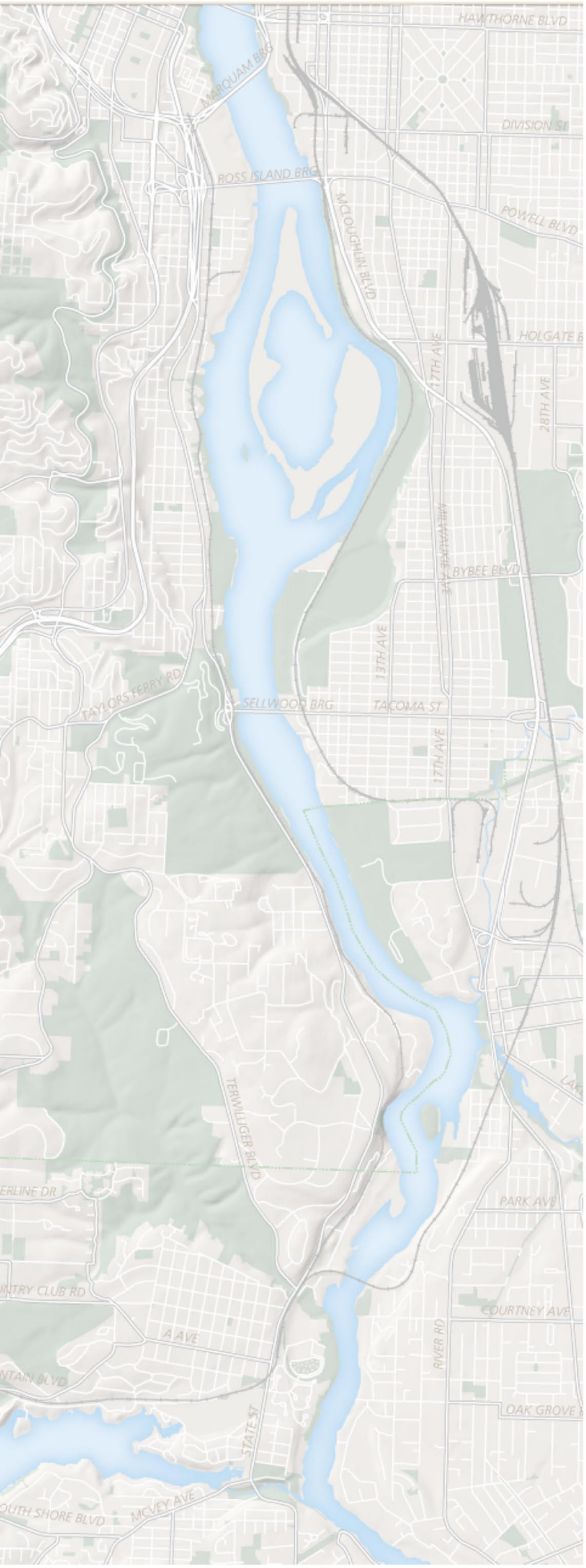


Lake Oswego to Portland Active Transportation Corridor

Demonstration Project Submission

August 14th, 2009

Sponsored by the Cities of Lake Oswego and Portland, Clackamas County, and Metro

1. Demonstration Project Description

Introduction

The Lake Oswego to Portland Trail is an opportunity like no other in the Portland Region. This project follows the Willamette River, a natural treasure of statewide significance, and connects neighborhood redevelopment projects in downtown Lake Oswego's Foothills District and Portland's South Waterfront and Johns Landing districts. Both the City of Portland and the City of Lake Oswego have extensive trail systems, and this Active Transportation Corridor provides the critical regional connection between them. It passes Tryon Creek State Park and several local parks with recreational and natural restoration opportunities. Perhaps most significantly, there is no existing bicycle and pedestrian facility along much of the corridor. This project can implement much needed safety improvements and provide additional travel options along the constrained Highway 43 corridor. With three significant transportation projects currently under development in the corridor, including a new gateway into the South Waterfront District, a new Sellwood Bridge, and a streetcar transit connection, ***the time is right to build this trail.***

