

IMPACT STATEMENT

Legislation title: Adopt the recommendations contained within the Division-Midway Neighborhood Street Plan. (Resolution)

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Purpose of proposed legislation and background information:

The Division-Midway Neighborhood Street Plan identifies and prioritizes local street and pathway connections to improve transportation connectivity in the study area. The study area is located in East Portland. It is centered on SE Division Street and extends from SE 112th to SE 148th avenues and reaches roughly one mile north to SE Stark Street and roughly one mile south to SE Holgate Street.

The overall goal of the Division-Midway Neighborhood Street Plan is to better increase street connectivity and multi-modal travel options within the project area. In order to meet this goal, the following objectives were established:

- Establish a more connected local street and path network.
- Create safer walking and bicycling routes to neighborhood destinations, transit and the regionally designated SE Division Main Street.
- Define the range of options for improving local streets, including use of Portland Street By Street design options.
- Inform future improvements to be built over-time by property owners, developers and the City.

There are two main types of connections recommended in this plan to achieve this goal, including:

- Connection Improvements in Existing Right-of-Way
- New Future Public Connections across Existing Private Property

This Plan prioritizes local street and pathway Connection Improvements that would most help achieve local community and broader Citywide goals around safety, equity, healthy and connected complete neighborhoods and access to transit.

The Division-Midway Neighborhood Street Plan recommendations are intended to address existing infrastructure deficiencies and lack of connectivity in the local street system, including pedestrian and bicycle infrastructure.

Connectivity and access to SE Division and the surrounding area is important by all modes of travel, as more people need and want to walk and bike to destinations in the Division-Midway area and access transit, while others still need or choose to drive. The Division-Midway project area is becoming increasingly denser and more diverse. From a demographic and socio-economic standpoint, East Portland, including Division-Midway, is very different from the rest

of Portland – it is more ethnically and racially diverse, less affluent, and has a greater proportion of both children and seniors. Additional future growth is planned along the SE Division corridor.

Currently, the street system in Division-Midway is poorly connected in many places. There are large blocks with no through streets. Most blocks in the Division-Midway study area do not meet street connectivity policy standards. Many residential streets lack curbs and/or sidewalks, or are completely unimproved (dirt or gravel, often with potholes and mud). Basic roadway infrastructure (such as pavement and/ or sidewalks) was often not built at the time of development.

The Division-Midway Neighborhood Street Plan supports existing and emerging City and regional policy.

SE Division is designated a “Main Street” in the Metro Region 2040 Growth Concept Plan. Through the Powell-Division Transit and Development Project, Outer SE Division has been identified as part of the preferred route for a future Bus Rapid Transit line between Portland and Gresham. It is currently in the planning phase.

In the recommended Portland 2035 Comprehensive Plan update currently underway, Outer SE Division is identified as a “Civic Corridor” with a Town Center at 122nd Ave. The Division-Midway Neighborhood Prosperity Initiative (NPI) is located at the heart of the project area along SE Division from SE 117th Ave to 148th Ave. The goal of the NPIs is to strengthen the economic competitiveness of neighborhood business districts through community-planned and community-implemented actions and projects. Additionally, there are several schools, parks, places of worship and commercial nodes throughout the Division-Midway project area.

The Division-Midway Neighborhood Street Plan strives to address and support several action items identified in the East Portland Action Plan (EPAP), adopted in 2009. The following recommended EPAP actions relate to the Division-Midway Neighborhood Street Plan:

- T.2 Increase safety and convenience of walking throughout East Portland
- T.3.6 Assess bike safety issues in key areas – including Division Street
- T.5.1 Develop best practices pilot project to accelerate local street improvements; explore funding options, design standards, criteria for qualification.
- T.5.4 Study and develop an alternative street standard for local streets in East Portland.
- T.6.1 Develop a complete and more, well-developed future street plan for East Portland.
- T.6.2 Develop priorities for decision-making on transportation improvements; consider connections to parks/open space/ schools, “green street” design, public safety needs.
- T.6.3 Initiate a Powellhurst-Gilbert connectivity and urban form study.
- CM.2 Promote vital and healthy multi-use commercial areas

Previous Related City Council Actions:

- Under Ordinance No. #185384 on June 6, 2012, City Council authorized staff to submit applications to the Oregon Department of Transportation and Department of Land

Conservation and Development for two Transportation and Growth Management grants in the amount of \$333,750. One of these applications was for a Far Southeast Portland Neighborhood Street Plan that would refine the street plan for a neighborhood in Far Southeast Portland to take advantage of a new set of design and implementation options for connecting and improving local streets; grant amount: \$125,000.

- Under Ordinance No. 186081 on June 12, 2013, City Council authorized an agreement to accept a Transportation Growth Management (TGM) grant in the amount of \$135,000 from the Oregon Department of Transportation and authorize an Intergovernmental Agreement for the Division-Midway Neighborhood Street Plan.

