



DATE: April 16, 2014
TO: Board of Commissioners
FROM: Patrick Quinton, Executive Director
SUBJECT: Report Number 14-16

Authorizing the Executive Director to Enter into an Intergovernmental Agreement with the Portland Bureau of Transportation for the Construction of the West Burnside and River District Intersection Safety and Access Project in the River District Urban Renewal Area in an Amount Not to Exceed \$1,879,465

BOARD ACTION REQUESTED

Adopt Resolution No. 7048

ACTION DESCRIPTION

This action by the Portland Development Commission (PDC) Board of Commissioners (Board) will authorize the Executive Director to enter into an Intergovernmental Agreement (IGA) with the Portland Bureau of Transportation (PBOT) providing funding in an amount not to exceed \$1,879,465 for the construction of the West Burnside and River District intersection safety and access improvements (Project). The Project is almost entirely located in the River District Urban Renewal Area (RDURA) and will include the following improvements:

- New traffic signals at NW Couch Street/NW 10th Avenue, NW Couch Street/NW 11th Avenue, and NW Couch Street/Broadway;
- New traffic signals at NW 13th Avenue/NW Glisan Street and NW 13th Avenue/NW Everett Street;
- Modified signals at NW 4th Avenue/W. Burnside Street, to allow for a northbound left turn lane from W. Burnside Street; and
- Pedestrian, Americans with Disabilities Act, and lighting improvements at key intersections in the district.

When completed, these improvements (a map of which can be found in Attachment A) will improve access and safety, and make key commercial corridors in downtown Portland more pedestrian-friendly.

BACKGROUND AND CONTEXT

The City of Portland (City) has undertaken a series of planning efforts to address land use, economic development, transportation, access, and safety needs in the vicinity of Old Town/China Town (OT/CT) and portions of downtown. Plans that have contemplated improvements to W. Burnside Street include the 2001 River District Development Plan; the Burnside Transportation and Urban Design Plan (adopted by City Council on December 11, 2002, by Resolution No. 36114); the West Burnside/Couch Alternatives Analysis (adopted by City Council on April 11, 2007, by Resolution No. 36499); and the North Pearl District Plan (adopted by City Council on December 5, 2008, by Resolution No. 36642). On June 13, 2012, the City Council adopted the Pearl District Access and Circulation Plan (Plan) by Resolution No.

36932. The Plan was developed in cooperation with other City bureaus and with participation from property owners, residents, representatives of businesses and institutions, and other interested citizens.

The Plan identifies multimodal transportation and increasing pedestrian safety needs in the River District and OT/CT communities. The Plan also supports access for automobiles and truck traffic by maintaining access to regional transportation and freight facilities, increasing access into the Central Business District and OT/CT from W. Burnside Street, and by reducing conflicts between trucks, automobiles, bicycles, and pedestrians at interchanges with regional facilities and streets. The Plan is intended to guide investment and support future growth and new development in both neighborhoods. Furthermore, stakeholders prioritized the installation of new traffic signals to improve access and safety.

On September 10, 2012, PBOT and PDC entered into an IGA for the design and engineering of the Project for a total cost of \$469,599, of which PDC contributed \$465,535 and PBOT contributed \$4,064. In December 2012, PDC staff presented an IGA for full design and construction of the Project to the PDC Board and received input and questions regarding design and public input considerations. The Board tabled a decision on the proposed IGA, requesting additional information from staff prior to taking any action. Specifically, the Board requested additional information on the project scope, potential loss of parking, and concerns for safety near the proposed left turns from W. Burnside Street onto NW 12th Avenue.

The current scope of work differs from the 2012 scope in the following ways:

- The proposed left turn at W. Burnside and NW 12th Avenue has been removed due to concerns for operations and safety.
- The proposed left turn at W. Burnside and NW 3rd Avenue has been removed due to concerns of operation and safety.
- The proposed signal at NW Couch Street and NW 12th Avenue has been removed, and a signal at NW Couch Street and NW 10th Avenue has been added as this intersection was identified as a high priority item based on input from stakeholders.
- The previous IGA was submitted with 30 percent design and engineering figures, and the current proposal has 100 percent design and engineering plans.