The Need for this Active Transportation Corridor

- **Safety:** There is no existing bicycle and pedestrian facility along the Highway 43 corridor south of the Sellwood Bridge. This state highway has a posted 45-mph speed limit, few sidewalks, and substandard, inadequate shoulders.
- **Leverage future transit:** With a potential streetcar extension along this corridor, this project will provide essential bicycle and pedestrian connections to stop locations.
- **Economic Development:** Current planning efforts in Portland's South Waterfront and Johns Landing districts and Lake Oswego's Foothills District will be greatly enhanced with improved bicycle and pedestrian facilities.
- **Recreational Opportunities:** This trail would be part of the interconnected system of parks and trails along the Willamette River. Willamette Park, Powers-Marine Park, and Tryon Creek State Park are all along the corridor and provide access to the river and natural resources.
- **Transportation Options:** Over 30,000 vehicles per day travel along the Highway 43 corridor. This trail provides an additional transportation choice for commuters between Lake Oswego and Portland.
- **Regional Connections:** This section is a critical gap along the Willamette River. To the north, there are trail connections to Portland Central City. To the south, there is a trail system to West Linn and Oregon City. This trail can connect to east-west projects spanning the region – from Boring to Beaverton.

Regional Consensus

This project has been identified as a key improvement at the local, regional and state level. Transportation and parks advocates continue to lobby for this critical corridor. Consider:

- **The Bicycle Transportation Alliance's "Blueprint for Better Cycling" identified this project as one of the top 10 projects for the region.**
- **Portland Parks and Recreation's Recreational Trails Strategy (2006) has identified this project as the second highest trail priority for the city.**
- **Highway 43 is included in the Clackamas County Comprehensive Plan as a "Proposed Bikeway" on the Planned Bike Network – urban.**
- **Part of the City of Lake Oswego Trails and Parkways Master Plan.**
- **Part of the City of Portland Bicycle Master Plan.**
- **Part of the Metro "Great Eight Trails" and a priority area for the 2006 Bond Measure.**
- **Part of the 20 Metro "Connecting Green" trail packages in 2008.**
- **Part of the original 40-Mile Loop vision for the Portland Metropolitan Region.**
- **Within the Statewide Planning Goal Willamette River Greenway area.**

In the north, the trail leads to South Waterfront, connecting to OHSU via the aerial tram

This corridor provides outstanding views along the Willamette River in Johns Landing

Highway 43 north of Lake Oswego has no existing facility for bicycles and pedestrians *(Google Streetview)*

In Lake Oswego, Foothills Park features sweeping views of the Willamette River, a timber and stone picnic pavilion with a stone fireplace, pathways, and a grass amphitheater

The proposed Lake Oswego to Portland Trail has the opportunity to provide numerous connections to trail systems and the existing bicycle-pedestrian network in Portland and Lake Oswego. The trail's north end links to the existing regional Willamette Greenway Trail, with connections to downtown Portland and Tom McCall Waterfront Park. Within the South Waterfront District, the aerial tram provides a direct connection to the Oregon Health and Science University (OHSU), the largest employer in the City of Portland. Future connections include a new Willamette River Transit Bridge, a transit/bicycle/pedestrian bridge that connects to Oregon Museum of Science and Industry (OMSI); and the Gibbs Street Bridge, which will provide access across Interstate 5 to the South Portland neighborhood. In Johns Landing, Willamette Park includes connections to the Southwest Portland trails system.

Located near the middle of the proposed trail, the Sellwood Bridge is currently under redevelopment and will provide connections to the Sellwood neighborhood and Southeast Portland. Westbound from the Sellwood Bridge is the Riverview Cemetery, a popular bicycling route to Taylor's Ferry Road, the South Burlingame neighborhood, and Southwest Portland. The corridor will also provide improved connections to Lewis & Clark College.

Table 1: Connections and Destinations in the Northern Section

Connection	Destinations
The Willamette Greenway Trail & bike lanes on Moody/Bond Streets	South Waterfront neighborhood, Tom McCall Waterfront Park, and Downtown Portland
Planned Gibbs Street Bridge over Interstate-5	Lair-Hill neighborhood (now South Portland neighborhood)
Portland Aerial Tram	Oregon Health and Science University
Willamette River Transit Bridge	Eastbank Esplanade and Central Eastside
Willamette Park	26 acre park on the river with boat dock, picnic tables, soccer fields, tennis courts, and playground.
Sellwood Bridge	Sellwood neighborhood and Southeast Portland
Bike route through Riverview Cemetery	South Burlingame neighborhood and Southwest Portland

In the southern section of the corridor, the trail would link to downtown Lake Oswego and Foothills Park, a riverfront park completed in 2005. Tryon Creek State Park is located on Terwilliger Boulevard just north of downtown. Completing a trail connection on the Willamette River just north of George Rogers Park will extend the corridor south to Marylhurst University and as far as West Linn and Oregon City. A proposed trail bridge across the Willamette River at the existing railroad bridge will connect Lake Oswego to the Trolley Trail and the City of Milwaukie.