The Division-Midway Neighborhood Street Plan includes recommendations to amend City policies. As a part of the next update of the City's Transportation System Plan, the plan includes recommendations for the following:

1. Amendments to several existing TSP major system improvement project descriptions and add new projects as either major projects or smaller projects in the Citywide Programs, to add the Tier 1, 2 and 3 Division-Midway Prioritized Connection Improvements in Existing Right-of-Way, as described on page 19-26 of the plan (Exhibit A).
2. Amendments to the Far Southeast Master Street Plan in the TSP to add all the New Future Public Connections across Existing Private Property identified through the Division-Midway Neighborhood Street Plan, as described on page 27-30 of the plan (Exhibit A) and the Outer Powell Boulevard Conceptual Design Plan Local Street & Accessway Report (2012).

Financial and budgetary impacts:

The Division-Midway Neighborhood Street Plan does not amend the budget or change current or future revenue sources.

The Division-Midway Neighborhood Street Plan recommends adding improvement projects to City's Transportation System Plan TSP during the current plan update. These projects do bring with them a cost to implement. Given the TSP is a 20-year plan, there are long-term cost impacts for the City. As with all other TSP projects, these projects will be evaluated using the TSP criteria and sorted into the Constrained and Unconstrained project list based on forecasted revenues. This may place some increased demand on the limits transportation funds available to the City today and add to the need for additional transportation revenue. However, the addition of these projects to the TSP does not necessitate an immediate funding commitment.

The Division-Midway Neighborhood Street Plan includes cost estimates for the improvements to be added to existing TSP projects. These are located on page 19-20 of the plan. These are low confidence cost estimates. Generally, the scope of improvements is for sidewalk construction. This plan is at the concept level. Therefore, there are no detailed survey or plans to inform a

higher level cost estimate. These estimates are based on the real cost of the sidewalks recently built with the \$16 Million for sidewalks.

Cost estimates were not prepared for the other connection improvements, more likely to be incorporated into the TSP Citywide Program areas. This is because the cross-section and conceptual design has not been determined. Therefore, the cost could vary widely from the cost of a traditional local street, sidewalks and drainage to potentially a narrow 16-ft wide, curbless shared street. A decision on design will depend upon many contextual factors beyond the scope of this plan. They must be decided closer to implementation.

Community impacts and community involvement:

The Division-Midway Neighborhood Street Plan is the result of a planning process conducted by the Policy, Planning, and Projects Division in the Portland Bureau of Transportation (PBOT). The planning process began in July 2013 and was spread across four phases over the course of approximately one year. The planning process included a public outreach and engagement component with opportunities at each phase for community stakeholders to review materials and provide input to help shape development of this plan. Each phase informed the next phase of the planning process and ultimately the final recommendations.

The Division-Midway project area is becoming increasingly denser and more diverse. From a demographic and socio-economic standpoint, East Portland, including Division-Midway, is very different from the rest of Portland – it is more ethnically and racially diverse, less affluent, and has a greater proportion of both children and seniors.

The Community Outreach Plan was tailored to the specific community composition in and near the Division-Midway Neighborhood Street Plan project area to meet Title VI, Civil Rights goals. The Community Outreach Plan identified community composition, environmental justice and social equity considerations, including concentration of transportation disadvantaged communities and non-native English speaking populations and their native language. The Community Outreach Plan also identified outreach strategies specific to the study area and targeted communities, including community newspapers and other media outlets, community organizations, groups or congregations, meeting locations and contacts. Additional community stakeholders and organizations were identified and partnerships formed throughout the planning process.

To assist and advise the City in the development of the Division-Midway Neighborhood Street Plan, a Project Working Group (PWG) was formed. Several community and business groups were invited to appoint a representative to participate on the PWG, listed on page 38 of the plan. Starting in November 2013, the PWG met roughly every three months through August 2014. The PWG generally endorsed the recommended plan at their last meeting.

Community outreach and engagement occurred through several different avenues: a community tour of the area, two open houses, targeted outreach to non-English speaking residents and visits

with other stakeholder groups. Two public houses were held at key stages in the planning process to provide the community with an opportunity to review project materials and give feedback on the street and pathway connections identified by staff for possible improvements. Both open houses were “self-guided” tours with opportunities for public input, supplemented by a presentation given by project staff.

Events held in the community were announced through a variety of channels. Flyers were sent by postal mail to over 14,000 residents, businesses, tenants and property owners via postal carrier routes in and around the study area. Key information on the flyer was translated into Spanish, Russian and Vietnamese, including a number to call to request interpreters.

To better incorporate the needs and interests of community members historically under-represented, the project team conducted targeted outreach in addition to the public open houses. This outreach included conducting a survey with an English as a Second Language (ESL) class at David Douglas High School. In addition, the project team hosted a language-based outreach and engagement event in partnership with Metropolitan Family Services (MFS) and Schools Uniting Neighborhoods (SUN), at Lincoln Park Elementary School. Through a series of six non-English language-sessions with the support of community advocates and interpreters and an evening “all languages” open house, we provided opportunities for participants to get updated information on the development of the Plan and provide direct feedback on the recommended priorities through interpreters in Russian, Somali, Karen, Burmese, Nepali, and Spanish.

