

# STATEMENT ON MASS TRANSIT PLAN PUBLIC HEARING, SEPTEMBER 13, 2004

Elaine Barney

My purpose in speaking tonight is to register some concerns about the current proposed transit corridor and how it could adversely affect established neighborhoods in Chapel Hill.

I support Joyce Brown's statement re: the decision made at the Council hearing on the 2025 Transportation Plan in April, 2002 which established Airport Road as the designated transit corridor in lieu of the staff's initial choice of Cameron Avenue as the chosen corridor. I believe it was Council Member Strom who proposed this change, which was then supported by the Council.

During this Forum, the Greater Westwood/Westside Neighborhood Associations presented a statement to the Council expressing concern over the transit corridor labeled "Hillsborough to Carrboro/Cameron Avenue/South Road rail corridor." We asked that it be removed as an alternative as well as from the proposed resolution since it had the potential to destroy existing neighborhoods, ran counter to the Town's Comprehensive Plan, and would not serve dense populations with existing density that would use mass transit.

Most importantly, the choice of this corridor violated the July '99 resolution proposed by then-Council Member Brown after a petition was signed by over 100 residents (later the numbers were over 200) of the Westwood /Mason Farm/Whitehead Circle/Westside neighborhoods opposing any mass transit corridors through any established neighborhoods in Chapel Hill. The Council unanimously supported "a resolution opposing mass transit routes and technology that would have serious adverse impact on any Chapel Hill neighborhoods," On July 7, 1999.

In our April, 2002 statement, we also asked the Council to consider designating Manning Drive as the mass transit corridor, noting it would:

- 1. Deliver enhanced transportation options to key sites on campus and downtown
- 2. Place mass transit options in locations with heavy pedestrian activity, thereby providing access to greater numbers of potential mass transit users
- 3. Respect the composition of Chapel Hill neighborhoods



- 4. Allow a logical extension to downtown Chapel Hill via Columbia Street and then up Airport Road to connect with the Horace Williams Tract.
- 5. If Manning could not be considered an option, however, and there were to be a mass transit corridor ending at the intersection of Mason Farm Road and S. Columbia, our neighborhoods supported the use of buses to connect any fixed guideway systems and the Horace Williams Tract.
- 6. Lastly, the Greater Westwood & Westside Neighborhoods supported a mass transit corridor that runs north on Columbia Street, then up Airport Road to connect to the Horace Williams Tract.

It's my hope that, in reviewing suggestions from neighborhoods pertaining to the 2025 Transportation Plan and now the 2030 plan, the Council will not only assure that the "Cameron/rail corridor be removed, but that you will also consider our proposals to designate Manning Drive and Columbia Street as transit corridors to the Horace Williams Tract and allow Chapel Hill neighborhoods to breathe a sigh of relief at last.



Comments for Public Forum on 2030 Transportation Plan September 13, 2004 Joyce Brown

Two years ago, there were three fixed guide ways and two bus routes under consideration as possibilities for the rapid mass transit route and technology in Chapel Hill, including using Airport Road as the route. For the final vote, the Council was presented with only one choice, the use of the rail corridor. Fiscal constraints and the risk of losing federal funding were the main staff justifications. The Council acquiesced and gave its approval with little discussion of the alternatives. My memory is that the Council instructed the staff to find a way to put the Airport Road bus route back on for consideration for the next round of discussions. There is no indication that this has been done.

I am sure that the Town has met all legal requirements. But this is a plan that has a \$6 billion price tag and the potential to adversely impact many Chapel Hill neighborhoods. The seriousness of this plan deserves the Council going above and beyond legal requirements and finding ways to fully engage the citizens of Chapel Hill and its neighborhoods in meaningful discussions, which hasn't happened so far.

Not only was the process flawed; there was no serious discussion of the issues surrounding various transit systems and routes. A Harvard generated study found that new rail lines often hurt existing local transit systems. There has been no discussion about the need for any new transit to enhance our existing Chapel Hill transit. An environmental impact statement found that there would be negative noise and traffic problems associated with the rail system between Raleigh and Durham. I don't believe this has been discussed. These are just a few of the issues that have been missing from any discussion that I have heard. There are others. I have listed some on your handout.

