. Because traffic LOS can be expected to decrease as a result of such projects, or improve only slightly, Boulevard projects may typically score at best 60 of 100 points. The same obstacle exists should the project be ranked as a pedestrian or a bike project: none of the modal criteria is intended to reward the unique multi-modal objectives of the Boulevard designs.

Award of 10 points would not effectively "balance" such deficits but would merely make a poorly performing Boulevard project mediocre. Of equal importance, it would automatically strip 10 points from every other project that is not a Boulevard project. This is an inefficient use of the technical scoring system which is intended to generate a meaningful point spread between outstanding, merely good and mediocre projects.

4. Should the freight criteria be amended to address "global competitiveness" and, if so, what measures would be appropriate? Should projects of "global" significance be flagged as part of the Administrative Criteria?

*Staff Recommendation:* The Freight System Team will propose revisions to the current criteria that address this issue.

5. Should the cost per rider evaluation of transit projects be adjusted to account for the different objectives and efficiencies of "core" versus "emerging" service provision in order to recognize the goals defined in Tri-Met's "Transit Choices For Livability" program to expand suburban transit services?

*Staff Recommendation:* It is important to retain an absolute measure of investment efficiency, that is, cost per new transit patron. At the same time, regional policies do encourage extension of new transit service to locations that are not now "competitive" with established routes in an effort to stimulate new transit markets and to reduce both peak period and daily VMT, even at relatively high marginal cost. Staff proposes therefore, that transit proposals be categorized as core expansion, or emerging service (e.g., Tri-Met's Transit Choices for Livability program). Absolute project cost effectiveness would then be compared as a high,

medium or low ranking for projects sharing comparable policy goals and cost burdens.

6. Is their sufficient emphasis on safety?

*Staff Recommendation:* Yes. Twenty percent of the total points available, and 33 percent of those measuring transportation effectiveness (i.e., excluding the land use oriented "2040" points), relate to safety. No compelling comments were made to support that more or less weighting of safety would be better. Also, where safety is a truly compelling factor, this can be brought out in the administrative evaluation.

7. Is there an overemphasis on growth areas at the expense of developed areas?

*Staff Recommendation:* First and foremost, there is an appropriate emphasis on use of very limited regional flexible funds to support the transportation needs of those locations prioritized in the Framework Plan to accommodate the bulk of new housing and employment demand anticipated by 2040. As mentioned previously, there are other resources at the command of local agencies to support transportation needs not directly related to the 2040 priority land uses. However, unless the locations targeted to increase density can be adequately served with new transportation infrastructure, the densities needed to contain the UGB will not be achieved. This means that "developed" outer neighborhoods and dispersed employment centers not called upon to increase their average density should expect to receive little regional funding.

Additionally though, 60 points are allocated based on the severity of transportation problems which would generally be greater in developed areas. Finally, only 40 points are allocated to reflect support of land use goals. A maximum of 20 points relate explicitly to the priority "growth areas." The highest points can only be achieved for projects which benefit the Central City, Regional Centers and Industrial areas. While these areas are "growth areas," it can hardly be said that places like the Beaverton, Gresham, and Hillsboro Regional Centers are not "developed areas." Similarly, the second tier of land uses, e.g., town centers, main streets, corridors, etc., are eligible to receive up to 15 points, representing only a five point "handicap." A large percentage of these land use designations are located in very suburban developed settings. While improvements will be targeted to the designated "growth areas," these areas are located in proximity to outer-neighborhoods and other non-priority "developed areas" which will enjoy benefits of the resulting transportation investment.

# Metro Notice



**METRO**  
Regional  
Services

*Creating livable  
communities*

**Transportation  
Department**

600 NE Grand Ave.  
Portland, OR  
97232-2736

Tel (503) 797-1900  
Fax (503) 797-1929

*Recycled paper*

**What:** MTIP/STIP 2000 kickoff of submissions of local projects and public hearing/adoption on criteria

**When:** 5:30 p.m. July 23, 1998

**Where:** Metro Regional Center  
600 NE Grand Ave.  
Portland

An informational packet on the draft criteria will be available after June 9, 1998. Call Metro's transportation hotline, (503) 797-1900, for a copy in advance of the meeting or to get on Metro's TIP mailing list.

## Background

Oregon Department of Transportation (ODOT) is beginning to update the State Transportation Improvement Program (STIP), which will list projects selected to receive state and federal funding during the four-year period of October 1999 through September 2003 (i.e., the federal fiscal year through 2003). The Metropolitan TIP (MTIP) will serve as the Metro-area element of the FY 2000 STIP and will be updated jointly by ODOT, Metro and the region's local governments. A draft schedule for MTIP/STIP development and adoption is on the back of this flyer.

## Four steps of completing the MTIP/STIP process

### Step 1 – Kickoff and criteria

Consistent with Metro's public involvement procedures for transportation planning, this phase provides notification of the start of the process. This phase introduces the first key action: approving technical criteria used to prioritize projects and kickoff of project submission period for local jurisdictions.

The Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT) will release an informational packet for public review in June.

