

RESOLUTION No. 3 6 8 5 6 As Amended

Adopt the Lake Oswego to Portland Transit Project Locally Preferred Alternative (Resolution)

WHEREAS, the corridor between Portland and Lake Oswego has experienced rapid population and employment growth, and this growth is expected to continue over the next 20 years, worsening traffic congestion and increasing the need for improved transportation options; and

WHEREAS, lengthy and increasing bus travel times, deteriorating reliability due to traffic congestion, increasing operating expenses and shrinking operating resources, lead to a need for more efficient public transportation operations; and

WHEREAS, local and regional land use and development plans target the corridor for development to help accommodate regional population and employment growth, and the topographic, geographic, natural and built environment constraints within the corridor limit the ability of the region to expand roadway options; and

WHEREAS, rail service was established in the corridor in 1885-1887, provided passenger service until 1929 and freight service by Southern Pacific Railroad (SPRR) until 1983; and

WHEREAS, SPRR abandoned the line in 1984; and

WHEREAS, the Willamette Shore Line (WSL) Consortium, composed of the cities of Lake Oswego and Portland, Clackamas and Multnomah counties, the Oregon Department of Transportation (ODOT), TriMet and Metro, purchased the line in 1988 to preserve it for future rail transit service and a multi-use pathway; and

WHEREAS, transit improvements in the Lake Oswego to Portland corridor have been studied several times since the 1980s, including as a potential light rail alignment through Johns Landing as part of the Westside Corridor Alternatives Analysis and of the South/North Corridor Study; and

WHEREAS, the Council approved the Central City Plan on March 24, 1988 that recommended improving the Central City's accessibility to the rest of the region to accommodate growth and develop the Central City as the region's transportation hub and recommended an inner-city transit loop; and

WHEREAS, in August of 1993 the Office of Transportation produced a report entitled "Central City Streetcar" that detailed the proposed route for a modern streetcar, and identified development opportunities for what is now the existing streetcar alignment from Northwest Portland to SW Lowell Street and the Johns Landing route currently being studied in the Portland to Lake Oswego Transit Project; and

WHEREAS, the City of Portland, in partnership with Portland Streetcar, Inc. (PSI), successfully completed the first modern streetcar project in the country from Northwest Portland to Portland State University in 2001; extended the streetcar to RiverPlace and began service in March 2005;

extended the streetcar to SW Gibbs Street and began service in October 2006; extended the streetcar to SW Lowell and began service in August 2007; and

WHEREAS, in 2004, the Metro Council, with endorsement by the Joint Policy Advisory Committee on Transportation (JPACT), initiated a transit alternatives analysis of the Hwy 43 corridor; and

WHEREAS, the Lake Oswego to Portland Transit and Trail Alternatives Analysis reviewed a wide range of alternatives including No-Build, Bus Rapid Transit with multiple alignments, Streetcar with multiple alignments, River Transit and accompanying trail alignments; and

WHEREAS, on December 13, 2007, after an extensive public involvement process and recommendations by the Project Advisory Committee and the Steering Committee, the Metro Council, with endorsement by JPACT, adopted the *Lake Oswego to Portland Transit and Trail Alternatives to be Advanced into a Draft Environmental Impact Statement and Work Program Considerations*; and

WHEREAS, a transit project in the corridor was included on the “financially constrained” list of projects in the 2035 Regional Transportation Plan (RTP) adopted on June 10, 2010; and

WHEREAS, the Director of the Department of Land Conservation and Development approved the 2035 RTP on November 24, 2010, after receiving no objections from participants in the multi-year effort to adopt the RTP; and

WHEREAS, in December 2010, Metro, TriMet and the Federal Transit Administration (FTA) published the Lake Oswego to Portland Transit Project (LOPT) Draft Environmental Impact Statement (DEIS) under the National Environmental Policy Act; and

WHEREAS, the DEIS included detailed study of No-Build, Enhanced Bus and Streetcar Alternatives, including several design and phasing options; and

WHEREAS, the DEIS was made available, a public 45 day comment period closed on January 31, 2011 and public comments were taken at two open houses, a public hearing, by mail, telephone, comment card and email; and

WHEREAS, in 2011 the Oregon Public Health Institute conducted a Health Impact Assessment of the LOPT project and concluded that:

- a). The streetcar scenario would provide the greatest improvement in opportunities for physical activity because of its higher level of service, greater improvements in park and trail accessibility, and provision of greater amounts of bicycle and pedestrian infrastructure in the corridor; and
- b). Because the streetcar would produce the greatest increase in transit use, it:
 - i) Would produce the greatest reductions in future air pollutant levels
 - ii) Would provide the greatest improvement in access to health supportive resources
 - iii) Would provide the greatest reduction in traffic crash rates; and