Chapel Hill is still a relatively small area with a need for flexibility in its rapid mass transit system. This I haven't heard discussed either. Both the rail route and technology have no flexibility, while a bus route using Airport Road has the potential for much greater flexibility. Also the rail route would serve mainly traffic between the two UNC campuses while the Airport Road bus route would give us the greatest potential to work with our overall population and regional transit needs rather than just Carolina North. There has been no discussion about the proposed multi-modal station UNC wants at the corner of Cameron and Merritt Mill Road. This would be disastrous, not only for the black neighborhood there, but for the federal and local historic districts adjacent.

The kind of rapid mass transit system and placement of that system are important not only Chapel Hill, but to the funding taxpayers. We need to get it right. I hope enough questions are raised tonight to make you realize that you haven't gotten it right so far. Please don't allow the staff to once again pressure you into going forward until you have done the things that you need to do, involving citizens and neighborhoods in wide ranging discussions to help you frame the questions and seek information beyond what the staff provides. Please take the time to do a better job. Too much is at stake not to.



Reasons not to use existing rail line between Eubanks Road and UNC's Main Campus September 13, 2004 – Joyce Brown

- Weaver and Main Streets in Carrboro have some of the highest daily traffic counts in the Chapel Hill/Carrboro area. To bring a rapid mass transit line through this heavily congested area could be hazardous and cause long vehicle back-ups.
- There would be three unsignalized crossings along this route: Homestead, Seawell School Road and Estes. This could be hazardous as well as causing traffic back-ups at several crossings.
- Using this route would serve mainly UNC and several downtown blocks of Carrboro rather than the larger urbanized community.
- This route does not easily fit with the Chapel Hill Transit system. For a regional mass transit system to work it needs to tie in with local feeder buses.
- Both the Hillsborough and Pittsboro areas are shown as being served by a bus route using I-40 and 15-501 respectively. The rail line does not fit in with these bus commute routes.
- The rail line does not allow the flexibility for mass transit that a smaller community like our area needs.
- UNC is going forward with a parking lot at the corner of Cameron and Merritt
  Mill Road. UNC has made clear that it wants a multi-modal stop at this location.
  This area would serve no existing residential or UNC population, so an expanded parking area would seem likely.
- A multi-modal station and increased parking could only mean the further degradation of this black neighborhood as well as the adjacent West Chapel Hill Federal Historic District and the local Cameron-McCauley Historic District.
- These are fragile neighborhoods that the Council has promised both in the Comprehensive Plan and various resolutions to protect and help preserve. None of these neighborhoods are equipped to handle the increased traffic possibilities that the rail line choice would bring. This could have a serious adverse impact on these as well as all other neighborhoods along this route.
- A rail system could cause serious noise and traffic problems according to findings
  for the Phase I system between Raleigh and Durham. This promises to be no
  different for Chapel Hill and its neighborhoods.
  - > The North/South Airport Road/South Columbia Street route offers greater flexibility, greater tie in with both local and regional mass transit and a greater range of transportation possibilities, as well as less impact on existing neighborhoods.



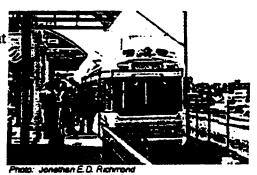
# <u>Transitory Dreams: How New Rail Lines Often Hurt</u> <u>Transit Systems</u>

by Jonathan E.D. Richmond

In the past two decades, many U.S. cities have built new rail-transit systems, and more plan to build or extend such lines in coming years.

To their supporters, the new services are great successes that merit replication. The managers of Portland, Oregon's, light-rail line, for example, say their system is contributing daily to "less traffic, cleaner air, and a healthier economy." Similarly, in St. Louis, officials claim that the Metrolink light-rail line is a "nationally recognized success."

A systematic analysis of data on the transit systems shows, however, that in most cases investment in light rail has worsened overall transit-system financial performance while providing little or no gains in public-transport ridership. Why does this analysis appear to contradict transit officials' views? Because transit managers have tended to both forget the promise of initial forecasts and to provide isolated results on the rail systems without connecting their arrival with the declines in overall system performance that rail projects have often caused.



### Misleading Ridership Figures

Many transit managers produce high ridership forecasts to sell a system to decision-makers. Later, as the actual opening date of the project approaches, they issue new lower numbers against which the project will appear successful. In Los Angeles, for example, an artificially low forecast of 10,000 daily weekday riders — one tenth of the original forecast for the mature system — was made for opening operations on the Green Line light rail. This enabled Metropolitan Transportation Chair Larry Zarian to announce one year following the line's August 1995 inauguration that the figure of 15,000 daily weekday riders actually achieved "is more than we projected for our first anniversary when the line opened last August. This is exciting news for all of us."