A public hearing on this criteria will be held at 1:30 p.m. June 23, 1998, by the Metro Council Transportation Committee at Metro Regional Center. JPACT will review and approve criteria at its regular meeting on at 7:30 a.m. July 9 in

## Notice of public meeting

# MTIP/STIP

Room 370 at Metro Regional Center. A final public hearing on this criteria will be held at 3:30 p.m. July 21, 1998, by the Metro Council Transportation Committee.

The Metro Council will approve MTIP/STIP criteria and open the process for submission of local projects at 5:30 p.m. July 23 at its regular meeting at Metro Regional Center.

### Step 2 – Transportation fair/public input

In conjunction with the opening of the Westside light-rail line, Metro will host a transportation fair at the Oregon Convention Center plaza on Sept. 12, 1998.

At the fair, Metro and ODOT will be asking the public for comments on the MTIP process, including project priorities and how to distribute revenue to types of projects (e.g., highways, public transportation, sidewalks, bikeways, etc.)

### Step 3 – Local project ranking and review

During the rest of the fall of 1998, local governments will submit projects to Metro. Projects will be evaluated, ranked and a draft program will be distributed. Metro and ODOT will host public meetings on the draft program early in 1999.

### Step 4 – Final adoption process

Based on public comments, Metro will submit a final TIP program for adoption. Key elements of the adoption process are:

- During the late winter/early spring 1999, Metro Council and JPACT will hold public hearings prior to taking action on the final TIP.
- Compliance with air quality standards in the Clean Air Act will be checked.
- Oregon Transportation Commission will review and adopt the final TIP.

## For more information

Call:

Public involvement process  
John Donovan, Metro, (503) 797-1871

Project information

Terry Whisler, Metro, (503) 797-1747



**METRO  
DRAFT**

**FY2000-2003 MTIP/STIP  
KEY MILESTONES  
( SUBJECT TO CHANGE)**

***Milestones***

The following identifies milestones related to the next Transportation Improvement Program (TIP) update for the fiscal years 2000-2003. The purpose is to provide citizens and local jurisdictions with an advanced notice of possible key dates in the proposed schedule. Please inform your constituencies or members of this schedule.

	<b>Metro Flexible Program</b>	<b>ODOT Program</b>
May 22, 1998	Public notification to kick-off process	
June 23, 1998	Public hearing on draft criteria	
July 23, 1998	Full Metro Council action on criteria/kick-off for local gov'ts to submit projects	
July-November 1998		Identify candidate projects
Sept. 12, 1998	Trans Fair/Westside LRT opening - public info on TIP	
Sept. 30, 1998	Deadline for local gov'ts to submit projects	
Early Winter 1999	JPACT release draft program or rankings/regional public meetings on draft MTIP/STIP	
February 1999		Statewide STIP meetings
March/April 1999	Public hearings, JPACT/Metro Council adoption	
Spring/summer	Air quality conformity	Conformity/OTC/USDOT approval if joint STIP/MTIP
Oct. 1, 1999	Implementation begins	

**Acronyms**

- MTIP** – Metropolitan Transportation Improvement Program, a multi-year, intermodal program of transportation projects that is consistent with the metropolitan transportation program.
- STIP** – State Transportation Improvement Program, a federally required document that directs transportation funds to a statewide, multi-year, intermodal program of transportation projects.
- JPACT** – Joint Policy Advisory Committee on Transportation, a 17-member committee made up of local elected officials and transportation agency leaders that coordinates on regional transportation issues and advises the Metro Council.
- OTC** – Oregon Transportation Commission, a five-member board appointed by the governor to advise on statewide transportation policies.
- ODOT** – Oregon Department of Transportation
- USDOT** – United States Department of Transportation

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING ) RESOLUTION NO. 98-2680  
PROCESS AND CRITERIA FOR PROJECT )  
SELECTION FOR THE FY 2000-03 ) Introduced by  
METRO TRANSPORTATION IMPROVEMENT ) Ed Washington, Chair  
PROGRAM (MTIP) ) JPACT

WHEREAS, State regulations require that Metro regulate the Portland area Urban Growth Boundary (UGB) and maintain a 20-year urban land supply within the UGB; and

WHEREAS, State regulations require adoption of a regional transportation system plan that demonstrates provision of transportation services adequate to meet projected increases of population and employment within the UGB; and

WHEREAS, Metro has adopted the *Regional Framework Plan* which establishes priority land use designations, including Central City, Regional Center, Industrial Sanctuary, and other designations in which increases of average densities are called for to absorb expected growth of population and employment in the UGB through 2040; and

WHEREAS, Special emphasis on providing multi-modal transportation access is required in these priority land uses designations; and

WHEREAS, The Framework Plan includes Street Design Guidelines for boulevard, street, roadway and highway classifications intended to assure provision of transportation facilities that reinforce land use and transportation objectives of the Framework Plan; and

WHEREAS, A new six-year federal transportation bill has been adopted (Transportation Equity Act for the 21st Century, or TEA-21); and

WHEREAS, Metro is the Portland area Metropolitan Planning

Organization (MPO) and;

