

IMPACT STATEMENT

Legislation title: Adopt the Southwest Corridor Light Rail Project Preferred Alternative and direct further actions (Resolution)

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Purpose of proposed legislation and background information:

The purpose is to adopt the Southwest Corridor Light Rail Project Preferred Alternative as recommended by the project Steering Committee and provide Council directions for further work as the project moves forward. The corridor is a broad transportation service area of high population and employment growth extending between Portland and Sherwood. A Draft Environmental Impact Statement (DEIS) conducted under federal guidelines evaluated the impacts of various alternatives. Based on findings in the DEIS and public and agency comments a new LRT line generally within and along SW Barbur Boulevard in Portland has been recommended as part of the Preferred Alternative.

The Resolution provides support for the Preferred Alternative and also lays out priority actions and issues to be addressed as the project advances toward project development. Some of these actions include a commitment to pursue constructing improvements to the Ross Island Bridgehead and SW Naito Parkway in conjunction with the LRT project, more detailed environmental review of alignment options in the Crossroads area, consideration of redevelopment of the Barbur Transit Center and commitment toward an equitable housing strategy to address affordable housing needs in the corridor, prevent residential and cultural displacement, and to increase housing choices.

Financial and budgetary impacts:

The City staff services for work pertaining to the completion of the FEIS along with project design and construction phases will be paid through an intergovernmental agreement with TriMet, to be executed by June 2019. Future commitment of City local match for the project is anticipated in early 2020 through an action by the Council directing execution of a financing intergovernmental agreement with TriMet.

Community impacts and community involvement:

Metro is responsible for public engagement and has coordinated all outreach efforts with City bureaus. The multi-year public involvement process engaged a range of stakeholders along the corridor such as neighborhood associations and businesses and educational institutions. Broader public events, project workshops and on-line engagement like map-based input tool and surveys were conducted. A Community Advisory Committee composed of people working in advocacy groups, community organizations, business groups and colleges to bring insights and a broad perspective on social and community issues was formed in early 2017. Project Steering Committee meetings were held throughout the project development process and through

completion of the DEIS where members of the public could provide testimony. A public hearing was conducted with the Steering Committee as part of the DEIS public comment period. The project employed an Equitable Development Strategy to address key issues like social justice and affordable housing and worked in partnership with the City’s Equity and Housing Advocacy Group. Community impacts were one of the topics assessed in the DEIS.

Budgetary Impact Worksheet

Does this action change appropriations?

- ☐ **YES:** Please complete the information below.
- ☒ **NO:** Skip this section

Fund	Fund Center	Commitment Item	Functional Area	Funded Program	Grant	Sponsored Program	Amount

KK 9-18-18

37393

Fritz Amendments
As Amended
11/01/2010

Fritz Amendments to Exhibit C

Fritz #1

moved: Fritz
2nd: Saltzman
"As Amended" Y-5

3(a) The City of Portland understands the Steering Committee recommendation to optimize the layout of the Barbur Transit Center site for transit operations and redevelopment potential. ~~However, the City's land use goals would be best served by elimination of park-and-ride facilities at BTC.~~ The appropriateness and capacity of a park-and-ride facility at Barbur Transit Center should be evaluated.

Fritz #2

- ~~MOVED~~ - NOT MOVED.

4(g) Prior to Steering Committee decision to select alignment in the Crossroads area, there will be a City Council work session with invited public testimony to present information and provide an opportunity for Council discussion of alternatives.

5(f) Prior to Steering Committee decision to site park and ride facilities, there will be a City Council work session with invited public testimony to present information and provide an opportunity for Council discussion of alternatives.

7(e) Prior to Steering Committee decision on the Marquam Hill connection, there will be a City Council work session with invited public testimony to present information and provide an opportunity for Council discussion of alternatives.

7(e) was inadvertently deleted from the final filed Exhibit C and so the whole thing needs to be added back in, along with your amendment.

Fritz #3

"Withdrawn"

moved: Fritz
2nd: Saltzman

7(g) The City supports publicly-funded street improvements to SW 53rd Avenue between the LRT station at SW 53rd and the PCC campus to facilitate inviting pedestrian and bicycling access to the campus. These street improvements should be appropriately scaled for the neighborhood environment and ~~will~~ should not provide a ~~private~~ vehicular traffic connection to the campus.

