

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ENDORSING)	RESOLUTION NO. 80-200
TRI-MET'S FIVE-YEAR TRANSIT)	
DEVELOPMENT PROGRAM (TDP) AND)	Introduced by the Joint
AMENDING THE TRANSPORTATION)	Policy Advisory Committee
IMPROVEMENT PROGRAM (TIP))	on Transportation

WHEREAS, Tri-Met has developed a five-year Transit Development Program (TDP) which outlines systematic improvements to transit service; and

WHEREAS, The TDP was adopted by the Tri-Met Board of Directors in June, 1980; and

WHEREAS, The TDP meets regional goals for transit service improvement; and

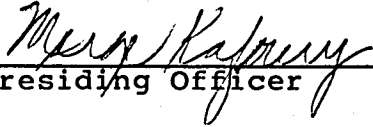
WHEREAS, Federal guidelines require that Metro adopt a transit system management program including transit service improvements to provide the basis for federal funding eligibility; now, therefore,

BE IT RESOLVED,

1. That the Metro Council endorses the five-year TDP.
2. That the Metro Council amends the FY 81 Transportation Improvement Program (TIP) and its Annual Element to include the capital improvements identified in Attachment "A."
3. That the Metro Council finds these actions to be in

accordance with the region's continuing, cooperative and comprehensive planning process and hereby gives affirmative A-95 Review approval.

ADOPTED by the Council of the Metropolitan Service District
this 20th day of November, 1980.



Presiding Officer

AC:ss
888B/135

A G E N D A M A N A G E M E N T S U M M A R Y

TO: Metro Council
 FROM: Executive Officer
 SUBJECT: Endorsing Tri-Met's Five-Year Transit Development Program (TDP) and Amending the Transportation Improvement Program (TIP)

I. RECOMMENDATIONS:

- A. ACTION REQUESTED: Recommend Council adoption of the attached Resolution No. 80-200 which endorses Tri-Met's TDP and amends the TIP to include additional TDP projects not now in the TIP.
- B. POLICY IMPACT: This action supports Tri-Met's service expansion program and the need for additional funding support. In addition this action will add nine transit/park and ride facilities utilizing UMTA Section 3 funds to the TIP, thereby, making the TIP consistent with the TDP. TPAC and JPACT have reviewed and approved this program and TIP amendment.

Currently in the TIP
 (Utilizing Section 3 funds)

Tigard Transit Station
 Tualatin Transit Station
 Washington Sq. Transit Station
 Columbia/Sandy Transit Station
 Mall 205 Transit Station
 Kenton Transit Station
 Jantzen Beach Transit Station
 St. Johns Transit Station
 Lake Oswego Transit Station
 Beaverton Park and Ride
 Tigard Park and Ride

(Utilizing (e) (4) funds)

Tigard Transit Center
 Beaverton Park and Ride
 Clackamas Transit Center
 Milwaukie Transit Center
 Milwaukie Park and Ride
 Oregon City Transit Center

To be Added
 (Utilizing Section 3 funds)

Burlingame Transit Station
 Sylvan Transit Station
 Raleigh Hills Transit Station
 Lents Transit Station
 Hillsboro Transit Station
 Tannasborne Transit Station
 Lake Oswego Park and Ride
 Hillsboro Park and Ride

(To be added at later date
 utilizing Interstate funds)

Clackamas TC Park and Ride
 Oregon City Park and Ride
 Columbia/Sandy Park and Ride
 Foster/I-205 Park and Ride
 Tualatin Park and Ride

It will also program in the TIP the purchase of an additional 30 articulated buses and 147 standard buses for service expansion, and the repowering of 165 buses. These, together with the 162 buses already programmed in the TIP, will allow expansion of the fleet to 886 buses.

Endorsing the TDP will serve to fulfill objectives of the Regional Transportation Plan (RTP) in reducing traffic congestion, relieving adverse impacts on the environment caused by the automobile, increasing energy conservation and improving overall efficiency and mobility of the transportation system.

The Five Year Operational Plan provides for development of the RTP and allocation of federal transportation funding. Adoption of this Resolution will provide for incorporation of Tri-Met's TDP into the RTP and allow use of federal funding for its implementation.

- C. BUDGET IMPACT: The approved Metro budget funds staff involvement in coordinating project priorities and monitoring project implementation.

II. ANALYSIS:

- A. BACKGROUND: The Tri-Met TDP sets forth a series of proposed improvements to transit service through 1985. It was adopted by the Tri-Met Board in June, 1980, after an extensive review by citizens and local governments.