WHEREAS, Federal regulations authorize the MPO to allocate federal transportation funds to projects in consultation with ODOT; and

WHEREAS, Prior technical and administrative criteria used to allocate regional funds to projects were established before completion of the *Regional Framework Plan*, including the *Street Design Guidelines*, and guidance from JPACT and the Metro Council regarding a desire to use regional transportation funding to enhance regional housing affordability; now therefore,

BE IT RESOLVED:

1. That the general process outlined in Exhibit 1, including especially the three screening criteria and the several administrative criteria; and the technical project selection criteria outlined in Exhibit 2, including the land use-oriented elements of the criteria described in Exhibit 3 and the land use/freight oriented criteria described in Exhibit 4, be used to select projects for the upcoming FY 2000-03 MTIP/STIP update.

2. That Metro staff are authorized to develop the specific methodologies needed to carry out the intent of the technical criteria in consultation with TPAC and JPACT, as appropriate.

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

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Jon Kvistad, Presiding Officer

Approved as to Form:

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Daniel B. Cooper, General Counsel

**FY 2000  
Transportation Improvement Program  
Allocation Process  
and  
Project Selection Criteria**

**1. Projects are screened for consistency with RTP System Plan Requirements .**

Jurisdictions are solicited to nominate projects for receipt of state and regional funds. Typically, Metro requests that project requests be limited to approximately three times the total of available funds. County Coordinating Committees are encouraged to coordinate these lists for their areas. Projects requesting regional funds must meet basic eligibility tests having to do with their consistency with transportation policies and goals adopted in the Regional Transportation Plan, including:

- Street Design Guidelines (e.g., boulevard, street, road and highway design classifications);
- Functional Classification of the proposed route (e.g., motor vehicle, bike, pedestrian, freight, and public transit classifications); and
- RTP Strategic System list of projects (under development).

If Metro staff determines that a project proposed for funding does not meet these eligibility criteria, no further evaluation of the project will occur unless an exception to these prerequisites is approved by JPACT. Additionally, projects may be approved for funding based on conceptual plans. As more advanced design is completed, Metro staff evaluate the adequacy of the project's design in meeting these prerequisites prior to release of funds. Any disagreement on this assessment of design adequacy is subject to review by JPACT.

**2. Projects are ranked “technically” by mode.** Metro has adopted ranking criteria (see Attachment D) that evaluate technical, quantifiable attributes of projects within eight modes:

- Roadway Modernization
- Roadway Preservation/Reconstruction
- Freight
- Transit
- Bike
- Pedestrian
- Transportation Demand Management (TDM)
- Transit Oriented Development (TOD)



Although the specific criteria differ for each mode, projects across all modes are evaluated for anticipated performance in the following general areas:

- Support for 2040      40 points      (*40% transportation support of 2040 Growth Concept*)
  - Transportation-  
    Effectiveness      25 points
  - Cost-Effectiveness    15 points      (*60% transportation effectiveness measures*)
  - Safety                      20 points
- 100 points

4. **“Administrative” considerations.** After projects are ranked technically, important qualitative project considerations are evaluated. This process begins with review of the technical rankings by the public and TPAC, JPACT and the Metro Council and solicitation of qualitative factors these forums view as significant additional indicators of project merit. Qualitative factors that have been influential in the past or which JPACT and the Metro Council have requested be considered in the current funding cycle include:

- Funding request is for the minimum logical phase, with special emphasis on PE only requests. This helps assure that only key transportation issues are addressed and allows the broadest possible incremental progress to be made on many regional transportation projects, rather than only a few at one time.
- Tie to other projects; the extent to which the priority of a project is linked to another project.
- Local or private overmatch provided. This is an indication that a project is truly valuable to local constituencies and, rewards “self help” effort.
- Past state or regional commitments. This keeps faith with the region’s partners and ensures funding toward commitments previously deferred.
- Affordable housing connection. The Metro Council has directed staff to encourage nomination of projects that demonstrate a connection to increasing the region’s supply of affordable housing. Projects that demonstrate this connection will be flagged.
- Exceptional multi-modal benefits. The Regional Framework Plan identifies numerous Boulevard Design segments of the regional street system that will require improvement. Metro is very interested in seeing that some Boulevards be funded and those nominated projects that achieve these objectives will be flagged.
- Projects that are ranked as “freight” projects will be flagged. Project sponsors should describe the significance of the project to supporting economic interests, particularly to “Trade” sectors of the economy.
- Technical merits that are not adequately addressed in the technical ranking process.

The blend of technical and qualitative project attributes is then used to develop a staff recommended prioritization of candidate projects *within modes*. The draft final modal ranking recommendation is submitted for review by TPAC, JPACT and the Metro Council.

**5. Allocate Funds.** Once project ranking is fixed within modes, based on technical and administrative merit, an *optimum mix* of projects across modes is developed as an overall funding recommendation. *Note: there is no formula to determine how much funding is received by any one mode. Additionally, the top ranked project or projects within a mode may not be recommended for funding.* The often competing factors which influence the final decision of which projects to fund include:

- Support of 2040 objectives
- Geographic Equity
- Desire for multi-modal project mix
- Conformity of projects with State Air Quality Implementation Plan (e.g., the new transportation network must meet emissions budgets and reflect funding of transportation control measures listed in the Implementation Plan).