Fritz #4

13. SW 68th Avenue Station

moved: Fritz
2nd: Saltzman
"As Amended" Y-5

Although this station is physically located in the city of Tigard, it also serves residents of the City of Portland and will be included in the evaluation for the PCC campus shuttle. Portland staff should offer to collaborate with the City of Tigard in planning for this station area. Pedestrian and bicycle facilities must be evaluated as part of the Shared Investment Strategy to allow Portland residents to access the station at SW 68th safely.

- (a) The alignment between the station at SW 53rd and SW 68th should include bicycle and pedestrian facilities on the light rail structure that will cross I-5 between SW 60th and SW 64th and Barbur.
- (b) Pedestrian and bicycle facilities must be improved to allow Portland residents to access the station at SW 68th safely.

Fritz #5

moved: Fritz
2nd: Saltzman
Y-5

Other Priority Actions

3. Historic Landmarks Review

Continue coordination with the City of Portland's Historic Landmarks Commission where detailed alignment decisions may impact historic or contributing resources.

Fritz #6 "Withdrawn"

moved: Fritz
Seconded: Saltzman

34. Affordable Locally-owned Businesses

The Light Rail project should promote preservation and commercial viability of commercial and office businesses, especially those serving nearby residents, providing family-wage jobs, grocery stores, and other locally-owned businesses.

Fritz #7 "Withdrawn"

moved: Fritz
2nd: Saltzman

Resolution

Be it further Resolved the Portland City Council asks the Metro Council not to adopt the Land Use Final Order for this project until after the Council has held the work sessions on crucial decisions described in Exhibit C.

Exhibit C: Substitute Draft 10/31/18

Priority Actions and Issues after Preferred Alternative selection

The City Council requests that TriMet prepare a Conceptual Design Report, in collaboration with the Portland Bureau of Transportation (PBOT), to be reviewed by the Portland Design Commission, the Planning and Sustainability Commission and the City Council prior to completion of the Project Development phase of the Southwest Corridor Light Rail Transit Project (Project). The Conceptual Design Report along with other Project activities following adoption of the Preferred Alternative should address and resolve the following issues and opportunities.

1. Preliminary Work Plan

Refine and undertake the Preliminary Work Plan identified as Appendix A in the Southwest Corridor Light Rail Project Steering Committee's Preferred Alternative report and recommendations.

- (a) The City of Portland concurs with this preliminary work plan for project elements within the City.
- (b) As indicated this work plan is preliminary and general in nature and will be subject to refinement in collaboration with PBOT and project partners.
- (c) Several items in this Exhibit C are based on this preliminary work plan and are expanded on here to more clearly respond to City priorities.
- (d) Prior to the start of final engineering phase of work TriMet in coordination with the City will develop a matrix listing project elements both within and outside of the public right-of-way that require permits, design review and land use actions.

2. Ross Island Bridgehead Reconfiguration

Neighborhoods around the Ross Island Bridge (RIB) ramps, SW Naito Parkway and other streets currently functioning as regional connections have long been divided and impacted by the current highway network in this area. A reconfiguration of the bridgehead ramps and SW Naito Parkway would alleviate some of these neighborhood impacts and create development opportunities while improving vital regional traffic connections.

- (a) The City of Portland, Oregon Department of Transportation, Metro and TriMet are committed to work cooperatively through a Memorandum of Understanding (MOU) to pursue a design, cost estimates and funding strategy for the RIBhead reconfiguration project.
- (b) The workplan contained in the MOU identifies near term actions the partners will take to cooperatively move the RIBhead project forward. Some key elements are:
 - i. A public involvement plan will be developed for the RIBhead project which coordinates with the LRT public involvement plan for post Preferred Alternative activities.
 - ii. The RIBhead project reconfiguration will be evaluated as part of the Final EIS for the LRT Project.

- iii. Project development will be completed to a 30% design or FEIS completion milestone by the LRT project.
- (c) The RIBhead project will be developed in coordination with land use and development planning in this area being conducted by the Bureau of Planning and Sustainability.
- (d) The RIBhead project workplan will be modified for subsequent phases of project design and construction.

3. Barbur Transit Center

The Barbur Transit Center has the potential to be a key catalytic site for redevelopment in the West Portland Town Center (Crossroads) area. The current LRT project plans include retention and possible expansion of the park-and-ride function at the Barbur Transit Center station.

