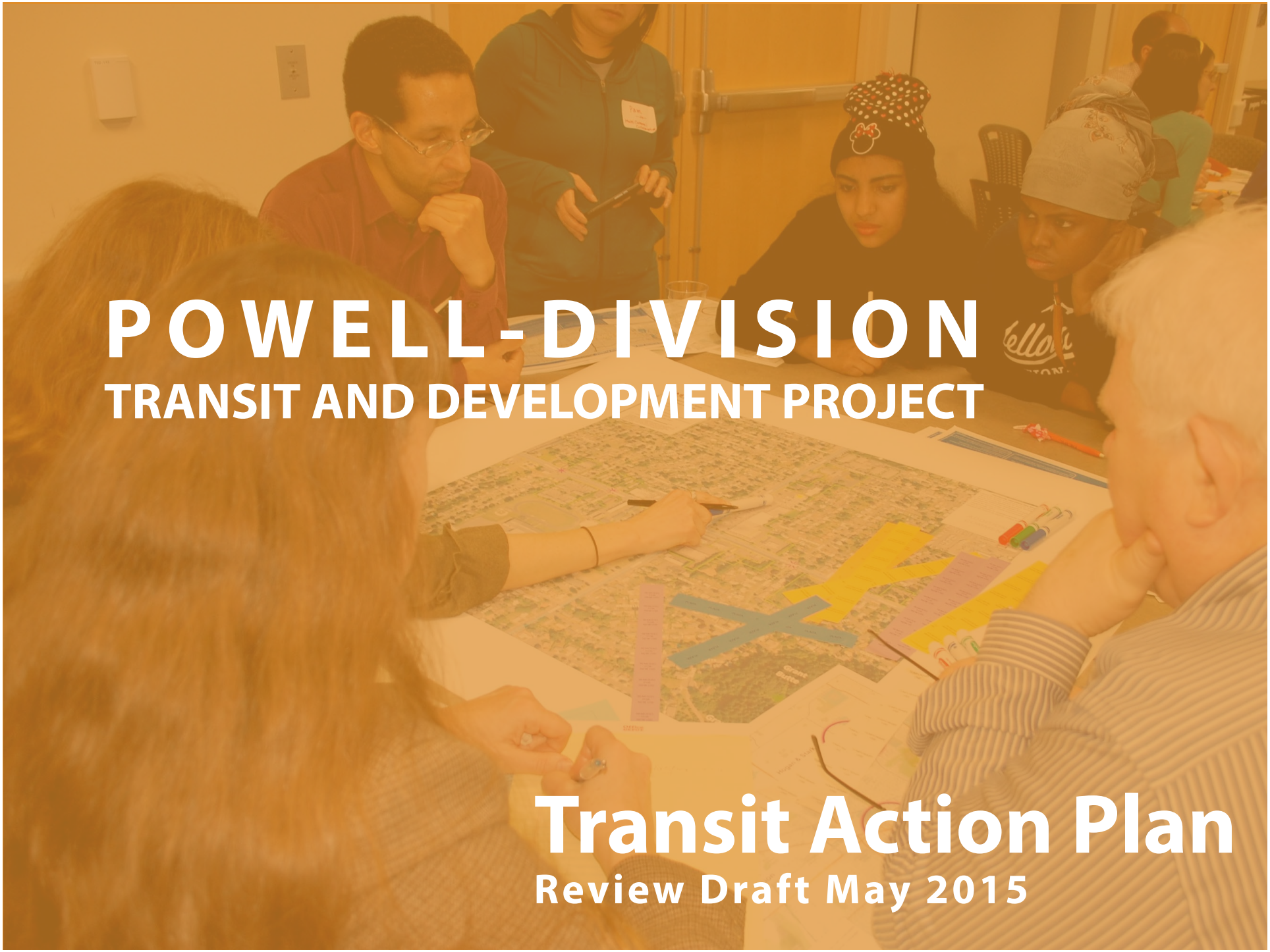

POWELL-DIVISION
TRANSIT AND DEVELOPMENT PROJECT

Transit Action Plan
Review Draft May 2015

DIVISION ST
2546
WARNER PACIFIC COLLEGE

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EXECUTIVE SUMMARY

BACKGROUND

The Powell-Division Transit and Development Project is a partnership of the cities of Gresham and Portland, Multnomah County, the Oregon Department of Transportation, TriMet and Metro. The project began in January 2014 with the establishment of a decision-making body made up of community members, business interests, educational institutions and elected leaders. The Steering Committee was created to advise Metro Council to establish a policy decision for high capacity transit.

The Steering Committee considered findings from extensive public engagement and technical analysis and advanced transit alternatives using a consensus-based decision-making process.

The decisions they have reached to-date form the action plan that will go to local jurisdictions and Metro Council for endorsement.

The Powell-Division corridor was identified as a regional priority in 2010 through a comprehensive engagement process and looking at the needs for better transit during the High Capacity Transit System Plan. In 2012, decision makers from around the region agreed that planning for improved transit in the Powell-Division corridor should be next to move forward.

ACTION PLAN PURPOSE

This Action Plan shares the recommendations of the Steering Committee based on the technical work and public engagement to date. This includes a recommendation for future transit and regional actions that can be undertaken to support the future public investment. This Action Plan is supported by plans developed by the cities of Gresham and Portland.

