

Date: Wednesday, September 23, 2009
To: Lake Oswego to Portland Transit Project Steering Committee
From: Metro staff, with input from the Lake Oswego to Portland Trail Refinement Working Group and the Lake Oswego to Portland Transit Project Management Group (PMG)
Subject: Lake Oswego to Portland Trail Project Recommendation

This memo recommends a strategy to develop a trail connection from Lake Oswego to downtown Portland.

Background

From 2005-2007 an Alternatives Analysis study of transit options in the corridor included a trail component for each transit option. In 2007, the Lake Oswego to Portland Transit Steering Committee adoption of the Locally Preferred Alternative (LPA) directed the project to provide further refinement on the trail concept for the corridor. Specifically, the work program included:

- Development of a trail alignment with lower capital costs, as well as a phasing strategy
- Identification of a trail sponsor for the corridor to further project development for the trail
- Consideration of funding opportunities for the trail project

In 2009, Metro convened a trail refinement process to respond to the work program defined in the LPA document. A working group comprised of jurisdictional transportation and park staff has met throughout the refinement to evaluate and recommend a strategy responding to the work program. The trail refinement recommendation is described below.

Policy

This project has been identified in state, regional, and local comprehensive plans. Refer to Attachment C of this memo for more information.

Trail alignment and phasing

The trail working group has identified three phases for the trail alignment. Early phases will develop the trail in north section (Johns Landing) and extend the trail system in the south section (downtown Lake Oswego). Later phases will complete design and construction of the central section. Refer to Attachment A and the map set included with this memo for a description of the alignment. For more information on phasing, refer to table in Attachment B of this memo.

Project development

The trail working group recommends a multi-party partnership with Metro and others, including Portland Bureau of Transportation, Portland Parks, Clackamas County, City of Lake Oswego, TriMet and ODOT. Metro should convene the regional corridor vision, continue to pursue funding opportunities, and support the decision making body. Partner agencies, including Metro, would continue project development in their jurisdiction per the work plan outlined in Attachment A. This arrangement is dependent on the availability of resources among the partner agencies still to be identified.

Project governance and decision-making

The trail working group recommends a Trail Committee that is separate from the Lake Oswego to Portland Transit Project Steering Committee. Because of their shared history and interests, the two committees would have some overlap in membership and would keep updated on each other's work. In addition, if convenient, they might meet on the same dates but would convene and adjourn immediately following each other. Finally, there are six locations (listed at the end of this memo) where the two projects are closely located. Coordination is occurring and is recommended to continue through the planning and design phases.

Funding for the trail

The trail working group has identified several potential funding sources. Most promising opportunities include funding in conjunction with other capital projects underway as well as the Active Transportation partnership. Other funding sources could include the State Transportation Improvement Program and the Highway Safety Improvement Program. More details on funding are included in the trail final report. This project is listed in the 2035 Regional Transportation Plan Financially Constrained list as project ID 10087, nominated by the City of Lake Oswego.

Public outreach

Project staff held two open houses during the refinement phase of the project to receive trail input. Project staff also held stakeholder meetings with advocacy groups. Project staff is preparing additional outreach with neighborhood groups and bicycle and pedestrian advisory committees.

Next Steps

The work program for the trail project is summarized in Attachment A. As further detailed in Attachment A, the Lake Oswego to Portland Trail Project should continue to coordinate with partner agencies and project development in the following areas:

Coordination with Lake Oswego to Portland Transit Project:

- Lowell Street to Hamilton Street (PBOT South Portal Project area)
- Powers Marine Park
- Short and Long Trestles
- Riverwood Road
- Elk Rock Tunnel
- UPRR railroad berm and Tryon Creek

The objective of this coordination will be to assure that the transit project does not preclude concurrent or future construction of the trail.