The outcomes of these language-based sessions and open house provided an expanded understanding of the residents of the study area and their needs and concerns around transportation and street connectivity. Through these events, staff was able to identify a couple connections that were most important to these immigrant communities and help prioritize them. It also laid the foundation for a more culturally and language appropriate relationship between PBOT, the Plan, and the community.

To identify the priority connections recommended in the plan, each of the Connection Candidates proposed within Existing Right-of-Way were evaluated using the project prioritization criteria. The Connections were placed into these tiers based on how they scored and ranked in the evaluation. Selection and project prioritization criteria were developed during the planning process to help evaluate the many candidate connections, identify the most beneficial and feasible connections and set priorities for implementation. The criteria were derived from the Project goal and objectives with input from the Project Working Group.

The criteria, listed on page 41 of the plan, reflect community values and needs so that Connection Improvements that would most benefit the surrounding community would be prioritized. The most highly valued, and thus heavily weighted, criteria are bulleted below. The Tier 1 prioritized Connection Improvements help to best achieve these outcomes:

- Provide a more direct pedestrian or bicycle connection to transit stops, particularly stops with high ridership, frequent service or multiple transit lines.

- Improve a Neighborhood Greenway or Safe Route to School (built or planned) or connect to one.
- Serve targeted Environmental Justice or underserved populations, vulnerable roadway users or area with a high Active Transportation Demand score, as these are places where people are more likely to depend upon walking, biking or taking transit.

Below is a summary of key citizen concerns expressed during the planning process:

- A desire for more sidewalks to feel safer.
- A desire for street lighting to feel safer.
- Connected streets for faster response times from police and EMTs.
- Concern that the future streets and paths be well maintained.
- Concern about increased taxes to pay for new streets and paths.
- Concern about “cut-through” traffic on new streets.
- Concern that new connections may invite more crime.
- Concern about publicly owned land in private use being changed to public use.

Many of these concerns were addressed in chapter 3 of this plan through the recommendations and documentation of future considerations and concerns for implementation. In addition, a table with additional considerations for implementation and stormwater management related to individual Connection Improvements in Existing Right-of-Way is located in the Appendix.

There is one connection in particular that raised a high level of concern and objection by the adjacent residents. This is Connection Improvements in Existing Right-of-Way located at SE 127th between Market and Madison. It is labeled “0.” Given the significant objection, this connection is placed last on the project list in Tier 3, the lowest priority. It was kept in the plan, given it is within existing public right-of-way, it provides some future connectivity benefit, there was support within the PWG to keep it and in recognition that conditions can change within a 20 year planning horizon.

Testimony. Member of the PWG have been invited to testify at the City Council hearing. Staff will invite a few members who have volunteered to testify in advance of public testimony. This is likely to include a few East Portland representatives, such as Arlene Kimura (Portland Pedestrian Advisory), Kem Marks (East Portland Action Plan), Brian Lockwood (Powellhurst-Gilbert Neighborhood Association), possibly Rep. Jessica Vega Pederson (Hazelwood Neighborhood Association) and others.

The general public will also be invited to attend the City Council hearing and testify. An announcement will be emailed to the interested parties list and it will be posted on the project website. We are also likely to hear from some of these residents in opposition of this Connection Improvements in Existing Right-of-Way at SE 127th between Market and Madison.

The four phases of the planning process are summarized in the bullets below, along with the accompanying public outreach efforts and engagement events.

Phase 1 – Summer & Fall 2013

Project Kick-Off, Data Collection and Review of Existing Policy and Conditions

- Establish project goals and objectives
- Develop a Community Outreach and Engagement Plan
- Form a Project Working Group (PWG) with citizen stakeholders
- Develop a framework for technical City staff review and input
- Baseline Conditions – Policy review, demographics, existing methods for improving local streets, planned improvements, neighborhood destination and access Urban Design Concept, traffic and transportation system existing conditions data, etc.
- Community Engagement: Project kick-off with a Neighborhood Ride, Roll and Stroll, PWG Input

Phase 2 – Winter 2014

Identify Needs, Opportunities & Constraints and formulate solutions.

- Build a Toolbox of Facility Design Types
- Develop Selection and Project Prioritization Criteria
- Identify Needs, Opportunities & Constraints
- Develop Street and Pathway Connection Candidates
- Community Engagement: PWG Input, Open House #1, Survey with David Douglas ESL High School students

Phase 3 – Spring 2014

Develop, Evaluate, and Prioritize Local Street and Pathway Solutions

- Evaluate street and pathway connection solutions, project prioritization, and implementation
- Community Engagement: PWG Input, Focused Outreach to Immigrant Communities, Open House #2

Phase 4 – Summer 2014 through Summer 2015

Final Plan Refinement and Implementation Strategy

- Explore Implementation Strategies
- Refine Solutions and Draft Plan– integrate community and other stakeholder input
- Community Engagement: PWG Input, Additional input from community stakeholders, visited various stakeholder groups to share recommendations
- Recommend Final Plan for adoption by City Council

Budgetary Impact Worksheet

Does this action change appropriations?

- YES:** Please complete the information below.
- NO:** Skip this section

Fund	Fund Center	Commitment Item	Functional Area	Funded Program	Grant	Sponsored Program	Amount

KK 9-25-15