The planning phase of the Powell-Division Transit and Development Project will result in actionable plans for key places (future station areas) and improved mobility to address long-standing infrastructure and investment issues along Powell-Division.

The **transit action plan** identifies a preferred near-term high capacity transit solution for the corridor that safely and efficiently serves high ridership demand, improves access to transit, is coordinated with related transportation investments, and recognizes limited capital and operational funding. The solution will include mode and general alignment.

The **local action plans** create a vision and development strategy for key places that promotes community-driven and supported economic development and identifies tools and strategies that mitigate the impacts of market pressures that cause involuntary displacement.

Spring 2014

Range of alternatives

A wide range of potential transit alignments were suggested by project partners and the public.

Summer 2014

Screening

A narrower range of transit alternatives was developed and screened through public engagement and technical analysis.

September 2014

Steering Committee

On September 29, the steering committee reached concensus on advancing the general route of inner Powell Boulevard transitioning to Division Street.

Winter 2014/2015

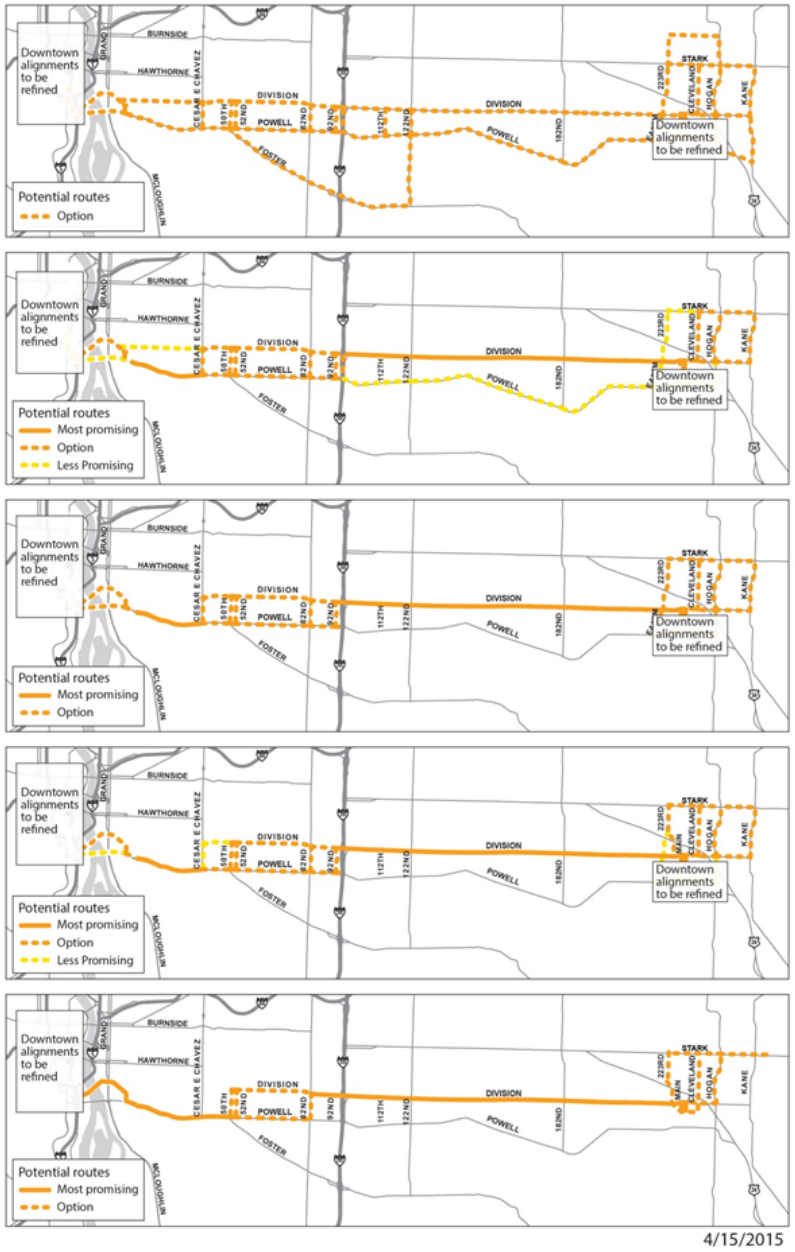
Evaluation of options

A set of route options in Gresham and Portland were screened through public engagement and technical analysis.

March 2015

Steering Committee

On March 16, the steering committee chose to remove the Ross Island Bridge, the Cesar Chavez and 92nd Ave options in Portland, and the Kane option in Gresham from consideration.