On April 2, 2014, the City Council took action on this IGA to authorize a competitive bidding process for construction of the Project. If approved by the PDC Board and with the approval of City Council, PBOT anticipates bidding the Project in April to May 2014, with construction beginning in June 2014 and completed by January 2015.

COMMUNITY AND PUBLIC BENEFIT

Benefits of constructing the Project include:

- Enhance economic development opportunities by improving access from W. Burnside Street into OT/CT and the Central Business District. This has been a key objective of planning efforts to date as left turns are currently prohibited from W. Burnside Street, which is the highest volume city street in the Central City; and
- Enhance safety improvements and relieve congestion at priority intersections in the River District and OT/CT, including several that have been identified as high priorities. Constructing the Project will include signaling the NW Broadway/NW Couch Street intersection which has been identified as the intersection with the highest crash rate in the city and, together with a turn signal at W. Burnside Street and NW 4 Avenue, will improve access into OT/CT.

PUBLIC PARTICIPATION AND FEEDBACK

The Plan was developed in cooperation with a Stakeholder Advisory Committee (SAC) that included businesses and institutions, property owners, residents, representatives of other City bureaus, and other interested citizens. In addition, two public open houses were held in the neighborhood. The SAC was involved in project prioritization, which identified the four new traffic signals at NW Couch Street/NW 11th Avenue, NW Couch Street/NW 12th Avenue, NW Everett Street/NW 13th Avenue, and NW Glisan Street/13th Avenue as near term, one- to five-year projects.

In the fall of 2012, PBOT conducted additional public outreach to discuss the proposed design and construction of the Project. This outreach included five meetings with neighborhood associations, stakeholders, and affected property owners including Old Town Chinatown Neighborhood Association, Pearl District Neighborhood Association, and the Portland Business Alliance. Overall feedback was positive but with concerns regarding the relationship of the Project to the goals of the W. Burnside/Couch couplet and long-term plan to address those issues going forward; projected queuing impacts as a result of installing left-turn lanes and signals; and potential loss of on-street parking proximate to businesses. Similar considerations were raised by the PDC Board during its briefing in December 2012. Since that time, PBOT has worked to revise the project scope to address these concerns. Issues related to operations and safety were addressed, and concerns related to the loss of parking has been addressed by the removal of two of the left turns. The previous proposal had a net loss of twenty-two parking spaces, while the current proposal has a net loss of only three parking spaces.

BUDGET AND FINANCIAL INFORMATION

The full cost for the work is \$2,179,465. Of this amount, PBOT will fund \$300,000 and PDC will fund \$1,879,465. Adequate funds are included in the fiscal year (FY) 2013-14 Revised Budget and FY 2014-15 Requested Budget (see Attachment B). The FY 2013-14 Revised Budget will be decreased to \$395,000 in the budget revision scheduled for April 16, 2014, to account for a prior design and engineering IGA and \$87,000 of the construction IGA under consideration. The FY 2014-15 Proposed Budget will be increased to \$1,792,465 for the balance of the construction IGA. Funding will be used to pay a contractor to construct the project and for PBOT staff time.

Those portions of the Project not located in the RDURA (the half block west of SW 3rd Avenue centerline, a portion of a curb extension on the southeast corner of W. Burnside Street/SW 3rd Avenue, and the entire intersection of NW Couch Street and NW Broadway) will be funded by PBOT. The matrix below summarizes the design through construction project cost distribution.

<u>Uses</u>	<u>PDC</u>	<u>PBOT</u>	<u>Total</u>
Design and Engineering IGA	\$465,535	\$4,064	\$469,599
<u>Construction IGA</u>	<u>\$1,879,465</u>	<u>\$300,000</u>	<u>\$2,179,465</u>
Total	\$2,345,000	\$304,064	\$2,649,064
<i>Percentage Contribution</i>	<i>89%</i>	<i>11%</i>	<i>100%</i>

RISK ASSESSMENT

There is a risk Project costs will exceed available financial resources. PDC has notified PBOT that PDC does not have any additional financial resources to contribute to the Project. Therefore, PBOT will need to complete the scope of the Project within the available financial resources or, to the extent Project

costs increase beyond available financial resources, PBOT will need to identify alternative resources for any increased costs.

