

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE )	RESOLUTION NO. 96-2395
REGIONAL TRANSPORTATION PLAN AND )	
METROPOLITAN TRANSPORTATION )	Introduced by
IMPROVEMENT PROGRAM TO INCLUDE )	Rod Monroe, Chair
PROJECTS FUNDED BY THE FY 97 )	JPACT
SECTION 5309 (FORMER SECTION 3) )	
APPROPRIATION )	

WHEREAS, The Section 5309 (former Section 3) Appropriation Bill (the Bill) has been approved by Congress; and

WHEREAS, The Bill appropriates \$6 million for construction of the Portland State University (PSU) Transit Center and \$5 million for construction of the Portland Central City Streetcar project; and

WHEREAS, Tri-Met and the City of Portland desire to submit grant applications requesting award of the funds by FTA; and

WHEREAS, FTA first requires that the projects be listed in Metro's Regional Transportation Plan Financially-Constrained Network; and

WHEREAS, FTA requires that the appropriated funds be programmed by year of expected obligation and phase of work in both the State and Metropolitan Transportation Improvement Programs; and

WHEREAS, Analysis of the projects indicates that each has been affirmatively assessed for effects on the regionally significant transportation system; compliance with regional public involvement policies; regional air quality conformity and financial constraint; and

WHEREAS, The PSU Transit Center would implement elements of the South/North work program at a more favorable federal/

local match ratio than if the same work were to be accomplished as a South/North capital cost; and

WHEREAS, A yet to be determined portion of PSU Transit Center costs would be deducted from final South/North capital costs; and

WHEREAS, The Transit Center project anticipates no additional reliance on state or regional funding sources; and

WHEREAS, The Streetcar project is deemed critical by the City of Portland to leverage high density, mixed use redevelopment of the University and River Districts as contemplated in the Central City 2000 Strategy and other approved plans; and

WHEREAS, The Streetcar project has assembled a capital finance plan that does not rely on additional regional funding; and

WHEREAS, Successful implementation of the Streetcar project is reliant on completion of the Lovejoy Viaduct demolition and reconstruction of Lovejoy as a surface street; and

WHEREAS, The Lovejoy Viaduct project is currently an element of the financially-constrained network of the Regional Transportation Plan and a recipient of regional funds; and

WHEREAS, The City of Portland will devise a Streetcar operations funding strategy in the near future; now, therefore,

BE IT RESOLVED:

1. That the 1995 *Interim Federal Regional Transportation Plan* be amended to explicitly include the PSU Transit

Center project in the financially-constrained network at an amount of \$7.5 million (total dollars).

2. That the 1995 *Interim Federal Regional Transportation Plan* be amended to explicitly include the Portland Central City Streetcar project in the financially-constrained network at an amount of \$42.0 million (total dollars).

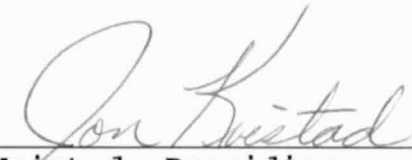
3. That the Metropolitan Transportation Improvement Program be amended to reflect Section 5309 appropriation of \$6 million (federal share) for construction of the PSU Transit Center (80/20 match ratio).

4. That the Metropolitan Transportation Improvement Program be amended to reflect Section 5309 appropriation of \$5.0 million (federal share) for construction of the Portland Central City Streetcar project (80/20 match ratio).

5. That Metro staff are directed to cooperate with ODOT to secure identical amendment of the State TIP.

ADOPTED by the Metro Council this 10th day of October, 1996.

Officer

  
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Jon Kvistad, Presiding

Approved as to Form:

  
\_\_\_\_\_  
Daniel B. Cooper, General Counsel

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## STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 96-2395 FOR THE PURPOSE OF AMENDING THE REGIONAL TRANSPORTATION PLAN AND METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM TO INCLUDE PROJECTS FUNDED BY THE FY 97 SECTION 5309 (FORMER SECTION 3) APPROPRIATION

Date: September 19, 1996

Presented by: Andrew Cotugno

## FACTUAL BACKGROUND AND ANALYSIS

### Proposed Action

Approval of this resolution would amend the 1995 *Interim Federal Regional Transportation Plan* to include two projects in the Financially-Constrained Network. These are: 1) the Portland State University Transit Center; and 2) the Portland Central City Streetcar project. Approval would also amend the FY 96 Metropolitan TIP to program newly appropriated Section 5309 (former Section 3) funds in FY 97 for construction of these projects: \$6 million for the PSU Transit Center and \$5 million for the Portland Central City Streetcar project. Staff would also initiate amendment of the State TIP to program these funds.

This staff report also addresses staff-initiated administrative amendments that have been processed to program other miscellaneous funds approved in the Section 5309 Appropriation Bill.

TPAC has reviewed this RTP and MTIP amendment and recommends approval of Resolution No. 96-2395.