TRANSIT ALTERNATIVES CONSIDERED

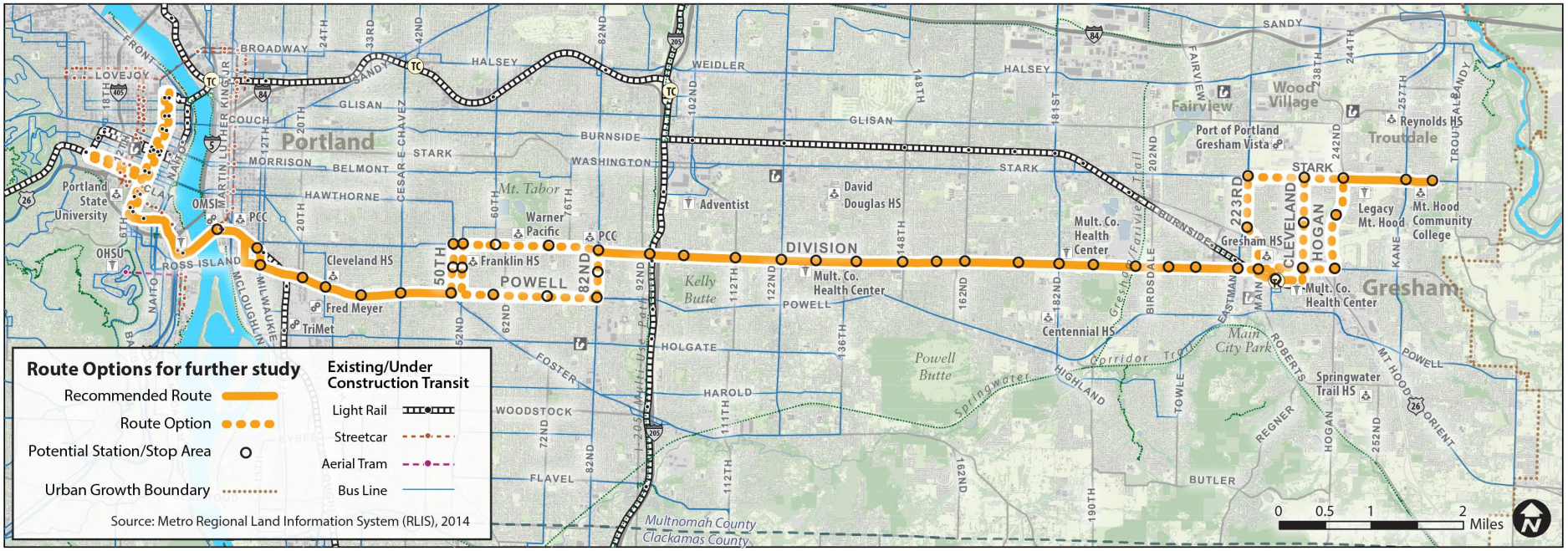
Through technical analysis and evaluation and extensive public engagement, alternatives that included a range of routes were identified and advanced by the Steering Committee.

PUBLIC ENGAGEMENT

Public input informed Steering Committee decision-making at each project milestone. Between January 2014 and June 2015, broad-reaching public engagement included the following.

- **In-person engagement**: More than 250 community briefings took place throughout the 15-mile corridor.
- **Online engagement**: Six surveys reached nearly 2,000 people and an interactive map comment tool generated more than 1,500 comments.
- **Equity engagement**: Culturally specific community events reached members of the Latino, Russian-speaking, Chinese, Vietnamese, African American, African immigrant, Chuuk, Tongan, Bhutanese and Native American communities and information and input opportunities were available in Spanish, Russian, Chinese and Vietnamese.

STEERING COMMITTEE RECOMMENDATION



The transit action plan advances a bus rapid transit project with the general route of inner Powell Boulevard transitioning to Division Street to Downtown Gresham, connecting to Mt Hood Community College.

The Steering Committee has unanimously advanced the Tilikum Crossing to cross the Willamette River; unanimously advanced 82nd Avenue and chose to continue studying 50th and 52nd avenues; and advanced three route options (Main/223rd, Cleveland, and Hogan Road) to connect to Stark Street and Mt Hood Community College.

STEERING COMMITTEE RECOMMENDATION

Recommendation: Advance Powell-Division into Project Development.

The project is ready to advance into Project Development.

Approximately a 2-year process, Project Development will ready the project for a federal grant application, final design and construction. Coordination will continue with Portland's and Gresham's station area opportunity area work. Project Development will begin preliminary engineering, environmental approvals under the National Environmental Policy Act, and the development of a finance plan to identify funding for the full construction of the project.

The Steering Committee will finalize the definition of the future transit project, including reaching decisions on:

- Routing in Downtown Portland, the Portland north/south crossover option between SE 50th and 82nd, and the Gresham north/south option to connect to Mount Hood Community College.
- Station spacing and locations in relation to the transit network and underlying service characteristics.
- Design treatments, including the cross section, design and related transportation infrastructure (road, bicycle and pedestrian)

ACTION PLAN STRATEGIES

BACKGROUND

The following pages provide the strategies to advance for the project, consistent with the project goals.

Actions to Advance the Transit Project list the required steps needed to move the bus rapid transit project into construction and operation.

Regional Supportive Actions identify steps to be conducted regionally to support the project goals for transportation, well-being, equity, and efficiency and the vision for future transit supporting community and economic development.

