



FOSTER ROAD TRANSPORTATION AND STREETScape PLAN

May 2014
DRAFT

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The Bureau of Transportation would also like to acknowledge the following individuals and organizations whose contributions are greatly appreciated:

SE Works, for generously providing space for Stakeholder Advisory Committee meetings and open house
Foster Area Business Association
Foster-Powell Neighborhood Association
Foster Green EcoDistrict
Mt. Scott-Arleta Neighborhood Association
Creston-Kenilworth Neighborhood Association
Lents Neighborhood Association
Southeast Uplift
Latino Network
Rose CDC
Portland Mercado

This project was made possible through a Community Planning and Development Grant from Metro and a partnership with Portland Development Commission, Bureau of Environmental Services, Bureau of Planning and Sustainability, Parks and Recreation and the Water Bureau.

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To obtain a copy of the Foster Road Transportation and Streetscape Plan Update please visit PBOT's website (<http://www.portlandoregon.gov/transportation/57866>) or contact:

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PROJECT OVERVIEW AND PLANNING PROCESS

1 Project Overview and Planning Process

PROJECT OVERVIEW

This document is an update to the 2003 Foster Road Transportation and Streetscape Plan. The 2003 plan was developed via a public process and outlined improvements for the street and sidewalk on Foster Road to improve safety and appearance of the street and support the people and businesses of the surrounding community, from SE 50th to SE 90th Avenues.

Since 2003, the City of Portland has adopted two transportation plans that directly affect Foster Road: the Portland Streetcar System Concept Plan and the Portland Bicycle Plan for 2030. These plans call for adding both streetcar and bicycle infrastructure (e.g., bicycle lanes) on Foster Road sometime in the future. In addition, in 2011 PBOT identified Foster Road as a High Crash Corridor. High Crash Corridors are defined as areas of roadway that have exceptional concentrations of crash activity.

Summary of Plan Recommendations

This document identifies the following priority safety and streetscape elements to be constructed in 2015-2016 with the available funding:

- Adding curb extensions and crossing improvements at targeted locations
- Reducing the number of travel lanes from four to three to improve safety
- Introducing bicycle lanes along Foster Road
- Widening sidewalks in Lents with street trees and new curb ramps
- Adding street trees, street lighting and transit improvements throughout the corridor.

Several of the 2003 plan recommendations have been implemented, although funding has been slow to materialize. However, as part of the 2012-15 and 2016-18 Regional Flexible Fund Allocation, the City of Portland was awarded \$3.25 million, to construct many of the improvements identified in the plan related to safety and streetscape. The Portland Development Commission also set aside \$2 million for this effort from the Lents Town Center Urban Renewal Area, bringing the total available construction funding to \$5.25 million.

A Focus on Safety

The goals of this project reflect the multi-objective nature of the planning effort. The update to the 2003 Plan was initiated as a response to the lack of safety for all modes along Foster Road, which have resulted in a high number of traffic collisions. In 2012, PBOT finalized the Foster Road High Crash Corridor Safety Plan, which built upon the recommendations from the original 2003 planning effort and included non-engineering solutions such as increased enforcement of traffic laws and targeted education and outreach efforts. This plan update identifies top priority safety and streetscape investments to be constructed with the available \$5.25 million. In order to provide the right kind of investments, a planning effort was set up by PBOT to update the original plan to respond to current and future issues along the corridor. While there are identified funds to construct many of the plan elements, this is a 20-year plan that will require continuous investment over the years to fully implement.

A Coordinated Effort to Improve Foster Road and Lents Town Center

The City and regional partners have ambitious goals for transforming the Foster Road corridor and its surrounding neighborhoods into centers of vibrant and unique neighborhoods, resulting in an array of benefits for residents and businesses. Sites adjacent to Foster Road are zoned for medium mixed use density, predominantly commercial and housing development. Forecast numbers by Metro, the regional government, estimate significant redevelopment based on a number of factors, including the amount of land likely to redevelop and allowed land use densities. Up to 3,300 more households, 7,000 more residents, and 2,100 more jobs can be expected within one-quarter mile of Foster Road by 2035.

In 2008, Foster Road from the Lents Town Center westward to SE 50th Avenue and Powell Boulevard was added to the Lents Urban Renewal District in an effort to spur redevelopment and positive change. Recent transportation investments in Lents Town Center and PBOT's upcoming 50s Bikeway Project will bookend the recommended elements of this plan. Taken together, Foster Road will become a safer and more accessible corridor to the rest of the City and region.

