

**Date:** December 14, 2016

**To:** Board of Directors

**From:** Neil McFarlane *Neil McFarlane*

**Subject:** **RESOLUTION 16-12-70 OF THE TRI-COUNTY METROPOLITAN TRANSPORTATION DISTRICT OF OREGON (TRIMET) RECOMMENDING CONFIRMATION OF THE LOCALLY PREFERRED ALTERNATIVE FOR THE POWELL-DIVISION TRANSIT AND DEVELOPMENT PROJECT**

**1. Purpose of Item**

The purpose of this item is to request that the TriMet Board of Directors (Board) approve a resolution recommending that the Metro Council adopt the Locally Preferred Alternative (LPA) for the Powell-Division Transit and Development Project (Project) into the Regional Transportation Plan. In the future, TriMet expects that Project will be referred to as the “Division Transit Project.”

**2. Type of Agenda Item**

- Initial Contract
- Contract Modification
- Other – LPA Adoption

**3. Reason for Board Action**

The Metro Council requests endorsement by TriMet and other local jurisdictions before adopting an LPA for the Project. Demonstration of local support for the Project by TriMet and local jurisdictions is important for moving the Project forward. Such support is necessary because it ensures consensus for the Project at the local level and demonstrates such local consensus and support for the Project to the Federal Transit Administration (FTA).

**4. Type of Action:**

- Resolution
- Ordinance 1<sup>st</sup> Reading
- Ordinance 2<sup>nd</sup> Reading
- Other \_\_\_\_\_

**5. Background**

If constructed, the Project will improve transportation in the Powell-Division corridor by bringing bus rapid transit to Division Street, and also by investing in increased transit service, roadway upgrades, active transportation improvements, and safe connections to transit.

The adoption of an LPA would allow Metro to amend the Regional Transportation Plan to include the LPA. Adoption of the LPA into the Regional Transportation Plan is necessary in order to submit a Small Starts rating application to the FTA for the Project.

TriMet, Metro, and other regional partners have been working toward achieving an LPA for several years. In 2009, Metro adopted the High Capacity Transit System Plan, which named the Powell-Division corridor between Portland and Gresham as one of the region's highest transit priorities. In 2013, Metro and TriMet initiated the Project and began evaluating alignment and mode alternatives. In January 2014, the Project Steering Committee, which includes staff and policy officials from Gresham, Portland, Multnomah County, ODOT, TriMet and Metro, as well as community representatives, was formed. In September 2014, the Steering Committee recommended further study to advance Project alignment options that included bus rapid transit. In December 2014, the Project kicked off conceptual design and service planning work in order to support conceptual cost estimating and identify potential impacts for a future environmental review process under the National Environmental Policy Act. The conceptual phase of work concluded with a request to the FTA for entry into Project Development, which was confirmed by FTA in October 2015. At that point, advanced conceptual design for the Project moved forward, culminating in a Locally Preferred Alternative recommendation by the Steering Committee on November 7, 2016. The Steering Committee has recommended that the Board endorse the final LPA as defined in the Resolution and Exhibit 1 thereto.

The LPA for the Project generally includes the following:

- Bus Rapid Transit in the Powell-Division corridor between Portland and Gresham;
- A route running between downtown Portland and the Gresham Transit Center, generally as follows:
  - Running on the Portland Transit Mall (5<sup>th</sup> and 6<sup>th</sup> Avenues) in downtown Portland to the Willamette River;
  - Crossing the Willamette River; and
  - Running on Division Street from SE 8<sup>th</sup> Avenue in Portland to the Gresham Transit Center.
- Stations located in the areas identified on the map shown in the LPA, which is Exhibit 1 to the Resolution.

The Steering Committee has expressed a general preference for serving OHSU and Portland State University via the Tilikum Crossing, providing railroad delays can be reduced at the rail crossing on SE 8<sup>th</sup> Avenue. Cooperative work on this issue is currently underway with the Union Pacific Railroad.