- (a) The City of Portland understands the Steering Committee recommendation to optimize the layout of the Barbur Transit Center site for transit operations and redevelopment potential. However, the City's land use goals would be best served by elimination of park-and-ride facilities at BTC.
- (b) Further project planning for the Barbur Transit Center station should assure that park-and-ride and bus operations do not inhibit quality urban design and mixed use development opportunities of the site.
- (c) Whether the LRT platform at the Barbur Transit Center is ultimately located within SW Barbur or within the site it is important that walkable human-scale street frontage is provided.
- (d) [A public involvement plan will be developed for the Barbur Transit Center and Crossroads area which coordinates with the LRT public involvement plan for post Preferred Alternative activities and with the West Portland Town Center land use planning process.](#)

4. Crossroads Area

In the Crossroads area the Steering Committee recommends a preference for Refinement 2, also referred to as the Taylors Ferry I-5 Overcrossing. Alternative B2 as studied in the DEIS, or a modification of either, remains in consideration. Transportation infrastructure in this area will have a lasting effect on the future of the West Portland Town Center.

- (a) Any assessment of alignment and LRT platform locations in Crossroads must consider opportunities presented or compromised for development of the West Town Center and at the Barbur Transit Center.
- (b) The complex arrangement of streets and intersections contributes to traffic congestion and safety hazards. Traffic analysis must look at the complete network in this area, not just individual intersections, and include modeling of actual future signal operations. Mitigations to traffic impacts must consider resultant impacts on other modes and recognize the City priority of active transportation over vehicular modes.
- (c) Further planning of the LRT project should investigate the significant existing pedestrian and bicycle accessibility needs and safety issues in this area and

coordinate improvements with other planned projects to build complete active transportation networks.

- (d) There are impacts potentially affecting properties, residential and employment uses and environmental resources that need to be evaluated in the FEIS.
- (e) During the completion of the FEIS a public outreach and engagement process dedicated to the Crossroads area must be undertaken to explore potential impacts of Refinement 2 and other options.
- (f) Further evaluation of the Crossroads area should be undertaken in coordination with land use and development planning in this area being conducted by the Bureau of Planning and Sustainability and land use planning should inform transportation choices.
- (g) Prior to Steering Committee decision to select alignment in the Crossroads area, there will be a City Council work session to present information, hear invited testimony, and provide an opportunity for Council discussion of alternatives. ~~PBOT and the Project team will make a Report to City Council to present information and provide an opportunity for Council discussion.~~

5. LRT stations proposed for Park-and-Ride functions

Park-and-Ride facilities provide a viable means of access to LRT but in the City of Portland walk, bicycle and local bus connections are preferred.

- (a) The City of Portland supports the design component for park-and-ride evaluation described in Appendix A of the Steering Committee's Preferred Alternative report and recommendations.
- (b) It is also recommended that as a principle approach that park-and-ride functions be evaluated against impact on land development and affordable housing and commercial opportunities and locally generated ridership, particularly at Barbur Transit Center and SW 53rd Ave.
- (c) Further project work to optimize park-and-ride capacities should consider a balance of these facilities in Portland compared to elsewhere in the corridor.
- (d) As part of planning for park-and-ride site development and operations a fee-based system should be considered to manage demand and other objectives particularly to avoid use of park-and-ride facilities by people not using transit.
- (e) Evaluation of future re-use or otherwise reconfiguring the pPark-and-rRide facilities to reflect emerging and future mobility choices made by transit patrons.
- (f) Prior to Steering Committee decision to site pPark and rRide facilities, there will be a City Council work session to present information, hear invited testimony, and provide an opportunity for Council discussion of alternatives. ~~PBOT and the Project team will make a Report to City Council to present information and provide an opportunity for Council discussion.~~

6. Pedestrian and bicycle access to LRT stations

It is essential that key pedestrian and bicycle access facilities connecting neighborhoods to LRT stations be included in the overall funding strategy for the LRT project in order to maximize access for local transit riders.

- (a) The next phase of the LRT project should provide a process for reviewing and selecting sidewalks, bicycle facilities and multi-use paths to be included in the LRT project, based on the list of potential projects identified in the DEIS and others determined through station area planning and shall include input from community stakeholders.
- (b) The City of Portland believes that many of these projects are essential components of the LRT project and not betterments.
- (c) The next phase of station planning should evaluate and identify how bicycle parking facilities would be spread among the Portland segment transit stations in order to optimize their use and provide maximum connectivity from surrounding neighborhoods.

7. Marquam Hill and Portland Community College connections

The connections from LRT stations to Marquam Hill and Portland Community College are vital components of the Southwest Corridor Light Rail Transit Project. Due to geographic limitations direct light rail transit access to these key destinations are not financially feasible. Each presents design challenges and opportunities that need to be explored.