DRAFT FINAL  
FY 2000 MTIP TECHNICAL CRITERIA

ROAD MODERNIZATION	ROAD RECONSTRUCTION	FREIGHT	PEDESTRIAN	BICYCLE	TOD	TRANSIT	TDM
<b>GOAL: Address 2040 Land Use Objectives (40 points)</b>	<b>GOAL: Address 2040 Land Use Objectives (40 points)</b>	<b>GOAL: Address 2040 Land Use Objectives (40 points)</b>	<b>GOAL: Address 2040 Land Use Objectives (40 points)</b>	<b>GOAL: Address 2040 Land Use Objectives (40 points)</b>	<b>GOAL: Address 2040 Land Use Objectives (40 points)</b>	<b>GOAL: Address 2040 Land Use Objectives (40 points)</b>	<b>GOAL: Address 2040 Land Use Objectives (40 points)</b>
<b>GOAL: Provide Mobility at Reasonable Cost (15 points)</b> Cost/VHD eliminated in 2020 with truck delay factored to auto equivalent value.	<b>GOAL: Provide Mobility at Reasonable Cost (15 points)</b> Cost/VMT in 2020 (or VT at interchanges and intersections.	<b>GOAL: Provide Mobility at Reasonable Cost (15 points)</b> Cost/Truck hours of delay eliminated in 2020.	<b>GOAL: Provide Mobility at Reasonable Cost (15 points)</b> Cost/VMT reduced in 2020.	<b>GOAL: Provide Mobility at Reasonable Cost (15 points)</b> Cost/(VMT - ratio of '94 to 2020 mode splits in priority land uses needed to achieve 10% VMT reduction)/by miles.	<b>GOAL: Reduce VMT at Reasonable Cost (15 points)</b> Cost/VMT reduced in 2020.	<b>GOAL: Increase Ridership at Reasonable Cost (25 points)</b> Determine cost per new transit patron.	<b>GOAL: Reduce VMT at Reasonable Cost (25 points)</b> Cost/VMT reduced.
<b>GOAL: Reduce Congestion (25 points)</b> Project derives from CMS, consistent with 10% per capita VMT reduction. Compare base year V/C ratio (pm peak hr & direction) against ratios with and without project.	<b>GOAL: Bring Facility To Current Urban Standard Or Provide Long-term Maintenance (25 points)</b> Reward pavement condition that is currently "fair" and will be "poor" 10 years into future.	<b>GOAL: Reduce Delay of Freight &amp; Goods Movement In and Through the Region (25 points)</b> Truck hours of delay eliminated in 2020.	<b>GOAL: Increase Walk Mode Share/Reduce Auto Trips (25 points)</b> Compute new trips made by walking (or walking to transit) instead of by auto. Use 2020 mode split after reducing VMT 10%.	<b>GOAL: Ridership (25 points)</b> Determine potential ridership increase based on travel shed, socio-economic data and travel behavior survey data. Current methods assume 2020 mode splits adjusted to reflect 10% VMT reduction.	<b>GOAL: Increase Non-Auto Mode Share (25 points)</b> Determine increase of transit, walk and bike trips that result from TOD program subsidy of market development.	<b>GOAL: Increase Modal Share (35 points)</b> Compute benefits in relation to 2020 ridership targets in areas proposed for service additions.	<b>GOAL: Increase Modal Share (35 points)</b> Compute non-SOV mode share increase and VMT reduction.
<b>GOAL: Safety (20 points)</b> Accident rate per Vehicle (use current ODOT Accident Rate Book) and qualitative assessment of bike/ped conflicts.	<b>GOAL: Safety (20 points)</b> Accident Rate per Vehicle (use current ODOT Accident Rate Book) and qualitative assessment of bike/ped conflicts.	<b>GOAL: Safety (20 points)</b> Addresses high accident locations with special emphasis on hazardous road/rail situations and conflict with bike/pedestrian modes.	<b>GOAL: Safety (20 points)</b> Project corrects an existing safety problem. Factors such as traffic volume, speed, road width, citizen complaints, and especially proximity to schools will be considered in determining critical safety problems.	<b>GOAL: Safety (20 points)</b> Factors include blind curves, high truck & auto volume, soft shoulders, high reported accident rate, high speeds and especially proximity to schools.	<b>GOAL: Increase Density (20 points)</b> Does the TOD project increase density within a one-quarter mile radius of transit above the level that would result without public subsidy from the TOD program?		