Coordination with Oregon Department of Transportation (ODOT):

- Macadam Avenue (OR 43) between Julia Street and Carolina Street
- OR 43 at the Sellwood Bridge interchange and south of Sellwood Bridge

Coordination with Multnomah County:

- Sellwood Bridge Interchange Area

Coordination with City of Portland:

- Lowell Street to Hamilton Street (PBOT South Portal Project area)
- Willamette Park
- Sellwood Bridge Interchange Area
- Powers Marine Park

Coordination with City of Lake Oswego:

- Pedestrian bridge over the mouth of Tryon Creek
- Foothills District Planning

ATTACHMENT A: Lake Oswego to Portland Trail Project Alignment

This section outlines the alignment identified for the trail and key actions for implementation. The corridor includes three sections; a *North Section* from South Waterfront to the Sellwood Bridge; a *Central Section* from the Sellwood Bridge to Terwilliger Boulevard; a *South Section* in downtown Lake Oswego and Foothills District. Refer to the Lake Oswego to Portland Trail Project maps for a geographical overview of these areas.

North Section (Between South Waterfront and Sellwood Bridge)

The north section of the trail can be developed in conjunction with other concurrent transportation projects. This section has four areas, divided by street names:

- **Lowell Street to Julia Street:** Trail will be developed in conjunction with the City of Portland South Portal project¹. South Portal Project includes extending bike lanes from on Moody/Bond south to Hamilton Street and has an opportunity to fill in gap in the current waterfront trail.
Considerations: South Portal Project is not yet funded. Design considerations for the trail should be resolved as part of concept design. Trail design should be coordinated with local property owners to ensure vehicle access and parking in the area.
Action:
 1. City of Portland South Portal Project will include sidewalks and bike lanes on the street network. South Portal Project should secure right-of-way to close trail gap on existing greenway.
 2. Should the Lake Oswego to Portland Transit Project precede the South Portal Project, the transit project will assure that the existing trail connection between Bancroft and Hamilton streets is maintained.

- **Julia Street to Carolina Street:**
 - If a transit project locally preferred alternative selects alignment for streetcar on Macadam Avenue, project will consider developing the Willamette Shore Line in this section for a trail.
Considerations: Trail project needs to secure public easement for trail use on Shore Line. Many adjacent homeowners to-date support a trail on the Shore Line, if a streetcar is located on Macadam Avenue. The trail working group identified the Willamette Shore Line as the preferred trail location in this section. However, ODOT has concerns about the operation of streetcar on Macadam Avenue. Trail project will need to secure funds for trail construction, maintenance, and operations in this segment.
Action:
 1. Lake Oswego to Portland Trail Project should pursue public easement for trail along Willamette Shore Line right-of-way. Trail project should coordinate with transit project through the selection of a preferred alternative and engineering.
 - If a locally preferred alternative selects alignment for streetcar on the Willamette Shore Line, trail project should consider improvements to existing greenway in this section.
Considerations: Trail in this section is narrow and sensitive to environmental constraints.
Action:
 1. Lake Oswego to Portland Trail Project will develop trail improvements along existing greenway.

- **Carolina Street to Miles Street:** Trail will be located on Beaver Avenue and within Willamette Park.
Considerations: On Beaver Avenue, collaboration is needed with streetcar project and Willamette Sailing Club to maintain access and parking for sailing club. In Willamette Park, collaboration with Portland Parks is needed to finalize trail alignment in park that minimizes conflicts with vehicles accessing park and preserves natural resources, including oak trees.
Action:
 1. Lake Oswego to Portland Trail Project should work with transit project to include bicycle and pedestrian connections on Beaver Avenue.
 2. Lake Oswego to Portland Trail Project should work with Portland Parks to improve bicycle and pedestrian connections through the park, including new trail improvements located on western boundary of park.

