

Application Packet: <https://www.oregon.gov/lcd/TGM/Documents/TGM-Application-Packet.pdf>

Application: <https://www.cognitofrms.com/ODOT2/TGM2019GrantApplication>

TGM 2019 Grant Application

Transportation and Growth Management Program grant application for the year 2019.

Be sure to download and review the [2019 application packet](#) before filling out this grant application. Additional resources and examples of successful applications can be found on the [TGM planning grants page](#).

You can save your progress by clicking the "Save" button at the bottom of the form.

Type of grant

Category 2: Integrated Land Use & Transportation Planning

ODOT region: 1

Primary applicant jurisdiction: City of Portland

Project title: Lower Southeast Portland Area Plan

Mailing address: 1900 SW 4th Avenue, Suite 7100, Portland, OR 97201

Contact person name: Marty Stockton

Contact person title: City Planner

Contact phone: (503) 823-2041

Contact email: marty.stockton@portlandoregon.gov

List other local jurisdictions providing match:

Summary description of project:

required

Describe the purpose of your project and the expected outcomes. Do not refer to text within the application form. (Maximum characters: 1,000)

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The Lower Southeast Portland project area shares many characteristics with East Portland such as unimproved streets, sidewalks gaps, limited street network, poor transit service, and few neighborhood commercial amenities. This area lacks commercial nodes for people to walk or bike to and has limited connections for people to reach surrounding centers or corridors without depending on driving. The area also has a large concentration of low-income households and people of color. The lack of a clear plan for growth and transportation in this area has led to a lack of investment. Without adequate transportation, the area is unable to be zoned for higher density mixed-use development, but the lack of a designated center or corridor also leads to less investment in transportation. This project will develop a land use and transportation plan to organize growth and prioritize investments to make this area a safe, attractive, and affordable place to live, work, and play.

Project cost table

TGM funds requested

Consultant: \$100,000

Local Reimbursement: \$120,000

Total TGM Funds Requested: \$220,000

Local match

12% Minimum (calculated) = \$30,000

Match to be provided

Labor, supplies and services during project: \$30,000

Payment when Intergovernmental Agreement is signed: \$0

Certifications

This application was prepared by staff of the primary applicant or staff of one of the involved jurisdictions.

This application was prepared by the following compensated consultant (indicate below):

Consultant name (if applicable):

Consultants may prepare the jurisdiction's application. However, uncompensated consultants are not eligible to participate in the project itself. Consultants who are paid to prepare the application may be eligible to participate in the project. Contact Cindy Lesmeister at 503-986-4349 if you have questions.

Untitled

By checking this box, I certify that my organization listed above supports the proposed project, has the legal authority to pledge matching funds, and has the legal authority to apply for Transportation and Growth Management funds. I further certify that matching funds are available or will be available for the proposed project. I understand that all State of Oregon rules for contracting, auditing, underwriting (where applicable), and payment will apply to this project.

Date:

Eligibility requirements

The following three eligibility requirements are reviewed on a pass/fail basis. Applications found to not meet each of these requirements will not be scored against the award criteria and will not be awarded a grant

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1. Clear transportation relationship

A proposed project must have a clear transportation relationship and produce transportation benefits. A project must entail analysis, evaluation and selection of alternatives, development of implementation actions, and public involvement that results in a long range transportation plan, land use plan, or other product that addresses a transportation problem, need, opportunity, or issue of local or regional importance.

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This project has a clear transportation relationship because it aims to improve the active transportation and transit network in an area that is lacking in transportation infrastructure. The area is one of the last relatively affordable communities in Portland west

of I-205, but because of poor sidewalk coverage, limited bike network, and low levels of transit service, residents have few good options other than driving for daily needs, whether work, school, or shopping. This leads to more vehicle miles traveled, higher vehicle emissions, and increased cost of living in an area with high numbers of low-income households and people of color. Those unable to afford to own or operate a motor vehicle find themselves having to walk or bike in unsafe environments or endure long travel times via transit. This plan will conduct a needs assessment for land use changes and transportation improvements, prioritize transportation investments, and develop an implementation strategy.