The TDP recommends a Major Service Improvement plan, highlights of which are summarized below:

- . Increase Service Capacity - expand the Tri-Met fleet to 886 buses. Of these, 125 will be more efficient articulated buses. This bus fleet, plus the LRT system, will almost double transit capacity by 1985, and will serve about 230,000 average weekday riders. This represents an average annual growth of about 11 percent. Moreover, the recommended system will be more productive. The longer articulated buses will carry 50 percent more passengers per labor unit. Consequently, by 1985, these vehicles can carry the same number of passengers for about \$2 million less (per year) than an equivalent number of standard buses. Twenty-six LRT vehicles will carry up to 300 percent more passengers per labor unit than standard buses, producing even greater efficiencies.
- . Increase Transit Service - Improve frequency of transit service, especially in east Portland; provide new grid routes in East Multnomah County, a fully developed timed-transfer service in Clackamas County, Southwest Portland and the suburbs in Washington County: increase direct accessibility in downtown Portland; include the option of using trolley buses on five major lines. With full implementation, the 1985 system will look like this: In Eastside Portland and East Multnomah County, the Banfield LRT line provides trunk line service between Portland and

Gresham. North/South grid service is provided, connecting to most of the LRT stations. In other areas of the Region, trunk bus lines connect transit centers with downtown Portland, or other transit centers. Local or crosstown lines connect to the trunk lines at the transit centers and to surrounding residential areas or major trip generators. To the maximum extent possible, local-to-trunkline service at these transit centers is synchronized to minimize waiting time between transfers.

- . Provide New Service - Towle Road, Roberts and Palmquist in Gresham; Stark Street and Troutdale Road in Gresham; Sandy Boulevard and Columbia Boulevard in Northeast Portland; Cornell and Thompson in Northwest Portland; Patton Road and Scholls Ferry Road in West Portland; Jenkins, Baseline and 216th in Washington County; 121st and Scholls Ferry in Beaverton; and 112th, Mt. Scott and 92nd in Happy Valley.

The TDP outlines a program of service improvements and expansion designed to meet the community's needs for transit and transportation services. Financial projections, however, indicate that current sources of revenue will prove inadequate to support these service improvements by FY 1982. While the region has not yet adopted a financing formula to ensure sufficient funding for transit's expanding role, Tri-Met must realistically define its ability to meet these demands and the cost involved, and identify resources and revenues required. The implementation of the service plan will depend primarily upon the agency's financial ability to obtain buses and develop the facilities which are critical to the coordination of the proposed schedule of service improvements.

- B. ALTERNATIVES CONSIDERED: The Existing Services Commitments alternative simply allows the minimal improvements necessary to support the Banfield Light Rail Line, with new lines in East Multnomah County, and two new lines from Milwaukie and Clackamas Town Center. This level of growth would provide no new service beyond commitments Tri-Met has already made. It would meet an average annual ridership growth of only four percent, accommodating merely 183,000 average daily riders in 1985. Although it would increase the fleet to 501 standard buses, 125 articulated buses and 26 light rail vehicles, it would not be sufficient to develop the feeder bus infrastructure necessary to support a new transitway on the Westside. The virtue of its affordability under present revenue sources is overshadowed, however, by its obvious inadequacy in light of growing demand.

C. CONCLUSION: Metro staff recommends approval of the attached Resolution endorsing the TDP and amending the TIP to include the noted projects.

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ATTACHMENT "A"

TRANSPORTATION IMPROVEMENT PROGRAM ADDITION

Project	Year	Source of Funds	Cost		
			Federal	Local	Total
Burlingame Transit Station	1981	Section 3	\$ 640,000	\$ 160,000	\$ 800,000
Sylvan Transit Station	1981	Section 3	80,000	20,000	100,000
Raleigh Hills Transit Stn.	1981	Section 3	80,000	20,000	100,000
Repowering 50 buses	1981	Section 3	1,248,400	312,100	1,560,500
Repowering 40 buses	1982	Section 3	1,139,000	285,000	1,424,000
Lents Transit Station	1982	Section 3	208,000	52,000	260,000
Hillsboro Transit Station	1982	Section 3	104,000	26,000	130,000
Tannasborne Transit Station	1982	Section 3	104,000	26,000	130,000
Purchase of 60 Stand. Buses	1983	Section 3	10,284,515	2,571,128	12,855,643
Repowering 40 Buses	1983	Section 3	1,275,120	318,780	1,593,900
30 Articulated Buses	1984	Section 3	7,469,600	1,867,400	9,337,000
Lake Oswego Park and Ride	1984	Section 3	1,410,400	352,600	1,763,000
Milwaukie Park and Ride	1984	Section 3	1,410,400	352,600	1,763,000
Repowering 35 Buses	1984	Section 3	1,249,600	312,400	1,562,000
Hillsboro Park and Ride	Post 84	Section 3	1,392,000	348,000	1,740,000
Purchase of 90 Stand. Buses	Post 84	Section 3	17,278,000	4,319,500	21,597,500
TOTAL			\$45,373,035	\$11,343,508	\$56,716,543

**Tri-Met
Five-Year
Transit Development Program
Fiscal Years 1981 - 1985**



EXECUTIVE SUMMARY

September, 1980
Tri-Met Staff

EXECUTIVE SUMMARY

PURPOSE

Tri-Met enters the 1980s under challenging conditions. The problems of the next decade -- energy, environment, traffic congestion -- promise to greatly intensify the role of transit. But as transit faces the challenge of increased demand for service, it must do so with very limited resources. In a time of intense public concern over expenditure of tax dollars, Tri-Met must constantly continue to find ways of improving cost control, productivity, and efficiency of the service resources it has. Moreover, Tri-Met faces the challenge of uncertainty. Serious and unpredictable shortages of energy, housing, or disposable income could have a radical impact on ridership demand and at the same time, threaten public sources of revenue available for transit.