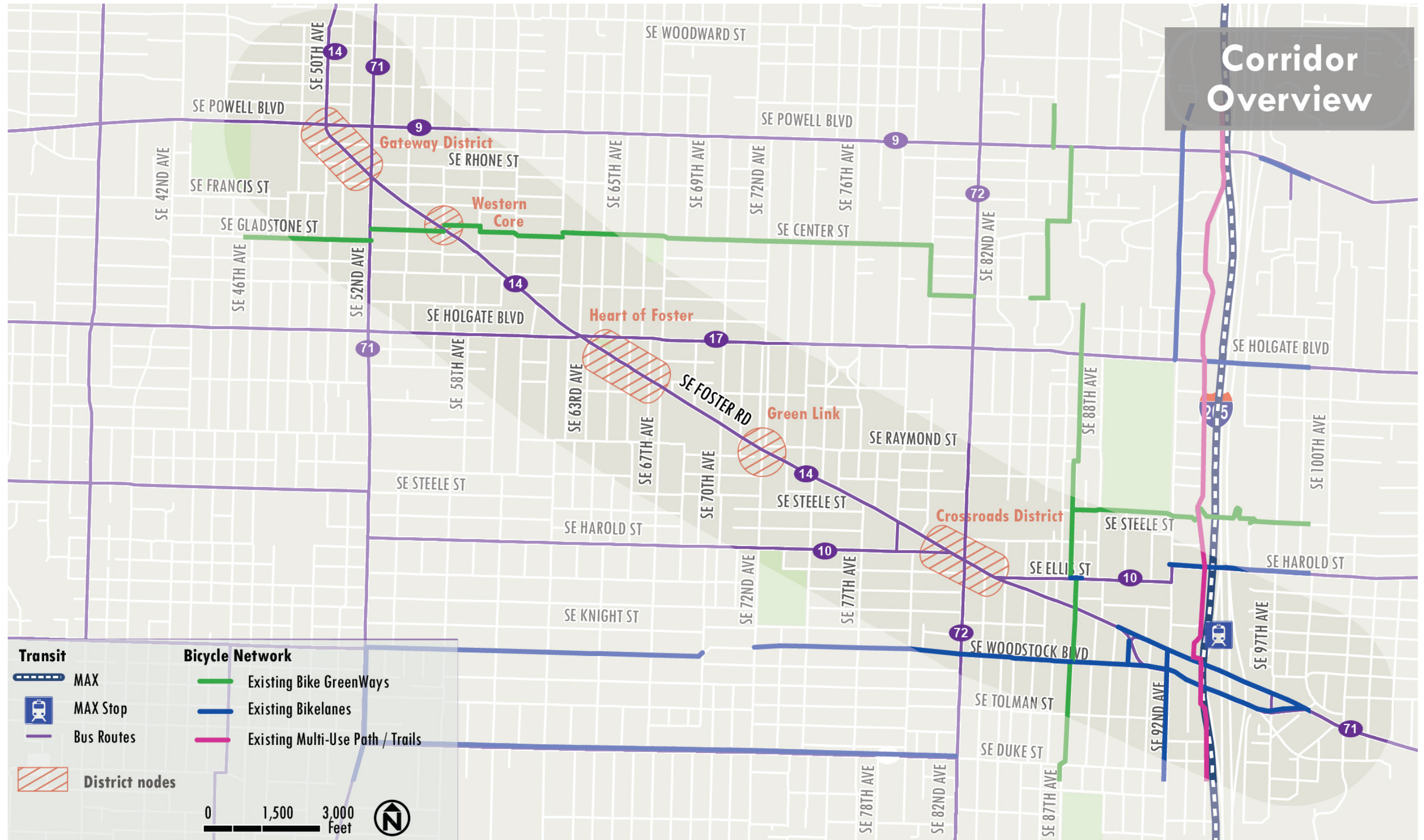
Over the last two years, the City completed a multi-bureau effort called the Foster Lents Integration Partnership (FLIP), which developed a strategic roadmap for this corridor. The FLIP process resulted in an integrated work program, including short- and long-term actions, for City Bureaus and the local community. Improving the transportation function of Foster Road was identified as a top priority.



New rectangular rapid flashing beacons (RRFB) improve safety and comfort for people crossing Foster Road.

Source: Portland Bureau of Transportation

Figure 1-1 Foster Road Study Area



CORRIDOR OVERVIEW

The recommended plan for Foster Road extends from SE 50th Avenue to the western edge of the Lents Town Center at SE 90th Avenue. Recommended changes to the street and urban design are meant to transform Foster Road from a largely high speed, auto-oriented corridor into a series of interconnected pedestrian-oriented places that are accessible by all transportation modes and support a vibrant mix of businesses and residences.