Because of the steep terrain and proximity to the Willamette River, there are few options in this corridor to provide an easy, direct, and intuitive route between Lake Oswego and Portland. This project will provide for an attractive route along the river.

Table 2: Connections and Destinations in the Southern Section

Connection	Destinations
Tryon Creek State Park Trail	Tryon Creek and Southwest Portland
Foothills Waterfront Trail	Foothills Waterfront Park and the Foothills District
B Street designated bicycle route	Downtown Lake Oswego
Proposed bike/ped bridge adjacent to existing railroad bridge from Foothills Park on the west bank of the Willamette	River villa Park and the east side of the Willamette River
South Willamette Greenway	West Linn and Oregon City
Trolley Trail (under construction in 2010)	Milwaukie, Southeast Portland, Gladstone to Oregon City

This project will serve a large employment and population area. OHSU is Portland's largest employer, with more than 12,400 employees. OMSI attracts over 900,000 visitors annually. Lewis & Clark College has a student body of approximately 3,500 students. The City of Lake Oswego has a population over 36,000 and nearly 7,000 students enrolled in public schools.[1] Within the entire corridor, households are anticipated to increase by 58% between 2005 and 2025 (26,538 new households).[2] Additionally, employment is anticipated to increase by 30% between 2005 and 2025 (41,965 new jobs). Growth in the corridor is expected to occur in the more densely populated portions of the corridor such as Lake Oswego, South Waterfront and Johns Landing.

This project also has the potential to provide additional transportation options in a congested corridor. With connections to the Portland Central City, a future Sellwood Bridge, and the Springwater Corridor, there will be significant demand for bicycle trips along the corridor. The Regional Transportation Plan designates Highway 43 as a Multi-Modal Major Arterial connecting the Lake Oswego Town Center and the Portland Central City. It is identified by ODOT as a Special Transportation Area (STA) in Lake Oswego and Portland. Importantly, this project will provide the much needed bicycle and pedestrian connection that does not exist. According to ODOT's Project Safety Management System, the Highway 43 corridor is a Category 4 Safety Improvement Program (SIP) segment, and has areas in the top 5% of the Safety Priority Index System (SPIS).[3]

Because of the critical suburban connection of Lake Oswego to Portland Central City and the opportunity to connect to transit improvements, this is a ***Suburban demonstration project.*** However, this corridor has components of both an Urban and an Urban-to-Nature project. In the Johns Landing

[1] The City of Lake Oswego, *Adopted Budget 2007-09 Biennium*

[2] Information from the *Lake Oswego to Portland Transit and Trail Study, Evaluation Summary* (Metro, 2007)

[3] See: http://www.oregon.gov/ODOT/TD/TDATA/gis/odotmaps.shtml#SPIS_SIP_Maps For more information on the ODOT Highway Safety Program, see http://www.oregon.gov/ODOT/HWY/TRAFFIC-ROADWAY/docs/pdf/ODOT_Safety_Program_Guide_2007.pdf

area this project will provide for a much improved bicycle and pedestrian grid in a densely populated commercial district near the central city. This project is also one of the few in the region that supports Statewide Planning Goal 15: Willamette River and connects to a state park (the 645-acre Tryon Creek State Park). There are ample opportunities for access and connections to natural areas (e.g. Willamette Park, Powers Marine Park, and the Peter Kerr Property in Portland; Tryon Cove Park, Foothills Park and George Rogers Park in Lake Oswego).