WHEREAS, the Lake Oswego to Portland Transit Project Citizen Advisory Committee formed in 2009, has met regularly to review and provide input to the project plans and the DEIS, and the committee's recommendations concerning a Locally Preferred Alternative (LPA) included the following:

- a). The streetcar alternative would:
 - i) Facilitate quality and a variety of housing, access to jobs, and density where we want it
 - ii) Connect Johns Landing to South Waterfront and downtown
 - iii) Provide a faster more reliable transit service than Enhanced Bus
 - iv) Connect Lake Oswego to the regional transit system
 - v) Leave more room on Highway 43 for autos, pedestrians and bicycles throughout the corridor
 - vi) Reduce daily CO² emissions
 - vii) Be the most cost effective option
 - viii) Have more capacity per vehicle
 - viii) Add additional person carrying capacity to the corridor
 - ix) Accommodate more riders
 - x) Leverage past investment in the Willamette Shore Line right-of-way and use as a key source of local match
- b). The streetcar recommendation included further analysis of:
 - i) Two additional stations; a station at SW Pendleton and a station at SW Radcliffe Rd (at or near intersection of Radcliffe and Hwy 43)
 - ii) Pedestrian improvements along Macadam
 - iii) Alternatives to Boundary entry/exit with Macadam In-Street option
 - iv) Keeping the intersection of Riverwood and Highway 43 open; and

WHEREAS, the Lake Oswego to Portland Transit Steering Committee, comprised of elected officials from affected jurisdictions along the corridor and directors of TriMet and the Oregon Department of Transportation (ODOT), has made recommendations concerning an LPA; and

WHEREAS, on March 8, 2011, the Portland Planning and Sustainability Commission voted unanimously to recommend City Council adopt the LOPT Steering Committee LPA recommendation with additional conditions that included:

- a). Further study and collaboration with Portland Parks Bureau and Bureau of Environmental Services to affected parks and natural areas
- b). Further study to design more compatible bicycle facilities
- c). Coordinate with Regional trail project; and

WHEREAS, the *Locally Preferred Alternative Report – with alignment options for further analysis - Steering Committee Recommendation*, attached as Exhibit A to this resolution, outlines the LPA recommendation as well as a series of critical and additional design and work plan considerations; and

WHEREAS, attached as Exhibit B to this resolution are letters in support of the Lake Oswego to Portland Transit project; and

WHEREAS, the streetcar alternative would provide a faster and more reliable transit trip, would carry the most transit riders at a lower per trip operating cost, would best support the economic development goals and plans of the communities along the corridor and would be environmentally sensitive; and

WHEREAS, the Macadam In-Street option through Johns Landing, supported by the South Portland Neighborhood Association, would provide greater economic development opportunities than the Willamette Shore Line and would have fewer impacts to existing residences than the WSL option; and

WHEREAS, contingent with the selection of the Macadam In-Street option, the portion of the WSL not used for transit shall be used for pedestrian and bicycle use, and a plan to equitably replace the local match value of the unused WSL right of way shall be addressed; and

WHEREAS, adoption of the LPA concludes the Federal Transit Authority's New Starts Alternatives Analysis and is necessary to begin the Final Environmental Impact Statement (FEIS) process and to proceed under the New Starts Program of the Federal Transit Authority; and

WHEREAS, consistent with the principles outlined in Exhibit C, adoption of the LPA is the first of many opportunities for Portland City Council action on the Lake Oswego to Portland Transit Project and additional opportunities include, but are not limited to, the following:

- a). January 2012 for a Pre-Preliminary Engineering Report
- b). Entering into the Preliminary Engineering phase
- c). Entering into the Final Design phase of the project
- d). Formation of the John's Landing Local Improvement District
- e). Intergovernmental Grant Agreements between City and project partners
- f). PBOT annual budgets

NOW, THEREFORE BE IT RESOLVED, that the City Council adopts the *Lake Oswego to Portland Transit Project Locally Preferred Alternative* substantially in accordance with Exhibits A and B to this resolution and, by reference, made a part thereof; and