Below is a corridor overview summary, highlighting transportation and land use policy context as well as existing land use character and roadway dimensions and unique characteristics. See also appendix B.

Outreach Corridor Policy Overview

Transportation System Plan. The following are the Transportation System Plan (TSP) street classifications for Foster Road. Foster Road is a City Bikeway, Major Emergency Response Street, Truck Access Street, City Walkway, Regional Main Street (in some areas), Major City Traffic Street, and a Major Transit Priority Street.

Future Streetcar. The Portland Streetcar System Concept Plan (PSSCP) calls for Foster Road to be part of the future streetcar network, and potentially run from SE 50th to SE 122nd Avenues.

Bicycle facilities. The Portland Bicycle Plan for 2030 calls for Foster Road from SE 50th Avenue and Powell Boulevard to the eastern city limits to be classified as a “City Bikeway” and is recommended to have “separated in road” (SIR) bicycle facilities.

Foster Road Land Use Character

Corridor character and land use. Between SE 50th Avenue and I-205, Foster Road supports a diverse mix of land uses, including residential neighborhoods and a variety of businesses fronting Foster Road, including a large number of retailers. The Foster Road Corridor contains five district nodes: Gateway District, Western Core, Heart of Foster, Green Link, and Crossroads District. Each node represents the commercial and transportation hubs that support economic activity, regional mobility, and local access.

Zoning and future development. Zoning along the majority of Foster Road is General Commercial (CG), allowing a wide range of commercial activities. The “Heart of Foster” district has a segment zoned as Storefront Commercial (CS), from SE 63rd to 67th Avenues, which is typically desig-

nated for Main Streets. The “Crossroads District” at the intersection Foster Road and SE 82nd Avenue is designated as Central Employment (EX), which allows mixed-uses and is intended to collocate industrial, business, service, and limited residential uses.

Foster Road Characteristics

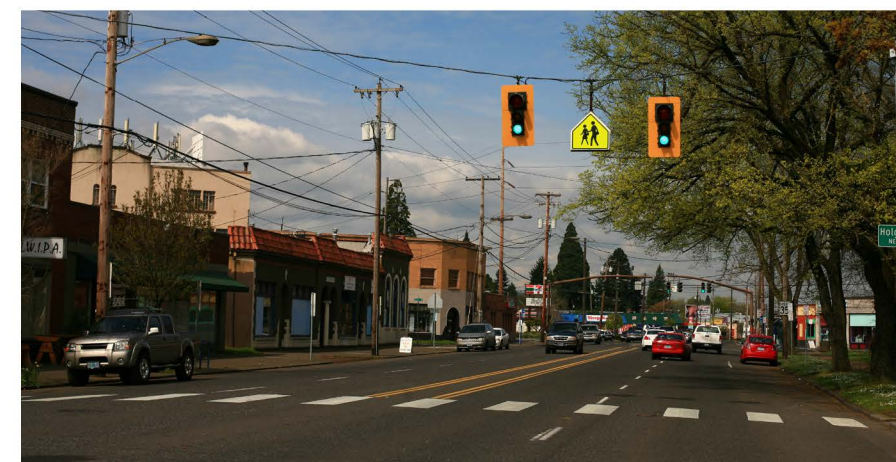
Foster Road dimensions. Right-of-way along the Foster Road corridor changes intermittently. The corridor’s right-of-way (lot line to lot line) ranges from 58 feet—on the east end of the corridor—to 94 feet—on the west end of the corridor.

Curb-to-curb roadway width ranges between 45 feet to 60 feet, with a short segment of 5-lane cross section between SE 50th Avenue and SE 52nd Avenue that expands to 65.5 feet. At 50 feet from curb to curb, the narrowest two-way cross section west of SE 82nd Avenue occurs between SE 72nd Avenue and SE 79th Avenue. Although street widths typically remain unchanged for longer stretches of the corridor, sidewalk widths expand and narrow almost on a block-by-block basis. The corridor includes four typical right-of-way cross sections. These include segments west of SE 72nd Avenue, between SE 72nd Avenue and SE 80th Avenue, east of SE 80th Avenue, and in the couplet area. Right-of-way is widest west of SE 72nd Avenue and narrowest in the couplet area.

