

THE CITY OF
PORTLAND



OREGON

OFFICE OF
PLANNING &
DEVELOPMENT

COWLES MALLORY
ADMINISTRATOR

1220 S.W. FIFTH AVE.
PORTLAND, OR 97204
(503) 248-4579

January 17, 1980

MEMORANDUM

TO: Mayor Connie McCready
Commissioner Frank Ivancie
Commissioner Charles Jordan
Commissioner Mike Lindberg
Commissioner Mildred Schwab

FROM: Cowles Mallory, Administrator

SUBJECT: North of West Burnside Study

Attached is an ordinance directing the Bureau of Planning to initiate work and appropriating the Portland Development Commission's \$7,000 contribution on the North of West Burnside study. This study will fulfill the Council's prior direction to City staff set out in Resolution 32426 (May 10, 1979) to complete a vicinity area plan for the community surrounding the proposed transportation center site. As noted in Exhibit "A," attached to this ordinance, the study boundary generally includes the area north of West Burnside; west to Northwest Broadway; south of the Steel Bridge and including the Skidmore Historic District. Exhibit "B" outlines the work elements and topics to be addressed in the study. An investigation of alternative funding sources for implementing new or redevelopment proposals will be coordinated with other City, state and federal agencies and may result in prospective UDAG or other proposals. Specifically, the products of this effort will include:

1. City policies to be used to evaluate both public and private capital investment in the study area.
2. City policy to coordinate public capital investments with those of the private sector.
3. A detailed land use plan which would be built upon the Portland Downtown Plan planning guidelines and be based on economic growth, transportation policy amendments, housing availability and conversion, opportunity blocks, social/population profiles, and historic district objectives.

City Council
January 17, 1980
Page 2

Additionally, attached is a memorandum from J. David Hunt, Portland Development Commission Executive Director, supporting the planning work be undertaken.

If you have any questions or comments regarding this ordinance, please call Karen Baldwin or Laurel Wentworth at ext. 4509 in the Bureau of Planning, Special Projects Section.

CM:LW:jt
Attached

ORDINANCE NO.

An Ordinance authorizing a contract with the Portland Development Commission for their support in developing a land use plan and policy for the area north of west Burnside; amending the 1979-80 Bureau of Planning budget by appropriating the Commission's \$7,000 contribution; and declaring an emergency.

The City of Portland ordains:

Section 1. The Council finds:

1. Pursuant to Resolution No. 32426 adopted May 10, 1979, the Council directed City staff to examine the proposed transportation center in light of other planning activities in the area north of Burnside surrounding the proposed site, and to seek the advice of the community and other interested public in this study;
2. The City Council directed City staff to report back to the Council with the work resulting from this study;
3. As there are many new and redevelopment activities in the planning or construction stages in the larger area generally north of West Burnside (and including the Skidmore Historic District) the project boundary is established as including the area designated in Exhibit "A";
4. In order to responsibly evaluate and coordinate future public or private capital investments in the area north of Burnside, this study will provide a single policy direction which the City can use to make capital decisions;
5. On November 13, 1979, the Portland Development Commission adopted Resolution 2793, approving \$7,000 in support of such work to be carried out by the City;
6. The City should enter into a contract with the Portland Development Commission for completion of this study; and
7. The City's 1979-80 budget should be amended to reflect receipt of funds from the Portland Development Commission and to provide for their expenditure.

NOW, THEREFORE, the Council directs:

- a. The Mayor and the Auditor of the City of Portland are authorized to enter into an agreement with the Portland Development Commission in the form of Exhibit "B"; and
- b. The City's 1979-80 budget is amended as follows:

ORDINANCE No.

GENERAL FUND

From Unforeseen Reimbursable Expenses \$7,000

To Bureau of Planning
BUC # 51049004
Project # 4320
Object 110

\$7,000

Section 2. The Council declares that an emergency exists because delay in authorization of the agreement may cause undue delay in performance of the described services; therefore this Ordinance shall be in force and effect from and after its passage by the Council.

Passed by the Council,

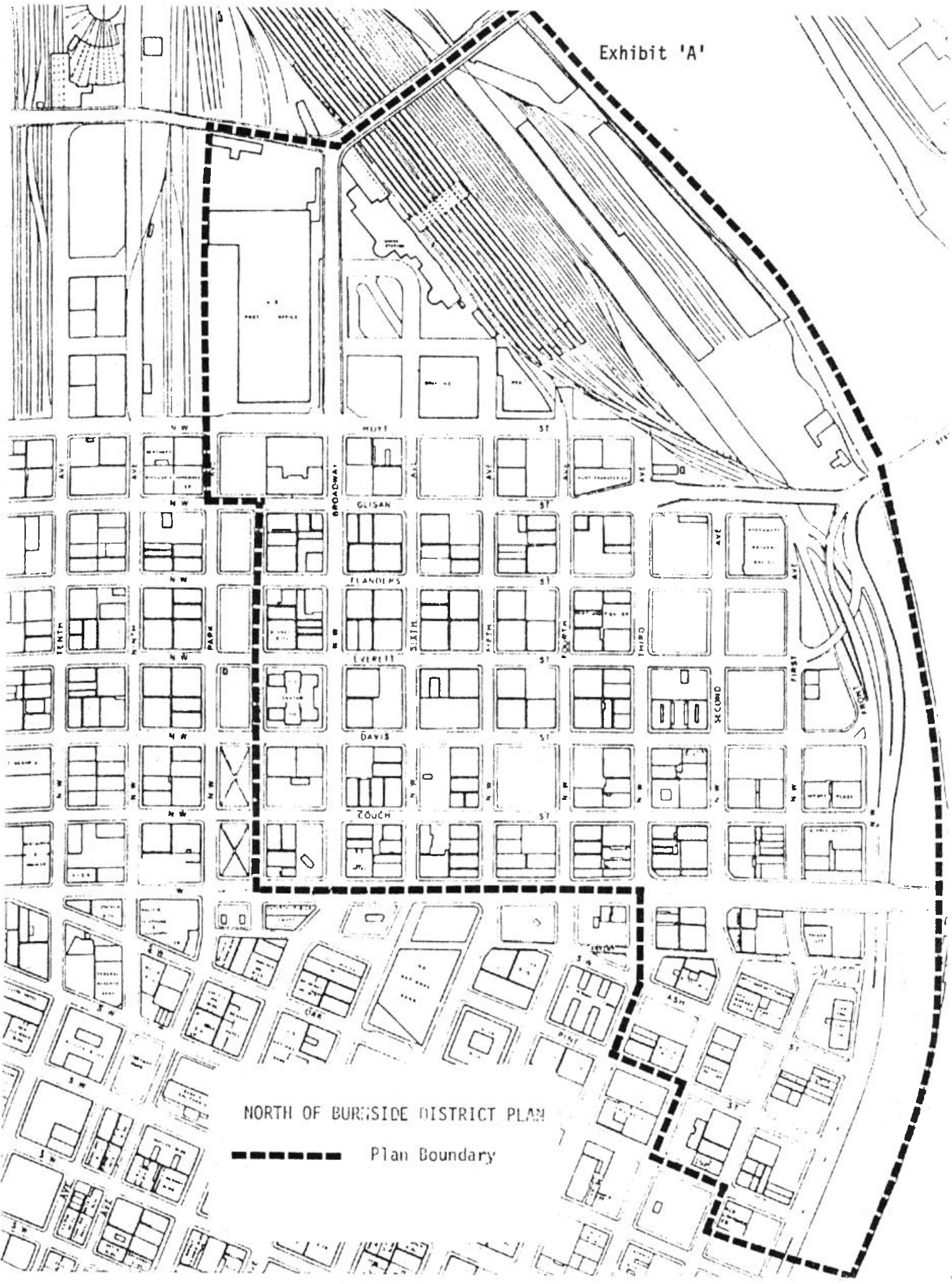
Mayor Connie McCreedy
Laurel Wentworth/sa
1/16/80

Mayor of the City of Portland

Attest:

Auditor of the City of Portland

Exhibit 'A'



NORTH OF BURDICK DISTRICT PLAN

----- Plan Boundary

EXHIBIT 'B'

INTER-GOVERNMENTAL AGREEMENT

This Agreement is between the Portland Development Commission, hereinafter called "PDC" and the City of Portland Bureau of Planning hereinafter called "Contractor".

Whereas, the City requires the professional services of a contractor who has the ability to assimilate and analyze land use, transportation, economic and social data and recommend public improvement policies, as set forth in this contract, the PDC and the Contractor agree as follows:

A. The Contractor generally will:

1. review current development proposals in the North of Burnside area.
2. assess the opportunities for new development, (both public and private) redevelopment and renovation in the area.
3. review existing policies for the area to determine if they require updating.
4. analyze how the social programs that now operate in the area will be affected by new development.
5. provide policies for review of public and private redevelopment proposals.
6. recommend public projects for the area, such as improvements to and around Union Station/Transportation Center, and housing facilities.
7. describe the relationship of planning activities being undertaken by other city bureaus and agencies, the Downtown Parking and Circulation Update and historical landmark designations.
8. provide an update of existing historic district policy and programs; prioritizing projects for implementation, based on an assessment of socio-economic requirements of the districts.

B. The Plan would include the following products:

1. City policies to be used to evaluate both public and private capital investment in the study area.
2. City policy to coordinate public capital investments with those of the private sector.
3. A detailed land use plan which would build upon the Portland Downtown Plan Planning Guidelines and be based on economic growth, transportation policy amendments, housing availability and conversion, opportunity blocks, social/population profiles, and historic district objectives.