## DRAFT FINAL FY 2000 MTIP 2040 POINT ALLOCATION

		Points		
1. Access To:	Is a high proportion of travel on the project link seeking access to:	Hi	Med	Lo
	• Central City, Regional Centers, Industrial Sanctuaries, Intermodal Terminals	20	15	10
	• Station Areas, Town Centers, Main Streets, Corridors	15	10	5
	• Employment Areas, Inner and Outer Neighborhoods	5	0	0
<b>OR</b>				
2. Circulation Within:	Does a project improve mode appropriate circulation within:			
	• Central City, Regional Centers, Industrial Sanctuaries, Intermodal Terminals	20	15	10
	• Station Areas, Town Centers, Main Streets, Inner Neighborhoods	15	10	5
	• Employment Areas, Inner and Outer Neighborhoods	5	0	0
<b>AND</b>				
3. 2040 Target Density:	Does the project serve an area projected in the 2040 Growth Concept to have a large increase of mixed use development between 1994 and 2020?			
	Change in Mixed Use Density 1994 to 2020:	High	20	
		Med	10	
		Low	0	

6/30/98

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## DRAFT FINAL FY 2000 MTIP 2040 POINT ALLOCATION FOR FREIGHT

		Points		
<b>1. Access To:</b>	<b>Is the project located within Industrial Areas, Intermodal Facilities, Employment Areas:</b>			
	· Intermodal rail yard, marine terminal, air cargo facility, truck terminal or distribution facility	H	M	L
	· Industrial Area	20	15	10
	· Employment Areas with other industrial activity	15	10	5
	· outside industrial area but providing access to	10	5	0
<b>OR</b>				
<b>2. Circulation Within:</b>	<b>Does a project improve mode appropriate circulation within:</b>			
	· Intermodal rail yard, marine terminal, air cargo facility, truck terminal or distribution facility	H	M	L
	· Industrial Area	20	15	10
	· Employment Areas with other industrial activity	15	10	5
		10	5	0
<b>AND</b>				
<b>3. 2040 Target Employment Growth:</b>	<b>Does the project serve an area projected in the 2040 Growth Concept to have high growth of industrial employment between 1994 and 2020?</b>			
		High	10	
		Med	5	
		Low	0	
<b>4. 2040 Target Employment Growth Rate:</b>	<b>Does the project serve an area projected in the 2040 Growth Concept to have high growth rate of industrial employment between 1994 and 2020?</b>			
		High	10	
		Med	5	
		Low	0	

6/30/98

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# *East Multnomah County Transportation Committee*

*City of Fairview*

*City of Gresham*

*City of Troutdale*

*City of Wood Village*

*Multnomah County*

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July 6, 1998

Andrew C. Cotugno, Transportation Dept Director  
Metro  
600 NE Grand Avenue  
Portland, OR 97232-2736

Dear Andy:

The East Multnomah County Transportation Committee (EMCTC) has reviewed the MTIP Project Selection Criteria and would like to offer its comments.

Each of the East Multnomah County jurisdictions has been striving towards meeting the goals and objectives of the 2040 Growth Concepts. To this end we have been working cooperatively both on a local and regional level, most specifically as we work on our Transportation System Plans, Functional Classification Plans and Street Design Standards.

Specifically, in response to the seven issues posed regarding project selection criteria, EMCTC offers the following comments:

1. Should Metro, in allocating state and federal funding to transportation projects throughout the region, take into account whether local government transportation revenue has been deployed in ways that further objectives of 2040 Growth Concept as reflected in the Regional Framework Plan?

EMCTC disagrees and feels that Metro should not evaluate local transportation funding decisions.

2. Should adherence of proposed projects to the Regional Street Design Guidelines be used as a prerequisite for regional funding? What monitoring provisions would be appropriate?

We support the use of Regional Street Design Guidelines as a basis for reviewing project proposals. However we are concerned about monitoring the proposals and the additional level of review being undertaken and just how the review is carried out. Presumably each jurisdiction has its own street design standards that are based upon the Regional Street Design Guidelines that also fit the needs of the jurisdiction.

July 6, 1998

Page 2

The local standards are prepared with input from Metro, and other affected jurisdictions, providing the opportunity to confirm compliance with regional standards. Adding an additional level of monitoring would be counter-productive.

3. Metro is interested in funding some "Boulevard" projects. To this end, the current criteria propose to award up to 10 points to projects that include Boulevard design elements. Should this preference be retained? Should these projects be flagged through the Administrative Criteria instead?

No, we don't believe that bonus points should be awarded to Boulevard projects. However we do need to acknowledge that constructing boulevards is quite expensive and there needs to be acknowledgement that regional funding is needed for boulevards. To this end, a standard average cost for each street design classification should be developed and used as a gauge to compare projects of the same classification. When rating projects as to how they provide mobility at a reasonable cost, it is important to compare projects with like projects (e.g. boulevard projects with other boulevard projects) so that there is no cost penalty for boulevard projects.

4. Should the freight criteria be amended to address "global competitiveness" and, if so, what measures would be appropriate? Should projects of "global" significance be flagged as part of the Administrative Criteria?

EMCTC does not support this criteria. Freight projects should be evaluated based upon the point criteria and not flagged as part of the administrative criteria.

5. Should the cost per rider evaluation of transit projects be adjusted to account for the different objectives and efficiencies of "core" versus "emerging" service provision in order to recognize the goals defined in Tri-Met's "Transit Choices for Livability" program to expand suburban transit services?