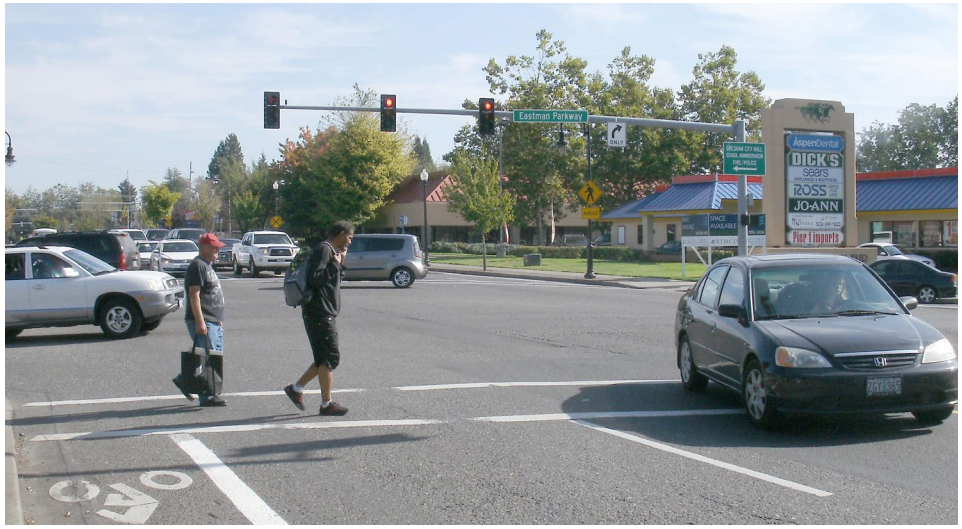
ACTIONS TO ADVANCE THE TRANSIT PROJECT

	Action	Timing	Responsiblity
T1	Entry to Project Development from Federal Transit Administration	June-July 2015	TriMet
T2	Project decision making body: continue the Steering Committee to provide recommendation on the preferred transit alternative	2015-2016	Metro, TriMet
T3	Actively support and engage the local city action plans in station area design, transportation investments, land use, and development	July 2015 - 2020	Metro, ODOT, TriMet, Multnomah County, Gresham, Portland
T4	Finalize transit supported transportation projects to be included in design, including access and safety improvements for walking and biking developed as part of the project bicycle element and pedestrian access analysis.	March 2015-December 2015	Metro, ODOT, TriMet, Multnomah County, Gresham, Portland
T5	Coordinate the design of the bus rapid transit project with other funded capital projects including the following: • Central City Multi-modal Safety Improvements (PBOT) • Powell-Division Safety and Access to Transit (TriMet) • 20s Bikeway (PBOT) • Powell Safety Project - US26: SE 20th Ave to 33rd Ave (ODOT) • Foster Road Streetscape Project (PBOT) • 82nd Avenue Safety Improvements at Division St and other locations (ODOT) • East Portland Access to Transit (PBOT) • East Portland Access to Employment and Education Multimodal Improvements (PBOT) • Division Street Corridor Project (Gresham) • Stark Street (Multnomah County/Gresham)	January 2014 - 2020	Metro, ODOT, TriMet, Multnomah County, Gresham, Portland
T6	Service planning for bus service in the corridor with the bus rapid transit line	January 2014 - 2020	TriMet
T7	Engineering for bus rapid transit route, including station design	July 2015 - 2017	TriMet
T8	Environmental process under the National Environmental Policy Act (NEPA)	2016-2017	Metro
T9	Action on the Locally Preferred Alternative by local jurisdictions, JPACT, and Metro Council.	2016	Metro, ODOT, TriMet, Multnomah County, Gresham, Portland
T10	Update local Transportation System Plans, TSP System Improvements Project List, Capital Improvement Project Lists, and the Regional Transportation Plan to ensure the relevant project description and cost reflects the BRT project definition recommended by the Steering Committee during the Project Development phase	2016	Metro, ODOT, TriMet, Multnomah County, Gresham, Portland
T11	Finance Plan for full funding of the project: Develop strategy and finalize partner commitments for funding design, construction, and operation	2016-2017	TriMet, Metro
T12	Project Rating from Federal Transit Administration	2017	TriMet

