



Active Transportation & Complete Streets Projects

Name of Project David Douglas Safe Routes to School: Sidewalk Infill on 130th and Mill

(project name will be adjusted to comply with ODOT naming convention if necessary)

Project application

The project application provides in depth process, location and project definition details and serves as the nomination form for project funding consideration. **Project applications should be kept to 12 pages total per project.** The application form is available electronically at: <http://www.oregonmetro.gov/rffa>. Please complete the following:

Project Definition

Project Description

- Facility or area: street(s), intersection(s), path or area. SE 130th Ave between SE Stark St and SE Division St, SE Mill St between SE 130th Ave and SE 148th Ave.
- Beginning facility or milepost. SE 130th/Stark, SE Mill/130th
- Ending facility or milepost. SE 130th/Division, SE Mill/148th
- Provide a brief description of the project elements. Sidewalk infill will be constructed on both sides of SE 130th Ave between Stark and Division, and SE Mill St between 130th and 148th.
- City. Portland
- County. Multnomah

Base project information

- *Corresponding RTP project number(s) for the nominated project.*
 - 11193: Citywide Sidewalk Infill Program
 - 11637: Mill/Market/Main Greenway
- *Attach a completed Public Engagement and Non-discrimination checklist (Appendix A).*
 - See attached.
- *Purpose and need statement (The purpose and need statement should address the criteria as they apply to the project, for example: increase non-auto trip access to essential services in the X town center, particularly for the high concentration of Y and Z populations in the project area).*

This project proposes to complete critical gaps in the pedestrian network within the David Douglas School District, especially in the area around David Douglas High School and Lincoln Park Elementary School, by building sidewalks on both sides of SE 130th Ave from Stark to Division and SE Mill from 130th to 148th. These two important sidewalk projects that will serve schools and parks while providing direct access to transit, shopping, and services. The sidewalk projects have been identified through multiple plans and prioritized by the community because they serve an area

with a high concentration of pedestrian destinations in a neighborhood with higher levels of poverty, diversity, and transit dependency.

The two sidewalk projects in this proposal are top priority projects for the David Douglas School District and Portland Safe Routes to School. The David Douglas School District is the most ethnically diverse in the state. David Douglas High School, the largest high school in Oregon with more than 3,000 students, has a population that is 40% white. This compares to Portland as a whole which is 76% white. 76% of students receive free or reduced lunch and nearly 10% speak a language other than English at home. This high school will be directly served by new sidewalks on 130th with the new sidewalks on Mill creating a key access way to the school. The projects will also create safe routes to Lincoln Park Elementary School, a Title 1 school. This school has a population that is 60% people of color, with approximately 40% speaking a language other than English at home, and with 100% of students receiving free and reduced lunch.

The sidewalks would build upon a number of funded transportation projects in the area. SE 130th Ave will be striped with bike lanes as part of the longer federally-funded 130s Bikeway project. The Division to Stark segment is expected to be the highest-demand segment along the entire route due to the large population at the high school. The segment of SE Mill St is a portion of the long-planned 4M Neighborhood Greenway, and bicycle improvements are funded through Portland's recently approved local gas tax (Fixing Our Streets). While these upcoming investments in the bicycle network around David Douglas School District will make a huge difference for active transportation in the area, we know that the pedestrian need in this area of East Portland is even greater, especially for children and youth trying to get to school. By building out the priority sidewalk network on these collector streets, this project can combine with the other projects to create complete, multi-modal streets that serve both walking and bicycling.

- *Attach a completed Active Transportation Design checklist (Appendix C).*

See attached.

- *Description of post implementation measurement of project effectiveness (Metro staff is available to help design measurement methodologies for post-construction project criteria performance). PBOT will evaluate multiple measurements of success.*

First, PBOT will conduct pre- and post-project traffic counts that will include bicycle and pedestrian use. Bicycles and pedestrian traffic will be monitored with manual traffic counts. The methodology will be consistent with PBOT's annual Bicycle Count Reports and pedestrian count methodology used for engineering evaluations. Motor vehicle traffic is not expected to change with these sidewalk improvements. Second, we will measure safety by evaluating pre- and post-project traffic crash data. Traffic crash information will be monitored for early performance. However, the best data analysis can only take place at least three years post-project. PBOT will monitor to compare pre- and post- crash data in 3- and 5-year evaluations. Third, user experience information will be gathered. PBOT will conduct pre- and post-project intercept surveys on the affected streets.

The purpose will be to ask about comfort, safety, and convenience of walking and bicycling along the treated roadways.