C. Fulfill the work program for the North of Burnside Area as follows:

1. Phase I: Definition of Major Issues, Goals and Objectives

- a. Review existing plans and adopted city policies for this area. (see previous page).
- b. Review existing ordinances
 - Ordinance #140815 (Tax Exemption, Rehabilitation): Adopted October 30, 1975.
 - Ordinance #140867 (Tax Exemption, New Construction): Adopted October 30, 1975
 - Ordinance #140973 (H Occupancy): Adopted December 4, 1975
 - Resolution #31962 (Inventory and Program): Adopted October 5, 1977
 - Housing Policy for Portland: Adopted March 29, 1978
 - Ordinance #147239 (Downtown Development Regulations): Adopted February 15, 1979
 - Ordinance #147806 (Development Program): Adopted May 31, 1979
 - Old Town Historic District designation ordinance.
- c. Review existing data base: 1979 land use inventory; 1978-79 economic studies on growth in downtown employment, office space, housing and retail space; and 1978-79 transportation studies on downtown transit and parking demand and projected model split; and existing and forecasted demographic profile.
- d. Review of existing policies and plans
 - Planning Guidelines for Downtown, 1972
 - Transportation Control Strategy to Achieve Air Quality Standards in Downtown, 1972
 - Downtown Parking and Circulation Policy, 1975 (Update now in process)
 - Assessment of Alternative Alignments for Light Rail Transit in Downtown Portland, 1979
 - Development Program, Skidmore/Old Town Historic District, 1976
 - Downtown Waterfront Urban Renewal Plan, 1974
- e. Review existing private and public development plans
 - Daon
 - McCormack Pier Project
 - Transportation Center
 - Section 8 Rehabilitation Loans
 - Transit Mall Extension
 - Federal Custom House Remodeling
 - Light Rail Transit
 - Convention Center

- f. Update existing base maps.
- g. Establish a Study Advisory Committee which will be responsible for voicing the views of the persons living and doing business in the area. Meetings of this committee should provide a forum for dialogue between City staff and the community. Committee members will also be responsible for review and comment of policies and proposals recommended as a part of this planning effort.
- h. Establish an Historic District Committee which would be responsible for review and comment of priority projects for future implementation within the Districts. This committee should also provide direction on the updating of development programs and policies for Skidmore/Old Town.
- i. Establish project goals and objectives.
- j. Determine plan evaluation criteria.
- k. Develop detailed work program for the study and review with the Study Advisory Committee, and Historic District sub-committee.

Tentative Study Advisory Committee Participants, representatives of:

The Burnside Consortium
The Friends of Union Station
Skidmore/Old Town Advisory Committee (or Landmarks Commission)
Union Station Operators
Human Resources Bureau
Bureau of Streets and Structures
Traffic Engineering
Downtown Housing Advisory Committee
CHDI
Tri-Met
Portland Development Commission
Bureau of Planning, Transportation Section

Tentative Historic District Committee Participants, representatives of:

Skidmore/Old Town Advisory Committee
Landmarks Commission
Human Resources Bureau

Completion Time: 5 weeks

Staff Requirements: City Planner III 3/4 time
City Planner I 20 hours/week for 5 weeks
Graphic Illustrator 3/4 time

2. Phase II: Data Analysis and Research

- a. Assemble existing land and improvement assessed values
- b. Research and map existing and possible landmark structures
- c. Map and analyze existing and projected pedestrian and vehicular circulation patterns
- d. Gather and analyze social data - population demographics
- e. Review existing redevelopment proposals

- f. Assemble and analyze building (new and renovated) trend information
- g. Document existing and projected housing needs for the study area, determine conversion rate of housing units to other uses.
- h. Assemble economic projections of demand for commercial space, both office, retail and restaurant.
- i. Update land use data.
- j. Assemble parcel ownership information.
- k. Develop questionnaire for personal interview of Historic District business people.
- l. Determine needs of the Skidmore/Old Town business and social community.

Completion Time: 6 weeks

Staff Requirements: City Planner III 3/4 time
City Planner I 20 hours/week for 6 weeks
Graphic Illustrator 1/4 time

3. Phase III: Preparation of Land Use Plan and Policies

- a. Prepare maps detailing the following:
 1. Proposed transportation system and policy amendments to Downtown Parking and Circulation Policy.
 2. Opportunity blocks for both new and redevelopment
 3. Housing conversions and renovations
 4. New development project locations
 5. Constraints (existing or projected) to development i.e., historic buildings and districts; public policy etc.
- b. Chart existing and projected economic growth of the downtown including this study area.
- c. Recommend amendments to existing policies to reflect recent policy decisions adopted by the City Council.
- d. Recommend policies to effectively coordinate all public or private investments in the study area.
- e. Develop policies for use in public review of private development proposals.

Completion Time: 6 weeks - Draft study available and planning work completed

Staff Requirements: City Planner III 3/4 time
City Planner I 20 hours/week for 6 weeks
Graphic Illustrator 1/2 time

4. Phase IV: Public Review

Review Bodies Include:

- Study Advisory Committee
- Downtown Housing Advisory Committee
- CHDI
- Other City Agencies

Adopting Bodies:

- Portland City Planning Commission
- City Council

Completion Time: 8 weeks

Staff Requirements: City Planner III - 1/4 time

Completion Time for Planning Elements - 17 weeks - June 30, 1980

Total Project Length - 25 weeks - August 25, 1980 target completion date

Budget Requirements:

Project Planning and Graphic Staff	\$12,168.85
Estimated Materials and Supplies	800.00
	<u>*\$12,968.85</u>

*\$7,000 to be applied to cost of project by PDC/BOP contract programmed earlier for this area. No other new appropriations will be necessary.

D. Payment for Services and Billings


1. The PDC agrees to pay the Contractor that portion of the total project cost not to exceed the sum of \$7,000, for the accomplishment of items listed in A 1-8; B 1-3; and C 1-4.

Portland Development Commission

M E M O R A N D U M

DATE January 17, 1980

TO: Cowles Mallory

FROM: J. David Hunt 

SUBJECT: Transportation Center

In response to the renewed interest expressed by the prospective tenants of the Transportation Center, we have begun investigating alternative ways to fund this project. As you will recall, the original proposal for this facility depended heavily on a federal UMTA grant. It is highly unlikely that such a grant can be relied on, as these funds were never appropriated by Congress. Despite this setback, there is a reasonable expectation that this project could proceed with some creative private financing and public assistance.

We have been reviewing with the Commission's and City Attorney's staff, in addition to conferring with private bond counsel, about using Industrial Revenue Bonds as a way to raise construction capital for the terminal. In particular, we are evaluating the past and future investments of each of the bus companies against the limitations provided for in the Industrial Revenue Bond legislation. City provision of parking to the project, in addition to the City or Port possibly assisting in the sale of these bonds, could be required to allow the project to move ahead.

I'd like to reiterate that while this project may require a considerable amount of work and cooperation from our side, it does have a good chance of proceeding in the next year or two if actively pursued.

JDH:msb

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COWLES MALLORY
ADMINISTRATOR

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(503) 248-4579

January 14, 1980

MEMORANDUM

TO: Cowles Mallory
FROM: Doug Butler *DB*
SUBJECT: Burnside Plan

Mike Henniger has brought to my attention a proposal from the Special Projects Section of the Bureau of Planning to undertake a development plan for the area north of Burnside. As you know, the ordinance Council recently passed approving the "UDAG Section" was justified in major part by the potential opportunities in the Burnside area and the analysis Mike prepared and submitted to the Council identified the need for a development or implementation plan for this area. I have, therefore, asked him to review the proposal from Special Projects and concur with his comments as outlined below.

First, I am in complete agreement with the need for an overall plan for Burnside. From the perspective of our needs for guiding and encouraging projects funded in part by UDAG grants, however, the proposed work program should be expanded to include some additional elements and modified to change the emphasis of other elements.

Second, Burnside has similar needs to those of the Inner Northeast/Union Avenue area in that there should be a clear assignment of responsibilities including that of overall coordination. A common shortcoming of past planning efforts (e.g., Union Avenue) has been their failure to clearly identify the development needs, constraints and requirements for effective implementation. It is clear that the Burnside area has major needs and constraints which will require massive new resources.

Because of the potential importance of UDAG grants in making desired projects happen, the effort should include the following:

1. Initial Developer Contacts - Action grant applications require firm commitments from developers. This requires early communication and coordination with developers to determine their needs and constraints on a project by project basis.

2. Initial Lender Contacts - Action grants also require firm financial commitments. Lender interests and constraints must also be considered at the early stages of project analysis; in today's economy, short and long-term financing packages will be critical.
3. UDAG Project Appraisal - Analysis of specific project potential within the criteria necessary for UDAG grant applications is necessary and a high priority.
4. Federal Resource Analysis - Action grants require leverage, may include other federal resources, and can ensure coordination of federal resource allocations. CEDS, EDA, Public Works II, HCD, CSA, CETA, DOT, HUD, HCRS and UPRR are some important sources of funding to be considered.