As the Project moves forward, TriMet has made several commitments to the Steering Committee about the design, construction and operation of the Project. First, the bus rapid transit service provided by the Project will represent a substantial increase in weekly vehicle hours in the Powell-Division corridor. TriMet has stated to the Steering Committee that it intends to reallocate weekly vehicle hours made available from the replacement of Line 4 by the Project instead of using those hours on the new bus rapid transit service. This would make these hours available to increase service on existing lines or to inaugurate new lines within the corridor when the Project opens for service. At the appropriate time, TriMet will work with the community to determine the best opportunities for redeploying these service hours. Attachment A to this Memo sets out TriMet's intentions related to reallocation of Line 4 service hours.

TriMet has also stated to the Steering Committee that it will utilize design and construction practices to minimize Project impacts and will involve the community in a manner similar to its light rail projects, even though the Project is expected to have significantly fewer construction impacts than a light rail project. These practices are intended to minimize impacts to adjacent businesses and neighbors, and include an outreach program during the design process, providing liaisons to the community during construction, requiring the contractor to draft and implement a “Conduct of Construction” plan and to follow construction methods that minimize impact, and providing assistance to businesses to keep them accessible and viable during construction. Attachment B to this memo presents TriMet’s intentions and commitments related to outreach and business support.

#### **6. Procurement Process**

When the Project moves forward, TriMet will follow its procurement rules and policies in selecting contractors and consultants to work on the Project.

#### **7. Diversity**

When the Project moves forward, TriMet will follow its rules and policies to ensure opportunities for DBE contractors and consultants to work on the Project.

#### **8. Financial/Budget Impact**

The Project budget is expected to include \$100,000,000 in Small Starts funds from FTA; \$25,000,000 from TriMet; \$25,000,000 in regional flexible funds from Metro; and \$25,000,000 from the City of Portland and other regional partners. At this time, the region is still working to secure local funding for the Project.

#### **9. Impact if Not Approved**

The Board could choose to amend the draft LPA or choose alternative priorities. However, the proposed draft LPA is expected to be endorsed by other jurisdictions and substantial changes at this point would significantly delay the Project, jeopardizing the optimal timing to seek federal funding for Project construction.

**Attachment A  
Resolution 16-12-70**



## Memo

**Date:** November 7, 2016

**To:** Powell-Division Transit & Development Project Steering Committee

**From:** Neil McFarlane, General Manager

**CC:** Bernie Bottomly, Alan Lehto

**Subject:** Reallocation of Line 4 Service Hours with Powell-Division Project Opening

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The Powell-Division Project Steering Committee is close to deciding on a Locally Preferred Alternative (LPA) recommendation for the region's first corridor-based bus project and the important infrastructure and access improvements that go along with an investment of this size.

BRT service will represent a substantial increase in weekly vehicle hours. Throughout our conversations about the project, TriMet staff and leadership have been clear about our intention to reallocate weekly vehicle hours made available from the replacement of Line 4 by the bus rapid transit project instead of using those hours from Line 4 on the BRT service. These hours would therefore be available to increase service on existing lines or inaugurate new lines within the corridor at the time that the Powell-Division project opens for service, currently scheduled for Fall 2021. This remains our intention and barring any unforeseen changes in the economy or major funding sources, we plan to deliver this substantial reinvestment in service to the corridor.

We have heard a clear desire from groups representing East Portland such as EPAP, Division Midway, APANO, and Jade District for new north-south bus service, on 148<sup>th</sup> and 162<sup>nd</sup> as well as the desire for more service on 181<sup>st</sup>/182<sup>nd</sup> (Line 87). I commit TriMet to consulting with representatives from these groups as well as riders and others in the communities in East Portland. We have also heard strong interest from other communities within Portland for additional service on Powell Blvd and other north-south connections in east Multnomah County. Attached are several different scenarios for how the hours from 4-Division could be reallocated to other and new service. One of the reallocated service hours scenarios that was presented to the steering committee and interested members of the public in April was adding 30 minute service to both 148<sup>th</sup> and 162<sup>nd</sup> as well as increasing service on line 87 on 181<sup>st</sup> (Scenario B in the attached). This scenario would likely utilize all existing reallocated service hours. As you can see, all the scenarios include some version of enhancements to north-south service. TriMet intends to include north-south service in the proposed service hours reallocation with details to be refined after a public process and a Title VI analysis.