We concur that transit service should be evaluated on cost per rider. However it is very important that the core area and suburban area be rated separately.

6. Is there sufficient emphasis on safety?

EMCTC believes that there is a sufficient emphasis on safety, however, safety needs to be better defined and not to help add (motor vehicle) capacity as a safety solution.

7. Is there an overemphasis on growth areas at the expense of developed areas?

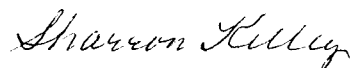
EMCTC believes that there isn't an overemphasis on growth areas and that the criteria is appropriate.

July 6, 1998

Page 3

EMCTC appreciates the opportunity to provide comments on the MTIP Project Selection Criteria. Should you have any questions, or require further clarification of our comments, please contact Ed Abrahamson at 306-5500.

Sincerely,

A handwritten signature in cursive script that reads "Sharron Kelley".

Sharron Kelley, Chair  
East Multnomah County Transportation Committee

c: Jim Kight, JPACT member  
Gary Hansen, JPACT Alternate

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# Port of Portland

Box 3529, Portland, Oregon 97208, U.S.A.  
503/231-5000

July 9, 1998

Andy Cotugno  
Transportation Director  
Metro  
600 NE Grand Avenue  
Portland, OR 97232

Re: MTIP project selection criteria

Dear Andy:

The responses to my June 11, 1998 letter to you concerning the 2040 freight criteria for the next STIP have been heartening and most appreciated. The comments by JPACT members at our June meeting, your efforts, and TPAC's efforts have reflected a sincere resolve to find a way to focus some transportation investments on the needs for competition in the global marketplace. Despite these good efforts to modify criterion 3 of the 2040 freight criteria, employment growth still is the proposed basis for determining 1/2 of the possible 40 points within the category "Support for 2040."

Employment density and employment growth are important factors that need to be recognized, but they do not adequately measure the economic contribution of areas that may be low in actual employment now and in the future but are part of the "traded sectors" that drive employment growth in the industries that support them but are located elsewhere. For example, distribution/warehousing plays a major role in a trade economy. Keeping the high tech sector in this region vibrant depends partly on having land available with good transportation access for related warehousing and distribution services such as UPS and FedEx.

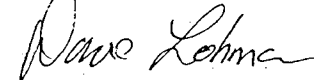
Transportation improvements to areas that serve warehousing and distribution would not fair well under either of the 2040 target employment growth oriented criteria because, while the jobs are high paying, the number of employees per site can be relatively low compared to a manufacturing site. However without this kind of industry, which is a critical, but often unseen link in providing access to the global market place, the overall success of this region's economy would be limited.

Andy Cotugno  
July 9, 1998  
Page 2

Accordingly, the Port proposes replacing the currently proposed criteria #4, that focuses on rate of job growth, with a criteria that measures the area's dependence on access to the global market place by assessing truck activity and the number of "traded sector industries served". In other words, we suggest the criteria, "Does the project enhance the area's access to the global marketplace between 1994 and 2020?" to be measured by assigning points (high medium or low) for truck volume combined with points for number of traded sector industries served (high, medium, or low).

Thank you for consideration of this issue

Sincerely,

A handwritten signature in cursive script that reads "Dave Lohman".

Dave Lohman, Director  
Policy and Planning

cc: JPACT



CITY OF GRESHAM  
Office of the Mayor & City Council

July 8, 1998

Mayor

Gussie McRobert

...

City Council

Bob Moore  
Council President  
Position 5

Jack Gallagher  
Position 1

Glenn McIntire  
Position 2

John Leuthauser  
Position 3

Debra Noah  
Position 4

David Widmark  
Position 6

The Honorable Ed Washington  
Chair, Metro Joint Policy Advisory Committee on Transportation  
600 NE Grand Avenue  
Portland, OR 97232-2736

Dear Chair Washington:

The Gresham City Council recognizes that adequate transportation systems and affordable housing are important issues which must be addressed throughout the region. We have taken this position within our own community as we conduct long range land use planning and continue to support development projects which provide both viable transportation alternatives and affordable housing options.

We appreciate the Joint Policy Advisory Committee on Transportation's (JPACT) efforts to address both these issues. However, we oppose attempts to link regional transportation funding decisions to the availability of affordable housing projects. Transportation funding decisions must be made on the basis of clearly defined technical and administrative criteria which address system-wide value and feasibility and we see no clear connection to affordable housing in this regard.

In addition, we feel that any proposal to prioritize transportation project funding using affordable housing as a guideline counteracts the intent of the recent Land Use Board of Appeals (LUBA) mediation settlement affecting the redrafted Metro Housing and Affordable Housing Policy 1.3.

Please carefully consider these points as JPACT discusses criteria which will be used to allocate our limited transportation funding resources.

Yours Truly,

John Leuthauser  
City Councilor

JL/jmu

RECEIVED

JUL 10 1998

July 9, 1998

Andrew C. Cotugno, Transportation Dept Director  
Metro  
600 NE Grand Avenue  
Portland, Or 97232-2736

Dear Andy:

The City of Fairview wishes to strenuously oppose one section of the "Administrative" considerations of the MTIP Project Selection Criteria.