Maximum characters: 1,000 | (Click and drag right-hand corner to see full response.)

2. Adoption of products to meet project objectives

A proposed project must include preparation of an adoption-ready product or products that lead to a local policy decision and that directly address the project objectives, such as a transportation system plan, comprehensive plan amendment, land use plan, code amendment, implementation program, or intergovernmental agreement. Projects are expected to include adoption hearings (or equivalent) by the governing body or to prepare products which will be adopted as part of a larger project.

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The Lower Southeast Portland Area Plan will be adoption-ready and is expected to be adopted by the Portland City Council as a land use and transportation area plan to guide future regulations, investments, and programs. The plan will recommend strategies and projects that will improve the function of the land use and transportation systems in the area and will help to achieve the goals of the Portland Plan, the Comprehensive Plan, the Vision Zero Action Plan, the Transportation System Plan and the Regional Transportation Plan. This plan will include recommendations for updates to both the Transportation System Plan and the Comprehensive Plan to ensure these plans reflect the specific needs of this area and how it fits into the regional system.

Maximum characters: 800 | (Click and drag right-hand corner to see full response.)

3. Support of local officials

A proposed project must clearly demonstrate that local officials, both the primary applicant and any co-applicants, understand the purpose of the grant application and support the project objectives. A resolution of support, meeting minutes, or authorized letter from the governing body of all applicants (e.g. City Council, Board of Commissioners, or Transit Board) must be submitted with the application to meet this requirement.

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On May 29th, 2019, Portland City Council approved Ordinance No. 189519 authorizing the Lower Southeast Portland Area Plan as an application for 2019 TGM grant funding. The Ordinance is attached.

Upload your resolution, minutes or authorized letter from governing body of applying jurisdiction(s) here:

Award criteria

Applications will be scored on the following criteria. Instructions for responding to these criteria can be found in the [application packet](#).

TGM may award up to 10 bonus points for innovation.

1. Proposed project addresses a need and supports TGM objectives (up to 40 points)

The project clearly and effectively addresses a local or regional transportation or transportation-related land use issue, problem, need, or opportunity and will achieve one or more of the TGM objectives.

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The Lower Southeast Portland Area Plan includes portions of the neighborhoods of Brentwood-Darlington, Mt Scott-Arleta, Woodstock and Lents. Specifically, the project area is from SE 52nd to SE 92nd avenues, south of Holgate Boulevard and Foster Road to the southern city limits. This area shares many characteristics with East Portland such as unimproved streets, sidewalk gaps, limited street network, and few commercial amenities. The area also has high concentrations of low-income households and people of color at risk for displacement. There is a need to develop a land use and transportation strategy to promote housing opportunity, housing stability and economic well-being of the community, organize growth and prioritize investments to make this area a safe, attractive, and affordable place to live, work and play.

Objectives/Outcomes:

- a. Develop land use, economic development, housing, and zoning recommendations to create greater economic opportunity in the project area and explore designation of a new center and/or corridor to anchor the community.
- b. Develop a transportation strategy for the area that prioritizes investments in safety, transit, unimproved streets, sidewalk gaps, and bicycle and neighborhood greenway infrastructure.
- c. Adopt a Lower Southeast Portland Area Plan with new and updated land use, economic development, and transportation plan and policy recommendations, as well as action items relating to housing and anti-displacement.

Provide transportation choices to support communities with the balanced and interconnected transportation networks necessary for mobility, equity, and economic growth.

The proposed project intends to address the historic lack of transportation infrastructure investment in the Lower Southeast Portland area that has led to fewer choices for residents in how they access their daily needs. Much of the area developed when it was unincorporated Multnomah County, in a time when County development standards were generally auto-oriented, and was only annexed into the City of Portland in the 1980s. Like similar areas in East Portland and Cully, this part of the City suffers from a lower than usual concentration of paved streets, sidewalks and crossings, and safe and comfortable bike routes. While several bus routes technically serve the area, most of them zig-zag through the neighborhoods at low frequencies, making it time-consuming to access nearby destinations as well as the regional MAX light rail system.