The Burnside Plan should address major issues relating to action grant criteria and federal requirements. The emphasis on the following subjects should therefore be expanded:

1. Social Impacts - Social impacts are not only a major consideration within the action grant process, they are the key to Burnside development and redevelopment. To successfully guide this process, some social circumstances must be accommodated, others ameliorated, and still others encouraged. Issues relating to displacement, crime, females, minorities, the elderly, the handicapped, youth, alcoholics, and transients must be thoroughly examined and addressed.
2. Economic Development - A market suitability analysis should be a major element not only to ensure feasibility in the eyes of developers and lenders but to balance project alternatives in light of overall objectives.
3. Citizen Participation - This portion of the work program must be carefully structured. The Council has moved to consolidate interest groups in recognizing the Burnside Consortium. The views of special interests cannot supersede the views of residents and vice versa. The "advise and dissent" process must be manageable, within our resources and be responsive to overall goals and objectives first and specific projects second.
4. Policy Recommendations - The key to making things happen is ensuring that they can happen. The end product should encourage and facilitate rather than restrict and control. Further, policies should be product-oriented.

Cowles Mallory
January 14, 1980
Page 3

A Burnside implementation or development plan is essential for any reasonable public action or participation, but it must be carefully structured and coordinated. I, therefore, recommend the following:

1. I will be responsible for overall coordination of the Burnside planning efforts. I will delegate the daily project coordination to Mike, both because of my existing responsibilities and because action grants will be our major implementation resource. (I have underlined "planning" because I don't feel that it would be necessary or effective (or possible) for me to try to coordinate the non-UDAG implementation.)
2. Both Special Projects and the Action Grant sections have resources which can be focused on the Burnside Plan. With a coordinated work program, these two sections could proceed at the same time with separate efforts tailored to their needs and skills.
3. There are a number of other City agencies which should be involved in this process in the near future. Among these are: PDC, Downtown Housing; PDC, Downtown Development; Bureau of Economic Development; Human Resources Bureau; Commissioner Jordan, etc.

I am available to discuss these points, to have Mike discuss the work program in greater detail, or both.

DEB:MH:jt

THE CITY OF
PORTLAND



OREGON

CONNIE McCREADY
MAYOR

OFFICE OF
PLANNING AND
DEVELOPMENT

BUREAU OF
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FRANK FROST
ACTING DIRECTOR
248-4253

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248-4250

LONG RANGE
PLANNING
248-4260

SPECIAL
PROJECTS
248-4509

TRANSPORTATION
PLANNING
248-4254

OFFICE OF PLANNING
& DEVELOPMENT

JAN 9 1980

January 4, 1980

MEMORANDUM

TO: Cowles Mallory, OPD Administrator

FROM: Karen Baldwin, Chief Planner, Special Projects *K.B.*

SUBJ: North of Burnside Plan Update

As I discussed in my memorandum of December 5, 1979, a revised draft work program for the area north of Burnside has been completed. This new work program has broadened its scope to address not only the issue of redevelopment potential around the proposed Transportation Center, but to further assess the interrelated issues of parking, circulation (transit and traffic), economics and social needs of the entire district.

In addition to fulfilling the attached work program, this staff will continue discussions with the Union Station Operators to assist them in finding new uses for, or aid in renovation of the train station. We will also complete an update of the inter-city rail passenger volumes, especially those projected between Portland and Eugene, with the assistance of the Oregon Department of Transportation, to answer some of the outstanding questions of the Friends of Union Station.

My current understanding of the status of the Transportation Center is that the Portland Development Commission will be asking the City Council in January to make some decisions regarding funding priority of tax increment financing projects such as the properties required for the construction of the Transportation Center. If the priority of the Cadillac-Fairview project overrides that of the Transportation Center in the earmarking of tax increment dollars, PDC will then consider industrial revenue bonds as a possible funding source for the latter project.

The dollar amount of \$14,852 shown on page 4 of the work program does not require additional budget appropriations, and no new staff. It does, however, reflect the transfer of \$7,000 from PDC to the Bureau of Planning to support this work effort. This \$7,000 amount had already been allocated by PDC to the Bureau of Planning to accomplish a more modest vicinity plan for the area around the Transportation Center as was directed by the City Council in May, 1979.

Page 2
January 4, 1980

We will prepare the contract between PDC and this bureau to transfer the money. Because Council approval of this contract is necessary, the Council will have the opportunity to review and approve this work.

Please let me know if you see any shortcomings in this approach. We will work towards filing the contract on Wednesday January 23; work on the plan can begin by February 1.

KB:LW:sa

cc: Dave Hunt
Frank Frost

NORTH OF BURNSIDE AREA PLAN

Draft Work Program

January 7, 1980

The North of Burnside plan will provide a single policy direction for economic, transportation, housing and land development in this area. The study will include a re-evaluation and update of past planning work accomplished and will establish a public improvement policy which both public and private investors may use in making development or capital improvement decisions.

Many redevelopment pressures are evident in the area north of Burnside, including major investment proposals such as DAON, the Transportation Center, McCormack Dock, Light Rail Transit and various section 8 rehabilitation projects. This plan will assess the effects of these projects on the long range economic transportation and housing requirements of the area.

The plan would include:

- a review of current development proposals in the North of Burnside area.
- an assessment of the opportunities for new development, (both public and private) redevelopment and renovation in the area.
- a review of existing policies for the area to determine if they require updating.
- an analysis of how the social programs that now operate in areas will be affected by new development.
- policies for review of public and private redevelopment proposals.
- recommend public projects for the area, such as improvements to and around Union Station/Transportation Center, and housing facilities.
- a description of the relationship of planning activities being undertaken by other city bureaus and agencies, the Downtown Parking and Circulation Update and historical landmark designations.
- update of existing historic district policy and programs; prioritizing projects for implementation, based on an assessment of socio-economic requirements of the districts.

The Plan would include the following projects:

- City policies to be used to evaluate both public and private capital investment in the study area.
- City policy to coordinate public capital investments with those of the private sector.
- A detailed land use plan which would build upon the Portland Downtown Plan Planning Guidelines and be based on economic growth, transportation policy amendments, housing availability and conversion, opportunity blocks, social/population profiles, and historic district objectives.

Draft Work Program for the North of Burnside Area

Phase I: Definition of Major Issues, Goals and Objectives

1. Review existing plans and adopted city policies for this area. (see previous page).
2. Review existing ordinances
 - Ordinance #140815 (Tax Exemption, Rehabilitation): Adopted October 30, 1975.
 - Ordinance #140867 (Tax Exemption, New Construction): Adopted October 30, 1975
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 - Old Town Historic District designation ordinance.
3. Review existing data base: 1979 land use inventory; 1978-79 economic studies on growth in downtown employment, office space, housing and retail space; and 1978-79 transportation studies on downtown transit and parking demand and projected model split; and existing and forecasted demographic profile.
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 - Development Program, Skidmore/Old Town Historic District, 1976
 - Downtown Waterfront Urban Renewal Plan, 1974
5. Review existing private and public development plans
 - Daon
 - McCormack Pier Project
 - Transportation Center
 - Section 8 Rehabilitation Loans
 - Transit Mall Extension
 - Federal Custom House Remodeling
 - Light Rail Transit
 - Convention Center

6. Update existing base maps.
7. Establish a Study Advisory Committee which will be responsible for voicing the views of the persons living and doing business in the area. Meetings of this committee should provide a forum for dialogue between City staff and the community. Committee members will also be responsible for review and comment of policies and proposals recommended as a part of this planning effort.
8. Establish an Historic District Committee which would be responsible for review and comment of priority projects for future implementation within the Districts. This committee should also provide direction on the updating of development programs and policies for Skidmore/Old Town.
9. Establish project goals and objectives.
10. Determine plan evaluation criteria.
11. Develop detailed work program for the study and review with the Study Advisory Committee, and Historic District sub-committee.

Tentative Study Advisory Committee Participants, representatives of:

The Burnside Consortium
The Friends of Union Station
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Traffic Engineering
Downtown Housing Advisory Committee
CHDI
Tri-Met
Portland Development Commission
Bureau of Planning, Transportation Section

Tentative Historic District Committee Participants, representatives of:

Skidmore/Old Town Advisory Committee
Landmarks Commission
Human Resources Bureau

Completion Time: 5 weeks

Staff Requirements: City Planner III 3/4 time
City Planner I 20 hours/week for 5 weeks
Graphic Illustrator 3/4 time

Phase II: Data Analysis and Research

1. Assemble existing land and improvement assessed values
2. Research and map existing and possible landmark structures
3. Map and analyze existing and projected pedestrian and vehicular circulation patterns
4. Gather and analyze social data - population demographics
5. Review existing redevelopment proposals

6. Assemble and analyze building (new and renovated) trend information
7. Document existing and projected housing needs for the study area, determine conversion rate of housing units to other uses.
8. Assemble economic projections of demand for commercial space, both office, retail and restaurant.
9. Update land use data.
10. Assemble parcel ownership information.
11. Develop questionnaire for personal interview of Historic District business people.
12. Determine needs of the Skidmore/Old Town business and social community.

Completion Time: 6 weeks

Staff Requirements: City Planner III 3/4 time
City Planner I 20 hours/week for 6 weeks
Graphic Illustrator 1/4 time

Phase III: Preparation of Land Use Plan and Policies

1. Prepare maps detailing the following:
 - a. Proposed transportation system and policy amendments to Downtown Parking and Circulation Policy.
 - b. Opportunity blocks for both new and redevelopment
 - c. Housing conversions and renovations
 - d. New development project locations
 - e. Constraints (existing or projected) to development i.e., historic buildings and districts; public policy etc.
2. Chart existing and projected economic growth of the downtown including this study area.
3. Recommend amendments to existing policies to reflect recent policy decisions adopted by the City Council.
4. Recommend policies to effectively coordinate all public or private investments in the study area.
5. Develop policies for use in public review of private development proposals.