Project Cost and Funding Request Summary

- *Attach a completed Cost Methodology workbook (Appendix E) or alternative cost methodology. Describe how the project cost estimate was determined, including details on project readiness and ability for project funding to be obligated within the 2019-21 timeframe. Reference availability of local match funds, status of project development relative to the requirements of federal-aid projects, and indicators of political and community support*

The project cost estimate was determined by engineers in the Civil Design Services and Traffic Design Services sections at PBOT, based on a scope jointly developed by planners and engineers familiar with the project area. The project has a high level of readiness and funding for the project can be obligated within the allotted timeframe. This project is not expected to have significant environmental impacts and would be eligible for a categorical exclusion under NEPA. The local funding will come from Transportation System Development Charges, an ongoing revenue stream for PBOT. This project has been identified as a priority in Safe Routes to School and in the Transportation System Plan. In order to support extensive and inclusive community engagement, PBOT has added an additional \$80,000 to the attached cost estimate; this additional funding will support community engagement for project development, construction, demand management, and project measurement.

There is strong political and community support for this project. City Council passed Ordinance No. 187954 supporting and directing PBOT to submit this and other RFF grant applications on August 17, 2016. See attached Ordinance. This grant was prioritized and selected based on input from the City's modal advisory committees and the Transportation Justice Alliance during the Spring and Summer of 2016. Multiple community groups have written letters of support for this grant application, many of whom were involved in identifying improvements that were included in this project scope and grant application.

- Total project cost
 - \$6,096,000
- RFFA funding request by project phase:
 - PE: \$902,400
 - ROW: \$300,800
 - Construction: \$1,804,800
 - TDM: \$40,000
- Local match or other funds
 - \$3,048,000 (50%)

Map of project area

- *Provide a map of the project consistent with GIS shapefile standards found in Appendix B*

See attached.

Project sponsor agency

- Contact information (phone # & email) for:
- Application lead staff: Zef Wagner, 503-823-7164, zef.wagner@portlandoregon.gov
- Project Manager (or assigning manager): Dan Layden, 503-823-2804, dan.layden@portlandoregon.gov
- Project Engineer (or assigning manager): Lola Gailey, 503-823-7563, lola.gailey@portlandoregon.gov

The Portland Bureau of Transportation is one of the few local agencies in the state that is fully certified by ODOT to deliver federal aid projects and has extensive experience with delivering federal aid projects. The Bureau has successfully delivered federal transportation projects for over 20 years, and was one of the first agencies to become fully certified. The Bureau has delivered a wide range of projects including large bridge projects, active transportation and safe routes to school projects. The large majority of the projects have been delivered on time and on budget. On the few occasions where projects have encountered budget issues the bureau has been able to identify funding to deliver the projects. The bureau has had a few projects that have been delayed mostly due to permitting and right of way issues. For all current projects those issues are resolved and the projects are on track to be delivered.

The following are examples of previously awarded RFFA projects and their status:

- 1) N. Lombard/St. Louis/Ivanhoe/Philadelphia intersection project (Construction Phase completed in 2012)
 - 2) N. Portland Rd/Columbia Blvd intersection project (2014/15 RFFA. Planning and Design Phase completed in 2013. Construction Phase funded by STIP and will begin in 2017)
 - 3) North Time Oil Road-Burgard Street Intersection Project (2014/15 RFFA. Awaiting notice to proceed from FHWA.
 - 4) Going to the Island Freight Improvement Project (2014/15 RFFA. Design Phase to be completed in 2017 and Construction completed in 2019)
 - 5) South Rivergate Freight improvement Project (2016-18 RFFA. Design Phase to begin in 2016. Project construction will be funded by multiple local and federal funding sources)
 - 6) SE Foster Road (2014-2016 and 2015-2017 RFFA. Design phase underway. Construction to occur in 2017)
- *Describe how the agency currently has the technical, administrative and budget capacity to deliver the project, with an emphasis on accounting for the process and requirements of federal aid transportation projects.*

The bureau currently has the staff capable to provide all the administrative services related to project management and all technical services related to design engineering, and construction management for delivering federal-aid projects. PBOT has a staff of well-trained project managers and delivery staff with extensive experience in the delivery of federal transportation projects.

PBOT has a long track record of delivering federal projects that meet the requirements of the Federal Highway Administration.