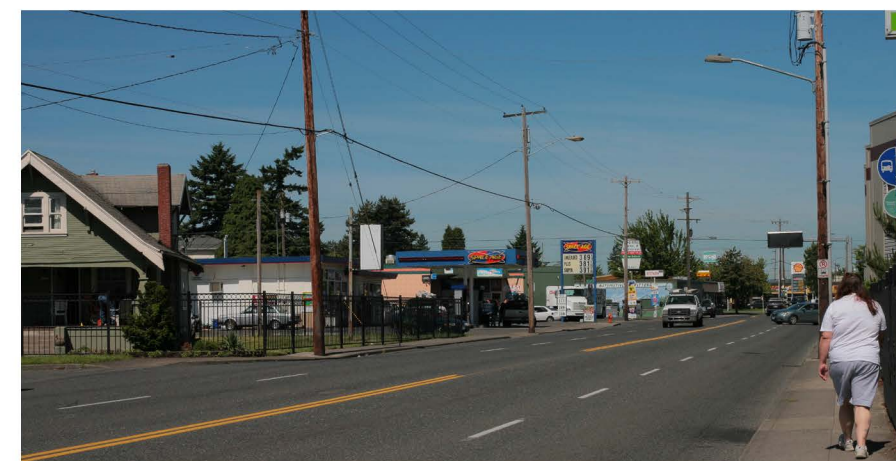
Lane configurations. Foster Road is typically a four lane cross section with two travel lanes in each direction and an occasional left-turn lane or pedestrian refuge island. The longest stretch containing a 4-foot striped median is located between Powell Boulevard and SE 72nd Avenue. Between Powell Boulevard and SE 52nd Avenue, the roadway becomes a 5-lane configuration with two eastbound lanes and three westbound lanes.

On-street parking. Depending on the curb-to-curb street width, parking is available on one or both sides of Foster Road with certain time restrictions. On-street parking is generally dedicated to the eastbound side of Foster Road, while many segments on the westbound side, especially east of SE 72nd Avenue, allow for weekday AM peak period restricted parking but is almost never being used (i.e. no parking between 7AM-9AM, Monday through Friday).

Prevalence of skewed intersections. Because Foster Road bisects the street grid diagonally from northwest to southeast, nearly all 42 intersections within the project area are skewed. Only SE Rhone Street, SE 60th Avenue and SE 80th Avenue are aligned perpendicular to Foster Road. This presents unique geometric and pedestrian design challenges at each location, and it increases block lengths, sometimes up to almost 500 ft long.



Foster Road has a typical four lane cross section with two travel lanes in each direction, on-street parking and commercial mixed use zoning in the Heart of Foster.



Foster Road has a diverse mix of land uses including residential neighborhoods fronting the street.



Foster Road has many skewed intersections.



A PBOT engineer presents the plan view concept design and addresses committee member questions.

Source: Foster United Blog, John Mulvey



Stakeholder Advisory Committee members review the draft cross sections and plan view concept design.

Source: Foster United Blog, John Mulvey

PUBLIC INVOLVEMENT SUMMARY

A key element of the planning process was to hear from the community. Staff worked with community leaders in helping determine what values, goals and ideas people had to improve both Foster Road and the adjacent areas. As part of this process, the project team participated in a number of events, some of them generated by the FLIP process or the transportation project, and also many involving staff attending community meetings and public events. In addition, the project was highlighted in several local newspapers and blogs as well as in the regional press including the Oregonian and the Portland Tribune.

The project team relied on a variety of ways to provide information and gather input from the community on this plan. Below is a summary.

Stakeholder Advisory Committee

The Stakeholder Advisory Committee (SAC) was established to represent a variety of neighborhood, community and business interests and guide the development of the plan. The SAC met about once a month to review work by staff, listen and provide feedback and direction. SAC members also acted as liaisons to individual's respective organizations and the community at large.

The SAC met on:

- September 19, 2012
- October 17, 2012
- November 15, 2012
- December 13, 2012
- February 21, 2013
- March 21, 2013
- April 18, 2013
- July 25, 2013
- September 19, 2013
- October 23, 2013
- December 18, 2013
- April 16, 2014

Community Events

The project team held five open houses as part of FLIP and this project. The first three introduced the transportation project and asked the community for feedback on goals, needs and issues to resolve. The fourth open house asked for feedback on the different crossing, streetscape, cross section and transit ideas developed by staff and the SAC. At the fifth open house PBOT staff presented the plan recommendations to the community.

Open House Dates and Attendees

Open House dates and attendees:

- January 27th, 2012: 70 attendees
- October 10th, 2012: 70 attendees
- February 28, 2013: 75 attendees
- June 4th, 2013: 112 attendees
- December 5th, 2013: 133 attendees



Community members observe plan options and streetscape design elements at a public open house.

Source: Portland Bureau of Transportation



PBOT staff engages the community at the 2013 National Night Out event at Kern Park.