This combination of factors, as well as limited commercial zoning in the area, make driving the default mode of choice in the area. Car dependence is an equity concern since high concentrations of low-income households and a growing number of people of color live in this area, and the need to own and operate a motor vehicle adds a great deal to the cost of living for these underserved communities. People who are unable to afford a car are faced with long journeys via an indirect and infrequent transit network, or a walk or bike ride on streets that lack even the most basic infrastructure like sidewalks, crossings, bike lanes, or neighborhood greenways. In many cases, they may miss out on critical educational or employment opportunities because travel to these destinations without a motor vehicle can become impractical.

Unlike similar areas in East Portland in Cully, the Lower Southeast Portland area has not received either focused planning attention or infrastructure investment in recent years. The most recent neighborhood planning was conducted in the early 1990s, and no area-specific transportation planning has been conducted in the decades since. The Transportation System Plan shows very few projects in the area, and most of the walking, biking, and transit networks are relatively low in the functional classification system. This shows the need for a fresh look at this area and its transportation needs. A clear model for this effort is the TGM-funded Cully Commercial Corridor and Neighborhood Street Plan, an integrated land use and transportation plan that has been highly successful in fostering economic development, creating neighborhood-serving commercial nodes, and driving investment in a growing number of walking and biking routes that serve the diverse community.

This plan will conduct a thorough needs inventory for walking, biking, and public transit in the area, informed by robust public outreach with the diverse communities who could benefit or be impacted by transportation changes, as well as analysis of travel patterns, ridership, safety issues, gaps and deficiencies, and other factors. The needs inventory will be used to develop a list of transportation projects, which will be evaluated and prioritized to produce an investment strategy. The plan will ultimately guide

and encourage future investment in giving people more choices beyond just driving to access daily needs, including walking, biking, and transit modes that our city and regional plans tell us we need to be providing. In the future, as both land use and transportation changes are implemented, the people living in this area will have abundant access to a variety of destinations and opportunities both within and surrounding the area with a clear network of safe and comfortable walking, biking and transit routes.

Create communities composed of vibrant neighborhoods and lively centers linked by accessible transportation.

The Lower Southeast Portland Area Plan intends to explore the opportunity of a new neighborhood center or neighborhood corridor designation within the project area, as this geography current lacks this designation. The project area is not benefiting from an equitable system of compact mixed use and commercial centers across the city nor the future investments tied to the intentional investment strategy for complete centers. The result is that residents find themselves having to travel enough of a distance to the nearest centers and corridors in other neighborhoods that walking, biking, or public transit are not good options.

The Lower Southeast Portland Area Plan will build upon the adopted 2035 Comprehensive Plan that supports enhancing centers and corridors across the city along with prior work involving a neighborhood assessment and action plan and a series of local transportation capital improvement efforts. The project goal is to maintain affordability, enhance neighborhood commercial areas and accommodate growth, while increased opportunities for safe walking experience, enhanced bicycle connections, and access to more direct and frequent transit service.

Support economic vitality and growth by planning for land uses and the movement of people and goods.

The Lower Southeast Portland Area Plan will also include a market analysis focused on how to increase jobs, businesses and community services in the area and inform potential center or corridor designations and/or zone changes to anchor the community. A community development component of this work is to make social and political connections to organizations (e.g., Hacienda Community Development Corp.) and programs (e.g., Prosper Portland's Inclusive Business Network) to the area. The transit analysis work mentioned earlier is integral to this objective and how the movement of people and goods to and from the project area will provide additional economic opportunity.

Save public and private costs with compact land uses and well-connected transportation patterns.

Where housing and services are built, where street networks are connected, and how all of this is designed will provide the Lower Southeast Portland Area Plan a key opportunity to: 1) enable people to meet more of their daily needs locally, 2) strengthen neighborhoods, 3) improve equitable access to services, and 4) support healthy, active living. Clustering designations in centers or corridors makes access by transit, walking, wheelchair, and bicycle more practical. Higher density of destinations also creates the anchors needed to support higher frequency of transit service by boosting ridership demand. Exploring designation of a center and/or corridor in the project area, will allow the focusing growth and investment which can also make good use of existing infrastructure capacity and encourage efficiency in new infrastructure investments. A well-connected transportation pattern will also benefit the higher rates of area residents with a disability, up to 17.9%, compared to 12.5% citywide -- a fact that is especially relevant given the infrastructure challenges that the project area faces.