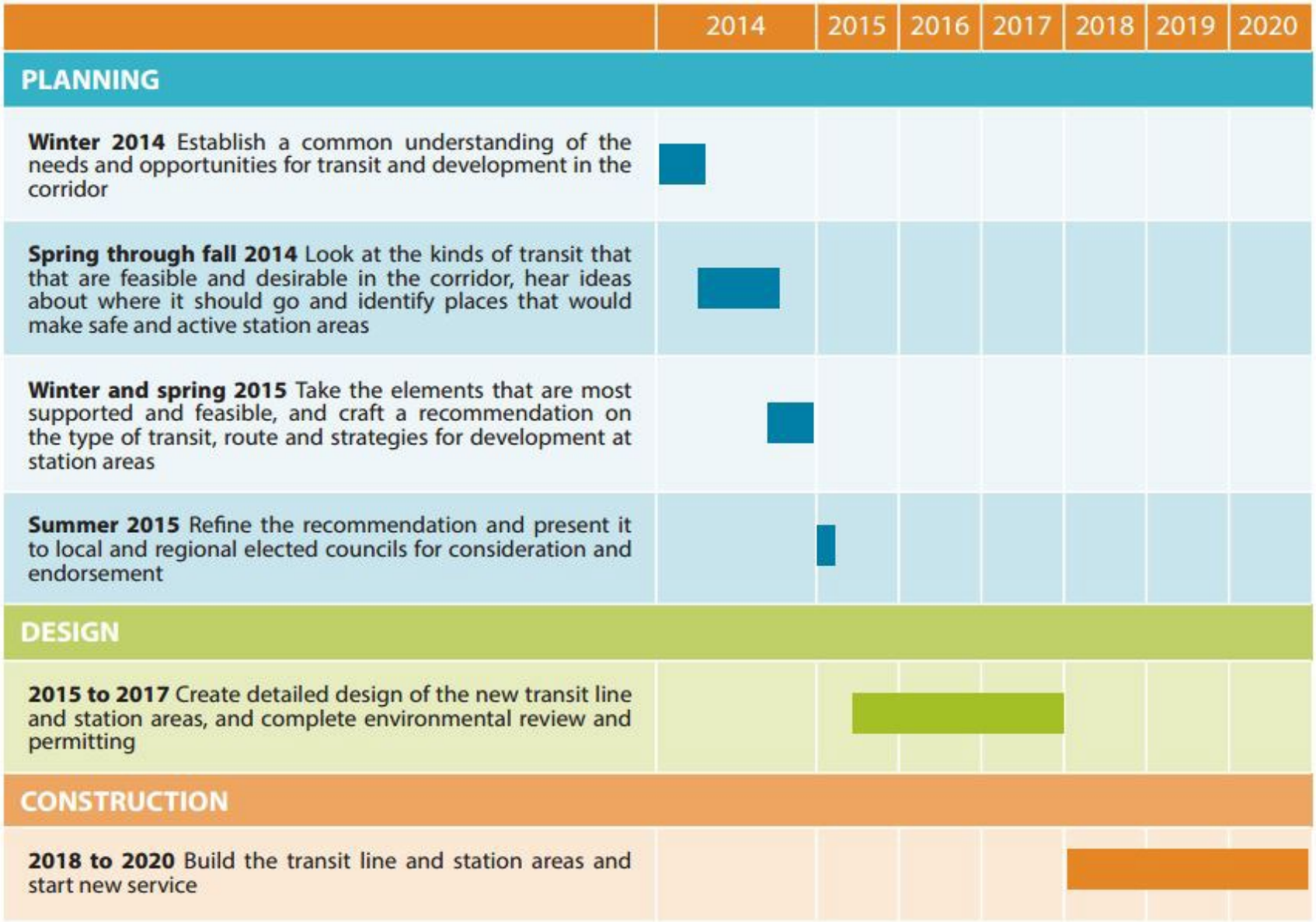
REGIONAL SUPPORTIVE ACTIONS

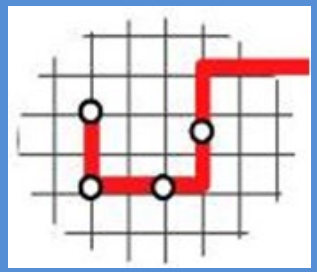
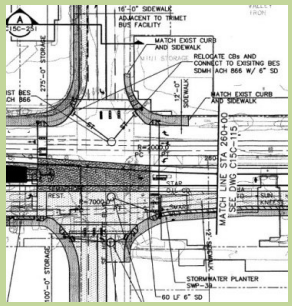
	Action	Timing	Responsiblity
R1	Gresham and Portland begin implementing local action plans	2015-2020	Portland and Gresham will advance actions based on city council adoption. Metro will facilitate coordination across staff.
R2	Continue coordination with Metro Equitable Housing Initiative	2015-2016	Metro will coordinate developing recommendations for future direction.
R3	Support brownfields coalition	2015-2017	Metro will coordinate with brownfields coalition, EPAP brownfields subcommittee, and partners to support redevelopment.
R4	Continue successful redevelopment of transit oriented development project at SE 82nd and Division.	2015 - 2020	Metro Transit Oriented Development program will continue process with APANO and community partners for community use in anticipation of redevelopment for affordable housing.
R5	Explore opportunity for TOD project development in the corridor at 1-2 other sites.	2015-2020	Metro Transit Oriented Development program will explore opportunities for additional community supported development.
R6	Continue coordination with I-84 Multimodal Integrated Corridor Management grant	2015-2017	Metro will work with partners to develop an integrated corridor management plan for the corridor.
R7	Equitable Resource Development toolkit	2015-2016	Metro will update and refine resource kit and provide as resource on the web.
R8	Pursue grant funding to support health, art, neighborhood placemaking	2015-2017	Metro will provide grant writing assistance and pursue additional funding for community investments.

	Action	Timing	Responsiblity
R9	Pursue supportive grant opportunities	2015-2017	Metro will provide technical assistance to pursue Nature in Neighborhoods grants, Regional Travel Options grants, and other funding.
R10	Advance corridor investment strategy for active transportation based on bicycle and pedestrian concepts for the corridor. Leverage project to maximize funding for safety features to support biking and walking.	2015-2020	Metro will coordinate investments based on corridor concepts developed as part of the project bicycle element and pedestrian access analysis. Agencies will support and seek funding for additional improvements to address need.
R11	Create business support strategies during construction for businesses in the corridor	2017-2020	TriMet and Metro will work with business districts, the neighborhood prosperity initiative, and small businesses in the corridor to develop a robust program to support small businesses during construction.
R12	Create jobs in the development, design, and construction of the transit project	2015-2020	Incorporate TriMet's DBE model in engineering and construction for small and emerging business owned by people of color and women.
R13	Small business development strategies	2015-2020	Partner with small business development center at Portland Community College and Mount Hood Community College to support local business development along the corridor.