BE IT FURTHER RESOLVED, the South Portland Riverbanks area, which includes Willamette Park, Stephens Creek, Butterfly Park, Willamette Moorage Park, and Powers Marine Park on the west bank of the Willamette River, and the Tryon Creek confluence, which extends from Hwy 43 to the Willamette River, are areas of critical natural resources, floodplain, and habitat, and that the Council directs the Bureau of Transportation (PBOT), Portland parks and Recreation (PP&R), the Bureau of Environmental Services (BES) and the Bureau of Development Services (BDS) to collaborate with LOPT project staff to ensure that the cumulative and direct impacts to both recreation and natural resources from the LOPT, Sellwood Bridge and Willamette Greenway Trail projects are avoided, and where unavoidable, are fully addressed and mitigated, including:

- a). Prior to preliminary engineering, develop a strategy to coordinate all three projects to ensure the best outcome for natural resource functions, urban canopy and recreation access on PP&R and BES properties. The strategy will address the following issues:
 - i) Context sensitive design concepts for fish and wildlife, riparian corridor enhancements, and access to the parks for people arriving by car, boat, bike and foot..
 - ii) Coordination with PP&R, BES, the Sellwood Bridge project, and the Willamette Greenway trail project to design, construct, and operate streetcar consistent with the goals of the South Portland Riverbanks Project
 - iii) Work with the SW Riverfront Parks Habitat Management and Trail Plan to help coordinate the transit project, the Sellwood Bridge, and Willamette Greenway trail project with park and natural resource goals
 - iv) Address the direct, indirect and cumulative impacts to vegetation, habitat, floodplain, and wildlife in this area
 - v) Where unavoidable, determine the best mitigation for the direct and indirect impacts to PP&R and BES public investments that have already been made in these areas
 - vi) Clarify the definition of Peter Kerr Park in the FEIS; and

BE IT FURTHER RESOLVED, that the Council directs PBOT staff to coordinate with LOPT project staff so that streetcar project can achieve a significantly higher degree of bicycle compatibility than prior streetcar projects, with the goal of creating an environment that will attract "interested but concerned" potential cyclists, including:

- a). Safe and comfortable crossing designs where bike facilities cross the alignment
- b). Safe and comfortable treatments where bike facilities run parallel and adjacent to the alignment
- c). Convenient access (including bike parking) to platforms, particularly those outside the Portland Central City
- d). Good connectivity for the bicycle network adjacent to the transit corridor
- e). Safe and comfortable bicycle access should be maintained without interruption during construction
- f). Sufficient contingencies to mitigate unintended impacts to bicycle facilities during or after construction; and

BE IT FURTHER RESOLVED, that Council directs PBOT staff to collaborate with Bureau of Planning and Sustainability (BPS) and Portland Housing Bureau (PHB) staff to optimize the development of healthy connected neighborhoods along the transit corridor by promoting the preservation and development of permanent affordable housing, supporting the creation and success of local and independent businesses, and coordinating pedestrian, bicycle, streetscape and other urban design and infrastructure improvements associated with the LOPT project investments; and

BE IT FURTHER RESOLVED, City Council directs the BPS to coordinate and work with PBOT, PHB, the South Portland Neighborhood Association, and other stakeholders to explore how land use policies, regulations and other tools can optimize public and private reinvestment in order to leverage the LOPT transit project investment along this corridor; and

BE IT FURTHER RESOLVED, City Council directs PBOT to collaborate with Portland Development Commission (PDC) and stakeholders in the North Macadam Urban Renewal Area to provide clear and timely communication regarding the cost benefit analysis, project costs, schedule, financing and details of extending the streetcar alignment and the South Portal project; and

BE IT FURTHER RESOLVED, City Council directs PBOT to collaborate with PDC and stakeholders in the North Macadam Urban Renewal Area to provide clear and timely communication regarding establishment of a Local Improvement District (LID) to help fund the capital costs of the streetcar project and extend Ordinance No. 180345, which created the Gibbs-Lowell LID, an additional 10 years to 2026, thereby allowing property owners to credit their Gibbs-Lowell LID assessment against any future new assessment on the same property if a new assessment is formed within 20 years from the time of the Gibbs-Lowell LID; and

BE IT FURTHER RESOLVED, City Council directs PBOT to collaborate with LOPT project staff to work through the following technical issues in an effort to streamline Preliminary Engineering phase of the project, including:

- a). Ensure transit alignment does not preclude the future development of a pedestrian and bicycle multi-use path from South Waterfront to Lake Oswego
- b). Ensure that the project is coordinated with the South Portal street and urban design improvements and Willamette Greenway multi-use path improvements for pedestrians and bicyclists
- c). Evaluate streetcar station locations at SW Pendleton Street and SW Radcliffe Street in coordination with other potential stations on Macadam and the WSL ROW
- d). Evaluate alternatives to Boundary Street as the northern entry/exit point for the Macadam streetcar alignment
- e). Evaluate sidewalk widths on Macadam with special focus on the east side of Macadam between SW Carolina and the northern entry/exit of the streetcar on Macadam
- f). Evaluate pedestrian circulation and safety improvements along Macadam from SW Carolina to SW Nevada that would include:
 - i) Slower traffic speeds
 - ii) Improved and more frequent pedestrian crossings
 - iii) Pedestrian accessibility improvements from Macadam to the potential station locations at SW Nebraska and SW Nevada streets
 - iv) Improvements to sidewalks, street lighting and other pedestrian amenities
- g). Evaluate alternatives that would keep SW Landing Drive narrow through a more flexible application of City of Portland design standards
- h). Evaluate alternatives for vibration and noise and visual screening mitigation for affected properties with special attention to the Oregon Public Broadcasting (OPB) facility to ensure compatible operations of streetcar and OPB recording studios adjacent to the WSL ROW
- i). Evaluate bicycle circulation and access to and across Macadam and the WSL ROW; and

BE IT FURTHER RESOLVED, City Council directs PBOT to collaborate with the City Attorney and LOPT project staff to evaluate the legal steps necessary to use the unused portion of the Willamette Shoreline right of way in the Johns Landing area for bicycle and pedestrian safety, access and circulation improvements; and

BE IT FURTHER RESOLVED, City Council directs PBOT staff to coordinate with TriMet and Portland Streetcar Inc. to address the recommendations from the Oregon Public Health Institute's LOPT Health Impact Assessment (HIA) with regard to mitigation of adverse impacts from construction activities; and

BE IT FURTHER RESOLVED that no City of Portland funds will be utilized for extensive preliminary engineering before City Council affirms with a Council vote that it is confident in the assessed value of the rail right of way and has confidence in the Federal Transit Administration's financial contribution to the project.

Adopted by the Council, APR 20 2011

Mayor Sam Adams
Prepared by: *Patrick Sweeney*
Date Prepared: April 8, 2011

LaVonne Griffin-Valade
AUDITOR OF THE CITY OF PORTLAND

By


Deputy

Agenda No.
RESOLUTION NO. 36856 As Amended
Title

Adopt the Lake Oswego to Portland Transit Project Locally Preferred Alternative (Resolution)

<p>INTRODUCED BY Commissioner/Auditor: MAYOR SAM ADAMS <i>K. Adams on behalf of Mayor Adams</i> COMMISSIONER APPROVAL</p> <p>Mayor—Finance and Administration - Adams</p> <p>Position 1/Utilities - Fritz</p> <p>Position 2/Works - Fish</p> <p>Position 3/Affairs - Saltzman</p> <p>Position 4/Safety - Leonard</p> <p>BUREAU APPROVAL Bureau: Bureau of Transportation Bureau Head: Susan D. Keil, Director Other: <i>Susan D. Keil</i> Prepared by: Patrick Sweeney/JF Date Prepared: April 8, 2011</p> <p>Financial Impact Statement Completed <input checked="" type="checkbox"/> Amends Budget <input type="checkbox"/> Not Required <input type="checkbox"/></p> <p>Portland Policy Document If "Yes" requires City Policy paragraph stated in document. Yes <input type="checkbox"/> No <input checked="" type="checkbox"/></p> <p>Council Meeting Date April 20, 2011</p> <p>City Attorney Approval</p>	<p>CLERK USE: DATE FILED <u>APR 15 2011</u></p> <p style="text-align: right;">LaVonne Griffin-Valade Auditor of the City of Portland</p> <p>By: <i>[Signature]</i> Deputy</p> <p>ACTION TAKEN:</p>
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AGENDA
<p>TIME CERTAIN <input checked="" type="checkbox"/> Start time: <u>9:30</u></p> <p>Total amount of time needed: <u>2 hrs</u> (for presentation, testimony and discussion)</p> <p>CONSENT <input type="checkbox"/></p> <p>REGULAR <input type="checkbox"/> Total amount of time needed: _____ (for presentation, testimony and discussion)</p>

FOUR-FIFTHS AGENDA	COMMISSIONERS VOTED AS FOLLOWS:		
		YEAS	NAYS
1. Fritz	1. Fritz		✓
2. Fish	2. Fish	✓	
3. Saltzman	3. Saltzman	✓	
4. Leonard	4. Leonard	✓	
Adams	Adams	✓	