¹ See Portland Bureau of Transportation *South Waterfront District Street Plan*, October 2007

- **Miles Street to Sellwood Bridge:** There is an existing trail connection on Miles Place and a trail in Butterfly Park. Project will develop a new trail connection adjacent to Willamette Shore Line in conjunction with Sellwood Bridge Project.
Considerations: Trail project should work with Portland Parks to minimize natural resources impact on Butterfly Park and Willamette Moorage Park. Trail project should work with Macadam Bay property owners to minimize impacts to parking. Trail project should work with Sellwood Bridge Project through final design to coordinate trail development, including connections to bridge and north-south through movement.
Action:
 1. Lake Oswego to Portland Trail Project should continue to work with Multnomah County Sellwood Bridge Project and City of Portland to develop a trail connection between Miles and the Sellwood Bridge. This trail is currently defined in the Sellwood Bridge Interchange Access Management Plan (IAMP).

Central Section (Between Sellwood Bridge and Terwilliger Boulevard)

This section has significant design challenges. Trail project is still considering potential designs adjacent to OR 43 or adjacent to the Willamette Shore Line right-of-way. There are three areas in this section.

- **Powers Marine Park:** Trail to be developed in Powers Marine Park and/or adjacent to Willamette Shore Line right-of-way, transitioning to OR 43 right-of-way.
Considerations: Trail project should work with Sellwood Bridge Project to ensure connections to trail. Trail project should work with Portland Parks to determine final route and design of trail. Portland Parks has identified Powers Marine as a passive use park, and has concerns about increasing public use of the park. Elevation changes between eastern end of park and OR 43 must be considered to site best location for trail. Much of park is located in the flood plain. Project should work with ODOT on potential connections between trail and OR 43.
Action:
 1. Trail Project should work with Sellwood Bridge Project to ensure connections to trail.
 2. Trail Project should work with Portland Parks to determine final route and design of trail.
 3. Transit Project should not preclude a future trail between the Willamette Shore Line and OR 43 right-of-way.
- **End of Powers Marine Park to Riverwood Road:** Trail connection to be adjacent to OR 43. OR 43 is three lanes in this section. A two-way separated path on the east and west side of the roadway has been studied in this section. Trail project will need to confirm preferred alignment in this section.
Considerations: ODOT has concerns about trail in this area due to physical constraints (narrow right-of-way, residences and driveways), environmental constraints (storm water, drainage, geotechnical), structural constraints, and vehicle capacity on OR 43. Trail final design is still to be determined. Project must coordinate adjacency to residences and driveways. A significant portion of OR 43 in this section is on structure.
Action:
 1. A Highway 43 study should be initiated to study bicycle and pedestrian connections adjacent to OR 43.
 2. Trail Project should collaborate with ODOT to create most appropriate trail connection in this section.
- **Riverwood Road to Terwilliger Boulevard:** Trail needs additional design work to determine a preferred route on either: OR 43 to downtown Lake Oswego; or adjacent to Willamette Shore Line (Riverwood Road to Elk Rock Tunnel and Fielding Road to downtown Lake Oswego).
 - If a trail is adjacent OR 43: Project must finalize trail design adjacent to OR 43.
Considerations: ODOT has concerns about trail in this area due to physical constraints (narrow right-of-way, residences and driveways), environmental constraints (storm water, drainage, geotechnical), structural constraints, and vehicle capacity on OR 43. Trail final design is still to be determined. Project must coordinate adjacency to residences and driveways. A significant portion of OR 43 in this section is on structure.
Action:
 1. A Highway 43 study should be initiated to study bicycle and pedestrian connections adjacent to OR 43.

2. Trail Project should collaborate with ODOT to create most appropriate trail connection in this section.
- If a trail is considered adjacent to Willamette Shore Line: Trail would have bicycle boulevard treatments on Riverwood Road, a possible connection to new multi-use path through Elk Rock tunnel (or an alternative alignment to be determined), and bicycle boulevard treatments on Fielding Road. A new connection will be created from Fielding Road to Stampher Road and the Foothills District.
Considerations: Trail project must address design constraints, feasibility and user comfort through Elk Rock Tunnel. To date, there is not a similar shared rail transit/multi-use path through a tunnel of this length in the United States. Trail project must include additional public outreach to local property owners for trail in this section. Trail project will coordinate with transit project for trail location in relation to Union Pacific RR right-of-way and existing railroad berm and Tryon Creek.