As TriMet has successfully done in realigning bus service when opening light rail projects, the agency will work with the community to determine the best opportunities for redeploying these service hours. Project and outreach staff will begin discussions with the community about how this service is allocated about 18 months before project opening (Spring 2020) with the intention of getting to a preferred scenario about a year before opening (Fall 2020) which will provide time for preparing for new service including any new bus stop work needed on new lines.

Both this project and the reallocation of service hours are a substantial increase in total service hours for this area of the region and will provide great benefit to the community—I look forward to a successful project opening and a broad service increase like those depicted in the attachment in Fall 2021.

|                              | Current (2016)   |                              |      |                 |    |
|------------------------------|--|------------------------------|------|-----------------|----|
| 4-Division                   | <table border="1"> <tr> <td>Approx. Weekly Vehicle Hours</td> <td>1400</td> </tr> <tr> <td>Number of Buses</td> <td>17</td> </tr> </table> | Approx. Weekly Vehicle Hours | 1400 | Number of Buses | 17 |
| Approx. Weekly Vehicle Hours | 1400   |                              |      |                 |    |
| Number of Buses              | 17   |                              |      |                 |    |

**Options for Reallocating Service Resources**

| Connecting service identified in Eastside SEP  | Approx. Weekly Vehicle Hours | Buses |
|--|------------------------------|-------|
| <u>148th Ave new service</u>   |                              |       |
| 30 min headways all day  | 400                          | 3     |
| 15 min peak; 30 min midday, evenings and weekends  | 500                          | 6     |
| <u>162nd Ave new service</u>   |                              |       |
| 30 min headways all day  | 400                          | 3     |
| 15 min peak; 30 min midday, evenings and weekends  | 500                          | 6     |
| <u>182nd Ave service increase</u>  |                              |       |
| Line 87 upgrade to Frequent Service  | 650                          | 5     |
| <u>Line E - 223rd - Troutdale new service</u>  |                              |       |
| 30 min headways all day  | 500                          | 4     |
| 15 min peak; 30 min midday, evenings and weekends  | 650                          | 7     |
| <u>Line 21 - Hogan-Sandy increase</u>  |                              |       |
| 15 min weekday midday and peaks  | 250                          | 4     |
| <u>Powell Blvd</u>   |                              |       |
| Additional peak-only peak-direction limited stop svc   | 150                          | 4     |
| Other Options not shown on map could include more north-south service on 82nd Ave, new Line "Y" north-south service or other potential enhancements identified in Service Enhancement Plan Visions |                              |       |

**Scenario A**

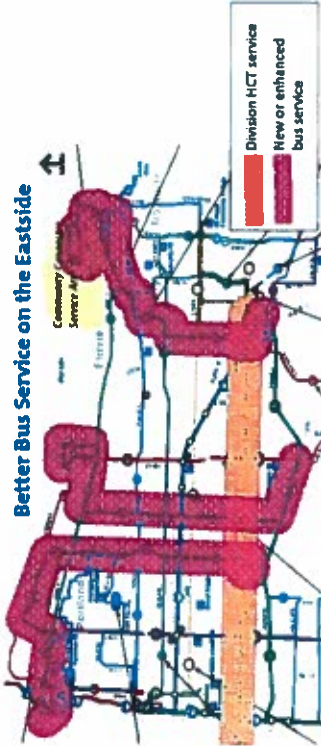
Start Division HCT service

Then make the following changes in other service...

| Weekly Vehicle Hours | Buses      |
|----------------------|------------|
| 1400                 | 17         |
| - 400                | - 3        |
| - 400                | - 3        |
| - 500                | - 5        |
| <u>= 100</u>         | <u>= 6</u> |

(remainder can be used on other smaller svc enhancements in the area)

**Better Bus Service on the Eastside**



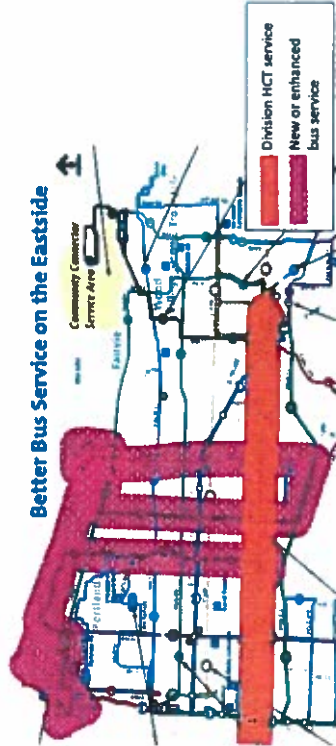
**Scenario B**

Start Division HCT service

Then make the following changes in other service...