As a means of striving to meet its responsibility to the Region, Tri-Met's Five Year Transit Development Program (TDP) establishes guidelines for improving both transportation policy and service through 1985. As public transportation needs continue to intensify, and funding becomes increasingly uncertain, Tri-Met must recognize its responsibility as a public agency to develop not only a program of objectives that will meet the goals of the agency, but a dynamic plan reflecting responsiveness and accountability to the needs of the public.

This Transit Development Program outlines an ambitious program of service improvements and expansion, designed to meet the community's needs for transit and transportation services. Financial projections, however, indicate that current sources of revenue will prove inadequate to support these service improvements by fiscal 1982. While the region has not yet adopted a financing formula to ensure sufficient funding for transit's expanding role, Tri-Met must realistically define its ability to meet these demands and the costs involved, and identify resources and revenues required. The implementation of the service plan will depend primarily upon the agency's financial ability to obtain buses and develop the facilities which are critical to the coordination of the proposed schedule of service improvements.

The Transit Development Program's recommendation, then continues Tri-Met's tradition of providing service to meet the responsibility which the regional transportation policy has placed upon transit. The Transit Development Program also declares the necessity of securing new financial resources to support service improvements that respond to the transportation needs of the Region. The alternative is to program only a growth rate that can be supported by present, certain funding sources, acknowledging that, while fares will continue to increase, service will be inadequate to meet the community's needs and the 1990 goals will have to be revised.

to the public. Moreover, the program is balanced among a wide range of specific objectives for the next five years, consistent with 1990 Goals. To put Tri-Met on target toward meeting these goals, the following objectives are presented:

Transportation Service. Increase transit ridership to at least 230,000 passengers per weekday by 1985; initiate light rail transit service from Gresham to Portland with supporting feeder bus service, park-and-ride facilities, and transfer stations; monitor and refine westside timed-transfer service and implement timed-transfer systems in other appropriate sectors of the region; implement north-south service as soon as possible in East Portland and East Multnomah County by phasing in as the light rail project advances; provide improved coverage and connectivity in Clackamas County in conjunction with the opening of Clackamas Town Center, and provide phased expansion from this base; improve access to industrial areas; improve transit coverage within downtown Portland; develop, with Vancouver Transit System, improved transit accessibility across the Columbia River; and increase Carpool use to ten percent of commuting population.

Productivity. Maximize use of part-time drivers for most cost-effective service; response to increased peak capacity demand vs. lesser off-peak demand; promote off-peak riding to improve productivity of existing service investments; maximize efficiency of labor through continued evaluation of transit technologies relating to propulsion, vehicles, passenger monitoring, fare collection, and transit information; implement approved capital projects which maximize productivity and which are consistent with approved service level alternative; implement administrative improvements for maximum management information and control (e.g., improved data collection, system analysis procedures, etc.).

Environmental. Consider environmental impacts as a priority in planning and implementing specific service objectives; provide public information and obtain citizen response on all proposed service projects; cooperate with and participate in State Department of Environmental Quality programs for improved air quality.

Energy. Expand Rideshare (Carpool/Vanpool) Program to provide increased public awareness and participation throughout the District; support the City of Portland Energy Policy as it relates to transportation and is consistent with Tri-Met goals; consider energy conservation a priority in planning specific service objectives, and in evaluating alternative technologies.

Mobility Disadvantaged. Develop required "Transition Plan" for meeting requirements of Section 504 of the Rehabilitation Act of 1973; procure wheelchair accessible equipment on all new transit buses and light rail vehicles purchased so that at least 35 percent of the fleet is accessible by 1985; ensure that all new facilities constructed by or for Tri-Met are wheelchair accessible; provide interim accessible transportation, as direct provider and/or service contractor, to maximum extent possible within existing resources and to a minimum of two percent of Tri-Met's Section 5 funds.

Development and Land Use. Review local comprehensive land-use plans and render constructive comments to improve proposed development patterns so that they may be most efficiently served by transit; sustain mutual participation with Metropolitan Service District (Metro) staff in concurrently developing the Long-Range Regional Transportation Plan (RTP) with the continuing Five-Year Transit Development Program (TDP); cooperate with other agencies in evaluating merits of major transit corridors, and program corridor projects for implementation if justified.

RECOMMENDED TRANSIT SERVICE PLAN

Alternative service plans have been developed on the basis of an evaluation of the existing system, an effort to alleviate present deficiencies, an assessment of service expansion needs to meet ridership growth in the next five years, and an effort to make public transportation an increasingly convenient and desirable mode of travel. On this basis of assessment, the Major Service Improvements plan is recommended.

Major Service Improvements Plan

The Major Service Improvements alternative will expand the Tri-Met fleet to 886 buses. Of these, 125 will be more efficient articulated buses. This bus fleet, plus the LRT system, will almost double transit capacity by 1985, and will serve about 230,000 average weekday riders. This represents an average annual growth of about 11 percent, which is still below the 18 percent ridership growth experienced over the last six months. This system comes closer to meeting anticipated transit travel demand, which at current growth rates, could exceed 300,000 daily riders by 1985. Moreover, the recommended system will be more productive. The longer articulated buses will carry 50 percent more passengers per labor unit. Consequently, by 1985, these vehicles can carry the same number of passengers for about \$2 million less (per year) than an equivalent number of standard buses. Light rail transit will carry up to 300 percent more passengers per labor unit than standard buses, producing even greater efficiencies.