Highest priority criteria

1. *What communities will the proposed project serve? What are the estimated totals of low-income, low-English proficiency, non-white, elderly and young, and persons with disabilities populations that will benefit from this project, and how will they benefit?*

The Mill Park and Hazelwood neighborhoods, along with the majority of East Portland, were annexed from Multnomah County in the 1980s and have historically suffered from a lack of investment in basic infrastructure. As Portland has grown and housing prices in the inner neighborhoods have gone up, East Portland has increasingly become an affordable area for lower-income households and people of color. According to 2014 ACS data for adjacent census tracts, these projects would benefit 1,803 (41.9%) low-income households, 3,961 (29.5%) non-white residents, 586 (4.4%) people with low English proficiency, 1,704 (12.7%) people with disabilities, and 3,766 (28%) youth. According to Metro data, the project would benefit areas with higher than the regional average concentrations of people of color, low-income people, and youth. Overall, the project area has a concentration of EJ/Underserved communities that is higher than the regional average.

The annexation of East Portland also included the David Douglas School District, which serves a very diverse and low-income student body, including a high percentage of students from immigrant and refugee families with low English proficiency. David Douglas High School, the largest high school in Oregon with more than 3,000 students, has a population that is 40% white. This compares to Portland as a whole which is 76% white. 76% of students receive free or reduced lunch and nearly 10% speak a language other than English at home. This high school will be directly served by new sidewalks on 130th with the new sidewalks on Mill creating a key access way to the school. The projects will also create safe routes to Lincoln Park Elementary School, a Title 1 school located at the heart of the project area near 130th & Mill. This school has a population that is 60% people of color, with approximately 40% speaking a language other than English at home, and with 100% of students receiving free and reduced lunch. The sidewalk on SE 130th Ave will also serve as a safe route to Menlo Park Elementary School to the north, also a Title 1 school.

The proposed project would benefit traditionally underserved communities by providing a safe and low-cost transportation option for children going to school, families going shopping, and people accessing transit to travel longer distances for work or school. In this way the project will expand multimodal access to jobs and educational opportunities throughout the region, which may otherwise be out of reach due to the high cost of owning or operating a car. This proposed project will also benefit people with disabilities by expanding accessible routes and providing better access to transit. Metro data shows a high concentration of bus ramp deployments along SE Division St adjacent to the project area, and a frequency of LIFT paratransit calls much higher than the regional average. This indicates that a high number of people with disabilities have origins or

destinations in the area, and rely on transit to get around. This project will improve the ability for people to access transit and will provide “last-mile” connections to destinations.

2. *What safety problem does the proposed project address in an area(s) with higher-than-average levels of fatal and severe crashes? How does the proposed project make people feel safer in an area with high walking and bicycling demand by removing vehicle conflicts?*

The project area represents areas with some of the highest density and greatest concentrations of schools and parks in East Portland. East Portland is the home of 38% of Portland’s school age children and 33% of its seniors. Pedestrians east of 82nd Avenue are 2.5 times more likely to be killed in a traffic crash than those walking west of 82nd Avenue. The projects included in this application will provide significant active transportation improvements for David Douglas High School as well as Lincoln Park and Menlo Park Elementary Schools. The project streets are designated as priority safe routes for all these schools. The sidewalk infill on 130th and Mill will complement programmed bicycle improvements on both roadways, as well as funded sidewalk infill on SE Market St west of 130th. Today, these streets have an intermittent sidewalk system and no on-street bicycle facilities. The funds requested through RFF will complete the sidewalk network along these neighborhood collector streets.

Each day, SE 130th Ave carries approximately 3,300 motor vehicle traveling at a 34 MPH 85th percentile speed. David Douglas High School, Oregon’s largest high school, fronts SE 130th Ave and is the main access route for students taking transit to school on Stark or Division. The sidewalk on 130th Ave will also serve the enrollment areas for Menlo Park and Lincoln Park Elementary Schools. It is a priority for the City of Portland and David Douglas School District to provide continuous sidewalk connectivity to the high school and elementary schools. SE Mill St carries approximately 3,000 motor vehicles traveling at a 31 MPH 85th percentile speed. The treated segment is a critical link in east-west routes to David Douglas High School and Lincoln Park Elementary. Again, this sidewalk link is a priority for the City and School District to provide Safe Routes to School.