Table 3: Active Transportation Principles

User experience is seamless	• Currently, there is no active transportation connection in this corridor – pedestrians bicyclists have significant barriers • Connects to Portland Central City, South Waterfront District, Johns Landing District, Downtown Lake Oswego and Foothills District • Connects to future streetcar stops along the corridor
Routes are direct and accessible	• Currently, there is no active transportation connection in this corridor – pedestrians and bikers have steep routes and out of direction travel • Corridor is the only direct route between Lake Oswego and Portland Central City • Connects to trail systems in Portland Central City, Southwest Trails, Springwater Corridor, Lake Oswego, and South Willamette Greenway
Travel is safe	• Currently, no active transportation connection in this corridor; Highway 43 has inadequate shoulders and few sidewalks • Facility will provide separation from bikers and walkers in Johns Landing, and bikers, walkers and auto traffic along Highway 43
Routes are intuitive	• Facility will provide intuitive connection along the only north-south route in the corridor • Adjacency to Highway 43 and the Willamette River provides for high legibility
Routes are easy to use	• This Active Transportation project provides for the only relatively flat connection between Lake Oswego and Portland • Bicycle Boulevard treatments and trail amenities will provide way finding along the corridor
Routes are attractive and travel is enjoyable	• Adjacent to the Willamette River with several viewpoints • Several connections to and through parks along the river • Connects to downtown Lake Oswego, Johns Landing, South Waterfront, and Portland Central City. • Opportunities to promote route for tourism – extends the Willamette River Greenway
System is designed with nature	• Several connections to and through parks • Opportunity to relieve strain on current trail in Johns Landing and provide restoration along riverbank • Opportunity to minimize use of current trail in Willamette Park and place bicycle facility adjacent to rail right-of-way and road • Opportunity to narrow current trail in Willamette Moorage Park and provide bicycle trail further set back from river
System is designed to supplement and relieve strain on other transportation systems	• Over 30,000 daily vehicle trips along the Highway 43 Corridor • Provides for a bicycle and pedestrian option where one does not currently exist

The project provides for critical connections to future transit infrastructure. In the first phase, this project will connect to future transit stops on the northern and southern end of the corridor. In the north, the project will connect to streetcar stop locations in Johns Landing as well as Willamette Park. In the south, the project will provide for the future streetcar stops in the redeveloping Foothills District, as well as Foothills Park. The second and third phases of the project will provide for a bicycle and pedestrian facility that will parallel Highway 43 and the streetcar from Lake Oswego to Portland. The complete active transportation corridor between Lake Oswego and Portland will provide a critical transportation option on the constrained highway corridor and create a safe, intuitive route along the Willamette River.

2. Location of Project

This 5.7-mile long corridor connects Portland Central City with the Lake Oswego Town Center as shown in Figure 1. The corridor contains two main public rights-of-way, Highway 43, and the Willamette Shore Line Railway alignment. The highway is constrained by steep topography to the east and to the west. There is currently a transit project underway that will provide a streetcar connection between Lake Oswego and the Portland Central City.

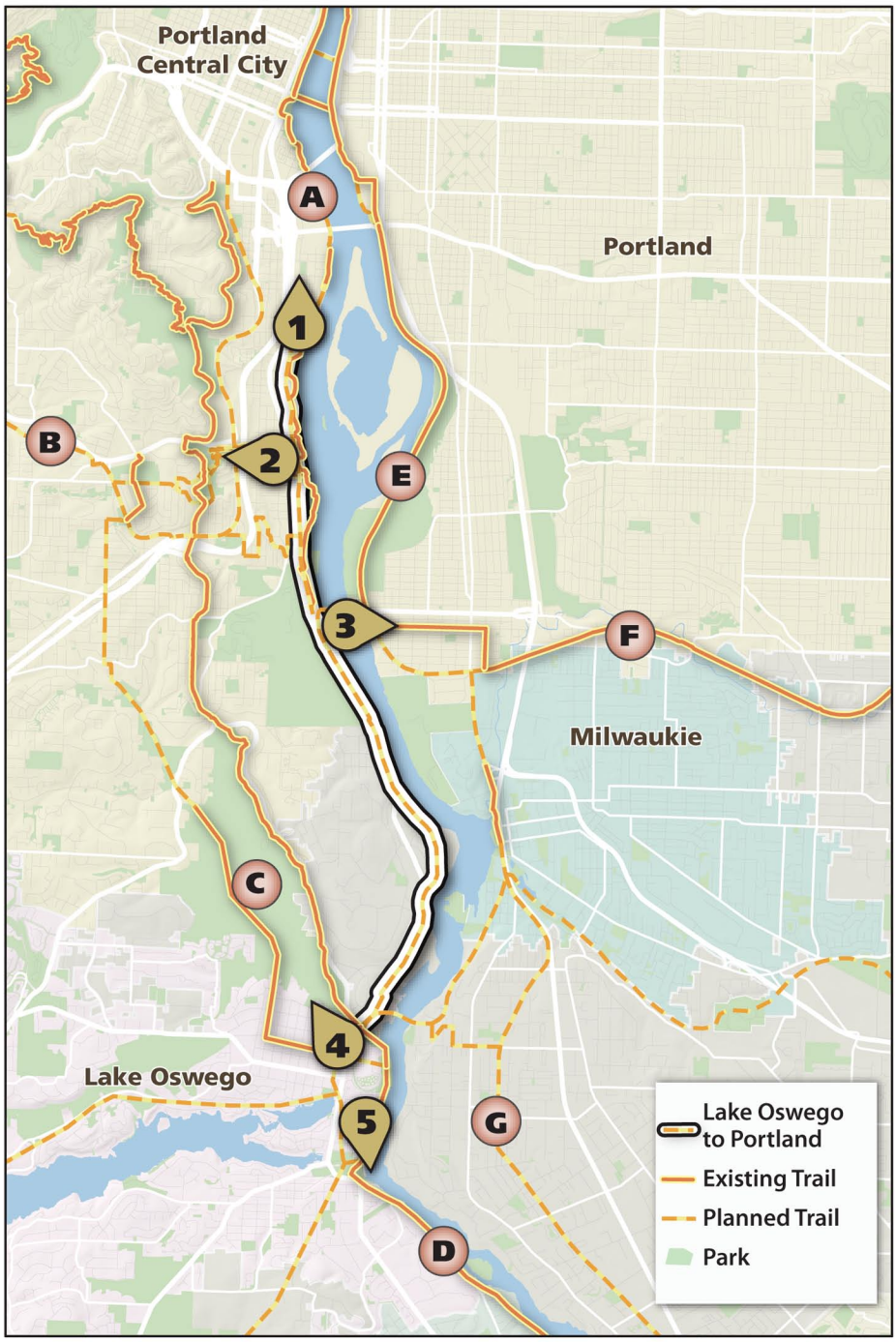
There are three subsections in the corridor (see attached maps): a North Segment spanning from the South Waterfront District to the Sellwood Bridge, a Central Segment spanning from the Sellwood Bridge to the City of Lake Oswego, and a South Segment in the City of Lake Oswego, including the downtown and Foothills Park.