The recommended alternative will provide greater service capacity, but what about accessibility to new areas or areas with presently inadequate service? A comparison of 1977 and 1985 transit travel times reflects not only the design of existing and future transit networks, but highway improvements and regional travel demand growth as well. Between 1977, and 1985, it is expected that population will increase more than 20 percent, travel delay will increase an average of 25 percent, and average highway speeds will decrease 7.5 percent. These changes will have a significant impact on the performance of a future transit system. Thus, if Tri-Met continued to operate the same service in 1985 as today, transit accessibility to jobs and shopping would actually become worse, due to slowing traffic.

To compensate for deteriorating traffic conditions, the Major Service Improvements alternative proposes to reorient transit service. Local routes will become shorter and will focus on transit centers, which in turn will connect to fewer (but faster) trunk lines to carry the longer trips. Most service would become more frequent, and transfer times would be reduced to five minutes or less where possible. A summary comparison of the Major Service Improvements recommendation to the existing system shows that the amount of employment reachable by transit (within 45 minutes) improves substantially.

crosstown lines connect to all LRT stations. Expanded East/West crosstown service is provided in North and Northeast Portland. Bus trunk service is provided from downtown Portland to Vancouver via Interstate Avenue, to Parkrose via Sandy Boulevard, to Lents via Hawthorne and Foster, and to Gresham via Division. North/South trunk service is provided via Union-Grand, 11th-12th, and I-205. Transit centers will be located at Vancouver, Hollywood, Lloyd Center, Lents, and Gateway.

East Multnomah County. The Banfield LRT line provides trunk service between the Gateway station and Gresham. North/South crosstown service is provided along 102nd, 122nd, 148th, and 181st Avenues. New crosstown lines are provided between Gresham and Fairview, Gresham and Wood Village, and Troutdale and Gresham. New service is provided along Sandy Boulevard between 133rd and Fairview, and to some of the new residential areas of Gresham. Transit centers will be located at Gresham Hospital station, East Vancouver, and Gateway.

Milwaukie-Oregon City. Bus trunk lines operate on McLoughlin Boulevard to Oregon City via Railroad Avenue to Clackamas Town Center. Non-radial trunk routes connect Vancouver and Oregon City via I-205, and Clackamas Town Center with Burlingame via Milwaukie and the Sellwood Bridge. Transit centers are located in Milwaukie, Clackamas Town Center, and Oregon City. New East/West local lines connecting McLoughlin and I-205 operate between Milwaukie and Oregon City.

Southwest Portland and Suburbs. Service is provided by a timed-transfer system similar to the Westside service. Bus trunk lines operate on Macadam to Lake Oswego, Barbur Boulevard to Tigard, and Canyon Road and Scholls Ferry Road to Tigard via Sylvan and Washington Square. Transit centers are located in Lake Oswego, Tigard, Tualatin, Washington Square, and Burlingame. New feeder routes provide service to residential and industrial areas in Tigard, Tualatin and Lake Oswego. Most lines in this area will be changed.

West Portland and Suburbs. Some new lines will be added. Otherwise, no major changes from the 1980 Westside service are envisioned.

Downtown Portland. Extensive changes in bus routes in the downtown are proposed. The Transit Mall (5th-6th Avenues) and the LRT lines (1st Avenue, Morrison-Yamhill Streets) provide the backbone of the transit system in the downtown. New service would be provided on 2nd-3rd Avenues, 10th-11th Avenues, Stark-Oak Streets, Salmon-Washington Streets, and the South Auditorium area, significantly increasing accessibility.

Special Needs Transportation. All new buses acquired in the future will be accessible to handicapped and elderly. To assist those who cannot use the fixed-route bus system, Tri-Met will continue to support demand-responsive service by coordinating and partially funding these services provided by various other agencies.

PHASING OF SERVICE IMPROVEMENTS

The Recommended Plan

The recommended phased implementation of the Major Service Improvement Plan is described below. This includes those parts of the Major Service Improvement Plan that are projected for each year between 1981 and 1985.

FY 1981

Minor restructuring of bus routes in the Gresham area is proposed. Since no additional buses will be acquired, these changes will be accomplished using the resources already committed to Gresham area service. This restructuring of service will be the first step toward improving transit service in Gresham. The benefits of the new Eastside crosstown line (#70-Milwaukie/Swan Island) that was begun in June, 1980 will also be realized.

FY 1982

Tri-Met is scheduled to receive 95 new articulated buses, which will be placed in service in Fall, 1981. With some loss of standard buses (lease expirations, retirement of old buses), the total peak hour fleet will be expanded by 45 vehicles to approximately 520 buses in service during rush hours. The first priority with this additional capacity will be to provide more service on those lines with severe passenger overloads and pass-ups. North Clackamas County area with transit centers established in Milwaukie, Oregon City, and the Clackamas Town Center. Further improvements will be made in the Gresham area to complete the implements of "Existing Service Commitments" in this area. Finally, off-peak service will be expanded on several urban routes and service will be restructured on routes serving the higher density areas of Portland.