### Background

*PSU Transit Center.* The University District Plan element of the Central City Plan was adopted by the City of Portland in April 1995. The District Plan endorses creation of a PSU Transit Center within the two blocks bounded by Mill and Harrison Streets and SW Fifth and Sixth Avenues. Montgomery Street, between Fifth and Sixth, would be abandoned by the City of Portland for vehicular use and would be converted to a pedestrian spine linking the two transit streets. The PSU Transit Center would feature new high-capacity shelters, widened sidewalks, and improved crosswalks along Fifth and Sixth Avenues. Additionally, Fifth and Sixth Avenues would be reconstructed to include exclusive bus lanes with accommodation of local auto access on two general purpose travel lanes. The total cost of these improvements is estimated to be \$7.5 million. The FY 97 Section 5309 appropriation earmarked \$6 million as the federal share for construction of the Transit Center.

In December of 1995, the *Central City Transportation Management Plan* (CCTMP) was approved by the City of Portland. The CCTMP specifically proposes extension of the Downtown Mall from its current southern terminus at Madison, south eight blocks, to Harrison Street (i.e., the University District). Also in December 1995, the City of Portland approved the *South/North Downtown Tier I Final Report*. The report also recommends extension of the Transit Mall to PSU and specifies a design concept for Fifth and Sixth Avenues that accommodates light rail, buses and local auto access.

The PSU Transit Center project exhibits independent utility as a set of bus and pedestrian-related amenities that would execute transit-supportive designs endorsed in the University District Plan. However, the project also advances work elements that were anticipated as part of the South/North LRT Extension project. Specifically, the South/North design endorsed in the Tier I Final Report would extend Transit Mall treatment of Fifth and Sixth Avenues from Madison eight blocks south to Harrison and construct a University LRT station. The currently proposed PSU Transit Center project would provide mall treatment of Fifth and Sixth along the final two blocks of this extension. Also, Transit Center amenities would anticipate subsequent addition of the University LRT Station. In the event the South/North project is approved, costs associated with these improvements would be deducted -- to an as yet undefined extent -- from the South/North work program. Moreover, as a stand-alone Section 5309 project, the Transit Center enjoys an 80/20 federal/local match ratio. If constructed as a South/North capital cost, the same work would enjoy only a 50/50 match ratio.

Effects of the South/North LRT project were modeled as part of the Year 2005 network of the 1995 Portland area Air Quality Conformity Determination jointly approved by FHWA and FTA in December 1995. The elements of the PSU Transit Center that are capable of evaluation within Metro's regional model have until now been "bundled" within the South/North project. Therefore, both the transit and highway-related transportation effects of the Transit Center project, to the extent they remain a segment of the larger South/North LRT project, have been conformed and are regionally insignificant. As a stand-alone project with independent utility, the Transit Center is exempt from regional conformity analysis under federal and state regulations.

- The total project cost is \$7.5 million. The FY 97 Section 5309 appropriation earmarks \$6 million (federal share) for construction of the project. Tri-Met has proposed a three-way split of the remaining \$1.5 million local share between PSU, the City of Portland and Tri-Met.
- The project concept has been repeatedly endorsed in City of Portland planning documents including the *Central City Plan*

(1988), the *University District Plan* (April 1995), the *CCTMP* (December 1995) and the *South/North Downtown Tier I Final Report* (December 1995).

With respect to air quality conformity, fiscal constraint and public involvement issues, the project is eligible for inclusion -- independent of its former association with the larger South/North LRT Extension project -- within the financially-constrained network of the *Regional Transportation Plan*. Because the Section 5309 appropriation has been approved and a grant request will soon be submitted, programming of the funds in the Metropolitan TIP is timely.

*Portland Central City Streetcar Project*. Phase 1 of the Streetcar project, the subject of this resolution, would provide "streetcar-style" fixed guideway transit service on the north/south couplet of 10th and 11th Avenues from Mill Street (the University District) to the Lovejoy/Northrup couplet (the River District) and east/west service between 10th/11th Avenues and NW 23rd Avenue (see Attachment 1). The streetcars would operate seven days a week from 6:00 a.m. to midnight. Headways would be 20 minutes from 6:00 a.m. to 7:00 a.m. and from 6:00 p.m. to midnight. From 7:00 a.m. to 6:00 p.m., 10-minute headways would prevail. To maintain this schedule reliably, the system would require use of two Vintage Trolleys in addition to the four streetcar vehicles planned for initial deployment.

The project connects the region's highest transit ridership district (Northwest Portland) with districts (River, Pearl and University) whose planned infill and redevelopment are expected to provide over 6,500 new housing units, 1.3 million square feet of office space and other high density, mixed use commercial development. The project is deemed essential by Portland in order for River District redevelopment to obtain its stated goal of capturing 45 percent of travel demand by transit. The project has been included in the City of Portland Capital Improvement Program since 1990. It has been the subject of feasibility studies jointly financed by the Portland Office of Transportation and the Federal Department of Housing and Urban Development (HUD). Its alignment was approved in January 1994 (COP Resolution No. 35231). It was endorsed as the primary transit link of the River District Development Plan adopted by the City of Portland in May 1994 and plays a prominent role in several other City of Portland planning documents including the *Central City 2000 Strategy* (July 1996) and the *River District Housing and Strategic Financial Plan* (December 1994).