Similarly, officials in Portland, Oregon initially estimated that a new light-rail system would carry 42,900 weekday daily riders in its seventh year of operation. The official estimates even contended that the figure was "probably low due to a number of purposely conservative assumptions." Shortly before the system opened in 1986, however, managers released a forecast predicting only 19,270 weekday riders during the initial period, a forecast that was ultimately surpassed by actual ridership. Managers of that system continue to claim their service is exceeding expectations even though in 1993, when the system was seven years old, there were only 23,700 riders on an average weekday.



### Few New Transit Riders

Ridership figures, moreover, tell only part of the tale because many transit agencies artificially bolster light-rail ridership by providing fare-free or nominal-fare zones in centercity areas and by keeping overall rail-system charges low relative to bus fares.

Taking alternatives away is another means of boosting light-rail ridership. The general pattern has been to discontinue through bus services and instead terminate them at suburban light-rail stations. As a result, journey times compared to those by direct bus have often increased for passengers who must now make a transfer from bus to rail. Many passengers have no alternative, however, and most of the riders on the trains are people whose old bus services have been removed. Two-thirds of Portland's 27,000 average weekday light rail riders in 1996, for example, were former bus riders.

#### No Environmental Benefits

With low ridership and most patrons drawn from bus transit, there is no case where new rail service has been shown to noticeably improve highway congestion or air quality, although the Denver light rail system has satisfied the objective of removing buses from center-city streets by diverting the buses to light-rail stations on the edge of downtown.

Some rail systems may even add to air pollution because many provide large park-and-ride lots that encourage travelers to drive to rail stations. In Denver and St. Louis, free parking has induced passengers who previously used direct express-bus service from home to drive as far as light-rail stations, taking a train for only the last portion of their trips.

# Damage to Financial Performance

Transit managers often justify rail's high capital costs on the grounds that trains require smaller per-passenger operating subsidies than buses. Officials in St. Louis, for example, emphasize that light rail covered 39.2 percent of its operating costs from fares in 1996, while buses only covered 20.9 percent of their costs.

Such comparisons are misleading, however, because the needs of new rail systems drive up the costs of bus service in two ways. First, the bus lines that rail has replaced often had above-average financial performance. Second, new "feeder" bus routes provided specifically to take travelers to train stations generally have below-average financial performance. In Portland, for example, a single bus line far from the light-rail corridor currently carries almost half as many passengers as the overall total for the light-rail system at a per-passenger operating cost that is 37 percent lower than the average cost for all buses and 36 percent lower than the system-wide average rail-transit cost. In contrast, the per-passenger cost for rail-feeder buses is 76 percent higher than the cost of an average bus trip systemwide.



As for St. Louis, the proportion of systemwide operating costs (bus and rail taken together) earned from fares is *lower* than before light-rail service began. That is because a fare that previously helped pay for a bus ride must now be shared between feeder buses and trains. The implication is clear: a careful analysis of "before and after" total system costs shows that, contrary to operators' assertions, light-rail investments generally make urban transit systems less, not more, efficient.

## Alternative Approaches

With high ridership, low costs, and effective system integration, San Diego's South Line light rail emerges from my investigation of 12 cities with new rail systems as the only worthwhile new rail transit investment. More significantly, three major bus innovations included in the study — Pittsburgh, Houston, and Ottawa — have all achieved dramatic successes. Both Ottawa and Pittsburgh have built transitways open only to buses. Ottawa's heavily-used all-bus system (the only non-U.S. system evaluated) contradicts any notion that buses cannot provide the capacity of light rail. The Pittsburgh East Busway (which carries the same ridership as that city's three-times larger light rail system) shatters the notion that Americans will not ride buses to work.

Houston's transit agency has moved beyond uni-modalism to promote mobility in general by opening its busways to private carpools and vanpools. The success of this approach can be seen in the fact that of all the systems examined in this study, Houston was the only one that produced major improvements in traffic flows and pollution.

It is important to note that the most significant increases in transit ridership in both Ottawa and Houston were achieved by adding and improving ordinary bus services at relatively low cost. In these systems, capital facilities came later as icing on the cake that actually produced relatively small increases in ridership. The moral: often quite simple solutions — adding more buses, keeping fares down — can do much more than grandiose capital projects. To put this another way, capital expenditures on new rail systems often drain resources from lower-cost but more effective alternatives. Nowhere has this been more clear than in Los Angeles, where the damage to bus ridership from the diversion of resources to rail far exceeds any ultimate benefit expected to be derived from rail, a situation that recently provoked a civil-rights lawsuit.