FY 1983

Tri-Met is scheduled to receive 75 standard buses, enabling an expansion of the peak hour fleet to 587 buses. A major emphasis this year will be to put that portion of the Eastside grid system (west of the Gateway area) in place that is not dependent upon the Banfield LRT service. This will include new east-west crosstown service in North and Northeast Portland, and new north-south crosstown service in Southeast Portland. Some increase in peak hour service will also be made on these lines experiencing passenger overloads. Timed-transfer service will be initiated in Southwest Portland with transit centers located in Tigard, Washington Square, Burlingame, Lake Oswego, and Tualatin. Finally, new service will be provided to the Northwest Industrial area in Northwest Portland.

FY 1984

This year, Tri-Met will receive 60 standard buses and 30 articulated buses, with peak hour capacity expanded to 668 buses. New trunk line service with articulated buses will be initiated in the Banfield corridor anticipating LRT service the following year. This major expansion of bus service in the corridor is necessary for several reasons. First, with the opening of the I-205 Bridge in September,

TDP PHASING PLAN

<u>Fiscal Year</u>	<u>Description of Improvements</u>	<u>Fleet Added</u>	
1981	<ol style="list-style-type: none"> 1. Restructure some Gresham area routes 2. June, 1980 Eastside crosstown line #70 		
1982	<ol style="list-style-type: none"> 1. Allocate Articulated buses to alleviate peak period capacity deficiencies 2. Implement "Existing Service Commitments" plan in Gresham Area 3. Implement timed-transfer service in Milwaukie, Ore. City, Clackamas Town Ctr. areas 4. Increase peak period service on selected lines 5. Implement selected crosstown routes in East Multnomah County 	Standard Articulated LRT Total	-34 +95 0 +61
1983	<ol style="list-style-type: none"> 1. Implement selected crosstown routes west of Gateway 2. Implement timed-transfer service in Tigard, Wash. Sq., Burlingame, L.O., Tualatin 3. Implement new service in NW Industrial area 4. Increase peak period service on selected lines 5. Increase midday service on selected routes 	Standard Articulated LRT Total	+75 0 0 +75
1984	<ol style="list-style-type: none"> 1. Implement trunk line service using buses in Banfield/Burnside corridor 2. Increase peak period service on selected lines 3. Increase midday and weekend service on selected routes 	Standard Articulated LRT Total	+60 +30 0 +90
1985	<ol style="list-style-type: none"> 1. Implement Banfield Light Rail Service 2. Implement crosstown routes on Eastside 3. Implement service to new areas 4. Increase peak period service on selected lines 	Standard Articulated LRT Total	+90 0 +26 +116
FIVE YEAR TOTAL FLEET ADDED			+342

a large group of general taxpayers and thus relieving the burden now carried almost exclusively by taxpaying employers and fare-paying bus-riders.

Additional uncertainties characterize the prospects for capital funding. At the federal level, Congress has appropriated only one-third of the supplemental (Section 3) funds originally promised to transit from the oil windfall profits tax fund. Requested funding of capital items can generally be relied upon, but only to the extent that the Urban Mass Transportation Administration (UMTA) approves the items to be "high priority." At the State level, Tri-Met must compete for funds either within the Oregon Department of Transportation (ODOT) budget or directly from the General Fund. These funds are scarce and it will be difficult to secure funding for 10% of all capital requirements from the State of Oregon. To compound matters, the State is facing a very serious shortfall that threatens not only future funding of capital expansion but even current appropriations. While Tri-Met cannot control unpredictable economic pressures such as uncertain public funding, and energy shortages, it can control its service improvement phasing implementation schedule, the rate of capital equipment acquisition, and internal productivity and cost control measures. The service expansion program is therefore phased so that if capital costs cannot be met, Tri-Met can continue to operate the service provided at that point without revoking any service already committed.

Two additional transit systems now under consideration, the starter Trolley Bus System, and the Westside Transitway Corridor, would be an additional investment to the capital development program. Though both systems offer operating economies in the long run, but they would place substantial strain on capital resources and would require special assistance funding.

TABLE I
 FIVE YEAR CAPITAL COST & REVENUE SUMMARY
 MAJOR SERVICE IMPROVEMENTS PLAN

In Thousand of Dollars
 (Inflated)

	*COSTS		*REVENUES REQUIRED		TOTAL
	Total	Requested Federal Share	Requested State Share	Required Tri-Met Share	
VEHICLES					
Bus (and Bus Support)	85,943	63,338	7,716	14,889	
LRT	35,450	28,360	5,180	1,910	
					\$121,393
FACILITIES					
Bus (and Bus Related)	31,508	25,250	2,443	3,815	
LRT	172,623	143,340	17,806	11,477	
					\$204,131
EQUIPMENT					
Bus (and Bus Related)	16,609	13,972	1,315	1,322	
					\$ 16,609
TOTALS	342,133	274,260	34,460	33,413	\$342,133