Completion Time: 6 weeks - Draft study available and planning work completed

Staff Requirements: City Planner III 3/4 time
City Planner I 20 hours/week for 6 weeks
Graphic Illustrator 1/2 time

Phase IV: Public Review

Review Bodies Include:

- Study Advisory Committee
- Downtown Housing Advisory Committee
- CHDI
- Other City Agencies

Adopting Bodies:

- Portland City Planning Commission
- City Council

Completion Time: 8 weeks

Staff Requirements: City Planner III - 1/4 time

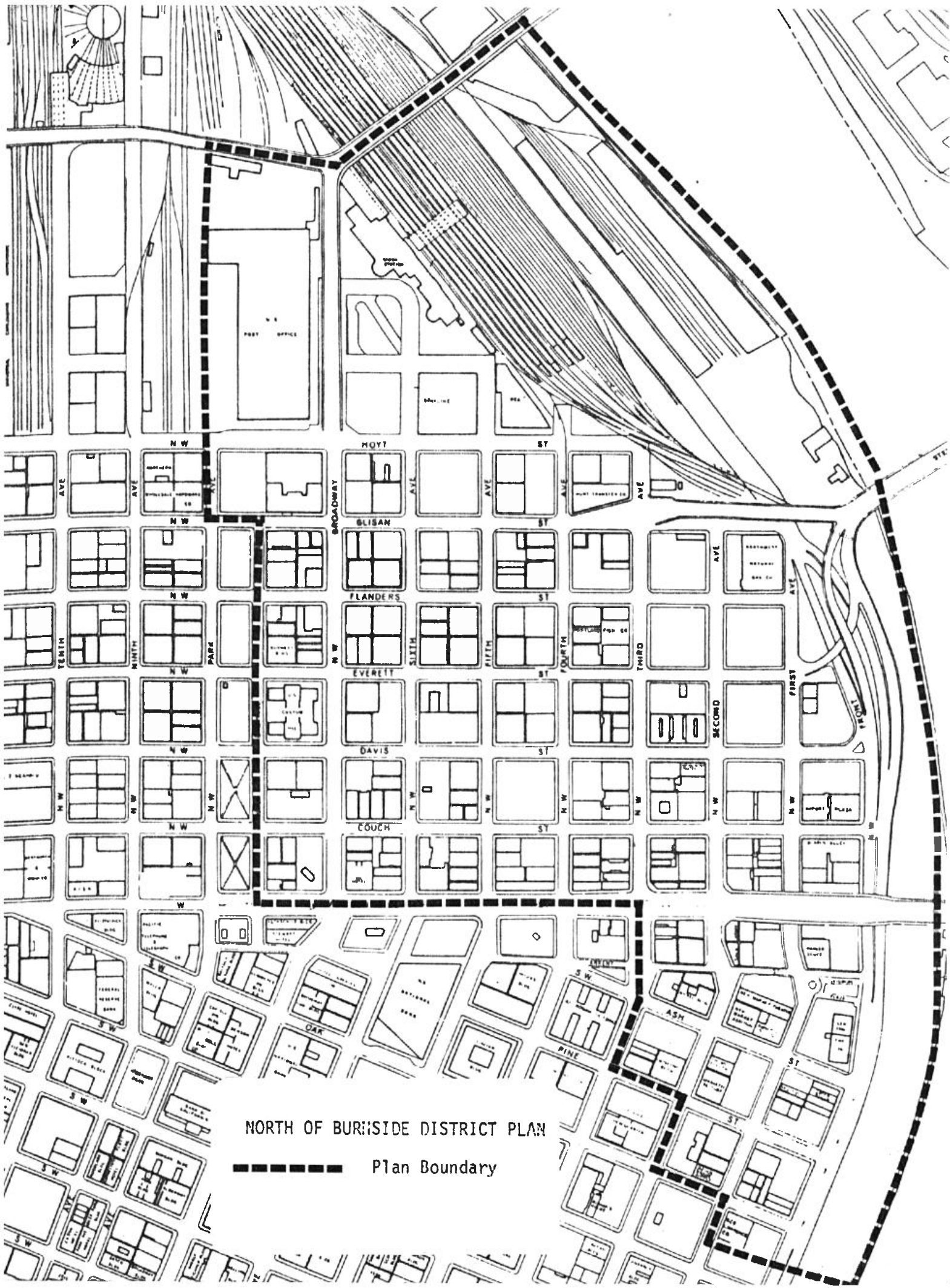
Completion Time for Planning Elements - 17 weeks - June 30, 1980

Total Project Length - 25 weeks - August 25, 1980 target completion date

Budget Requirements:

Project Planning and Graphic Staff	\$12,168.85
Estimated Materials and Supplies	800.00
	<u>*\$12,968.85</u>

*\$7,000 to be applied to cost of project by PDC/BOP contract programmed earlier for this area. No other new appropriations will be necessary.



NORTH OF BURGESIDE DISTRICT PLAN

----- Plan Boundary

THE CITY OF
PORTLAND



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CONNIE McCREADY
MAYOR

OFFICE OF
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BUREAU OF
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424 S.W. MAIN ST.
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LONG RANGE
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248-4260

SPECIAL
PROJECTS
248-4509

TRANSPORTATION
PLANNING
248-4254

February 4, 1980

Charles Landskroner, Manager
Real Estate
Union Pacific Railroad
PO Box 4265
Portland, Oregon 97208

Dear Mr. Landskroner:

Thank you for meeting with Laurel Wentworth and me last Friday. Based on that discussion, we understand that the Union Station Operators are moving ahead with a preliminary analysis of commercial redevelopment opportunities within Union Station. This development may include a mix of office, restaurant and other retail uses. Amtrack would, of course, remain within the Station but could be relocated within the remodeled space.

You mentioned that it is the Operator's intention to maintain the integrity of the Station as an historic landmark both in the design of the interior space and in the exterior facade. You intend to investigate a reorganization of internal parking and circulation, with the objective of making bus, auto and pedestrian circulation as conflict-free as possible.

You reconfirmed that the Union Station Operators are unwilling to consider the use of Union Station as a bus terminal, but are supportive of the bus terminal's siting on the adjacent blocks.

As our study proceeds in the north of Burnside area around Union Station, we would like to have the Union Station Operators represented on the Study Advisory Committee. Your participation will be valuable in providing us with information about your plans as they develop and in analyzing plan and policy recommendations during the course of the study.

Please call me if you have any questions or if I can be of any help as you proceed with your redevelopment analysis.

Sincerely,

Karen Baldwin
Chief Planner

KB:LW:hm

cc: ✓ Cowles Mallory
John Wight
Doug Butler
Frank Frost
J. David Hunt
Arnold Cogan

OFFICE OF PLANNING
& DEVELOPMENT

5 1980

THE CITY OF
PORTLAND



OREGON

NEIL GOLDSCHMIDT
MAYOR

BUREAU OF
PLANNING
424 S.W. MAIN STREET
PORTLAND, OR 97204

DOUGLAS WRIGHT
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TRANSPORTATION
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248-4254

January 23, 1980

Charles Landskroner, Manager
Real Estate
Union Pacific Railroad
PO BOX 4265
Portland, Oregon 97208

Dear Mr. Landskroner:

The Bureau of Planning was directed by the City Council on May 10, 1979 to complete a vicinity plan for the area surrounding the proposed Transportation Center site. We are about to initiate that planning effort February 1st and will produce a detailed land use plan and city policies to evaluate; a) both public and private capital investments and b) coordinate public capital investments with those of the private sector.

The City Council's choice of the Transportation Center site at their May 10, 1979 hearing allowed further action to continue, in investigation of the funding alternatives. At that time it was the intention of the City to pursue acquisition of federal Urban Mass Transit Administration Urban Initiatives funds for development of the Center. However, we have been advised that those limited funds will not be available for this project. The Portland Development Commission is currently investigating other funding sources for the implementation of the Transportation Center which would require both public and private investment.

In light of these new developments, and our impending study, we would be most interested in investigating with you new opportunities for Union Station which would reinforce its importance as a transportation terminal and historic landmark. However, to pursue that end, we need to know the parameters within which the Union Station Operators are bound. We would like to discuss with you your future plans for Union Station at a meeting between you and your staff, Karen Baldwin, Chief Planner for the Special Projects Section and myself, Tuesday, January 29th at 10:00 a.m. at your office. I would appreciate confirmation of that meeting at your convenience. Please call me at the Bureau of Planning, 248-4509.

We look forward to meeting with you then.