As proposed, the "Affordable housing connection" would give additional consideration to transportation projects that demonstrate a connection to the increase of the region's supply of affordable housing.

This language does not take into consideration a city's existing inventory of affordable housing and would put an enormous burden on those jurisdictions who have already accommodated a significant share of the region's supply of affordable housing.

The City of Fairview in 1996 had 72% of its multi-family units in affordable housing. Since that time, we have encouraged a diverse mix of new housing within our city so that a blend of housing options are available.

We feel that the City of Fairview should not be penalized for its vision of providing a diversity of housing types prior to the time that it became a "hot issue" in the region. The citizens residing within affordable housing units in Fairview should also not be penalized regarding proposed road improvements that would provide access to needed jobs in the area. As an example, one needed improvement is the railroad overpass on 223rd Avenue which is critical in order to provide safe access to newly created employment opportunities in the southshore Columbia Corridor industrial development.



The City of Fairview opposes this language as written and strongly recommends that any language referring to affordable housing take into consideration existing housing stock in the affected community.

Sincerely,  
CITY OF FAIRVIEW

A handwritten signature in black ink, reading "Roger A. Vonderharr". The signature is fluid and cursive, with a long horizontal stroke at the end.

Roger A. Vonderharr  
Mayor

cc Multnomah County Commissioner Sharron Kelley  
Metro Councilor Ed Washington



To: Ed Washington  
Chair of Transportation Planning Committee  
Chair of JPAC

June 8, 1998

From: Lynn Peterson and Keith Bartholomew  
1000 Friends of Oregon

Councilor Washington,

We would like to take this opportunity to ask that the Boulevard projects be moved out of the MTIP Project Administrative Criteria and back into in the Technical Criteria.

1000 Friends of Oregon has fully supported both the Street Design Guidelines as a helpful tool for jurisdictions attempting to integrate all modes into the streetscape and the creation of the MTIP Project Criteria as a way to make project selection a public process with objective easy to understand criteria.

The concern we have is that neither of these policies are complete unless integrated. By taking out the criteria for Boulevard projects and placing it in administrative criteria, Metro is no longer offering the financial incentives necessary to use street design guidelines to aid in implementation of 2040. There are many neighborhoods and communities in the region that are already feeling a backlash against densification. Metro needs to take a strong stand in supplying the necessary infrastructure that will allow these communities to remain livable while auto congestion worsens.

The reasoning behind the extraction of the Boulevards from the technical criteria has been that the 10 points that were designated to the Boulevard projects were too little to overcome increase in delay and V/C ratios experienced by autos in these corridors.

We suggest the following modifications to address this issue for the Road Modernization column:

- \* Reduce the number of points allocated to *Reduce Congestion* (10 points).
- \* Add in a measure for *Accessibility* (10 points).
- \* Reduce the number of points allocated to *Mobility* (10 points).
- \* Add in the *Boulevard* criteria and give it the remaining points (10 points).

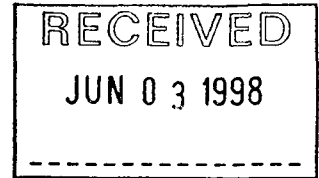
This methodology reduces the value placed on reducing congestion to be equal with measures that are just as important for a multi-modal transportation program; mobility, accessibility, and the use of street design guidelines. The measure of accessibility should be defined in an easy to understand criteria. We would be willing to work with staff to determine quantifying this measure.

Thank you for considering our proposal and we look forward to working with you on resolution of this issue.



WASHINGTON  
COUNTY,  
OREGON

June 2, 1998



Andy Cotugno  
Transportation Director  
Metro  
600 NE Grand Avenue  
Portland OR 97232-2736

Dear Andy:

RE: CRITERIA FOR STIP PROJECT SELECTION

The purpose of this letter is to follow up on my comments at JPACT on May 14<sup>th</sup> regarding the project selection criteria and my concerns as we enter into the next round of project selection.

As you know, Washington County's MSTIP Program continues to be a very successful local effort to improve the county and regional transportation system. As I mentioned, over \$350 million of local property tax dollars will have gone into the major transportation system in Washington County since the program began in 1986, when the current list of projects are completed in 2006. As Washington County has assumed the local responsibility for improvements, this has decreased the regional need for highway improvements on a dollar for dollar basis. I believe it is appropriate that the criteria recognize local efforts such as MSTIP and grant extra consideration to projects in cities or counties that have made significant local financial contributions.

The proposed criteria seems to focus all new money in all categories to implementation of 2040. While this is an admirable goal, to an outside person it appears that all of the new money coming into the region is going to accommodate new growth in "centers" at the expense of resolving existing deficiencies, particularly in the suburban counties. It also seems to advantage projects in areas that have currently better than average transit service at the expense of those areas that have yet to receive transit service or whose service is at a very marginal level. All of the criteria are related to growth in some manner, which disadvantages projects designed to fix current problems in areas

Criteria for STIP Project Selection

June 2, 1998

Page 2

that may not be growing significantly. It may be entirely appropriate for some portion of the new funds in all categories be allocated to resolve existing deficiencies in areas outside of the city center, town centers and regional centers.