| Weekly Vehicle Hours | Buses      |
|----------------------|------------|
| 1400                 | 17         |
| - 650                | - 5        |
| - 400                | - 3        |
| - 400                | - 3        |
| <u>= -50</u>         | <u>= 6</u> |

**Better Bus Service on the Eastside**



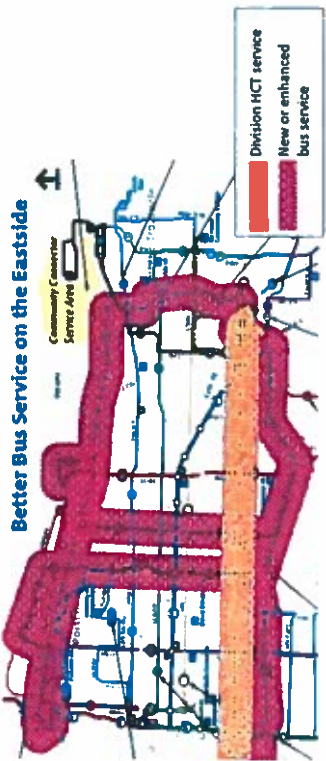
**Scenario C**

Start Division HCT service

Then make the following changes in other service...

|   | Weekly Vehicle Hours | Buses      |
|---|----------------------|------------|
| Starting budget (Hours from replacing 4-Division) | 1400                 | 17         |
| Line 21 - Hogan-Sandy increase in service         | - 250                | - 4        |
| Add 148th 15 pk/ 30 min midday svc                | - 400                | - 3        |
| Add 162nd 15 pk/ 30 min midday svc                | - 500                | - 6        |
| Add Powell Blvd peak only svc                     | - 150                | - 4        |
|   | <b>= 100</b>         | <b>= 0</b> |

*(remainder can be used on other smaller svc enhancements in the area)*



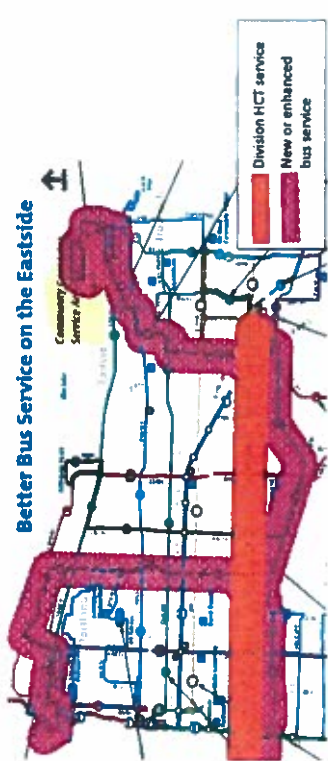
**Scenario D**

Start Division HCT service

Then make the following changes in other service...

|   | Weekly Vehicle Hours | Buses      |
|---|----------------------|------------|
| Starting budget (Hours from replacing 4-Division) | 1400                 | 17         |
| Add 148th 15 pk/ 30 min midday svc                | - 500                | - 6        |
| Add Line E - 223rd-Troutdale                      | - 650                | - 7        |
| Add Powell Blvd peak only svc                     | - 150                | - 4        |
|   | <b>= 100</b>         | <b>= 0</b> |

*(remainder can be used on other smaller svc enhancements in the area)*





**Attachment B**  
**Resolution 16-12-70**

**TriMet Design and Construction Programs**

Based on the successful experiences and results of past light rail projects, TriMet expects to continue utilizing design and construction practices that focus on minimizing impacts for adjacent businesses and creating economic opportunity, while bringing improved transit service to a busy corridor.

**Outreach and business support**

The transit project on Division Street is expected to have significantly fewer impacts than light rail, which typically includes curb-to-curb street reconstruction. For the Division Street project, major street closures are not expected, and construction will be focused on discrete areas: curb ramps, traffic signals, stations (platforms and improved crossings), and modifications at a few major intersections.