*Figures shown are a summation of capital costs/revenues in inflated dollars from July, 1980 through June, 1985

POLICY FRAMEWORK

The Transit Development Program constitutes a commitment to the region to establish a policy framework for equitable and consistent decisions in providing transit service. It recognizes the anticipated transportation needs of the 1980s and considers regional transportation policy. Since 1975, such policy has called upon transit to "...solve problems that autos have not or cannot solve, such as moving commuters efficiently during the peak hours and providing mobility to those who do not drive."¹ In fact, throughout most of the 1970s, Tri-Met's efforts have been a response to the pressure on transit to generate new ridership demand. Beyond providing mobility to those who are transit-dependent, the challenge has been to increasingly rely on transit to absorb the growth in travel, formerly accommodated by new roadways. In 1977, Tri-Met adopted Goals for 1990 that have provided the policy direction as a basis for decisions to be made in developing the transit system, through the end of this decade. These goals are:

- Develop a transit system which provides travelers an attractive alternative to the private automobile.
- Improve productivity within the agency.
- Absorb sufficient travel demand to relieve constraints on the environment caused by the automobile.
- Maximize energy conservation and efficiency in the actual design and operation of the transit system.
- Encourage growth patterns which support efficient transit.
- Improve mobility for the transportation disadvantaged.
- Develop a transit financing program to provide the capital and operating funds required through 1990.

Although increasing ridership is still an objective toward meeting these goals, the new challenge to transit is to accommodate steadily increasing demand. It is anticipated that Tri-Met's ridership base will continue to expand through the 1980s as a direct result of regional population and employment growth, increasing traffic congestion, trends toward higher density living and soaring costs of automobile transportation. These pressures are becoming increasingly evident as Tri-Met's ridership continues to average 18 percent above Fiscal 1979 levels. It therefore remains incumbent upon Tri-Met to respond with a sophisticated and comprehensive plan to meet a continuing growing demand for transit, accompanied by unabating challenges of energy shortages, double-digit inflation and environmental constraints.

The Transit Development Program must serve as a management tool for continuing, on-going decision-making. In turn, Tri-Met must be committed to frequent and timely review of a flexible program, offering a specific set of criteria for determining service levels, types of service, and areas of service. The Transit Development Program outlines a dynamic plan of actions concerned with the evaluation, improvement, and expansion of service, financing of operating and capital needs, internal management guidelines, and communication of these programs

¹Interim Transportation Program (TIP) adopted for the Portland-Vancouver Metropolitan area, 1975.

Financing. Establish a fare policy toward increasing the farebox recovery ratio (percent of operating costs recovered from farebox receipts) to 40%, thus reducing Tri-Met's (riders') reliance upon increasingly uncertain sources of revenue by (1) implementing incremental fare increases, and (b) continuing line-by-line analyses and refinements for increasing system productivity; maintain and refine projection of operating and capital requirements at alternative future service levels; continually address the issue of the costs of transit and its benefit to the greater community in light of the funding mechanisms available to meet those costs; pursue State funding of new bus procurements and other transit capital improvements at a rate of at least 50 percent of the local match, consistent with the State's participation in local roadway funding, and the State's traditional support of public transportation; and pursue State participation in the funding of the local match requirement for major capital improvements, such as the light rail local match.

TOTAL EMPLOYMENT ACCESSIBLE BY TRANSIT
WITHIN 45 MINUTES IN 1985
(thousands of jobs)

FROM	CURRENT SERVICE	MAJOR SERVICE IMPROVEMENTS
Downtown Portland	274	318
Gateway	62	222
Lloyd Center	188	280
Gresham	22	85
Beaverton	36	158
Tigard	17	44
Lake Oswego	92	133
Oregon City	19	41
Milwaukie	31	87
Clackamas Town Center	1	85

In addition to providing more capacity and more frequent service, the Major Service Improvements alternative will serve most areas within the urbanized area not now served. These include: Towle Road, Roberts and Palmquist in Gresham; Stark Street and Troutdale Road in Gresham; Sandy Boulevard and Columbia Boulevard in Northeast Portland; Cornell and Thompson in Northwest Portland; Patton Road and Scholls Ferry Road in West Portland; Jenkins, Baseline, and 216th in Washington County; 121st and Scholls Ferry in Beaverton; and 112th, Mt. Scott, and 92nd in Happy Valley.

The Major Service Improvements alternative is a fairly substantial change from the existing system. With full implementation, the 1985 system will look like this: In Eastside Portland and East Multnomah County, the Banfield LRT line provides trunk line service between Portland and Gresham. North/South grid service is provided, connecting to most of the LRT stations. In other areas of the Region, trunk bus lines connect transit centers with downtown Portland, or other transit centers. Local or crosstown lines connect to the trunk lines at the transit centers and to surrounding residential areas or major trip generators. To the maximum extent possible, local-to-trunkline service at these transit centers is synchronized to minimize waiting time between transfers.