Innovation is also needed to help us move beyond conventional ways of defining transit and, in particular, to breaking down the barrier between private and public transport. The HOV system in Houston could not be justified if it were open only to express buses. Making it available to carpools and vanpools, however, made it viable. Some find it disquieting to see Houston compiling statistics that combine bus and carpool passengers to measure both system throughput and cost per person served, but this practice brings home the point that our pursuit is mobility and not travel via a specific mode.

Stated another way, we have to stop being obsessed with technology and instead take needs as the starting point of inquiry. Instead of asking if a light rail project is feasible when we discover an abandoned railroad right-of-way, we must ask who our clients are and then how

they may best be served.



Jonathan E.D. Richmond, a Taubman Center research fellow, is the author of a forthcoming Taubman Center working paper on the costs and performance of new rail transit systems built in the United States since about 1980.

# **Trains** to bring noise, traffic

Backups, horns may be inevitable

Fourth in an occasional series By Vicki Hyman

You may never set foot on the Triangle Transit Authority's commater trains, but if you live, work or drive near the 35-mile rail line that will sweep through the heart of the Triangle, you will feel its effect. You will see it. You will hear it.

And you will wait for it.

Rail advocates tout the prospect of basile-free commutes and redevelopment and higher property values around the 16 planned stations. But neighbors might also notice more crowded streets and cut-through traffic. Trains will whiz past homes, crossing gates will block roads, and horns may echo frequently as rail cars pe

Starting this month, the TTA will hold a series of meetings to brief people who live within 500 fect of the rail corridor and around the stations. Neighbors will have a say in station design, and they it learn what to expect when the trains start running through . downtown Raleigh, Cary, Research Triangle Park and Durham in December 2007.

Tm sure there are still plenty of copie out there who aren't aware this is coming," said Sandy Ogburn, the TTA's community relations manager. "We are going to have an impact on what people have come to believe is their back yards."

To head off serious traffic and noise problems, the TTA plans to spend millions of dollars on noise walk, new turn lanes at interrections near rail crossings and stations, and coordinated traffic signals. But some added noise and traffic are unavoidable.

The TTA is laying tracks alongside a busy freight and Amtrak corridor that has been in operation more than 150 years. But busy for freight and passenger trains about 18 per day between Raleigh and Cary — is not that busy com pared with commuter trains. At peak times, the TTA's two-car trains will run four times an hour. Street crossings will close on average every 71/2 minutes for nearly a minute at a time.

Now, freight trains flash through the trees behind Mary E. Cross' home on Madison Avenue in Cary every few hours. When the leaves drop off in the fall and winter, she has a ringside seat.

Tve learned to ignore them, she said. But if it's going to be

SEE RAIL, PAGE 15A



# RAIL IN THE TRIANGLE

#### **EDITOR'S NOTE**

"On track," an occasional series, examines what's ahead for the Triangle's planned regional rail system. Today's report looks at the effect on noise and traffic. Previous reports examined the system's plans to attract riders, the effect of development in the region and the use of tax dollars to subsidize service.

The Triangle Transit Authority plans to start running trains in late 2007 along an existing freight corridor from downtown Raleigh through Cary and Research Triangle Park to downtown Durham. The Federal Transit Administration approved the project's basic design this year, allowing the TTA to begin buying property and start construction.

At first, there will be 12 stations; by late 2010 or 2011, four more stations are schedule to open in North Raleigh and Durhami.

**CONTINUED FROM PAGE 1A** 

every 15 minutes and it gets noisy. and there are transients in my back yard, that's not OK."

# Crossings

Some people will encounter trains only at crossings, where they wait for the rail cars to pass. The TTA trains will cross local roads in 42 places, almost all existing crossings used by freight trains.

The agency will build three bridges to separate trains from vehicle traffic, at Morrisville Parkway, New Hope Church Road and Millbrook Road. Four private crossings will close, and perhaps a few public crossings as well.

To stop drivers from darting across the tracks when a train is approaching, the remaining crossings will probably get the full safety treatment: two sets of barrier arms, one on each side of the crossing, or barricades in the center of the road, or both.