Once an LPA is completed, TriMet will launch an outreach program to share plans and gather feedback, including a focus on establishing and continuing relationships with businesses adjacent to construction areas. Staff will regularly meet with community groups and neighborhood and business associations, and maintain a robust online presence with information and opportunities for feedback.

TriMet Community Affairs Representatives will serve as full-time liaisons between community members, project staff and the construction contractor, with a particular focus on businesses adjacent to construction areas. Each business will have a single point of contact for all project-related concerns.

During the design phase, staff will gather information to inform design (including existing driveways, parking, landscaping, etc.) and construction planning (including access needs, hours of business, noise or vibration concerns, etc.). During this phase, input from businesses and residents will be incorporated into the project's design.

Staff will work with the contractor to develop a Conduct of Construction—a set of guidelines for sequencing construction, focusing on a “get-in-get-out” approach. The Conduct of Construction identifies approximate durations of potentially disruptive activities, and specifies requirements for business access, advance notification for major activities, construction site housekeeping, etc.

During the construction phase, staff will continue to visit businesses regularly and work with the contractor to maintain business access and adjust construction sequencing to minimize construction impacts. Staff can provide customized signage, maps and other tools to help businesses stay accessible and visible.

Throughout these phases, staff will actively seek businesses for Buy Local and DBE opportunities, and refer businesses to appropriate technical assistance resources.

*Examples of business support signage created during Orange Line project*

**Open For Business!**



**revolvevintage.com**

**THE STOR-ROOM  
MINI STORAGE**

**ACCESS OPEN**

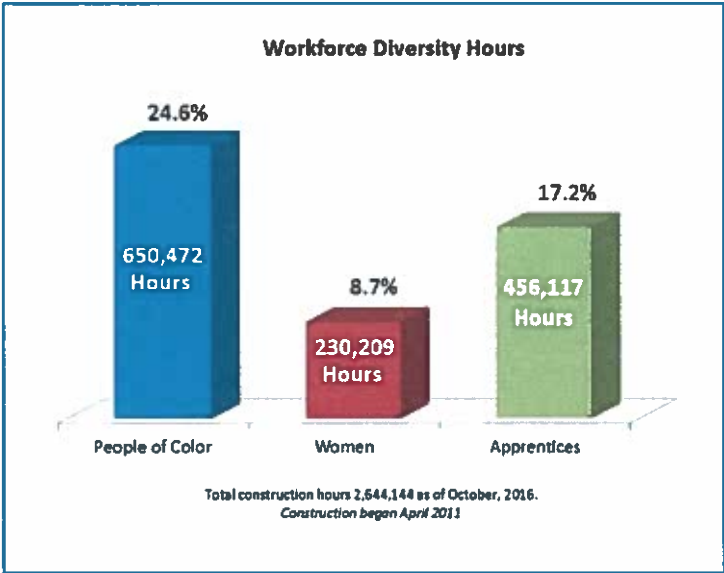


**Businesses open ahead**  
 via SE Woodward St.  
**Cellular Store**  
**Ki Aikido**  
**C.O.A.T. Flagging**

**Inclusive contracting**

With every light rail project, TriMet has expanded the presence and capacity of businesses owned by people of color and women, expanding opportunities and jobs in the region. TriMet also encourages apprenticeships to create more opportunities for people to enter trades they have traditionally been left out of.

*Orange Line Project Workforce Diversity*



Continuing this successful model on the Division Street transit project, construction tasks will be broken into smaller packages to encourage hiring of DBEs. (A prime contractor will work with TriMet staff to oversee subcontractors' adherence to the Conduct of Construction discussed

above.) Bid documents will require DBE subcontracting plans, along with local supplier plans and workforce training plans. Workforce training plans will encourage apprenticeships to support new people entering the construction trades, with targeted outreach in the project corridor. TriMet will also reach out to DBEs in the corridor, provide them with technical assistance, and host events to help introduce these subcontractors to prime contractors.

## **Governance**

Broad policy and budget issues will be resolved by a committee of jurisdictional partners, whose members represent the highest level of responsibility for each jurisdiction. The group will hold public meetings quarterly or at key decision points to coordinate inter-jurisdictional decision-making related to project policy and budget.