Portland's Johns Landing District

Lake Oswego's Foothills District

Figure 1: Project Location

Lake Oswego to Portland Trail Connections



The 5.7 mile *Lake Oswego to Portland Trail* is the most significant trail gap on the South Willamette Greenway in the Portland metro region.

This critical link provides recreational opportunities along the Willamette River and a safe bicycle and pedestrian connection along the narrow highway 43 corridor.

CONNECTIONS

1. **Portland Central City and trails:** North end of corridor connects to the Portland Central City.
2. **Southwest Trails:** Connections to the trail system in Southwest Portland, including a future Red Electric Trail extending 16 miles to the Fanno Creek System in Washington County.
3. **Sellwood Bridge and Springwater Corridor:** A new Sellwood Bridge will connect to over 5 miles of trails on the Willamette River, and the 14 mile Springwater Corridor extending east to Boring, OR.
4. **Tryon Creek State Park:** A 645-acre park with over 15 miles of trails and loops.
5. **South Willamette Greenway:** Over 5 mile multi-use path and street connection to downtown West Linn, the Willamette River, and Oregon City.

TRAILS

- **A** Portland Central City and trails: north end of trail connects to the Portland Central City and Tom McCall Waterfront Park.
- **B** SW Trail System includes future connections to the Fanno Creek Trail, over 16 miles of connections between the Willamette and Tualatin Rivers.
- **C** Tryon Creek State Park includes over 15 miles of soft surface loops and biking paths.
- **D** South Willamette Greenway provides connections to Mary Young State Recreation Area, downtown West Linn and Oregon City.
- **E** Combined with the Eastbank Esplanade, there are over 5 miles of trail along the eastside of the Willamette River.
- **F** Springwater Corridor provides over 14 miles of trail through Gresham to Boring, OR.
- **G** Trolley Trail begins construction in 2010 on a 6 mile connection between Milwaukie and Gladstone.

3. Cost Estimate and General Timeline

This project is proposed to be completed in three phases. Table 4 provides a detailed description of the project work to be completed in each phase. The project seeks to leverage projects already underway in Johns Landing and Lake Oswego to complete portions of the trail in early phases. The opportunity to complete these sections provides important connections in the most traveled sections of the corridor, and will build support for completing the central section in the third phase.

Phase I: Connections in Johns Landing and Lake Oswego (1-3 years)

Planning level cost estimate: 4.5 million

This phase will leverage future investment in transit stops at the northern and southern ends of the corridor. In the north, improvements in Johns Landing will provide connections from South Waterfront to the Sellwood Bridge. In the south, current projects underway will provide new connections to the Foothills District and Foothills Park, critical locations along the Willamette River.