- (a) The City of Portland agrees with the Steering Committee's recommendation that a public process be established to consider Marquam Hill connection options with a preferred option to be studied in the Final EIS.
- (b) Design considerations for the Marquam Hill connection include respect for the Terwilliger Parkway including compliance with the Terwilliger Parkway Design Guidelines, minimize impacts to the wooded hillside and park land, safety and security factors, aesthetics and visual impacts of the connection facility and structures and architectural significance, [and consideration of options avoiding crossing Terwilliger Parkway.](#)
- (c) An evaluation of anticipated passenger board/de-boarding at the Gibbs station should be conducted to inform the size and location of associated infrastructure such as platform and sidewalk widths, future signal timing, street lighting and the pedestrian route between SW Naito and the Gibbs station.
- (d) A high quality continuous east-west active transportation amenity along SW Gibbs from the LRT station on SW Barbur, across Naito Parkway to the Darlene Hooley Bridge is needed.
- (e) [Prior to Steering Committee decision on a Marquam Hill connection, there will be a City Council work session to present information, hear invited testimony, and provide an opportunity for Council discussion of alternatives.](#)
- (fe) The City of Portland agrees with the Steering Committee's recommendation that a planning process be conducted to select and refine the bus shuttle route connecting LRT to the PCC campus from the Barbur Transit Center or from the SW 53rd Avenue LRT station.
- (gf) The City supports publicly-funded street improvements to SW 53rd Avenue between the LRT station at SW 53rd and the PCC campus to facilitate inviting pedestrian and bicycling access to the campus. -These street improvements should be appropriately scaled for the neighborhood environment and will not provide a private vehicular traffic connection to the campus.

8. Connecting to Downtown

Connecting the LRT alignment to existing light rail service Downtown from SW Barbur and SW 4th Avenue between approximately SW Sheridan Street and SW Lincoln and further north presents transit engineering challenges but other considerations such as land use and potential for future development are also important.

- (a) Bicycle circulation needs in this area include a safe through movement from SW Sheridan to SW Lincoln-SW 5th-SW Jackson, and from the Green Loop in to Downtown.
- (b) Pedestrian connectivity challenges include access in to Downtown from SW Sheridan and potential wide street crossings at the SW 4th/Lincoln intersection.

- (c) LRT routing plans need to consider current property access, particularly on SW Lincoln and SW Grant and future planned developments on these streets.
- (d) Being the south entry to Downtown aesthetic considerations matter particularly in regards to the architecture of elevated transit structures.
- (e) Shared transitway or other bus routing using the SW 4th Ave. access to the Transit Mall must use SW Hall and be coordinated with high capacity transit service being provided on the Division Corridor which will also access the Mall from SW Hall.

9. SW Hamilton Station

The LRT station at SW Hamilton would support the role of the Hamilton Focus Area from the Barbur Concept Plan.

- (a) This area currently has high transit service levels with nine bus lines in the SW Hamilton-SW Corbett area serving neighborhood residents and transfer activity. Retaining a similar level of transit accessibility with the LRT project would be a benefit for this neighborhood.
- (b) Traffic circulation changes that may result from construction of LRT on SW Barbur should consider the nature of SW Corbett as a community street serving this neighborhood and connecting to other neighborhoods.

10. The Woods segment

The segment of the LRT project corridor generally from SW Hamilton Street to SW Brier Place, referred to as “The Woods” is a largely wooded and steep terrain area with open space resources that transitions to more urbanized areas to the north and south and requires special considerations.

- (a) The City of Portland supports the Steering Committee’s recommendation to replace the Vermont and Newbury viaducts that compromise the safety of pedestrians and bicyclists.
- (b) SW Barbur through The Woods should feature a design that accommodates the expected greatly increase in multi-modal use of this segment of the corridor, especially for bicyclists.
- (c) Project design should minimize tree removal which is a landmark feature of this segment of the corridor.
- (d) Connections to designated pedestrian, bicycle and trail networks should be considered. An at-grade intersection replacing the flyover ramp connecting SW Capitol Highway to SW Barbur should be considered.

11. Three stations on Central Barbur

The Preferred Alternative for the LRT project includes three neighborhood stations in the central SW Barbur Boulevard area at SW Custer, SW 19 and SW 30th, as well as stations further south in Portland at the Barbur Transit Center and at SW 53rd Avenue.