The proposed sidewalk projects also provide safe alternative walking routes to the high-traffic, high-speed, and high-crash arterials surrounding the project area. SE 122nd Ave, SE Stark St, and SE Division St are all designated Pedestrian High Crash Network streets identified through Portland’s recent Vision Zero planning effort, and four of the 50 highest-crash intersections surround the project area (122nd/Division, 122nd/Stark, 148th/Division, 148th/Stark). The Vision Zero High Crash Risk Evaluation similarly found that nearly all of Stark, Division, and 122nd surrounding the project area were among the top 20% highest-risk roadway segments citywide. Metro safety data presents a similar conclusion, showing these three streets with high-crash hot spots for all modes and ped/bike surrounding the project area. While the City has been and continues to invest in safety on these busy streets, including completed or funded projects to fill the remaining sidewalk gaps and add multiple rapid flashing beacon crossings, there is still a need for good parallel routes on quieter streets so people (especially children) have an alternative to walking along a high-volume 5-lane arterial. This project will address that need by building continuous sidewalks on two of the only streets that provide direct routes through the neighborhood.

3. *What priority destinations will the proposed project will serve? How will the proposed project improve access to these destinations?*

The included projects will provide significant access improvements to commercial shops and services along SE Division and SE Stark. The nearby services include shopping, medical facilities, churches, schools, and parks. As is typical for East Portland, employment in the district generally relates to service industry, medical, and educational jobs. Essential services for EJ/underserved communities include access to the Mid-County Health Clinic, NARA Dental Clinic, NARA Wellness and Youth Center, the Child Development Center daycare (operated by David Douglas School District at the former North Powellhurst School), grocery stores, and major transit connections. As discussed, this application will directly support Safe Routes to multiple schools include one high school and two elementary schools. Given the lack of street connectivity in the area, SE 130th Ave and SE Mill St are two of the only direct and continuous streets available to reach these destinations. By building sidewalks on these collector streets, more people will feel safe accessing destinations by foot.

4. *How will the proposed project support the existing and planned housing/employment densities in the project area?*

The proposed sidewalk infill projects will benefit a large area of East Portland between 122nd, 148th, Stark, and Division. While most of the properties immediately adjacent to 130th and Mill are single-dwelling designations in the Comprehensive Plan, the projects will connect this large residential area to three Civic Corridors (122nd, Stark, and Division) and one Neighborhood Corridor (148th) where the Comprehensive Plan envisions future growth being concentrated. These corridors are zoned for high-density mixed-use development, and the current prevalence of older low-density commercial buildings suggests high potential growth in the future. The proposed projects will support this planned housing and employment growth by providing continuous walking routes to access destinations along these major streets. The sidewalks will also provide a safe and comfortable walking route to the nearby Division Midway Town Center, an area expected to grow rapidly into a housing/employment hub serving a large swathe of East Portland. According to the Comprehensive Plan forecast for the year 2035, housing units within a half-mile of this project are expected to grow from 8929 to 12,740, while jobs within a half-mile are expected to grow from 4524 to 5956. However, active transportation investments are needed to support this growth.

Higher priority criteria

5. *How does the proposed project complete a gap or improve a deficiency in the Regional Active Transportation network? (See Appendix 1 of the Regional ATP: Network Completion, Gaps and Deficiencies).*

The proposed project completes gaps in the local pedestrian network by constructing sidewalks along designated City Walkways in the Portland Transportation System Plan. These sidewalks will connect directly to SE Stark St and SE Division St, both Pedestrian Parkways in the Regional Active Transportation Network. There are currently long gaps in the sidewalk network, forcing many pedestrians (including students) to walk on collector streets with no physical separation from

motor vehicle traffic. 130th and Mill are critical links in the network in this area due to an overall lack of street connectivity.

6. *What design elements of the proposed project will lead to increased use of Active Transportation modes by providing a good user experience/increasing user comfort? What barriers will be eliminated or mitigated?*

The proposed project will be designed to provide a good user experience for pedestrians by building full sidewalks behind existing curb with a continuous clear zone and accessible curb ramps. Where sufficient right-of-way is available, the sidewalk will be built to full City standard of 12 feet, including curb and planting strip buffer. In some areas with limited available right-of-way, curb-tight sidewalks will be built with a bike lane or parking buffer from traffic.

See attached Appendix C checklist for more details on anticipated design treatments.

7. *How does the proposed project complete a so-called 'last-mile' connection between a transit stop/station and an employment area(s)?*

The proposed project completes a last-mile connection from frequent transit lines on SE Stark St and SE Division St to David Douglas High School, a major employer in the area.