Action:

1. If the existing “short” and “long” trestles are not used for the transit project, trail project should consider them for future trail use.
2. If the existing “short” and “long” trestles are reconstructed for the transit project, the transit project should assure that future trail use is not precluded. If feasible, funding/cost-sharing between the projects should be considered.
3. Trail project should develop bicycle boulevard treatments on Riverwood Road. Transit project design options using Riverwood Road should not preclude bicycle and pedestrian connections.
4. Transit project design options including single track streetcar should not preclude pedestrian/bicycle connection through the tunnel. Transit design options including double track streetcar and widening of the tunnel should not preclude a future trail connection via Elk Rock tunnel, if feasible and funding/cost-sharing is available.
5. Trail project should study connections to the north and south entrances of Elk Rock Tunnel.

South Section (Downtown Lake Oswego and Foothills District)

- Terwilliger Boulevard to Downtown Lake Oswego and Foothills District:

- Fielding/Stampher to Foothills Park: Trail project will develop a connection via a bicycle boulevard on Fielding and Stampher Road. A pedestrian bridge over the mouth of Tryon Creek will be developed through the existing City of Lake Oswego project.

Considerations: Trail project will work with transit project for trail location in relation to Union Pacific RR right-of-way, the existing railroad berm and Tryon Creek. Foothills District planning is still underway, and the trail project could enhance existing bicycle and pedestrian facilities in the district, including connections to the riverfront and downtown Lake Oswego.

Action:

1. Trail project should work with City of Lake Oswego to construct pedestrian bridge over the mouth of Tryon Creek.
 2. Trail project should study connections to Fielding Road and Stampher Road to the existing trail connections in Foothills Park.
 3. If transit project builds a connection through the UPRR railroad berm to Foothills District, the connection should not preclude a bicycle/pedestrian connection. If transit project builds structure over Tryon Creek, it should not preclude a bicycle/pedestrian connection, if feasible and funding/cost-sharing is available.
- OR 43/State Street between Terwilliger Boulevard and Foothills Road: Project must finalize design adjacent to OR 43.
Considerations: ODOT has concerns about trail in this area due to physical constraints (narrow right-of-way, residences and driveways), environmental constraints (storm water, drainage, geotechnical), structural constraints, and vehicle capacity on OR 43. Trail final design is still to be determined. Project must coordinate adjacency to residences and driveways. Trail connections identified to Tryon Creek State Park would greatly enhance trail project. State Street has narrow right-of-way in downtown Lake Oswego.

Action:

1. A Highway 43 study should be initiated to study bicycle and pedestrian connections adjacent to State Street (OR 43).
2. Highway 43 study should consider incorporating the concept design for Tryon Creek as identified in the Tryon Creek @ HWY 43 Culvert Alternatives Analysis.