Sincerely,

Laurel Wentworth

Laurel Wentworth
City Planner - Special Projects

OFFICE OF PLANNING
& DEVELOPMENT

JAN 24 1980

cc: Karen Baldwin, Chief Planner
Cowles Mallory, Administrator, Office of Planning and Development ✓
J. David Hunt, Director, Portland Development Commission
John Wight, Director, Bureau of Economic Development
Doug Butler, Office of Planning and Development
Arnold Green, Green and Associates

THE CITY OF
PORTLAND



OREGON

Connie McCready

MAYOR

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Frank Frost
DIRECTOR
248-4253

CODE
ADMINISTRATION
248-4250

LONG RANGE
PLANNING
248-4260

SPECIAL
PROJECTS
248-4509

TRANSPORTATION
PLANNING
248-4254

December 6, 1979

OFFICE OF PLANNING
& DEVELOPMENT

DEC 10 1979

MEMORANDUM

TO: Cowles Mallory, OPD Administrator

FROM: Karen Baldwin, Chief Planner *K.B.*

SUBJ: Transportation Center Update

Laurel Wentworth and I have spoken with the Friends of Union Station, Dennis West, representatives of the Union Station Operators and PDC to ascertain their respective positions on the proposed Transportation Center. Our objective in these discussions has been to determine the process and direction which should be pursued in the next phase of the Center's development.

Based on these discussions, we have concluded:

1. The concerns of the Friends of Union Station can only be addressed through a new planning process that goes back to "go". We do not recommend this to occur. This staff will, however:
 - Check and update the figures for the volume of rail-bus transfers included in the Port's study.
 - Continue discussion with the Union Station Operators to assist them in finding new uses of and in renovating their building. It is also our intention to formally ask, in written form, if they're interested in considering a bus terminal use. We have been assured verbally, that the answer will be "no".

This information should be helpful when the Transportation Center is considered by the Council again and they are confronted with the Friend's position.

2. Because it cannot assist in resolving the political problems associated with the Transportation Center siting, there is no reason for the Transportation Vicinity Plan to either focus specifically on the Transportation Center area or tie directly to the Transportation Center project planning. Therefore we are now revising the Plan work program to include addressing issues beyond what had been originally defined as transportation center issues. These revisions will expand the geographic study area boundaries to include all of Skidmore/Old Town. This will allow us to address light rail issues, parking issues, and the economic and social well being of that Historic District.

This planning effort will take more than the two months we originally had set as a limit, but this limit no longer has meaning if the Transportation Center project is proceeding on a separate track. We will have this work program available for your review by December 26th.

3. The highest priority for immediate city action is the preparation and submittal of a financing package to the bus companies. Robert Holmes has indicated this work will be completed by mid-December.

Please contact me or Laurel Wentworth, if you have any questions or comments. I would like to hear if you find this approach is acceptable and consistent with our overall objective of getting the Transportation Center project underway.

KB:sa

cc: Frank Frost
Dave Hunt



November 13, 1979

INTEROFFICE MEMORANDUM

TO: Cowles Mallory, Office of Planning & Development
David Hunt, Portland Development Commission

FROM: Christopher P. Thomas, City Attorney *CPThomas*

SUBJECT: Financing of Proposed Transportation Center

OFFICE OF
CITY ATTORNEY
CHRISTOPHER P. THOMAS
CITY ATTORNEY

1220 S.W. FIFTH AVE.
PORTLAND, OR. 97204
503/248-4047

You have asked me to review the availability of methods to finance the proposed Transportation Center. I have made a preliminary review. The results are set out below. My preliminary conclusion is that several public bodies have the authority to construct and finance the Transportation Center. However, assuming the public body that constructs the Center will finance construction with a bond issue, it is doubtful that the bond interest will be tax exempt under the current proposal.

1. Authority to Construct: Under Charter §2-105 (a) (29), the City has authority to provide for establishment of a transportation terminal. Tri-Met (ORS 267.010(3)), the MSD (ORS 268.030(3)(a)), and possibly the Port of Portland (ORS 778.025(5)) have similar authority.

2. Authority to Finance: The City may finance construction of the Transportation Center through a General Fund Appropriation, through issuance of General Obligation Bonds after a vote of the people (Charter §7-201), and through issuance of Revenue Bonds without a vote (Charter §12-201). Tri-Met (ORS 267.330, 267.335), the MSD (ORS 268.520, 268.600), and the Port (778.030, 778.145) have similar authority except that Tri-Met may need voter approval to issue Revenue Bonds and the Port does not need voter approval to issue General Obligation Bonds in an amount less than \$3 million per year.

3. Other Financing Vehicles: There may be other financing available. For example, Bud Kramer has suggested there is a private financing vehicle that School District No. 1 used for financing its new facility and that was considered for financing additional seating at Memorial Coliseum. Bud says this method provides an interest rate somewhere between the General Obligation and Revenue Bond rates. I have not had an opportunity to explore that financing vehicle.

OFFICE OF PLANNING
& DEVELOPMENT

NOV 13 1979

I understand, Cowles that you also hve an idea about a non-profit development corporation, which I have not had an opportunity to explore.

4. Tax Exemption: Whoever finances the Center, I assume they will not come up with the money other than through a bond sale. That being the case, the availability of a tax exemption on the bond interest is an important question. I have reviewed §103 of the Internal Revenue Code and the applicable regulations. They leave me with a serious question whether the interest is tax exempt.

Section 103(a)(1) exempts from taxation the interest on municipal bonds. Section 103(b)(1), however, generally deletes from the exemption interest on industrial development bonds. Without going into a detailed explanation, the present proposal makes the bonds industrial development bonds. This is because of the major position Greyhound and Trailways play in the proposal. Section 103(b)(4), however, provides that even the interest on certain industrial development bonds is exempt from taxation, including interest on bonds for "mass commuting facilities [and] parking facilities." §103(b)(4)(D). The question then is whether the proposed Transportation Center is a mass commuting facility and parking facility. A part of it is a parking facility, so the question is whether the balance, which is the major part, is a mass commuting facility.

IRS Regulations §1. 103-8(e)(2)(11)) defines "mass commuting facility":

"A mass commuting facility includes real property together with improvements and personal property used therein, such as machinery, equipment and furniture, serving the general public commuting on a day-to-day basis by bus, subway, rail, ferry, or other conveyance which moves over prescribed routes. Such property also includes terminals and facilities which . . . are functionally related and subordinate to the mass commuting facility, such as parking garages, car barns and repair shops. Use of mass commuting facilities by noncommuters in common with commuters is immaterial. Thus, a terminal leased to a common carrier bus line which serves both commuters and long distance travelers would qualify as an exempt facility."

Cowles Mallory, David Hunt
Page 3
November 13, 1979

It is my understanding that the proposed Transportation Center only incidentally will be "serving the general public commuting on a day-to-day basis" (i.e., Tri-Met). Rather, the purpose of the Center will be to serve "long distance travelers" (i.e., Greyhound and Trailways). If my understanding is correct, I doubt the facility will be a "mass commuting facility" for purposes of tax exemption.

Needless to say, I am not a bond attorney. This is a question that should be addressed by bond counsel both for advice as to the correctness of my preliminary conclusion and, if I am correct, for suggestions how, if at all, we can change the proposal to gain a tax exemption for at least a portion of the Center.

I assume that without a tax exemption there is considerable doubt about the desirability or need for public financing of the Center. That is something you will have to consider.

I will be back in town and available to discuss this the morning of November 14.

CPT:mc
cc. Ollie Norville

THE CITY OF
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TRANSPORTATION
PLANNING
248-4254

November 13, 1979

MEMORANDUM

TO: Cowles Mallory

FROM: Karen Baldwin

SUBJ: Transportation Memorandum and Resolution

Attached is the memo and resolution prepared to initiate the next phase of work on the Transportation Center.

I will make the necessary copies after your review. Therefore, please return the documents to me with any changes by Wednesday morning.

Thanks.

attachments

KB:sa

cc: Frank Frost

THE CITY OF
PORTLAND



OREGON

OFFICE OF
PLANNING &
DEVELOPMENT
COWLES MALLORY
ADMINISTRATOR
1220 SW FIFTH AVE.
PORTLAND, OR 97204
(503) 248-4579

November 13, 1979

MEMORANDUM

TO: Mayor Connie McCready
Commissioner Mildred Schwab
Commissioner Francis Ivancie
Commissioner Charles Jordan
Commissioner Mike Lindberg

FROM: Cowles Mallory, OPD Administrator

SUBJ: Transportation Center and Related Planning Activities

Attached is a resolution that has been filed for consideration on November 21. The purpose of this resolution is to re-direct staff work on the Transportation Center, the inter-bus terminal proposed for construction near the Union Station.

Background: On May 10, 1979, the City Council adopted resolution 32426. This resolution:

- o endorsed the Port of Portland's recommendation regarding the Transportation Center design and siting;
- o established the City as the lead agency in the continued development of the project;
- o directed city staff to investigate federal funding opportunities and begin necessary grant application procedures;
- o directed city staff to begin NEPA documentation (EIS or Negative Declaration) required for the use of federal funds, and;
- o directed city staff to examine the proposed transportation center in light of other planning activities surrounding the community in the next study phase.

Progress: This City Council direction has produced the following new information. Based on investigations and discussions with federal officials, it has been concluded that no federal funding can be expected for this project. Therefore, the request for funds to carry out NEPA documentation can no longer be considered necessary or appropriate. Trailways and Greyhound have been notified of this situation and have expressed a willingness to investigate other funding strategies, including those that might require greater financial participation by the bus companies.

Next Steps: The proposed resolution before the Council directs city staff to undertake three tasks to continue with the project. These tasks are:

1. Undertake further analysis of the financing options available to the City and the bus companies for the construction of the terminal.
2. Resolve the concerns expressed by the Friends of Union Station that the Union Station facility should be used for the bus terminal. As originally planned, this issue would have been analyzed carefully through the Environmental Impact Analysis required for the use of federal funds. Even though no federal funds are now being used, the Friends of Union Station proposal for the terminal requires careful review.
3. Complete a Plan for the area around the proposed Transportation Center that would examine the proposed center in light of other planning activities in that area. This planning effort will seek the advice of the surrounding community.