There is a potential that implementation of the Project will not result in the anticipated benefits and/or may result in increases in vehicular queuing and delays at some locations. PBOT has the ability to construct the Project, observe the real-world response by users, and adjust signal timing, restrict peak hour turning movements, or make other adjustments as necessary in order to minimize negative impacts to the extent possible.

ALTERNATIVE ACTIONS

The Board could elect not to authorize the IGA. Since PDC is the primary funder, this would result in a shortfall of funding to construct the Project. Consequently, this would likely delay construction of the Project pending identification of alternative funding sources by PBOT.

The Board could also request changes to the IGA to address specific concerns, with the authorization to execute the IGA conditioned upon addressing the identified issues or with the IGA brought to the Board for approval at a subsequent meeting.

ATTACHMENTS

- A. Project Map
- B. RDURA Financial Summary

Project Map



West Burnside / Pearl District Operational Improvements

-  New traffic signal
-  Signal modification to accommodate left turns and pedestrian improvements
-  Curb extensions



RDURA Financial Summary

Five-Year Forecast Program Requirements Detail

	Revised- 1 FY 2013-14	Draft FY 2014-15	Forecast FY 2015-16	Forecast FY 2016-17	Forecast FY 2017-18	Forecast FY 2018-19
River District URA						
Resources						
Beginning Fund Balance	38,290,152	12,067,847	2,096,020	8,009,486	27,610,597	15,773,863
Interest on Investments	400,000	0	0	0	0	0
Intergovernmental Revenues	1,800,000	1,322,413	1,322,413	0	0	0
Loan Collections	2,899,564	8,156,070	7,460,820	3,806,785	3,619,344	4,841,505
Long Term Debt	0	6,000,000	23,000,000	63,487,874	0	0
Property Income	3,225,147	1,603,376	1,603,376	1,603,376	1,603,376	1,603,376
Reimbursements	400,000	480,496	480,496	480,496	480,496	480,496
Short Term Debt	20,003,036	22,171,748	22,435,148	6,264,337	18,669,280	12,412,918
Total Resources	67,017,899	51,801,950	58,398,273	83,652,354	51,983,093	35,112,158
Requirements						
Program Expenditures						
Administration						
Financial Administration						
A45101330 Debt Management-RVD	50,000	65,000	65,000	65,000	65,000	65,000
Total Administration	50,000	65,000	65,000	65,000	65,000	65,000
Business Dev						
Business Lending						
L02100330 BIF-General-RVD	301,000	325,000	325,000	325,000	325,000	325,000
L02110330 BIF-Cluster Group-Budget-RVD	500,000	175,000	175,000	175,000	175,000	175,000
Small Business & Community Dev						
B55005330 OT/CT Action Plan-RVD	0	125,000	125,000	125,000	0	0
Traded Sector Business Dev						
T01069330 Lean Manufacturing-RVD	12,500	0	0	0	0	0
B15100330 Cluster Development-RVD	37,500	50,000	50,000	50,000	50,000	50,000
B55005330 OT/CT Action Plan-RVD	110,000	0	0	0	0	0
Total Business Dev	961,000	675,000	675,000	675,000	550,000	550,000
Infrastructure						
Public Facilities						
N33022015 Union Station Grant-RVD-Adm	2,226,500	1,725,017	1,653,017	3,500,500	0	0
Transportation						
N33033415 Pearl District Cir-RVD-Adm	2,325,389	1,779,465	0	0	0	0
Total Infrastructure	4,551,889	3,504,482	1,653,017	3,500,500	0	0
Portland Hsg Bureau						
PHB Housing						
H15135330 The Medford-RVD	1,476,000	0	0	0	0	0
H15430330 Affordable Rental Hsg-RVD	5,725,000	7,375,000	11,075,000	7,475,000	2,725,000	1,100,000
H15900330 PHB Staff & Admin-RVD	789,077	430,271	516,490	544,756	528,533	400,000
H15930330 Fairfield Apartments-RVD	50,000	50,000	50,000	50,000	0	0
H15951330 Yards at Union Station-RVD	220,000	0	0	0	0	0
Total Portland Hsg Bureau	8,260,077	7,855,271	11,641,490	8,069,756	3,253,533	1,500,000
Property Redevel						
Commercial Property Redevelopm						
P33050115 Dwn Retail Strat-RVD-Adm	250,000	30,000	30,000	30,000	0	0
P33050415 Centennial Mills Rdv-RVD-Adm	1,070,000	500,000	14,000,000	0	0	0
P33060535 Station Place Lot 7-RVD-Adm	29,349	19,349	19,349	19,349	19,349	19,349
P33091015 Public Outreach-RVD-Adm	2,000	0	0	0	0	0
P33060815 Old Fire Station Mgmt-RVD-Adm	152,792	0	0	0	0	0
P33060715 One Waterfront North-RVD-Adm	4,187	4,187	4,187	4,187	4,187	4,187