TIMELINE


2014
2015
2016
2017
2018
2019
2020
PLANNING
Winter 2014 Establish a common understanding of the needs and opportunities for transit and development in the corridor
Spring through fall 2014 Look at the kinds of transit that that are feasible and desirable in the corridor, hear ideas about where it should go and identify places that would make safe and active station areas
Winter and spring 2015 Take the elements that are most supported and feasible, and craft a recommendation on the type of transit, route and strategies for development at station areas
Summer 2015 Refine the recommendation and present it to local and regional elected councils for consideration and endorsement
DESIGN
2015 to 2017 Create detailed design of the new transit line and station areas, and complete environmental review and permitting
CONSTRUCTION
2018 to 2020 Build the transit line and station areas and start new service

	PLANNING	DESIGN	CONSTRUCTION
Activities	• Is the route along Powell or Division preferred? A combination? Where should it turn? • Where should the route end? • Vehicle - bus/light rail/street car? -What are the key places to connect? - What amenities needed at stations? - Does the project support equitable development? - Does the project support and benefit the entire transit system? Are the decisions based on equity? - Does the project support goals for vehicle mobility, freight, walking, biking, and safety?	•Address key design decisions - areas in need of refinement including specific intersections and turn movements • Detailed traffic assessment • Detailed environmental assessment, that includes social, environmental, economic benefits and effects • Develop concept plan for individual station areas •Final financial plan - Can the project 'optimize' intersections and provide ways for the transit to move more efficiently through signalization plans or other technology? - Are there changes to any intersections? - How will a specific station location look? Site specific plan. - Are there effects to historic, cultural, environmental resources? If so, how do we eliminate, reduce, or mitigate those effects?	• Detailed roadway design • Detailed design of transit alternative • Finalize art program and individual station area design plan • Final Operations Plan •Construction of transit project and related transportation projects
Level of design	Concept level: Vision	Preliminary Engineering	Final Engineering and construction
			

DECISIONS FORMING THE TRANSIT ACTION PLAN

FORMING THE POWELL-DIVISION STEERING COMMITTEE

In January 2014, Metro Council passed Resolution 14-4496 establishing the Powell-Division Transit and Development Project Steering Committee. Council directed the committee to meet at project milestones and to submit recommendations to Metro Council.

Committee charge

The charge of the committee is as follows.

- Represent the community
- Provide information to and from constituents/community members, and represent their perspectives, concerns and priorities.
- Participate in the group they represent
- Participate in engagement opportunities; invite others to participate
- Alert project staff to issues and opportunities
- Advance the project through key decision points
- Follow decision-making protocols as established by the committee to make key decisions that include:
    - Establish goals for the project
    - Advance a range of transit alternatives and development strategies for analysis and community consideration
    - Narrow for further consideration the transit alternatives and development strategies that best meet the project's goals and community needs
    - Concur on a transit alternative to advance to project development and recommend actions that support desired development outcomes
- Recommend an action plan

Decision-making

The committee established a consensus-based decision-making approach. Committee discussion followed the presentation of technical information and community input. After questions were answered and concerns discussed, there was a call for consensus and members indicated their level of support for a proposed decision through color cards. Committee members were engaged and thoughtful in their deliberation. Following modifications to a decision at hand or recording considerations for future work, most decisions throughout the process were met with unanimous support.

Councilor Shirley Craddick, Metro

Councilor Bob Stacey, Metro

Councilor Lori Stegmann, City of Gresham

Commissioner Steve Novick, City of Portland

Representative Shemia Fagan, Oregon State Legislature

Commissioner Diane McKeel, Multnomah County

Neil McFarlane, TriMet

Rian Windsheimer (formerly Jason Tell), Oregon Department of Transportation

Jason Howard (formerly Matt Clark), Johnson Creek Watershed Council

Heidi Guenin, Upstream Public Health

Melinda Merrill, Fred Meyer

John Bildsoe, Gresham Coalition of Neighborhood Associations

Bill Crawford, Southeast Uplift Neighborhood Coalition

Kem Marks, East Portland Neighborhood Office and East Portland Action Plan

Diane Noriega, Mount Hood Community College

Jessica Howard, Portland Community College Southeast

Lori Boisen, Division-Midway Alliance

Trell Anderson, Catholic Charities

Matt Wand, East Metro Economic Alliance

Raahi Reddy, Asian Pacific American Network of Oregon

Vivian Satterfield (formerly Nicole Johnson), OPAL Environmental Justice Oregon

Devin Carr, Student and transit rider

DECISIONS FORMING THE TRANSIT ACTION PLAN

PROJECT GOALS AND OUTCOMES

Between March and June 2014, the Steering Committee drafted, modified then unanimously endorsed the following goals and outcomes for the project.