Phase II: Complete Johns Landing; Central, South Engineering and Development (3-5 years)

Planning level cost estimate: $7.8 million

The second phase of the project would complete the connection between South Waterfront and the Sellwood Bridge. With its proximity to the Portland Central City and connections to existing trails, this key connection will increase bicycle and walk trips significantly, and is recommended to build public support for the project to secure funding for the most expensive sections of the corridor. In addition, Phase II would involve additional design work to be conducted along the Highway 43 corridor. Phase II trail segments provide scenic recreational rides, increase the distance trail users could travel along the route, and connect to streetcar stops. This phase will also fill in key gaps in the Foothills District and connect Tryon Cove Park to areas north.

Phase III: Complete Central and South Sections (5-10 years)

Planning level cost estimate: $34 million

The final Phase of the Lake Oswego to Portland Trail will complete the corridor connection from Lake Oswego to Portland. This phase includes completing the gap in the central section, with either a facility adjacent to Riverwood Road and the Willamette Shore Line (including a tunnel through Elk Rock) or a facility adjacent to Highway 43.

Table 4: Project Timeline and Phasing

	Phase 1	Phase 2	Phase 3
North Section (South Waterfront to Sellwood Bridge)	**Planning and Development:** •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) **Construction/Implementation:** •Construct trail improvements in Willamette Park •Construct trail improvements between Julia St. and Carolina St. (area with streetcar design options)	**Construction/Implementation:** •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 SECTION COMPLETE IN PHASE 2	SECTION COMPLETE IN PHASE 2
Central Section (Sellwood Bridge to Lake Oswego)	**Planning and Development:** •Finalize trail alignment in Powers Marine Park vicinity with Portland Parks	**Planning and Development:** • 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 **Construction/Implementation:** •Construct trail alignment in Powers Marine Park vicinity with Portland Parks	**Construction/Implementation:** •If feasible, construct a facility adjacent to Highway 43 •If feasible, construct a multi-use tunnel through Elk Rock and associated improvements adjacent to the Willamette Shore Line to Fielding
South Section (Downtown Lake Oswego)	**Planning and Development:** •Finalize trail improvements as part of Foothills District Master Plan **Construction/Implementation:** • 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	**Planning and Development:** • 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 **Construction/Implementation:** • Construct a continuation of the Foothills Waterfront Park Trail and the Bicycle Boulevard improvements on Stampher.	**Construction/Implementation:** • 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 Highway 43 to Lake Oswego.

4. Partnership

There is a long history of agency involvement in this corridor, and those partnerships will continue with the development of the Active Transportation Demonstration Project.

The Lake Oswego to Portland Transit and Trail Alternatives Analysis (LOAA) was initiated in July 2005 by Metro and the cities of Lake Oswego and Portland, Clackamas and Multnomah Counties, TriMet and the Oregon Department of Transportation (ODOT). The project was funded by Federal Transit Administration (FTA) grants and local matching funds. This relationship has continued through the Lake Oswego to Portland Trail Refinement Study conducted in 2009. The City of Lake Oswego has nominated this corridor for inclusion in the Regional Transportation Plan.

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Partnerships:

ODOT

TriMet

Lake Oswego to Portland Trail - SOUTH WATERFRONT TO SELLWOOD BRIDGE

Phase I North Section Improvements:

Planning and Development:

- 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)

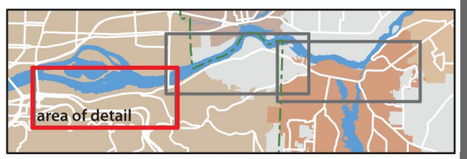
Construction/Implementation:

- Construct trail improvements in Willamette Park
- Construct trail improvements between Julia and Carolina Streets (area with streetcar design options)

Phase II North Section Improvements:

Construction/Implementation:

- 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



NORTH

0 0.25 Miles

Trail Project Connection
multi-use trail or cycle track
bike lane or bicycle boulevard