ATTACHMENT B: Lake Oswego to Portland Trail Project Phasing

	Phase 1	Phase 2	Phase 3
North Section (South Waterfront to Sellwood Bridge)	<p><u>Planning and Development:</u></p> <ul style="list-style-type: none"> Finalize trail alignment in conjunction with Portland Bureau of Transportation South Portal project Finalize trail alignment in Sellwood Bridge Project Area with Multnomah County Finalize trail improvements in Willamette Park with Portland Parks Finalize trail improvements between Julia and Carolina Streets(area with streetcar design options) <p><u>Construction/Implementation:</u></p> <ul style="list-style-type: none"> Construct trail improvements in Willamette Park Construct trail improvements between Julia St. and Carolina St. (area with streetcar design options) 	<p><u>Construction/Implementation:</u></p> <ul style="list-style-type: none"> Construct trail alignment in conjunction with Portland Bureau of Transportation South Portal project Construct trail improvements alignment in Sellwood Bridge Project Area with Multnomah County <p>SECTION COMPLETE IN PHASE 2</p>	SECTION COMPLETE IN PHASE 2
Central Section (Sellwood Bridge to Lake Oswego)	<p><u>Planning and Development:</u></p> <ul style="list-style-type: none"> Finalize trail alignment in Powers Marine Park vicinity with Portland Parks 	<p><u>Planning and Development:</u></p> <ul style="list-style-type: none"> Complete design work along OR 43 to develop a bicycle and pedestrian connection. Complete design work for Elk Rock Tunnel and connections adjacent to Willamette Shore Line <p><u>Construction/Implementation:</u></p> <ul style="list-style-type: none"> Construct trail alignment in Powers Marine Park vicinity with Portland Parks 	<p><u>Construction/Implementation:</u></p> <ul style="list-style-type: none"> If feasible, construct a facility adjacent to OR 43 If feasible, construct a multi-use tunnel through Elk Rock and associated improvements adjacent to the Willamette Shore Line to Fielding <p>SECTION COMPLETE IN PHASE 3</p>
South Section (Downtown Lake Oswego)	<p><u>Planning and Development:</u></p> <ul style="list-style-type: none"> Finalize trail improvements as part of Foothills District Master Plan <p><u>Construction/Implementation:</u></p> <ul style="list-style-type: none"> Construct the bridge over the mouth of Tryon Creek Acquire or secure easement and develop the four parcels along the Willamette River between Roehr Park and George Rogers Park 	<p><u>Planning and Development:</u></p> <ul style="list-style-type: none"> Complete designs for a tunnel located under the UPRR existing railroad berm. Complete design work along OR 43 to develop a bicycle and pedestrian connection. Complete designs for bicycle and pedestrian improvements along State Street in Lake Oswego <p><u>Construction/Implementation:</u></p> <ul style="list-style-type: none"> Construct a continuation of the Foothills Waterfront Park Trail and the Bicycle Boulevard improvements on Stampher. 	<p><u>Construction/Implementation:</u></p> <ul style="list-style-type: none"> Construct bicycle and pedestrian improvements along State Street in Lake Oswego Complete designs for a tunnel located under the UPRR existing railroad berm. If feasible, construct a facility adjacent to OR 43 to Lake Oswego. <p>SECTION COMPLETE IN PHASE 3</p>

ATTACHMENT C: Policy Background

Comprehensive Plans

The Lake Oswego to Portland Trail is found in the following state, regional, and local plans:

- State Goal 15: Willamette River Greenway
- Regional Transportation Plan 2035 Financially Constrained System
- Regional Trails System
- Clackamas County Comprehensive Plan
- Multnomah County Bicycle Master Plan
- Portland Bicycle Master Plan (2009 Public Draft)
- Portland Recreational Trails Strategy
- Lake Oswego Trails and Parkways Master Plan
- Lake Oswego Transportation System Plan
- Trail is part of the original 40-Mile Loop vision for the Portland Metropolitan Region.

Lake Oswego to Portland Transit Project

The Purpose and Need of the Lake Oswego to Portland Transit Project identifies the need to work with regional and local plans. The Goals and Objectives explicitly include the Lake Oswego to Portland Trail Project.

Purpose and Need:

- Support regional and local land use goals
- Build on previous corridor transit studies
- Sensitive to the natural, built, and social environments
- Local and regional land use and development plans, goals, and objectives that target the corridor for residential, commercial, retail, and mixed-use development to help accommodate forecast regional population and employment growth

Goals and objectives:

GOAL 4A. Be sensitive to the built and social environments
6. Promote safe operations for bicycles and motorcycles

GOAL 4B Sustain existing neighborhoods
7. Minimize impacts to the Lake Oswego to Portland Trail

GOAL 6A Garner Broad Public Support
1. Maximize public support for the project