Goals

Transportation: People have safe and convenient transportation options – including efficient and frequent high capacity transit service that enhances current local transit service – that get them where they want to go and improves the existing system.

Well-being: Future development and transit improvements create safe, healthy neighborhoods and improve access to social, educational, environmental and economic opportunities.

Equity: Future development and transit improvements reduce existing disparities, benefit current residents and businesses and enhance our diverse neighborhoods. There is a commitment to prevent market-driven involuntary displacement of residents and businesses and to equitably distribute the benefits and burdens of change.

Efficiency: A high capacity transit project is efficiently implemented and operated.

Outcomes

The Powell-Division Transit and Development Project will result in an actionable plan for key places (future station areas) and improved mobility to address long-standing infrastructure and investment issues along Powell-Division. The action plan will strive to:

1) Create a vision and development strategy for key places that promotes community-driven and supported economic development and identifies tools and strategies that mitigate the impacts of market pressures that cause involuntary displacement.

2) Identify a preferred near-term high capacity transit solution for the corridor that safely and efficiently serves high ridership demand, improves access to transit, is coordinated with related transportation investments, and recognizes limited capital and operational funding. The solution will include mode, alignment and station locations with supporting transportation improvements.

DECISIONS FORMING THE TRANSIT ACTION PLAN

WORKING PURPOSE AND NEED STATEMENT

Based on the project outcomes and goals, and policy identified in the regional high capacity transit system plan, the project developed a working draft purpose and need statement and proposed objectives to identify and measure differences between transit alternatives.

The working draft purpose and need statement guides information used during the evaluation process to help narrow the options being considered. The purpose and need was open for public comment during the summer 2014. It will be refined during the work to be conducted in the next phase under the National Environmental Policy Act (NEPA).

Project purpose

The purpose of the Powell-Division Transit and Development Project is to identify a preferred near-term high capacity transit solution for the corridor that efficiently serves current high ridership demand, is coordinated with related transportation investments and community development, recognizes limited capital and operational funding, and provides:

• **Transportation**: People have safe and convenient transportation options – including efficient and frequent high capacity transit service that enhances current local transit service – that get them where they want to go and improves the existing system.

• **Well-being**: Future development and transit improvements create safe, healthy neighborhoods and improve access to social, educational, environmental and economic opportunities.

• **Equity**: Future development and transit improvements reduce existing disparities, benefit current residents and businesses and enhance our diverse neighborhoods. There is a commitment to prevent market-driven involuntary displacement of residents and businesses and to equitably distribute the benefits and burdens of change.

• **Efficiency**: A high capacity transit project is efficiently implemented and operated.

Project need

High capacity transit service in the corridor is needed to address the following issues:

• **Heavily congested traffic**: Buses operate in heavily congested traffic conditions in both peak and off-peak times, which negatively affect transit travel times and reliability.

• **Transit demand exceeds capacity**: Strong demand for transit service in the corridor in both peak and off-peak times commonly results in standing-room only conditions on buses, and when at capacity buses pass by waiting riders.

• **Projected growth**: Projected growth in population, employment, and transit demand would require very high transit frequencies that would exacerbate the bus bunching and reliability issues already occurring.

•**Access to transit**: Access to transit is problematic in significant portions of the corridor with bicycle and pedestrian gaps along bus routes, major arterials, and many local streets.

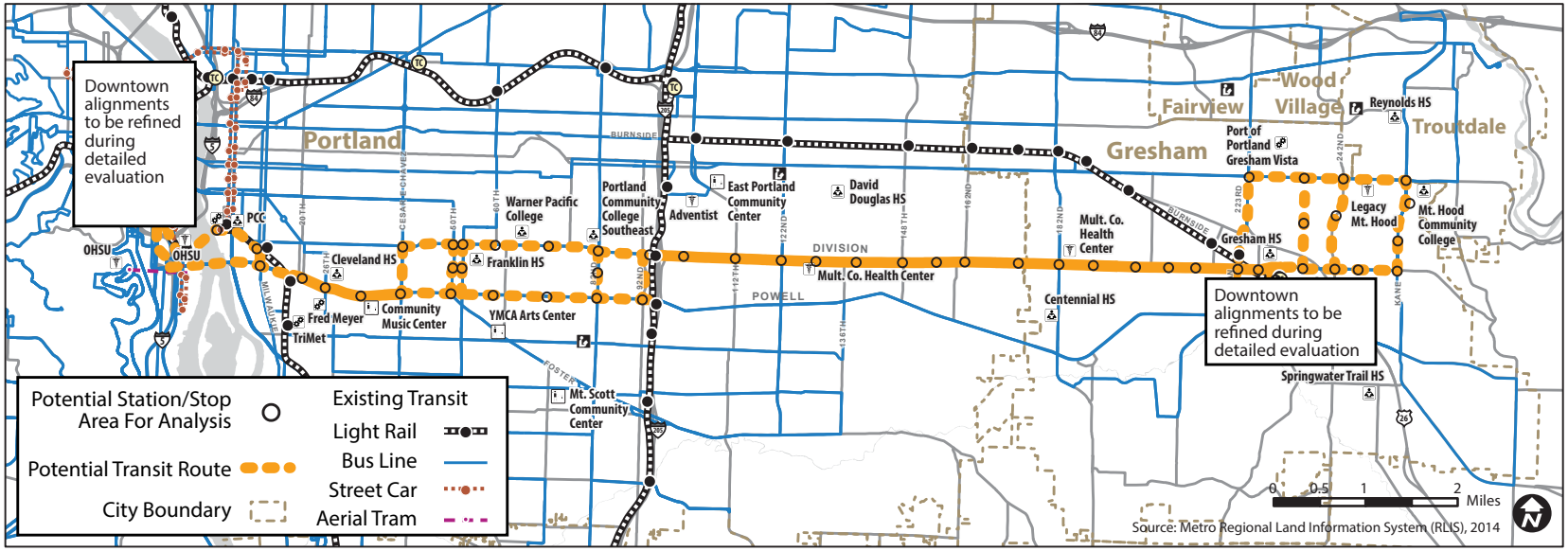
DECISIONS FORMING THE TRANSIT ACTION PLAN