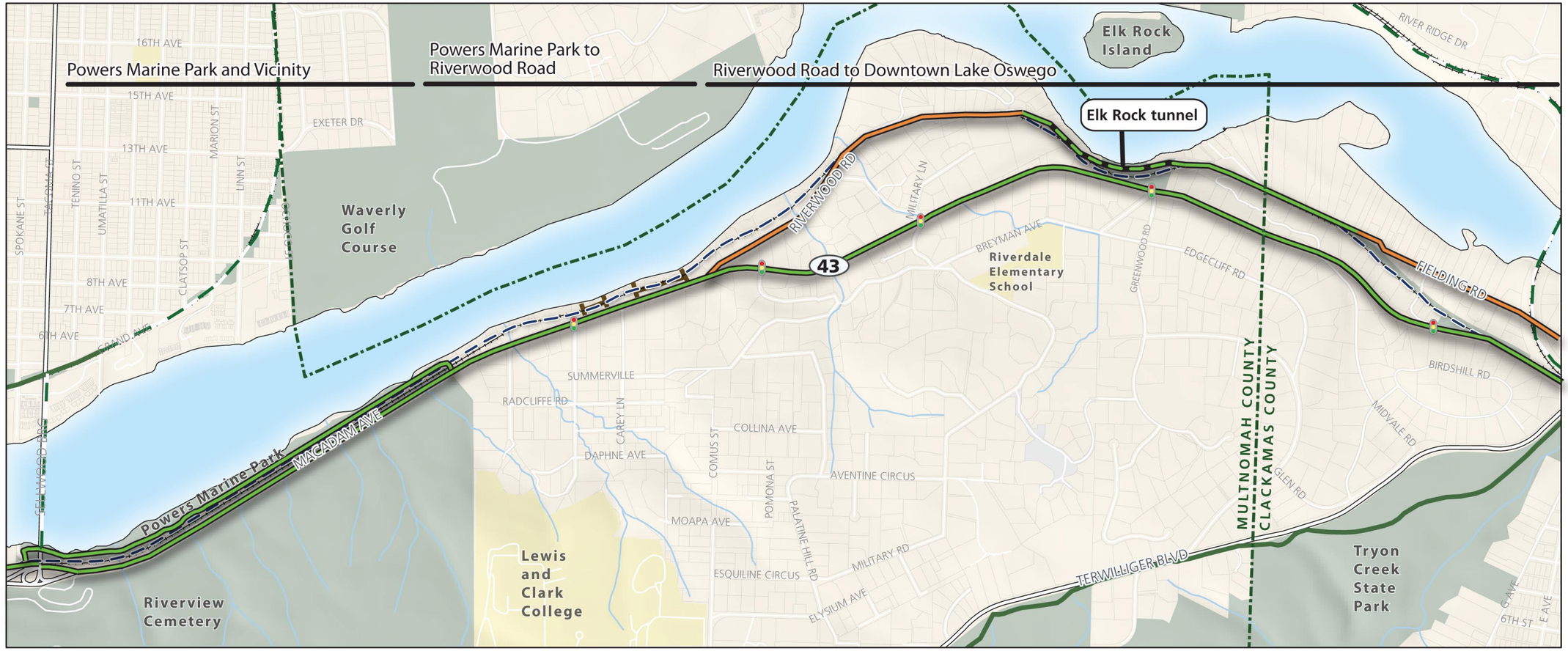
Existing trail
Planned trail
Trail connection gap

Streetcar: existing
Streetcar: design option

Park/Open Space
School

8/14/2009

Lake Oswego to Portland Trail - SELLWOOD BRIDGE TO LAKE OSWEGO



Phase I Central Section Improvements:

Planning and Development:

- Finalize trail alignment in Powers Marine Park vicinity with Portland Parks

Phase II Central Section Improvements:

Planning and Development:

- 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

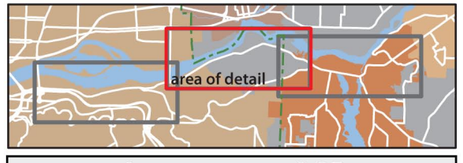
Construction/Implementation:

- Construct trail trail alignment in Powers Marine Park vicinity with Portland Parks

Phase III Central Section Improvements:

Construction/Implementation:

- If feasible, construct a facility adjacent to Highway 43 to Lake Oswego
- If feasible, construct a multi-use tunnel through Elk Rock and associated improvements adjacent to the Willamette Shore Line to Fielding