Summary of Service Changes

Eastside Portland. The Banfield LRT line provides trunk service between downtown Portland area and the Gateway station. Other LRT stations are provided at the Coliseum, Union-Grad, Lloyd Center, Hollywood, 60th, and 82nd. North/South

Ridesharing. The Major Service Improvements alternative will intensify efforts to increase the use of carpooling, buspooling, and vanpooling. This program will include the following services: (1) Transportation consulting to employers and other organizations; (2) an automated carpool matching program; (3) carpool incentives; (4) an expanded park-and-ride program; (5) market research to better assess needs; and (6) regional promotion through mass media.

Trolley Bus Option. Tri-Met recommends that five of the most heavily used routes in the Major Improvements alternative be implemented using electric trolley buses, instead of diesel buses: NW 21st Avenue, NW 23rd Avenue, Hawthorne/Foster, Hawthorne/52nd Avenue, Belmont (Mt. Tabor). This small trolley bus starter system will improve energy efficiency, operating effectiveness, and environmental (air quality, noise) impacts of future bus service. The additional capital cost of this initial 40-vehicle system is approximately \$10 million, and is contingent upon federal funding availability.

Westside Transitway. The Major Service Improvements alternative will have in place the vehicles, facilities, and financial infrastructure to support a Westside Transitway corridor in the late 1980s (about 1988), should a major transit facility be constructed there.

Existing Service Commitments

The Transit Development Program has analyzed the level of transit service that could be supported if Tri-Met is limited to currently anticipated fare increases, and present revenue sources. This alternative is presented only for purposes of comparison. This scenario, the Existing Service Commitments alternative, simply allows the minimal improvements necessary to support the Banfield Light Rail Line, with new lines in East Multnomah County, and two new lines from Milwaukie and Clackamas Town Center. This level of growth would provide no new service beyond commitments Tri-Met has already made. It would meet an average annual ridership growth of only 4 percent, accommodating merely 183,000 average daily riders in 1985. Although, it would increase the fleet to 501 standard buses, 125 articulated buses, and 26 light rail vehicles, it would not be sufficient to develop the feeder bus infrastructure necessary to support a new transitway on the Westside. The virtue of its affordability under present revenue sources is overshadowed however, by its obvious inadequacy in light of growing demand.

1983, a substantial increase in traffic along the Banfield Freeway and other east-west routes in Portland can be expected. Traffic detours, associated with the Freeway construction will create additional congestion and extremely difficult traffic conditions in the Banfield corridor. Implementation of a major increase in trunkline bus service and new crosstown service will help ease this traffic congestion particularly if this service expansion is tied to the opening of some key Banfield transit centers and park-and-ride lots. In addition, establishment of trunkline and crosstown service will help to orient passengers toward the LRT corridor so that new rider travel patterns will have been established when the LRT line opens in FY 1985.

FY 1985

This year will mark the opening of the Banfield LRT service with new transit stations and the final Eastside crosstown and feeder lines necessary to supplement the LRT service. Buses previously used in the Banfield Corridor will be re-deployed in other areas of the region to expand peak hour capacity as needed, and to add routes to areas previously without bus service. If funding is available for the development of a starter trolley bus system, it will begin service this year. The total Tri-Met fleet at this time is projected to be 761 standard buses, 125 articulated buses, and 26 light rail vehicles. All improvements described in the Major Service Improvements Plan will be in service.

CAPITAL AND REVENUE REQUIREMENTS

The recommended Transit Development Plan will expand the bus fleet by 60 percent and total fleet capacity by 80 percent over today's levels, building an inventory that will include 761 standard buses, 125 articulated buses, plus 26 light rail vehicles. This level of fleet expansion, shown in Figure I, includes not only the purchase of 246 standard buses but the repowering (engine and drive train replacement/overhaul) of 160 older buses by fiscal 1985. To support this expanded fleet, Tri-Met will program 300 passenger shelters, 18 transit (transfer) centers, a third fully equipped operations and maintenance facility, and supporting equipment. In comparison, the Existing Service Commitments alternative would provide only enough facilities to support the Light Rail Transit System and certain major activity centers, commensurate with the degree of modest expansion.