Five-Year Forecast Program Requirements Detail

	Revised- 1 FY 2013-14	Draft FY 2014-15	Forecast FY 2015-16	Forecast FY 2016-17	Forecast FY 2017-18	Forecast FY 2018-19
P33050015 Post Office-RVD-Adm	500,000	500,000	0	10,000,000	10,000,000	9,000,000
P33060545 Station Place Prkng-RVD-Adm	243,950	243,950	243,950	243,950	243,950	243,950
P33060525 Station Place Lot 5-RVD-Adm	2,400	2,400	2,400	2,400	2,400	2,400
P33060415 Centennial Mills-RVD-Adm	104,256	54,256	54,256	54,256	54,256	54,256
P33052215 CC 2035-RVD-Adm	75,977	0	0	0	0	0
P33060615 Block R-RVD-Adm	6,750	6,750	6,750	6,750	6,750	6,750
P33052115 10th & Yamhill Redev-RVD-Adm	0	0	3,250,000	10,000,000	0	0
P33060315 Grove Hotel-RVD-Adm	44,592	44,592	44,592	44,592	44,592	44,592
P33052715 PNCA-RVD-Adm	25,000	0	0	0	0	0
P33054315 RD Enviro-RVD-Adm	600,000	0	0	0	0	0
P33055115 Multnomah County-PDV-Adm	26,948,460	0	0	0	0	0
P33060115 Block Y-RVD-Adm	16,044	16,044	16,044	16,044	16,044	16,044
P33060215 Union Station-RVD-Adm	1,890,586	2,040,586	1,890,586	1,890,586	1,890,586	1,890,586
Commercial Real Estate Lending						
R01100330 CPRL-General-RVD	9,000,000	27,570,000	8,500,000	12,000,000	11,000,000	2,000,000
Community Redevelopment Grants						
G02100330 DOS-General-RVD	100,000	100,000	100,000	100,000	100,000	100,000
G03100330 SIP-General-RVD	300,000	300,000	300,000	300,000	300,000	300,000
Total Property Redev	41,366,343	31,432,114	28,462,114	34,712,114	23,682,114	13,682,114
Total Program Expenditures	55,189,309	43,531,867	42,496,621	47,022,370	27,550,647	15,797,114
Personal Services	632,061	607,255	1,992,874	2,314,313	2,247,211	1,818,779
Transfers - Indirect	4,110,646	5,566,808	5,899,292	6,705,074	6,411,372	5,110,653
Total Fund Expenditures	59,932,016	49,705,930	50,388,787	56,041,757	36,209,230	22,726,546
Contingency	7,085,883	2,096,020	8,009,486	27,610,597	15,773,863	12,385,612
Ending Fund Balance	0	0	0	0	0	0
Total Requirements	67,017,899	51,801,950	58,398,273	83,652,354	51,983,093	35,112,158