NORTH

0 — 0.25 Miles

Project Trail Connection

- multi-use trail or cycle track
- bike lane or bicycle boulevard

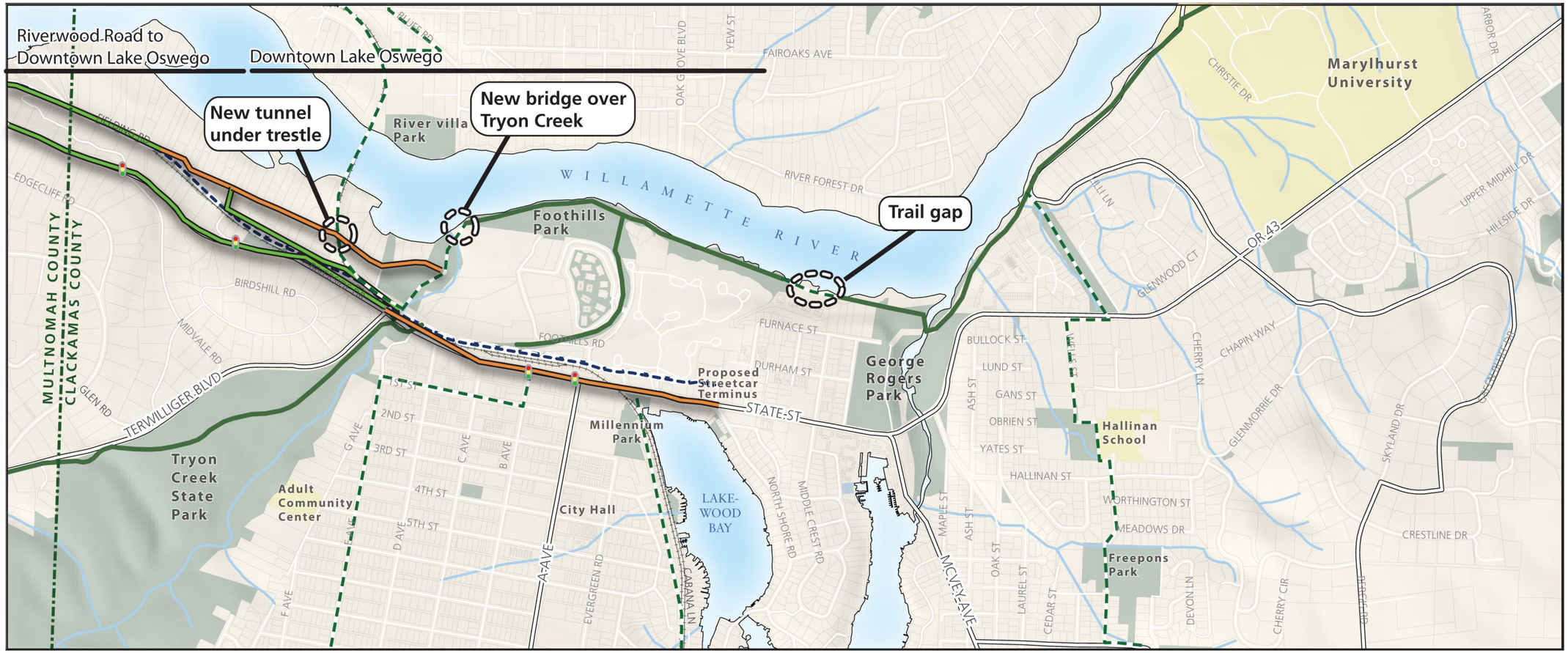
- Existing trail
- Planned trail
- Trail connection gap

- Streetcar: existing
- Streetcar: design option

- Park/Open Space
- School

8/14/2009

Lake Oswego to Portland Trail - DOWNTOWN LAKE OSWEGO



Phase I South Section Improvements:

Planning and Development:

- Finalize trail improvements as part of Foothills District Master Plan

Construction/Implementation:

- 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

Phase II South Section Improvements:

Planning and Development:

- Complete designs for a tunnel located under the UPRR existing railroad birm.
- 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

Construction/Implementation:

- Construct a continuation of the Foothills Waterfront Park Trail and the Bicycle Boulevard improvements on Stampher.

Phase III South Section Improvements:

Construction/Implementation:

- Construct bicycle and pedestrian improvements along State Street in Lake Oswego
- Complete designs for a tunnel located under the UPRR existing railroad birm.
- If feasible, construct a facility adjacent to Highway 43 to Lake Oswego.

NORTH

0 — 0.25 Miles

Project Trail Connection
multi-use trail or cycle track
bike lane or bicycle boulevard

Existing trail
Planned trail
Trail connection gap

Streetcar: existing
Streetcar: design option

Park/Open Space
School/Community Center

8/14/2009