Priority criteria

8. *How the public will be engaged relative to the proposed project? Include description of engagement during project development and construction, as well as demand management efforts to increase public awareness and utilization of the project post-construction. (Metro Regional Travel Options staff is available to help design an effective and appropriate level of education and marketing for your project nomination).*

Public engagement during project development and construction will follow the International Association for Public Participation (IAP2) Spectrum of Public Participation framework in which a variety of engagement tools will be used in order to inform, consult, involve and collaborate with community members at large and those who could potentially be impacted by project decisions. PBOT will keep the public informed, listen to and acknowledge concerns, work with the public to ensure that concerns and issues are directly reflected in the alternatives developed and provide feedback on how public input influenced the decisions. Where possible, PBOT will look to the public for direct advice and innovation in formulating solutions and will incorporate public advice and recommendations into the decisions to the maximum extent possible. At every opportunity, staff will conduct culturally-responsive and language-based outreach and engagement especially focused to traditionally underserved communities. Public engagement tools to be used for informing the public may include website, social media updates, interested party emails, selective advertising, press releases, earned media and mailers. Tools to consult, involve and collaborate with the public may additionally include community advisory committees, public workshops, feedback surveys, open houses, focus groups, Community Engagement Liaison services and working directly with businesses, neighborhood and cultural organizations and community groups.

After the project is completed, we will use demand management programs to increase public awareness and utilization of the projects. Pedestrian and bicycle wayfinding will be developed in coordination with community groups with information on nearby neighborhood, commercial, and open space destinations. Outreach and education activities will be coordinated with community organizations, including guided walks and bicycle rides as well as targeted behavior change campaigns using the Portland SmartTrips model.

9. *What additional sources of funding, and the amounts, will be leveraged by an investment of regional flexible funds in the proposed project?*

The regional flexible funds invested in this project will leverage \$3,048,000 in City of Portland Transportation System Development Charge (TSDC) funds, for a 50% local match against the total project cost. The project is included in the adopted TSDC project list and The City of Portland has more than adequate TSDC funds available to meet this local match obligation, so we declare that this local match is certain to be received.

10. *How will the proposed project provide people with improved options to driving in a congested corridor?*

Improved east-west and north-south pedestrian routes will provide active transportation alternatives for short trips to driving on arterials like 122nd, Stark, and Division, all roadways that are part of Regional Mobility Corridor 6. People taking shorter trips are especially likely to switch to active transportation rather than drive on congested streets and highways, as long as good facilities are made available. Improved access to frequent transit from this project is also likely to induce more ridership from people who otherwise may choose to drive for longer trips. According to the Atlas of Mobility Corridors, SE Division St in particular experiences peak-hour congestion that could be mitigated by better east-west walking routes.

Process

- *Describe the planning process that led to the identification of this project and the process used to identify the project to be put forward for funding consideration. (Answer should demonstrate that the process met minimum public involvement requirements for project applications per Appendix A)*

In the spring of 2014, PBOT staff began the process of forming a Candidate list of Major Projects for inclusion in the Transportation System Plan (TSP). This process began by considering projects that were included in the 2007 TSP, the 2014 TRP, or other plans adopted since 2007. The TSP Major Project List update process included extensive opportunities for public engagement with projects displayed on the 2035 Comprehensive Plan Proposed Draft Map App starting in June 2014. Members of the public were invited to comment directly through the Map App, and there was extensive community outreach at meetings and events. As noted in our certification of Appendix A – the public engagement and non-discrimination certification, PBOT developed and used a thorough public engagement plan which included stakeholder analysis and a focus on efforts to engage underrepresented populations. In order to develop the TSP Major Projects list, projects were also evaluated based on criteria that measures the following: safety, neighborhood access, economic benefit, health, equity, climate, costs effectiveness and community support. This

evaluation, along with additional public feedback, helped to determine the final TSP Major Projects List.

When looking for projects to be considered for this funding opportunity, PBOT staff looked to projects identified within the above TSP Major Projects selection process. We narrowed this large list by also considering the specific RFF grant criteria, the availability of match, readiness factors for projects, feedback from PBOTs pedestrian and bicycle advisory committees, feedback from the Transportation Justice Alliance, other City Bureau priorities, and community needs identified not only within the TSP, but also from additional planning efforts and bureau commitments.

- *Describe how you coordinated with regional or other transportation agencies (e.g. Transit, Port, ODOT, Metro, Freight Rail operators, ODOT Region 1, Regional Safety Workgroup, and Utilities if critical to use of right-of-way) and how it impacted the project location and design.*

This project proposal did not require coordination with other transportation agencies. SE 130th Ave and SE Mill St are City of Portland rights-of-way and this project would not impact any other agency facilities.