The jurisdictional committee and project staff will be informed by a Community Advisory Committee (CAC), comprised of 15-20 key stakeholders along the route. Community groups, including those who have served on the Metro-led Steering Committee, will be invited to identify a representative to participate in this group. The CAC will hold monthly public meetings to review design issues and provide advice to jurisdictional partners. The group will also provide input on minimizing construction impacts and planning for related bus service. The CAC will be asked to study, discuss and provide input to project staff based on community priorities, and help maintain a strong communication link between the project and representative stakeholders.

## **RESOLUTION 16-12-70**

### **RESOLUTION OF THE TRI-COUNTY METROPOLITAN TRANSPORTATION DISTRICT OF OREGON (TRIMET) RECOMMENDING CONFIRMATION OF THE LOCALLY PREFERRED ALTERNATIVE FOR THE POWELL-DIVISION TRANSIT AND DEVELOPMENT PROJECT**

**WHEREAS**, TriMet is authorized by Oregon statute to plan, construct, and operate mass transit systems; and

**WHEREAS**, the Metro Regional High Capacity Transit (HCT) System Plan defined a new HCT corridor in the vicinity of Powell-Division as one of the three near-term regional priority corridors; and

**WHEREAS**, Metro Resolution 12-4345, adopted May 2012, designated the Powell-Division High Capacity Transit Corridor as the next regional priority and amended the Unified Planning Work Program to reflect this priority, and Metro and TriMet initiated the Powell-Division Transit and Development Project (Project) in 2013 and began project development to evaluate alternatives; and

**WHEREAS**, Metro Resolution No. 14-4496, adopted January 2014, created and appointed Members of a Steering Committee for the Project, and proposed steering committee members were identified in an open process as representative of major policy, program, geographic, and demographic interests in the project area including community development, economic development, and job creation in and near the plan area; and

**WHEREAS**, necessary multimodal transportation planning has been completed to identify needs and opportunities for high capacity transit at a system planning level in the Powell-Division HCT Corridor, and needs within the Powell-Division HCT Corridor include affordable, equitable transit access and improved service to stimulate community and economic development and serve locally desired land uses, and there is now both demonstrated interest in and local and regional support for determining the best community investment strategy and specific projects for the Powell-Division HCT Corridor to address identified needs and fulfill local and regional aspirations; and

**WHEREAS**, there is now both demonstrated interest in local and regional support leveraging regional transit planning efforts to support affordable housing, community stabilization, and economic development; and

**WHEREAS**, the Project is a partnership among Metro, TriMet, ODOT, Portland, Gresham, and Multnomah County to identify the preferred HCT investment in the corridor, and implement a development strategy to support key places within the Powell-Division HCT Corridor for community and economic development; and

**WHEREAS**, planning efforts completed and underway have identified major safety, roadway, and related bicycle and pedestrian improvements needed in the Powell-Division HCT Corridor, which planning efforts include the Outer Powell Boulevard Conceptual Design Plan, East Portland in Motion, Division-Midway Neighborhood Street Plan, the Inner Powell

Boulevard Streetscape Plan, the Division Green Street/Main Street Plan, Division Complete Streets between Wallula-Gresham Fairview Trail, and the East Metro Connections Plan; and

**WHEREAS**, the Project Steering Committee met numerous times, heard public input and testimony, and made recommendations for a Locally Preferred Alternative (LPA) on November 7, 2016, including the mode of transportation, alignment, and general station locations; and

**WHEREAS**, the Project Steering Committee, City of Portland, and City of Gresham have recommended that the LPA for the Division Transit Project be endorsed, and Multnomah County will consider a similar resolution later this week;

**NOW, THEREFORE, IT IS HEREBY RESOLVED:**

1. **THAT** the Board of Directors recommends to Metro Council the adoption of a resolution confirming the LPA of bus rapid transit for the Project, which is attached as Exhibit I to this Resolution and incorporated herein.