But TTA officials warn that traffic snarls might be inevitable at some intersections. Of the 25 intersections adjacent to the crossings, 14 will become more congested because of the commuter

trains. The TTA is adding turn lanes to half those intersections.

The TTA plans to synchronize the train crossing signals with the nearby traffic signals. When the gates are down, red lights will keep traffic from moving toward the crossing.

The worst snarls are likely to occur around N.C. 54 in Morrisville. with its intersection of Morrisville-Carpenter Road and Aviation Parkway. The freight crossing is about 100 feet away. Trains already create long backups as they cross Morrisville Carpenter Road, and now the TTA is throwing commuter trains into the mix.

Jane Creech has lived near N.C. 54 for 40 years, and she has seen the old country road turn into a busy commuter thoroughfare. She doesn't venture onto N.C. 54 during rush hour. "We pick our times to get out and go, but people who have to go to work, I feel sorry for them," she said.

The TTA plans to add rightturn lanes in two directions at the intersection. In the worst-case scenario, a commuter train passing during rush hour could create a queue of 33 cars. But no one expects the turn lanes to solve the problem. Backups also could leak into nearby intersections, tangling traffic in all directions.

A few other intersections are expected to be badly congested by 2007. even without commuter rail. That's because the roads that feed those intersections need to be widened for significant stretches. work the TTA considers outside its scope. The state plans to widen Aviation Parkway, but the work is . at least seven years away.

#### Noise

The TTA also wants to quiet noise from its commuter trains by having them blow their horns only in emergencies.

Under current railroad rules. engineers start sounding the horn about a quarter-mile from a crossing. But the TTA reasons that its extra safety measures at the crossings will suffice. The TTA is awaiting a decision by the Federal Railroad Administration on whether such "quiet zones" are safe.

If the federal agency vetoes the idea, then the TTA plans to install horns at the train crossings, so the noise will come from them rather than the trains. That will direct the sound down the r stead of along the rail or

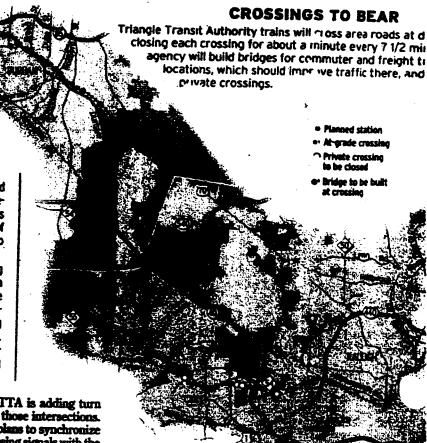
A TTA analysis of 43 lo along the corridor show even with the crossing on borns, train noise will affic them. Some nearby homes will also hear wheel aques

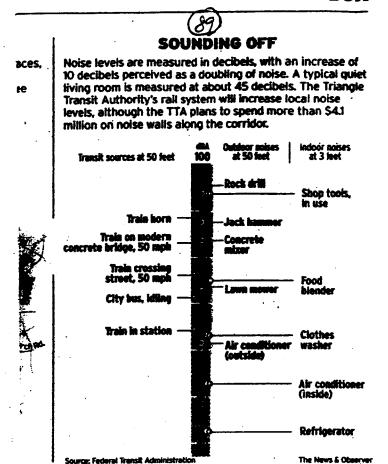
The TTA plans to spend \$4.1 million on noise walls tect more than 350 hore. churches from the sour concrete walls will range 24 feet high and close to long. Neighborhoods will from a palette of treatme: plantings to beautify the

# Station traffic

Some neighborhoods w dure noise from the trains: creased traffic from t ride crowd.

In the transit advocat world, neighborhoods a rail stations would because dense with homes, offic shops that most people walk or bike to the trai real world, many of the





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#### **DISCUSSING THE RAIL**

The Triangle Transit Authority will hold meetings in September to discuss the status of the rail project, outline a program to accent the stations with art and local culture, and talk to residents about how they can shape stations near them.

The Cary, Durham and Raleigh sessions will run from 4 to 8 p.m. with formal presentations at 4:30 and 6:30 p.m.

CARY: Sept. 8, Page Walker Arts and History Center, 119 Ambassador Loop DURHAM: Sept. 9, Hayti Heritage Center, 804 Old Fayetteville St.