GENERAL ROUTES AND MODES ADVANCED

In September 2014, Steering Committee members reached consensus on high capacity transit alternatives to study further.

- **Transit types** - The Steering Committee advanced bus options.
- **Routes** - The Steering Committee advanced the general route of inner Powell Boulevard in Southeast Portland transitioning to Division Street.

As a result, the project continued studying a range of potential bus options in the corridor and no longer studied rail options. Bus options were studied along a general alignment from inner Powell Boulevard to outer Division Street, with route options identified by dashed lines.

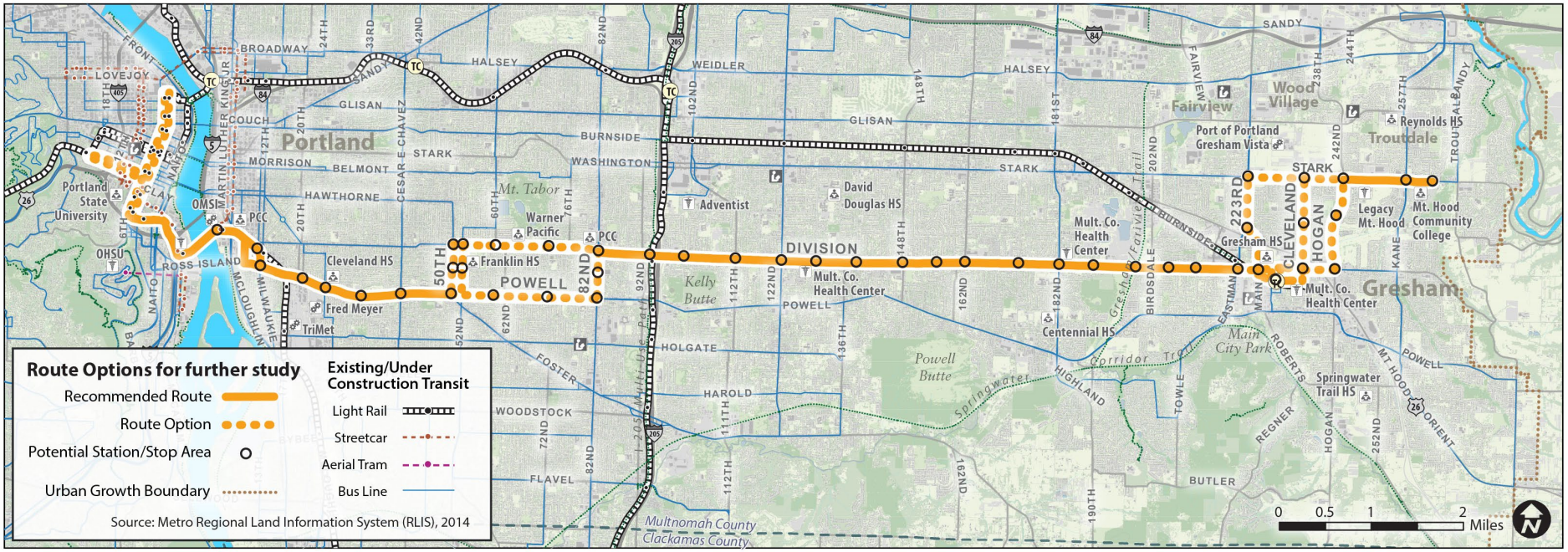


DECISIONS FORMING THE TRANSIT ACTION PLAN

ROUTES FOR FURTHER CONSIDERATION

In March 2015, Steering Committee members reached consensus on bus rapid transit routes to advance for further consideration.

- **River crossing options** - The committee unanimously advanced the Tilikum Crossing.
- **Portland north/south crossover options** - The committee unanimously advanced 82nd Ave and also chose to continue studying 50th and 52nd avenues.
- **Gresham north/south options** - The committee advanced Main/223rd Ave., Cleveland Ave. and Hogan Rd.

As a result, the project continued studying these route options by developing design concepts and analyzing traffic, modeling transit travel times and ridership, developing conceptual cost estimates and seeking input from the public.

The project will be refining and finalizing the final route during Project Development.