Dated: December 14, 2016

Attest:

\_\_\_\_\_  
Presiding Officer

\_\_\_\_\_  
Recording Secretary

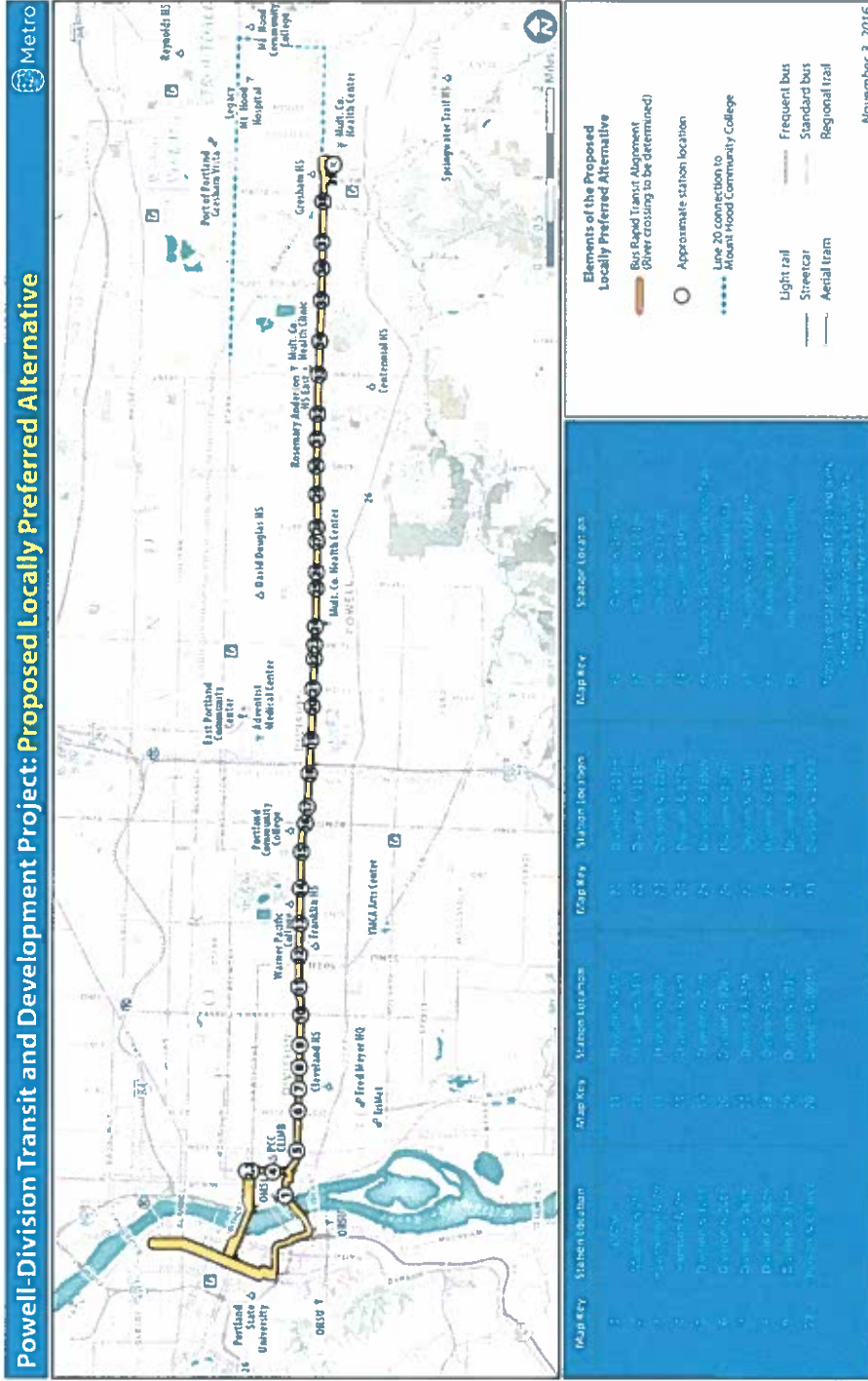
Approved as to Legal Sufficiency:

  
\_\_\_\_\_  
Legal Department

### Exhibit 1 – Powell-Division Corridor Locally Preferred Alternative

Resolution 16-12-70

The recommended Locally Preferred Alternative for high capacity transit in the Powell-Division corridor is bus rapid transit with stations at the locations indicated on the map below, operating between downtown Portland and the Gresham Transit Center. The route will operate on the transit mall (5<sup>th</sup> and 6<sup>th</sup> avenues) in downtown Portland, cross the Willamette River, and run on Division Street from SE 8<sup>th</sup> Avenue in Portland to the Gresham Transit Center



November 3, 2016