Task 2 and 3 are detailed in the work scope attached to this memo.

Thank you for your attention to this matter. If you have any questions or comments, please contact me.

CM:KB:sa

attachment

RESOLUTION NO.

WHEREAS, the concept of a transportation center, integrating intercity bus and rail facilities with local intracity transportation modes, located in the vicinity of Union Station has been an element in the Downtown Plan; and

WHEREAS, the City Council on May 10, 1979 through resolution 32426 endorsed the plan for a transportation center which includes the elements set forth in the recommendations of the Port of Portland report, "Preliminary Plans: Portland Transportation Center", after the review and recommendation of the Portland City Planning Commission; and

WHEREAS, the City Council through the aforementioned resolution, endorsed the site for an intercity bus terminal recommended in the Port of Portland's final report; and

WHEREAS, the City Council, through the aforementioned resolution, directed City staff to investigate the use of federal funds, specifically the Urban Initiatives Program to assist in financing construction of the proposed intercity bus terminal; and

WHEREAS, the City staff, in subsequent investigation, has found that no federal funds are available for terminal construction; now, therefore be it

RESOLVED that the City Council does hereby direct City staff to undertake further analyses of the financing needed for the project; and be it

RESOLVED that the City Council does hereby direct City staff to resolve the transportation siting issue as it relates to the use of Union Station; and be it

RESOLVED that the City Council does hereby direct City staff to examine the proposed transportation center in light of other planning activities in the area surrounding the proposed site and seeking the advice of the community and other interested public and be it further

RESOLVED that City staff report back to the City Council with the work resulting from this direction by March, 1980.

Auditor of the City of Portland

Mayor Connie McCreedy
CM:KB:sa
November 13, 1979

Transportation Center Vicinity Plan

WORK SCOPE - November 13, 1979

On May 10, 1979, the Council endorsed the site plan for the proposed Transportation Center and directed the City staff to proceed with further work. A portion of this additional work was to examine the proposed transportation center in light of other planning activities in the area surrounding the proposed site; and involve the community surrounding the proposed transportation center site, and other interested public, throughout the next study phase.

At the time, it was understood that this planning work would be done as part of the EIS or a Negative Declaration necessary for the use of federal funds. Since it is now unclear whether or not federal funds will be used, this work program has been designed to meet the intent of that Council action. The objective of this work is to prepare a framework plan for the Transportation Center Vicinity that would:

- o resolve the remaining Transportation Center siting issue. This is the proposal by the Friends of Union Station that the Center be located in the Union Station.
- o review current development proposals in the Transportation Center Vicinity Area, as tentatively mapped on attached page 5.
- o assess the opportunity for new development, redevelopment and renovation in the area.
- o develop specific policy for city use in reviewing proposals for private and public development and redevelopment proposals.
- o recommend a preliminary program for coordinated city improvements in the area.
- o reflect the advice and concerns of interested groups and citizens of this area.

Work Program

Part I - The Evaluation of the Use of Union Station for the Transportation Center

Two alternate sites and three designs have been considered for the Transportation Center. The use of Union Station was also considered, but, unlike the other sites and designs, was rejected before the completion of a preliminary plan and cost estimates. Therefore, it is proposed that a preliminary plan and cost estimate be prepared now and evaluated using the design guidelines and requirements established for the February, 1979 Transportation Center Study.

Task 1 Review and Evaluation of the F.U.S. Proposal

Objective: To assess the current F.U.S. proposal, utilizing the Portland Transportation Center program of facility requirements. Space and functional demands will be measured against criteria developed by the TAC.

- o Compare F.U.S. Proposal with Portland Transportation Center Planning and Design Criteria.
- o Evaluate traffic and transit access.
- o Determine conformance with space and operational requirements.
- o Clarify F.U.S. design objectives.

Task 2 Development of Alternative Plans

Objective: To explore solutions that use the existing Union Station properties and seek to satisfy the TAC design objectives.

- o Review layout of existing train station to insure functional compatibility.
- o Revise F.U.S. proposal, if possible, to meet TAC circulation, technical and operational requirements.
- o Prepare architectural design studies (not more than 3 variations), utilizing air rights over the tracks and those parts of Union Station essential for bus operations. Designs will clearly illustrate:
 - Terminal facilities
 - Freight facilities
 - Passenger and freight access
 - Traffic modifications
 - Parking, bus docks, package pick-up, etc.
 - Ramps, clearances, structures, etc. required for successful operation

Task 3 Evaluate Alternatives

Objective: To test the alternative schemes against feasibility criteria. Analyses considered critical in determining the project potential will be undertaken.

- o Prepare logistical plan for constructing a bus terminal over the tracks while maintaining train operations.
- o Utilizing appropriate design criteria, develop ramping system to insure convenient vehicular access to air rights platform.
- o Prepare preliminary structural analysis for air rights development.
- o Prepare preliminary cost estimate of improvements.
- o Evaluate impacts regarding:

- historic preservation
- adjacent development
- operational requirements
- traffic and transit operations
- construction logistics
- costs

Task 4 Conduct Reviews and Document Findings

Objective: To involve the appropriate parties in the design process to assure study responsiveness to the stated objectives. Conclusions reached during the process will be documented for formal reviews and action by the decision making bodies.

- o Conduct regular reviews with city planning representatives, F.U.S. and others (assume one per week for duration of study).
- o Prepare technical memorandum, including plans of options, cost estimates, discussion of salient issues, summary of evaluation and conclusions suitable for public, TAC, Planning Commission and City Council review.

Time: November 21 - January 15

Staff: Consultant contract managed by City Planner III, Bureau of Planning

Cost: Estimate \$13,000

Part II - Preparation of Framework Plan for Transportation Center Vicinity

The Transportation Center Area is experiencing redevelopment pressure from both the public and private sector. Proposed or recently completed public projects include:

- o The Transportation Center - an inter-city bus terminal
- o Numerous Section 8 Housing Rehab loans
- o Extension of the Transit Mall
- o Federal Custom House Remodeling
- o Light Rail Transit Investments

Private projects include:

- o McCormack Pier Project
- o The Daon Project

Plans that have included policies for this area include:

- o Planning Guidelines for Downtown, 1972
- o Transportation Control Strategy to Achieve Air Quality Standards in Downtown, 1972
- o Downtown Parking and Circulation Policy, 1975 (Update now in progress)
- o Assessment of Alternative Alignments for Light Rail Transit in Downtown Portland, 1979
- o Development Program, Skidmore/Old Town Historic District, 1976
- o Downtown Waterfront Urban Renewal Plan, 1974

For this reason, this work effort has been designed to be modest, building and updating the work that has been done over the last 8 years.

Task 1. Definition of Major Issues

1. Review existing plans and adopted city policies for this area.
2. Review existing ordinances
 - o Ordinance #140815 (Tax Exemption, Rehabilitation): Adopted October 30, 1975
 - o Ordinance #140867 (Tax Exemption, New Construction): Adopted October 30, 1975
 - o Ordinance #140973 (H Occupancy): Adopted December 4, 1975
 - o Resolution #31962 (Inventory and Program): Adopted October 5, 1977
 - o Housing Policy for Portland: Adopted March 29, 1978
 - o Ordinance #147239 (Downtown Development Regulations): Adopted February 15, 1979
 - o Ordinance #147806 (Development Program): Adopted May 31, 1979
3. Review existing data base; 1979 land use inventory; 1978-79 economic studies on growth in downtown employment, office space, housing and retail space; and 1978-79 transportation studies on downtown transit and parking demand and projected model split.
4. Update 400' and 600' scale base maps.
5. Establish a Study Advisory Committee.
6. Develop detailed work program for the study and review with the Study Advisory Committee.

Tentative Study Advisory Committee Participants, representatives of:

The Burnside Council
The Friends of Union Station
Skidmore/Old Town Advisory Committee (or Landmarks Commission)
Union Pacific Railroad
Human Resources Bureau
Bureau of Streets and Structures
Traffic Engineering
CHDI
Tri-Met
Portland Development Commission

Time: 3 weeks, November 21-December 5
Staff: City Planner III

Task 2. Research and Analysis

1. Assemble existing land and improvement assessed values
2. Research and map existing and possible landmark structures
3. Map and analyze existing projected pedestrian and vehicular circulation patterns
4. Gather and analyze social data - population demographics
5. Review existing redevelopment proposals

Time: December 5-January 2
Staff: City Planner III

Task 3. Framework Plan

1. Assess and map opportunities for redevelopment
2. Assess and map opportunities for renovation
3. Develop and map proposed circulation plan
4. Assess and map opportunities for a unified public improvement program
5. Integrate results of Union Station Transportation Center evaluation
(part 1 of Work Scope)
6. Develop policies for use in public review of private development proposals

Time: 4 weeks, January 2 - January 30

Staff: City Planner III

Task 4. Public Review

- o The Portland Planning Commission review and adoption - February 5
- o The City Council review and adoption - February 21



n

Proposed Study Area

HOYT

HOYT ST

GLISAN ST

FLANDERS ST

SIXTH ST

FIFTH ST

FOURTH ST

THIRD ST

SECOND ST

PARK ST

DAVIS ST

COUCH ST

BURNSIDE ST

OAK ST

PINE ST

ASH ST

STARK ST

WASHINGTON ST

ALDER ST

MORRISON ST

YAMHILL ST

TAYLOR ST

SIXTH ST

PII

OAK

STARK

WASHINGTON

MORRISON

THE CITY OF
PORTLAND



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PLANNING
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cm-
1:30 meeting today

October 15, 1979

MEMORANDUM

TO: Cowles Mallory, OPD, Administrator
FROM: Karen Baldwin *K.B.*
SUBJ: Transportation Center

The purpose of this memo is to brief you on the current status of the Transportation Center project. You, Frank and I have scheduled a meeting for Wednesday, October 17 at 1:30 to discuss this matter further.