Auto-related transportation effects associated with project implementation have been analyzed within the financially-constrained network of the 1995 *Interim Federal Regional Transportation Plan*. These include demolition of the Lovejoy Viaduct and reconstruction of a surface alignment, together with construction of other miscellaneous two and three-lane surface

streets in the northwest portion of the River District. Congestion effects of streetcar operation are expected to be minimal throughout its alignment as the streetcars would operate with mixed traffic in much the same fashion as buses. Stops would be "on demand" rather than at all designated stops and the streetcars would not enjoy traffic signal pre-emption. Because the street system required to accommodate the planned streetcar alignment is modeled, traffic effects of streetcar operation are captured within the RTP's financially-constrained network performance analysis.

The streetcar proposal has not been explicitly modeled with respect to effects on transit demand within the affected Districts. Several issues must first be clarified before meaningful assumptions can be made regarding effects of the streetcar system on generation of trip demand and its interaction with existing bus transit service currently serving the University, River and Northwest Portland Districts. These issues include the fare to be charged, the displacement of bus routes off the transit mall to 10th and 11th Avenues assuming startup of South/North LRT operation, and final design of Lovejoy as a surface street. However, in general, it is clear that the Streetcar project would duplicate some existing service currently provided by the 77 crosstown line which traverses the River District and continues to Northwest Portland on Lovejoy on 15-minute headways, and any number of lines which connect the University and River Districts on Fifth/Sixth and 10th/11th. The Streetcar project would either supplement or replace some of this service.

At the same time, the higher frequency and quality of service afforded by the streetcars, its novelty appeal to tourists and its unique alignment with respect to current bus lines indicate that the streetcar service would increase transit ridership above levels that would otherwise prevail assuming comparable bus service. From a modeling perspective, it should be noted that the entire River District is contained within a single Transportation Analysis Zone (TAZ) currently served by a high degree of transit. Metro's transportation systems modeling manager has indicated that, given the current high quality of transit accessibility within the TAZ, it is probable that only very limited alteration of transit trip generation rates would result within the zone should the streetcar service be explicitly factored in the travel demand and mode split elements of the regional model.

The City of Portland has stated that the Section 5309 appropriation will round out the project's \$42 million capital plan. Anticipated funding is shown below.

Local funding (62%):  
 Public Component . . . . \$11.0 million  
Private Participation . . . . 15.0 "  
 Subtotal Local Funds . . . \$26.0 million

Federal Funding (38%):  
 Sec. 5309 funds . . . . \$ 5.0 million  
 HUD & Other Fed. . . . . 11.0 "  
 Subtotal Fed. Funding. . . \$16.0 million

TOTAL FUNDS. . . . . \$42.0 million

Portland has indicated that the most desired use of a portion (\$2.3 million) of the appropriated Section 5309 funds is to complete project engineering. This must be negotiated with FTA because such use would encumber the funds prior to the project having secured all local contributions to assure project construction. Portland has indicated no other need for regional funding to implement the project. Regional funding support has been requested for demolition and reconstruction of Lovejoy which is an essential requirement for implementation of the Streetcar project. The City of Portland is currently assembling a financial strategy to fund streetcar operations.

- The Streetcar project has been the subject of extensive public comment since 1990 and has been repeatedly endorsed by formal action of the Portland City Council.
- With respect to its effect on regionally significant surface street operations, the Portland Central City Streetcar project has been modeled in the 1995 *Interim Federal RTP* financially-constrained network. Its probable transit demand impacts are considered to be minimal in the best professional estimate of Metro's transportation model manager.
- The 1995 RTP was the subject of Metro's 1995 Air Quality Conformity Determination jointly approved by FHWA and FTA in December 1995. Therefore, the streetcar project is insignificant with respect to regional air quality impacts.
- The Streetcar project has established a capital funding package demonstrating that sufficient funds to construct the project can be reasonably anticipated in the near future.

With respect to public involvement, regionally significant system effects, air quality conformity, and financial constraint, the Portland Central City Streetcar project is eligible for inclusion within the Financially-Constrained Network of the 1995 *Federal Interim Regional Transportation Plan*. The Section 5309 appropriation earmarks \$5 million for project construction which the City of Portland estimates would be suitable for encumbrance in FY 98. Therefore, programming of these funds in the Metropolitan TIP for



construction in FY 98 is timely, until and unless FTA approves the City's anticipated request to advance use of a portion of the funds for Preliminary Engineering in FY 97.

*Administrative Programming of Section 5309 Appropriated Amounts.* The FY 97 Section 5309 appropriation would fund the above referenced projects that are new to both the RTP and Metropolitan TIP. The appropriation also provided continuation of funding for a number of other activities already included in both the RTP and Metropolitan TIP. These funds have been administratively programmed in the TIP pursuant to the Management Guidelines contained in Metro Resolution No. 85-592. These include the following projects.

Westside/Hillsboro Construction . . . . .	\$123.0 million
Westside Startup Costs. . . . .	14.6 "
South/North Preliminary Engineering . . . . .	6.0 "
Tri-Met Bus Purchase. . . . .	3.0 "