- (a) The three neighborhood stations in the central Barbur Boulevard area are important in providing transit access notably for Hillsdale, Multnomah, Markham and South Burlingame neighborhoods.
- (b) All three neighborhood stations are collectively required to significantly facilitate the transformation of SW Barbur Boulevard to a Civic Corridor envisioned by the Barbur Concept Plan.

- (c) Because the LRT facility will largely replace frequent bus service along SW Barbur Boulevard it will be important to plan for local bus service that connects communities to the LRT stations.
- (d) The City of Portland recommends that all three stations be retained in the LRT project through the project development phase.
- (e) The provision of bicycle parking facilities (Bike Hubs) should be apportioned among these stations in such a way as to provide use for transit riders from Hillsdale, Multnomah, Markham, South Burlingame and other neighborhoods.

12. SW 53rd Avenue Station

The station at SW 53rd Avenue is an important project component serving ~~park-and-ride functions and~~ access to PCC, and potentially park-and-ride and/or affordable housing opportunities.

- (a) This station also presents opportunities for mixed-use development.
- (b) Safe, attractive and prominently designed pedestrian and bicycle connections from the LRT platform to the City street and active transportation networks are needed given the traffic character of Barbur in this segment and the vehicle attraction of the park-and-ride.
- (c) Evaluation of the station for connection by a PCC shuttle should be included.

13. Changes in circulation and access

Local neighborhood circulation and business access will be changed by the LRT project along SW Barbur Boulevard because of the addition of LRT in the street median which will concentrate left turns and add U-turns at signalized intersections.

- (a) A traffic analysis to evaluate changes in circulation should be conducted as part of the FEIS and identify locations where increases in traffic on neighborhood streets might occur. Traffic management mitigations for those changes that would be significant should be included in the FEIS.
- (b) An evaluation of current truck access to businesses along SW Barbur should be conducted to ensure that accommodation for future circulation patterns is made.

14. Stormwater management

Although the LRT project will be designed to comply with all federal, state and local regulations, this corridor is located in an area of the City that is particularly complex due to topography, extensive vegetation cover and multiple stream corridors.

- (a) The City of Portland concurs that LRT project will be designed based on best management practices and comply with City's Stormwater Management Manual, as stated in the DEIS.
- (b) As the LRT project moves forward more detailed asset inventory and assessment of stormwater infrastructure is required in the corridor leading to identifying agencies responsible for ownership and maintenance of stormwater infrastructure.
- (c) The City of Portland will be undertaking various capital projects in the corridor in the coming years. Some of these projects, or portions of these projects, will likely benefit the SW Corridor LRT project and should be eligible for the City's local match.

- (d) Currently existing stormwater systems that convey runoff from Barbur Blvd join the system for I-5 and share outfall infrastructure. LRT project development should decouple the Barbur Blvd stormwater system from I-5.

Other Priority Actions

1. Affordable Housing

It is the City Council's expectation that regional commitments toward opportunities for affordable housing will be made in conjunction with commitments toward funding for the Light Rail transit project. The project Purpose and Need as stated in the DEIS includes a purpose statement that says: Ensure benefits and impacts promote community equity.

- (a) Council support for the Preferred Alternative is based on implementation of the Memorandum of Understanding regarding the Southwest Corridor and Affordable Housing.
- (b) It is the Council's expectation that additional funding for affordable housing will be made available at the regional level, and it is Council's intent that a portion of City funds derived from that source will be directed in an amount sufficient to enable a meaningful contribution toward the stretch goals identified in the Southwest Corridor Equitable Housing Strategy.
- (c) ~~It is the Council's expectation that TriMet offer any additional residentially developable excess property parcels at station areas that were purchased, but ultimately^[BT1] not needed, for the Project or other transit needs, to the City of Portland for purchase in order accommodate stretch goals of 2,000 units identified in the SW Corridor Housing Strategy before offering such parcels to any other party.~~

2. Design Review

Continue long term coordination with City of Portland's Design Review Commission as project elements are being defined in keeping with prior projects' processes to obtain input and advice on non-standard transit elements in public right-of-way. Upon completion of the LRT project the currently approved standard transit elements in public right-of-way would be updated to reflect new elements added with this LRT project. Replacement of Newberry and Vermont viaducts by the LRT project will be improvements that meet the City Engineer's standards and as such are exempt from design review but will receive input and advice from the Design Review Commission in conjunction with the rest of the project.

3. Affordable Locally-owned Businesses

The Light Rail project should promote preservation and commercial viability of commercial and office businesses, especially those serving nearby residents, providing family-wage jobs, and locally-owned businesses.