RALEIGH: Sept. 11, City of Raleigh Urban Design Center, 133 Fayetteville Street Mall, First Floor Alexander Building

RESEARCH TRIANGLE PARK: 11 a.m. to 1 p.m. Sept. 10, with a formal presentation at noon, Radisson Governors Inn. off Davis Drive

Call 485-7428 or go to www.ridetta.org.

will cater to commuters who drive there, at least initially.

That means more traffic at most of the stations, with the worst traflic near the West Raleigh station, east of Interstate 40, and the State Fairgrounds station, despite plans to build new turn lanes there.

At least one neighborhood is already concerned about the prospect of cut-through traffic—Boylan Heights, southwest of the downtown Raleigh station. Neighbors there have closely watched the rail plan evolve and played a major role in locating the station, straddling Hargett Street.

Now they worry about drivers speeding along the neighborhood's hills and curves on the way to the station. That is the kind of issue the agency and residents are likely to address at the community meetings.

"I don't know what the solution is yet," said Paul Meyer, president of the Boylan Heights Association. "There may be a lack of consensus. Some people in the neighborhood would say, 'How do I get to the station quickly?' I'm hoping this fall we develop some of that."

Staff writer Vicki Hyman can be reached at 829-4728 or virwan@newsobserver.com.

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# On board with rail? Delve into the downside

By MORTON LURIE

RATEIGH — Even in the face of the terror attacks, we soon will be called to an important civic duty: electing local leaders for the next two years.

From the statements by Raleigh's mayoral candidates, our choice can help decide an important issue. Is the proposed Triangle Transit Authority commuter rail system to be built or not? Incumbent Paul Coble is against it; his two opponents basically support a rail system, if not every detail of the TTA plan.

The TTA system would change many

POINT

OF VIEW

aspects of life in Raleigh negatively. The authority has issued a massive and detailed Environmental Impact Statement (EIS). It is must reading for every

community leader, and data from the EIS provide many many reasons to oppose the plan. Here are just a few:

• In 2025, after 17 years of operation, the trains will hardly make a dent in local traffic congestion. Vehicle traffic miles will be reduced at best by only 3 of a percent. Of the many tens of thousands of Research Triangle Park commuters daily, only 5,000 or so will travel there by train. At other than peak hours the train service will have few passengers.

• The system design that attracts the most riders requires trains every 7.5 minutes at peak hours. At such a frequency, auto traffic will find grade crossings closed every 3.25 minutes on average. The rail corridor intersects major local roads such as Blue Ridge and Millbrook. The EIS projects an "unacceptable level" of delay at these two and three other major Raleigh intersections.

For safety reasons a number of existing grade crossings must be closed. These factors, added to the concentration of traffic from commuters and buses at local stations, will result in major congestion all along the rail corridor. And the congestion projections do not account for existing users of the corridor — the CSX freight line and Amtrak, or additional trains projected by state Department of Transportation and by the Federal High Speed Rail project.

Morton Lurie lives in northwest Raleigh...without bus service.

• Successful operation of the projected system will require high-density development along the rail corridor, especially in the area of the train stations, to allow users to walk (or bike) to stations and avoid a bus- or car-to-train change per trip. However, with source levels identified to the trail of the rail care the will discourage development.

 The rail service provides few benefits to Raleigh residents in the north central and northwest portions of the city. In some cases it will even add to their travel time.

• Roughly a quarter of the \$600 million capital cost of the TTA system will be spent for buses. A massive bus system designed to "feed" the trains will be created, a system not designed to correct the deficiencies of our current local bus service. The operating costs of the train/bus system will not be fully covered by fare revenues. As a partial support for operations, the EIS projects the local annual auto tax will double by 2006 and may increase further thereafter.

Opposing this \$600 million to \$800 million federal, state and local expenditure because it won't solve our problems doesn't mean that we don't need better public transportation. For much less money we can get seven-day-a-week, 20-hour-a-day bus service for all of Raleigh. A system to give convenient access to hospitals, religious institutions, schools, cultural centers, sports venues and major shopping malls. A system that travels every major thoroughfare in the city and also provides improved commuting for many.

A major justification for the train is congestion on Interstate 40 and on local roads accessing RTP. But the train will bring only 5,000 daily riders to RTP by 2025, probably not even matching the growth in traffic.

With its large size and low density of development, building residential communities at RTP to house these 5,000 riders is a practical, self-financing alternative. That option, along with the development of full service local bus systems, alternative for all residents of the regions not just those with convenient rail.