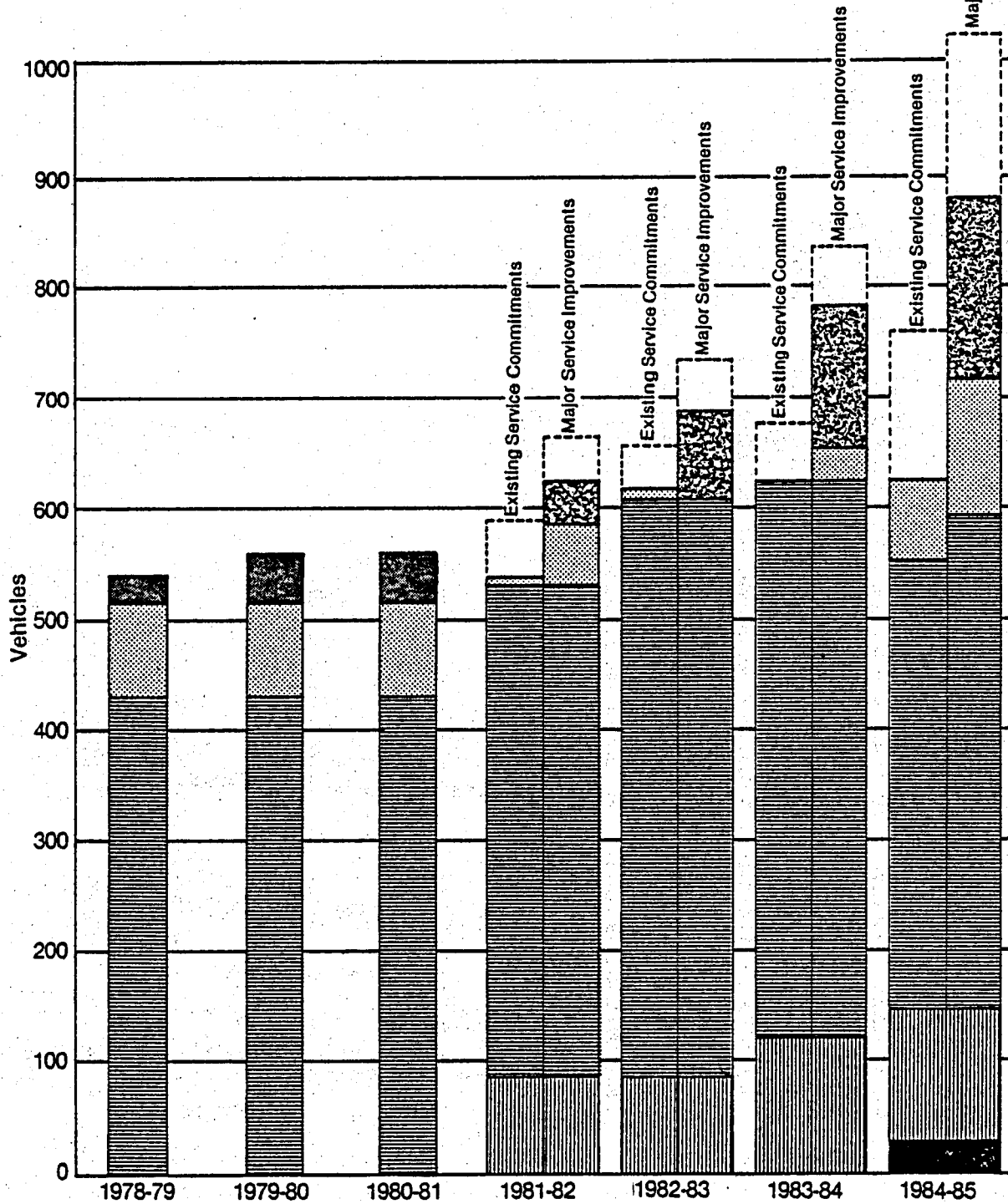
Tri-Met's recommended plan will require a total capital investment of over \$ 342 million. Table 1 shows that at least \$ 6 million per year, on the average, will be needed to cover one-half the local match of capital costs. This local match comes out of Tri-Met funds and is the amount of capital cost not covered by State and Federal sources of capital revenue. The only source for this local match is non-capital revenue. Of this source, the payroll tax makes up about 70% of total non-capital revenue, and over half of all revenues. This source has been stretched to its statutory limit however, and will increase only due to growth in wage rates and employment levels. It will increase enough to cover Tri-Met's cost of inflation but leaves the cost of expansion to be met by other means.

Encouraged by strong community sentiment, farebox revenue is being sought to finance a larger share of costs as well as to cover the cost of inflation and expansion. This policy demonstrates a commitment to assure that the costs of carrying out the recommended service improvements will be met and that the rider should properly assume a larger share of these costs. Moreover, it underscores Tri-Met's reciprocal obligation to meet an ever-expanding ridership demand, even though it means committing itself to a program that is unaffordable under present, certain sources of revenue. Since successful implementation of the recommended plan will rely on the agency's financial ability to coordinate the purchase of vehicles and development of the required support facilities and equipment, Tri-Met is forced to periodically examine its resources in light of the affordability of phased service improvements.

Figure II makes a cost to revenue comparison for the recommended service improvements plan. Under most likely financial conditions, Tri-Met non-capital revenues could offset operating costs at least through fiscal year 1983. Since Tri-Met must first cover its operating costs, the amount available for the local capital match is effectively the area between the cost and revenue curves. The most optimistic level counts on the possibility that Congress will approve a change in the funding formula. Under the proposed revision, Tri-Met would gain an additional \$7 million in operating assistance per year beginning in fiscal 1982. Other assumptions include higher fares, steady growth in payroll tax receipts plus maximum federal and state operating assistance. However, even under these conditions, the Major Service Improvements expansion will require a new operating revenue source, such as a broad-based tax, to spread the cost of transit among

FIGURE I

Fleet Composition



- ⎓ Total Fleet Size in Equivalent Standard Buses
- ▨ Standard (40') Buses Over 13 Years Old Repowered
- ▤ Standard (40') Buses Over 13 Years Old
- ▧ Standard (40') Buses Under 13 Years Old
- ▩ Articulated (60') Buses
- Leased Buses
- Light Rail Transit Vehicles

FIGURE II

**Revenue - Cost Comparison
Major Service Improvements Alternative**