Source: Portland Bureau of Transportation

Briefings, Walks, and Other Outreach

Staff regularly gathered input and updated stakeholder organizations in the area. The list below provides a summary of organizations that received a project update.

Project Updates

Information Table at National Night Out in Kern Park: August 7th, 2012, August 6th, 2013

Walk to distribute project sheet and contact information: August 2012

Corridor Walk with Lents Neighborhood Association Leadership: July 22nd, 2013

Corridor Walk with Commissioner Steve Novick, Foster-Powell Neighborhood Association, Leadership, Mt Scott-Arleta Neighborhood Association Leadership, Creston-Kenilworth Neighborhood Association Leadership, and Foster Area Business Association Leadership: August 3rd, 2013

Foster Area Business Association (FABA): March 12th 2013, September 10 2013, December 4th, 2013

Foster Green EcoDistrict Briefing: November 18th, 2013

Mt Scott Arleta Neighborhood Association: April 3rd 2013, December 4th, 2013

Arleta School Parent Teacher Association: December 10th, 2013

Foster Powell Neighborhood Association: March 11th 2013

ROSE CDC: December 17th, 2013

Portland Mercado: January 6th, 2014

Brentwood-Darlington Neighborhood Association: January 9th, 2014

Lents Neighborhood Association: January 28th, 2014

Creston Kenilworth Association: February 24th, 2014

Foster Powell Neighborhood Association: March 10th 2014

Latino Network's "Lideres" group, March 22nd, 2014

Latino Network's "Conexiones" Madison High School student group, April 14th, 2014

City Appointed Commissions

Bicycle Advisory Committee: June 11th, 2013, November 12th, 2013

Portland Freight Committee: July 11th, 2013

Pedestrian Advisory Committee: November 19th, 2013

Accessibility in the Built Environment Subcommittee of the Portland Commission on Disability: January 13th, 2014

Surveys

Project staff developed and distributed two surveys. The first one, administered in the summer of 2012 and taken by 64 people, asked general questions about Foster Road to get a sense for community's needs and desires and values. A second survey was administered in December 2013 to get input on the plan recommendations. Staff received over 400 responses, which included surveys from December Open House attendees as well as from a subsequent online survey. Appendix C summarizes the results of the two surveys.

Mailers

Two mailers were sent to advertise the last two open houses. Each time, a flyer was sent to over 15,000 households and businesses in the area. The second mailer was sent in November 2013. It included a summary of the recommendations of the plan, including a graphic showing existing and proposed cross section. The flyer also included a brief summary of the recommendations in Spanish, Russian and Vietnamese. The flyers were also posted in several locations in the area, including the Holgate Public Library, and distributed electronically to different stakeholders and mailing lists.

FLIP Efforts

FLIP used a variety of public engagement formats to reach out to the community, including community-driven efforts. FLIP relied on the Foster Green Ecodistrict as a full partner and sounding board. In addition to the four open houses hosted by FLIP, the project team also conducted stakeholder interviews with the diverse group of community-based stakeholders, created a video to use as an outreach tool, relied on community liaisons to engage a diverse spectrum of the community, conducted a web-based participatory budgeting exercise through Peak Democracy, and tabled at a variety of community events. In addition, PDC staff working on business development communicated with businesses along the corridor about the different multi-bureau efforts. In all of these endeavors, transportation issues related to Foster Road were always a dominant topic of discussion in the community.

OVERVIEW OF THE PLANNING PROCESS

The process to develop the plan took approximately a year and six months to complete. It included three phases. Staff interacted with the public during all phases of the project. In addition, the project team held several Technical Advisory Committee (TAC) meetings that included PBOT and City staff as well as staff from TriMet and ODOT.

The first phase included hearing from the community about issues and desires for changes to the street. It also included gathering and synthesizing data and information about existing conditions on the street, and examining potential opportunities and constraints. This phase included the first three open houses as part of FLIP, the set up of the SAC process and the development of the Project Goals.

The second phase included developing a range of alternatives to identify improvements for Foster Road. This phase included selecting the locations and treatments for crossing improvements, transit improvements, streetscape improvements and an extensive analysis of potential cross sections for segments of Foster with different right-of-way widths, culminating in the selection of four corridor-length cross section alternatives. This phase also included presenting these ideas to the public at the June 4th Open House.

The last phase included refining recommendations and selecting the recommended cross section and longer term sub options for the plan. The different plan ideas were incorporated into a common plan view that covers the entire project area. It also included a process for prioritizing the use of the \$5.25 million in grant funds and the drafting of the plan.