In February, 1979, the Port of Portland published Preliminary Plans: Portland Transportation Center (attachment 1). This report recommended a site design and a funding approach for the Center. This funding approach assumed an 80% Federal Grant with the Bus Companies providing the local match for the terminal and the City and Tri-Met providing the local match for off-site improvements. Because the City and the County own two blocks of the four block site, it has always been assumed that this value would provide the city match.

On May 10, 1979 the City Council adopted a report and resolution (attachment 2) accepting the report and directing City staff to proceed with the project. Proceeding with the project was understood to mean:

1. notifying UMTA of our intention to apply for Urban Initiative Funding,
2. requesting funding from Portland's Interstate Withdrawal (Mt. Hood) funds to complete a Negative Declaration on the proposed project,
3. carrying out an additional analysis of the financing necessary to complete the project, and
4. completing a vicinity plan for the area around the Center to examine other proposed projects and potential new projects and involve the community.

However, the public hearing on this resolution indicated that the strategy the resolution outlined would likely not work. The Friends of Union Station (FUS) opposed the resolution and threatened litigation if their concerns were not addressed through a full Environmental Impact Analysis. They submitted a scheme that used the Union Station as the Transportation Center (attachment 3). The Port staff had known of their concerns, but found their position ridiculous given the case of building a platform over the railroad tracks and an

early negative response from the Union Station operators.

Doug Wright met several times with FUS after the May 10 Council meeting, but was unable to reach an accomodation with them. He then prepared a memo (attachment 4) that laid out three approaches and schedules for the project. Options A and B were predicated on continuing to seek federal funds - Option A with a Negative Declaration and Option B with an EIS. Option C would construct the Center with local financing, presumed to be provided by the private carriers. No Negative Declaration of EIS would be necessary. After a meeting with Goldschmidt, Wright and Hunt, were directed to contact Trailways and Greyhound and discuss Option C. In late July, these contacts were made and the bus companies responded favorably, but gave no final answer. Goldschmidt also directed us to proceed with a request for funds to do an EIS so that if Option C did not work out, we would not have wasted too much time.

The current status of this project is unsettled. We're ready to apply for federal funding to do the EIS and, based on a phone conversation with Dave Hunt on Oct. 1, he's ready to set up a bond counsel. I support the strategy that gets the project underway as rapidly and smoothly as possible, but feel we are still responsible for the commitment the Council made to address this and other planning issues in the North of Burnside area. Your advice and direction will be appreciated.

KB:sa

cc: Frank Frost

attachments

THE CITY OF
PORTLAND



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248-4254

May 3, 1979

MEMORANDUM

TO: Mayor Goldschmidt
Commissioner Ivancie
Commissioner Jordan
Commissioner McCready
Commissioner Schwab

FROM: ✓ Doug Wright, Director

SUBJECT: Transportation Center Project

Attached please find a copy of a resolution which has been filed for your consideration on Thursday, May 10, which is the date scheduled for a hearing on the matter. Although an informal Council session has been scheduled for May 8 to review the Port of Portland's work, I want to take this opportunity to offer a full explanation of the proposed resolution.

Background

As you are aware, the Port of Portland has spent more than one year working on the development of recommendations for the proposed Transportation Center. This effort, directed by Dennis West, has closely involved the bus companies, Tri-Met, and City staff (Wright, Lindberg, Bergstrom, others), and employed Skidmore, Owings & Merrill as primary consultant. The Port's work is provided in their final report, a copy of which is enclosed.

The Portland City Planning Commission has been very much involved in the project, having held two public hearings (August, 1978, and March, 1979), and the Portland Historical Landmarks Commission has provided review and comment. The recommendations of both these Commissions are attached, also. The recommendations of the Planning Commission, with respect to site and related design matters, are represented in the proposed resolution.

Next Steps - Proposed Council Actions

The proposed resolution before Council essentially endorses the recommendations of the Port study, and directs City staff to undertake various tasks associated with the next phase of

the project. It does not represent a decision to proceed to construct the proposed intercity bus terminal or other elements of the Transportation Center. That decision will follow the completion of the next phase of the project development process. The proposed actions by Council, with explanation, are as follow:

A. Transportation Center Plan. It is recommended that the Council endorse the over-all Transportation Center Plan, including elements such as the new intercity bus terminal, surface parking facilities, transit facilities, reconfiguration of Union Station Forecourt, pedestrian linkages and amenities, and other elements described in the Port's final report.

B. Intercity Bus Terminal Site. It is recommended that the Council endorse the Port study's recommended location (Site #2) for a new intercity bus terminal. Although preliminary design for the terminal places structure on two blocks (the Multnomah County and "Royce" blocks), the block currently owned by the City (PDC) would be part of the project and utilized as parking.

C. Next Phase. At this time, it is recommended that the City communicate an intention to seek funds from the (new) Urban Initiatives Program, which is sponsored by the Urban Mass Transportation Administration (UMTA). With this assumption of future federal assistance in the project, it is necessary for the project to comply with the requirements of the National Environmental Protection Act (NEPA). This requires, as the next phase of the project, that NEPA documentation be accomplished on the project. At this time, and based upon the advice of the UMTA, ODOT, and Tri-Met, this documentation will take the form of a Negative Declaration, rather than the more elaborate and costly Environmental Impact Statement.

D. Funding Next Phase. It is estimated that the cost of accomplishing a Negative Declaration will be approximately \$55 - 60,000, including reimbursement of City staff costs associated with, and applicable to, the project. It is recommended that these funds be sought from the City of Portland's Interstate Withdrawal (Mt. Hood) Contingency Fund. Utilizing \$50,000 of federal funds will require, at a local match of 15%, \$7,500. It is recommended that this local match be shared equally by the City, Tri-Met, and the bus companies - Trailways and Greyhound - at approximately \$1,875 each.

E. Urban Initiatives Program. As aforementioned, it is recommended that the City Council consider the probable use of federal assistance from the UMTA Urban Initiatives Program. (A copy of a summary of the Urban Initiatives Program is enclosed for your information and review.) Assistance from this source would only be sought upon completion of the next phase of the study effort, and upon a decision by the Council to move forward with the project, through engineering and design, to implementation. However, City staff has been advised, and recommends to Council, that the UMTA be advised in the near future, of the City's intention to seek Urban Initiatives assistance.

F. Additional Studies. At this time, although preliminary capital and operating costs have been prepared by the Port, it is not possible to specify a proposed financing program for the project. The bus companies have indicated a willingness to participate in the financing. The PDC presently owns a block on the site. The Urban Initiatives Program, which is itself quite new, appears to be a likely source for some increment of the capital financing. It is recommended that City staff continue examination of financing, and provide recommendations at the completion of the next phase, and that such work have as an objective that the project require no additional net costs to the City of Portland.

Finally, it is recommended that City staff further examine the Transportation Center Project in terms of its relationship to other existing and proposed developments, and provide Council with appropriate proposals at the completion of the next phase. It is also recommended that the community be involved throughout the next phase of the project. This would be accomplished, primarily, through the formation of a citizens' advisory committee.

Summary

Although the recommendations to the Council represented in the proposed resolution appear somewhat complicated, the action by Council will essentially do the following:

1. Endorse the Port of Portland's recommendation regarding Transportation Center composition and intercity bus terminal site;
2. Establish as City lead responsibility the continued development of the project, and direct City (Planning Bureau) staff to undertake several resultant tasks including, principally, the accomplishment of the next project phase - completion of a project Negative Declaration;