Promote environmental stewardship through sustainable land use and transportation planning.

A goal of Portland is to achieve a climate and hazard resilient urban form. This is done by compact urban form, green infrastructure, and active transportation system that reduce carbon emissions, reduce natural hazard risks and impacts, and improve resilience to the effects of climate change. The Lower Southeast Portland Area Plan intends to further achieve this objective by coordinating land use and transportation planning in order to introduce a system of centers and corridors in this geography. The Lower Southeast Portland Area Plan's active transportation planning proposal will conduct analysis of the network of parks, streets, City Greenways, and other public spaces in support of community interaction; connection of neighborhoods and destinations (e.g., schools and services) within the project area in support of air, water, land quality, and environmental health.

Maximum characters: 10,000 | (Click and drag right-hand corner to see full response.)

2. Proposed project is timely and urgent (up to 25 points)

The application demonstrates timeliness and urgency. The project is needed now to:

- address pressing local transportation and land use issues
- make amendments to local plans or regulations necessitated by changes in federal regulations, state requirements, or regional plans
- make amendments to local plans or regulations necessitated by changes that were not anticipated in previous plans including growth or lack of growth, changes in land use patterns, or changes in available funding
- build on, complement, or take a necessary step toward completing or implementing other high-priority community initiatives, including supporting a Governor's Regional Solutions team priority
- resolve transportation or land-use-related issues affecting the project readiness of local, regional or state transportation projects for which funding is expected to be obligated within the near future.

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The City of Portland last completed an integrated land use and transportation plan for this area in 1996 with the *Outer Southeast Community Plan*. This is in contrast to the East Portland and the Cully areas that have been the focus of more recent planning to address conditions through the *East Portland Action Plan* (2009) and the *Cully-Concordia Assessment* (2009) and *Action Plan* (2010), as well as *East Portland in Motion* (2012) and the *Cully Commercial Corridor and Local Street Plan* (2012).

While Portland's close in neighborhoods have become less diverse, the Lower SE Portland area has experienced the opposite trend. Between 2012 and 2017, the share of people of color increased by nearly 23 percent, which increased five times faster than the citywide rate of increase (2008-12 and 2013-17 American Community Surveys). In 2013, portions of the area were designated as "landing zones" based on a gentrification study conducted by Dr. Lisa K. Bates (Griffin, A. (2013). "Portland study targets neighborhoods next up for gentrification." OregonLive.). All of the census tracts in the area are lower than the citywide median in terms of median household income, and most of the project area is higher than the citywide average in terms of percent people of color.

This project is also timely and urgent with pending outcomes of the City's Residential Infill Project and House Bill 2001, which may increase the residential capacity and displacement pressures in the project area, specifically in Brentwood-Darlington, Lents and Mt Scott-Arleta according to recent studies. While it is unclear when or how "missing middle housing" will be expanded, the likelihood is high that some kind of new regulations will be either adopted by the City or enacted at the state level. The City must prepare for this extra growth in the area by planning for improved infrastructure and commercial opportunities.

The area is also characterized by infrastructure deficits such as lack of sidewalks and unpaved roads that impact safety and livability for its residents, including children walking to Title 1 schools. The Brentwood-Darlington neighborhood has especially poor infrastructure, with 10.9% of its streets unpaved and 45.2% of its streets paved but with no curbs. Only 27.6% of all streets and only 59.1% of arterial streets in Brentwood-Darlington have sidewalks. Because the area is relatively low-income, unsubsidized Local Improvement Districts are not a viable option to address these needs. Therefore, planning is needed to guide public investment in this area to address these concerns.