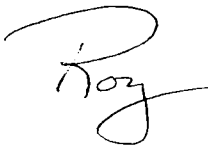
Public Safety also appears to be given less than desirable consideration in the criteria as currently proposed. That is troubling to me since it would appear that a "stand alone" public safety project that is not in a "center" will rank poorly under the criteria.

Finally, given your estimates that not a huge amount of money is going to be available for distribution this round, it is critical that past commitments by the region be honored. In particular, the completion of the westside light rail highway projects need to go to construction before new projects are identified. Also, the completion of phase two of the I-5/217 project needs to be funded for construction prior to selecting new projects, regardless of the funding categories.

I hope that the concerns I have raised on behalf of Washington County will be considered as we proceed in developing and adopting a set of criteria for the next round of STIP updates.

If you have any questions regarding my concerns or need additional information, please feel free to contact me or John Rosenberger at 648-8740.

Sincerely,



Roy Rogers  
Commissioner

c: Board of County Commissioners  
JPACT Representatives  
TPAC  
WCCC  
LUT Division Managers





# Port of Portland

Box 3529, Portland, Oregon 97208, U.S.A.  
503/231-5000

July 9, 1998

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Transportation Director  
Metro  
600 NE Grand Avenue  
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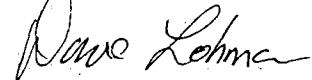
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Andy Cotugno  
July 9, 1998  
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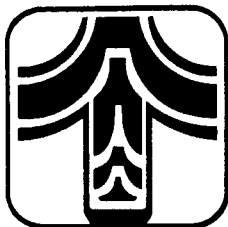
Thank you for consideration of this issue

Sincerely,



Dave Lohman, Director  
Policy and Planning

cc: JPACT



# CITY OF TUALATIN

PO BOX 369  
TUALATIN, OREGON 97062-0369  
(503) 692-2000  
TDD 692-0574

July 8, 1998

Members of JPACT:

On behalf of the City of Tualatin, Tualatin Chamber of Commerce and the TMA, we wish to extend our gratitude for your recent decision to provide funding of \$40,000 for the Tualatin TMA.

It is encouraging to see that Metro feels, as we do, that TMAs are an effective means of helping meet regional air quality and congestion mitigation goals, and for increasing mobility in the metro area. To achieve these goals, the Tualatin TMA will use the grant funding to help create vanpools and to maintain operation of the TMA Shuttle. Possibly a more important result is the fact that the outlook for long-term stability and success of the Tualatin TMA is greatly enhanced. It is our wish that the Tualatin TMA can be viewed as a model of success as other TMAs are created in the region.

The Tualatin TMA is unique in that it was formed as a result of local businesses' desire to create solutions to their transportation problems. It is a model of cooperative effort between business and government. In that spirit, we thank you for your willingness to partner with us and we look forward to working together in the future.

Best Regards,

Handwritten signature of Lou Ogden.

Lou Ogden  
Mayor

Handwritten signature of Steve Wheeler.

Steve Wheeler  
City Manager

Handwritten signature of Dan Kaempff.

Dan Kaempff  
TMA Director

COMMITTEE MEETING TITLE SPACT

DATE 7-9-98

NAME

AFFILIATION

NAME	AFFILIATION
Dow Wagner	WSDOT
Sharon Kelley	Multnomah County
Roy Rogers	WASHINGTON County
ED WASHINGTON	METRO
Ed Lindquist	Clackamas Co.
Jim Haggitt	4-Cities E. <sup>mult.</sup> County
ROB DRAKE	CITIES OF WASHINGTON CO.
KARL RONDIC	C <sup>3</sup>
Kay Van Sickle	ODOT
Bob Stall	Tri-Met
David Lohman	Part of Portland
Dean Lookingbill	Regional Transportation Council
Red Monroe	Metro Council
Jon Kristad	Metro Council
LEON SKILES	Metro
Andy Cotupus	Metro
Howard Harris	DEB
Gordon Oliver	Office of the Mayor
Rick Feeny	Tri-Met
Chris Hagerbaumer	OEC
MARK LEAR	CITY OF PORTLAND
Maeby Bluppi	Citizens for Sensible Transportation
Carolyn Tomer	Mayor of Milwaukee

COMMITTEE MEETING TITLE

JPACT

DATE

7-9-98

NAME

AFFILIATION

Karen Schilling

Multnomah County

POO SANTOZ

CLACKAMAS Co

SURE Lausene

Port

Scott L Rice

Cornelius City Council

Elizabeth Humphrey

Rep. Blumenauer

Paul Silver

City of Wilsonville

Lev Bergstein

Northwest Strategies

Gary Katsion

Kittelson & Associates

Mary Leguy

WSDOT

STEVE DOTTEROR

CITY OF PORTLAND STAFF

JIM HOWELL

AORTA

Ron Papsdoff

Cities of Mult. Co.