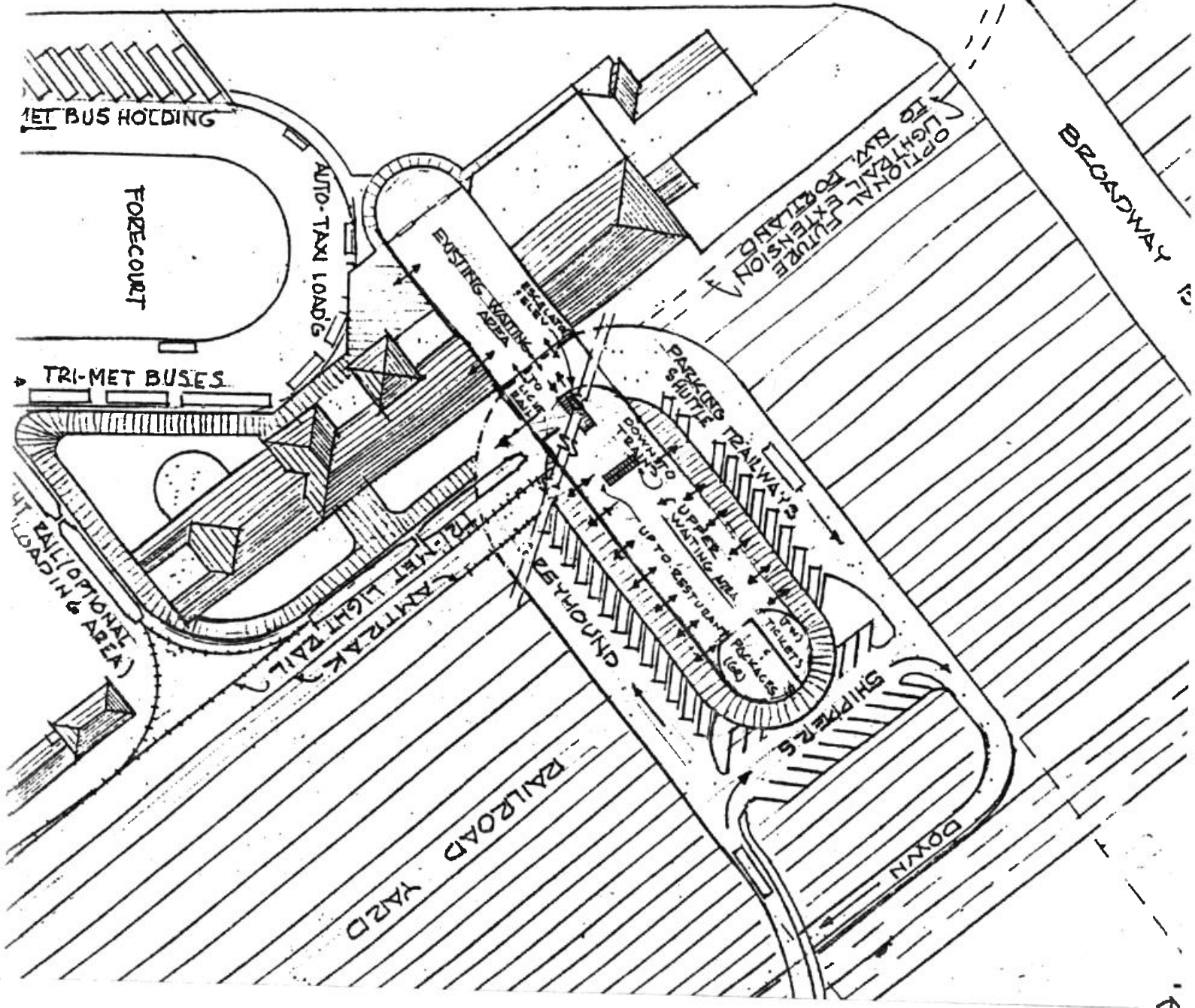
3. Forestall a decision to actually implement the Transportation Center pending completion of the Negative Declaration (which will require an estimated 8-9 months), and related work providing financing recommendations and other matters.

If you have questions concerning this matter, please contact me, at X 4253. Dennis West, Project Director at the Port of Portland, is also available, at 231-5000.

DW:hm

cc: Don Bergstrom
David Hunt
Mike Lindberg
Cowles Mallory
Dennis West

ROADWAY RAMP



RESOLUTION NO.

WHEREAS, the concept of a transportation center, integrating intercity bus and rail facilities with local intracity transportation modes, located in the vicinity of Union Station has been an element in the Downtown Plan; and

WHEREAS, the City Council of the City of Portland has previously supported efforts to develop a transportation center in Downtown Portland; and

WHEREAS, the Port of Portland with the support and cooperation of the City has recently completed a study effort aimed at developing plans for a proposed transportation center; and

WHEREAS, the study accomplished by the Port has concluded that the development of a transportation center in the Union Station vicinity is feasible; and

WHEREAS, the proposed site and functional design has been the subject of review and recommendation by the Portland City Planning Commission; and

WHEREAS, it is probable that the proposed transportation center, if eventually implemented, will seek financing assistance from the federal government including, specifically, the Urban Initiatives Program; now, therefore, be it

RESOLVED that the City Council does hereby endorse the plan for a transportation center which includes the elements set forth in the recommendations of the Port of Portland report, "Preliminary Plans: Portland Transportation Center", and be it further

RESOLVED that the City Council does hereby endorse the site for an intercity bus terminal recommended in the Port of Portland's final report; and be it further

RESOLVED that the City Council does hereby direct City staff in the Bureau of Planning to seek federal assistance through the use of Interstate withdrawal funds (Section 3, Urban Mass Transportation Administration) to accomplish work necessary to meet the needs of the National Environmental Protection Act (NEPA) as they pertain to the proposed transportation center; and be it further

RESOLVED that the City Council does hereby express its commitment to meet the local match requirements of the next transportation project phase - NEPA documentation - by sharing such cost equally with the two intercity bus carriers involved in the proposed project and the Tri-Met; and be it further

RESOLVED that the City Council does hereby direct City staff to notify the federal government of its intention to seek assistance from the Urban Initiatives Program for capital funds upon successful completion of the next project phase; and be it further

RESOLVED that the City Council does hereby direct City staff to undertake further analyses of the financing needed for the project during the next phase of the project; and be it

RESOLVED that the City Council does hereby direct City staff to examine the proposed transportation center in light of other planning activities in the area surrounding the proposed site; and be it further

RESOLVED that the City Council does hereby direct City staff to involve the community surrounding the proposed transportation center site, and other interested public, throughout the next study phase.

Passed by the Council

Auditor of the City of Portland

Mayor Neil Goldschmidt
NG:DW:hm
May 3, 1979

May 29, 1979

MEMORANDUM

TO: File

FROM: Doug Wright

SUBJECT: Transportation Center

With an assumption of utilizing Urban Initiatives funding, there are two possible courses of action, distinct in how the matter of NEPA documentation is accomplished.

Option A - Negative Declaration

- June, 1979 - Prepare Section 103(e)(4) application (\$50,000)
 - Prepare Environmental Assessment Review
 - Initiate A-95 review process at MSD
 - Obtain Section 106 (Landmark) clearance from State
 - Obtain DEQ clearance on Negative Declaration
 - UMTA receipt of application

- Oct., 1979 - Receive UMTA approval on grant application
 - Initiate consultant selection process
 - Establish Citizen/Technical Committees
 - Initiate related (City) planning activities

- Nov., 1979 - Initiate consultant work on Negative Declaration
 - Initiate Citizen/Technical Committee activities

- Apr., 1980 - Complete Draft Negative Declaration document
 - Complete related planning tasks (financing, area studies)

- May, 1980 - Public hearing on Draft Negative Declaration (Planning Commission)

- June, 1980 - Council action re Negative Declaration, financing, related matters, including decision to proceed with project via Urban Initiatives (U.I.) funding

- July, 1980 - Consultant completes final Negative Declaration
 - Preparation of U.I. grant application for Engineering and Design
 - Discussions with UMTA re U.I. commitment

- Aug., 1980 - Submit U.I. grant application, A-95 review, etc.
- Jan., 1981 - Approval of U.I. grant application for Engineering and Design work
 - Initiate consultant selection process
- Feb., 1981 - Consultant selection/initiation of Engineering and Design work
- July, 1981 - Completion of Engineering and Design work
 - Initiate public review
- Sep., 1981 - Complete Planning Commission and Historical Landmark Commission hearings/Actions
 - City Council approval of Design
- Oct., 1981 - Submit application for capital financing from U.I.
 - Undertake any national activities re historical impacts
- Feb., 1982 - Approval of U.I. application
 - Initiation of implementation phase, including land acquisition
- Sep., 1982 - Initiate construction activity
- Sep. 1983 - Complete facility construction

Utilizing an assumption of Urban Initiatives funding, but employing an additional assumption of an EIS (rather than a Negative Declaration), the above process would be much the same, except for the following changes:

- Option B - EIS
- June, 1979 - (In addition) Bureau of Planning would retain consultant (likely S.O.M.) to accomplish design/cost estimates on two additional intercity bus terminal designs
 - (In addition) Bureau of Planning would involve interested public in the aforementioned work
- July, 1980 - Complete Draft EIS (additional 3 months of work).
Schedule pushed back.

Nov., 1980 - Consultant completes FEIS (additional 3 months of work). Schedule pushed back.

Mar., 1984 - Complete facility construction. (Additional 6 months re Negative Declaration process - optimistic.)

The above two options are very optimistic in light of the involvement of the federal government, and assume no delays in the process.

A third option would employ an assumption of no federal assistance in the project, excepting some UMTA funding for transit facilities (Section 3, at approximately \$300,000).

Option C - Local Financing

June, 1979 - Discussion, resolution with bus companies re revised approach

July, 1979 - Council action re new approach

Sep., 1979 - Finalization of financing package, Council action
- Consultant selection process initiated
- BOP related planning work initiated, including citizen involvement

Mar., 1980 - Completion of Engineering and Design work

Apr., 1980 - Council action re design and project implementation
- Undertake any national activities re historical impact

May, 1980 - Land acquisition begins

Nov., 1980 - Initiate construction activity

Nov., 1981 - Complete facility construction

The following are concerns which (might) weigh heavily in Options A and B, about which little is known at this time:

1. Change in City Administration/staffing
2. Changes in bus company leadership
3. Continuation of Urban Initiatives Program after FY 1980
4. Increases in cost associated both with inflation and land values in the area
5. Other

REPORT CROSS REFERENCE

The following report has been removed from this file. It can be found in:

Series No.: _____

Location: 09-05-05 (5/20)

Report Title: Preliminary Plans: Portland
Transportation Center

Date: February 1979