The project area needs an integrated land use and transportation plan, as it lacks high-quality transit service and basic street infrastructure that permits safe walking, bicycling and driving. This application is a direct response to the *Brentwood-Darlington Neighborhood Assessment & Action Plan* (2017), which includes Goal 9.2 "Use Complete Neighborhood Strategy to take Brentwood-Darlington through a legislative process." This effort was conducted and prepared for the Bureau of Planning and Sustainability through a Portland State University MURP workshop project. Other recent MURP workshop projects within the Lower Southeast Portland Area Plan boundary include: *Alley Allies* (2013) in the Mt Scott-Arleta and Foster-Powell neighborhoods and *Roadway Not Improved: Exploring Temporary Uses and Community-Based Alternatives for Unimproved Streets* (2010) in the Woodstock neighborhood.

Maximum characters: 3,500 | (Click and drag right-hand corner to see full response.)

3. Proposed project approach is reasonable (up to 20 points)

The application demonstrates a clear approach to achieving the expected outcome and includes consideration for adoption. Where substantial coordination with other local, regional, and state planning efforts will need to occur, the mechanisms and responsibilities for the coordination are clear.

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The City of Portland's Bureau of Planning and Sustainability and Portland Bureau of Transportation will be the project leads in consultation with TriMet. All three agencies will ultimately implement the major components of the project. Other City of Portland bureaus will also be coordinated with on the project. Besides TriMet, other agency partners include: Multnomah County, Oregon Department of Transportation, and Portland Public Schools.

We anticipate that consultant services may be utilized on this project for technical market analysis, transportation needs analysis, and public involvement assistance. The budget summary includes a 12% match from the City of Portland. Additionally, PBOT and BPS expect to supplement the project budget with additional staff time for analysis and public involvement, consistent with past practice.

This project will go through the legislative process. Legislative actions provide for the establishment and modification of land use and transportation plans, policies, regulations and guidelines. The legislative process includes a public hearing, in this case before the Planning and Sustainability Commission, followed by a hearing before the Portland City Council.

Task 1. Project Management and Public Involvement

- Develop a community outreach and engagement plan with an equity focus.
- Plan and conduct a variety of outreach events, including stakeholder interviews and public and online open houses.
- Convene a community advisory group to meet throughout the project to review products and advise project staff.
- Convene a technical advisory group to meet through the project made up of staff from relevant bureaus and agencies.
- Develop strategies for distributing information, soliciting input and recruiting participation.
- Coordinate with the TGM Contract Administrator to ensure compliance with scope, schedule, and budget.

Task 2. Existing Conditions

- Collect data regarding existing conditions for land use and transportation.
- Prepare an existing conditions memo including a review of past plans and policies.

Task 3. Opportunity Mapping

- Service and Amenities: analyze the project area in terms in terms of the Portland Plan's 20-Minute Neighborhoods Analysis.
- Maps: develop an input mapping atlas that includes major destinations and transportation infrastructure.
- Prepare an Opportunity Mapping Analysis Memo that documents the service amenities, input mapping atlas and policy review.

Task 4. Land Use Needs Analysis

- Identify needs in housing and economic development that are both geographic and community-based.
- Conduct analysis of commercial real estate and employment indicators to identify opportunities to adjust land use.
- Prepare a Land Use and Community Development Needs Analysis Memo summarizing the findings of the evaluation.

Task 5. Transportation Needs Analysis

- Identify gaps and deficiencies in the pedestrian, bicycle, and transit networks.
- Assess connectivity issues caused by unpaved or undeveloped streets and alleys.
- Perform a safety analysis to identify needs and appropriate countermeasures.
- Develop a set of potential transportation projects to address the needs.
- Prepare a Transportation Needs Analysis Memo summarizing the findings of the evaluation.

Task 6. Land Use and Transportation Implementation Strategy

Land Use and Community Development

- Evaluate and prioritize center, corridor designation and/or other approach using agreed-upon criteria and data.
- Evaluate mapping proposals in support of center and/or corridor designation.
- Review displacement risk mitigation, housing and economic development actions.
- Prepare a Land Use and Community Development Implementation Strategy Memo summarizing the recommendations.

Transportation

- Evaluate and prioritize transportation projects.
- Develop top-tier projects to a concept design level, including alternatives if necessary.
- Create planning-level cost estimates and funding scenarios to guide project investments.
- Develop non-project recommendations, including programs, policies, and action items.
- Prepare a Transportation Implementation Strategy Memo summarizing the recommendations.

Task 7. Discussion Draft

- Prepare the Discussion Draft of the Lower Southeast Portland Area Plan for public review and comment to staff.

Task 8. Proposed Draft of the Plan

- Prepare the Proposed Draft of the Lower Southeast Portland Area Plan for public review and testimony to the Planning and Sustainability Commission (PSC).
- Schedule hearing before the PSC.

Maximum characters: 4,500 | (Click and drag right-hand corner to see full response.)

4. Proposed project has community support (up to 5 points)

The application demonstrates that there is local support for project objectives, a commitment to participate, and a desire to implement the expected outcome.

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Community leaders have submitted sixteen local letters of support and a petition for this TGM grant application. Key community partners include Brentwood-Darlington, Lents, Mt Scott-Arleta and Woodstock neighborhood associations, Disability Rights of Oregon, Impact NW, Hacienda Community Development Corp, Latino Network, Microenterprise Services of Oregon, Oregon Walks, Portland Mercado, ROSE Community Development, Southeast Uplift, The Street Trust, Woodstock Community Business Association, 82nd Avenue of Roses Business Association.

A direct quote from the local letters of support is, “the targeted area needs comprehensive planning, as it lacks adequate transit service and basic street infrastructure that permits safe walking, cycling, and driving. Analysis and recommendations would also include economic development, housing, and zoning, which would also benefit our area.”

We have also received a letter of support from TriMet, pledging to work with the City of Portland on this plan.

Maximum characters: 1,000 | (Click and drag right-hand corner to see full response.)

Upload letters of support from stakeholders here:

5. Proposed project sponsor readiness and capacity (up to 10 points)

The application demonstrates that the local government is ready and able to begin the project within the TGM timetable and that there is local commitment and capability to manage and complete the project. The application demonstrates, if applicable, successful performance on previous TGM projects.

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The City of Portland is prepared to complete the project within the TGM timetable. Upon TGM grant notification, BPS will assign an experienced land use planner to serve as the City's Project Manager (PM), who will act as the principal contact for the project, and who will provide oversight to ensure that the project is well managed to ensure that the outcomes are consistent with broader policies. In addition, PBOT will assign an experienced transportation planner to partner on the project, lead the transportation tasks and share in co-lead duties with the public and advisory groups. The PM will coordinate communications with the ODOT Project Manager and oversee city staff involvement on the project, including monitoring the work of project team members, and ensuring that the project remains on schedule and within budget.

City planners have a long history of successful completion of TGM grant-funded plans, including the *Tryon-Stephens Headwaters Neighborhood Street Plan*, the *Growing Transit Communities Plan*, the *Enhanced Transit Corridors Plan*, the *Central Eastside Street Plan*, *The Outer Powell Blvd Conceptual Design Plan*, the *Truck Parking and Loading Plan*, and the *Cully Commercial Corridor and Local Street Plan*.

This project will be informed by both the *East Portland Action Plan (2009)* and the *Cully-Concordia Assessment (2009)* and *Action Plan (2010)*, as well as the *Cully Commercial Corridor and Local Street Plan*. These projects delivered the following outcomes:

- The *East Portland Action Plan* led to the hiring an East Portland Action Plan (EPAP) advocate. The EPAP advocated for ODOT to use federal stimulus funds for new lighting on the I-205 multi-use path.
- The above-mentioned Cully-Concordia processes led to locating two Neighborhood Prosperity Initiative (NPI) within the subject area along 42nd Avenue and Cully Boulevard. The NPI Program is overseen by Prosper Portland (formerly Portland Development Commission).

Maximum characters: 2,000 | (Click and drag right-hand corner to see full response.)

Upload supplemental application materials

Project area map (optional):

Title VI: Racial & Ethnic Impact Statement form

[Download the Racial & Ethnic Impact Statement here](#)

If you encounter any issues with the submittal process, please contact:

Abigail Erickson

Planning Section Web Coordinator

Abigail.ERICKSON@odot.state.or.us