



## Active Transportation & Complete Streets Projects

**Name of Project** Hillsdale Town Center Pedestrian Connections: Sidewalk Infill on SW Beaverton-Hillsdale Highway

*(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:**  
SW Dosch Road from Beaverton-Hillsdale Hwy. to 200' north  
SW Beaverton-Hillsdale Hwy. from SW Dosch Rd. to SW 18th Drive (Hillsdale Town Center)
- **Beginning facility or milepost.** SW Beaverton-Hillsdale Hwy. & SW Dosch
- **Ending facility or milepost:**  
SW Dosch, 200' north of SW Beaverton-Hillsdale Hwy. & SW Dosch  
SW Beaverton-Hillsdale Hwy. & SW 18<sup>th</sup> Drive (Hillsdale Town Center)
- **Provide a brief description of the project elements.** On SW Dosch, construct 200' (total 400') of sidewalk on both sides. On SW Beaverton-Hillsdale Hwy., construct 1,750' (total 3,500') of sidewalk or multi-use path on both sides. SW Beaverton-Hillsdale Hwy. is part of a Metro Mobility Corridor and classified as a Pedestrian Parkway by Metro and a Major City Traffic Street by the City of Portland.
- **City (ies).** Portland
- **County(ies).** Multnomah

#### Base project information

- **Corresponding RTP project number(s) for the nominated project:**  
10278: Hillsdale Pedestrian District  
10279: Beaverton-Hillsdale Hwy, SW (Capitol Hwy – 65<sup>th</sup>): Multi-modal Improvements
- Attach a completed Public Engagement and Non-discrimination checklist (Appendix A).
- **Purpose and need statement:**  
The proposed project will make walking significantly safer and easier on a high-speed, high-traffic Metro Pedestrian Parkway by adding sidewalk, grade-separated multiuse pathway, lighting and street trees. A concurrent, funded repaving project will also shorten pedestrian crossing distances and

narrow motor vehicle lane widths in the project area. The proposed project will help people use active transportation to access a variety of essential services in a designated town center, including two community centers, five schools, two public parks and a grocery store. Nearby residents include 1,384 children and 772 older adults, who are especially vulnerable to death or serious injury in crashes that occur while walking.

Current walking conditions on SW Beaverton-Hillsdale Highway are poor. People who walk on SW Beaverton-Hillsdale Highway generally must share space with people biking on a roadway with posted motor vehicle speeds of up to 40 miles per hour. The deficient conditions have likely contributed to a series of crash deaths and serious injuries, which have earned the project area a place on Metro's regional map of hotspots for fatal and near fatal crashes, including for people walking and biking. The City of Portland has also placed SW Beaverton-Hillsdale Hwy. on its High Crash Network due to its frequency of deaths and serious injuries (see [www.visionzeroportland.com](http://www.visionzeroportland.com)).

- **Attach a completed Active Transportation Design checklist (Appendix C).**
- **Description of post implementation measurement of project effectiveness (Metro staff is available to help design measurement methodologies for post-construction project criteria performance).**  
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 and pathway improvements.

Second, PBOT 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 three- and five-year evaluations.

Third, PBOT will gather information on user experience. 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. 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.

This project has a high level of readiness. 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 that is eligible to be used for a portion of the cost of capacity-enhancing projects. Elements of this project have been identified as priorities in multiple locally-adopted plans, including Portland's Transportation System Plan and Metro's Regional Transportation Plan.

Political and community support is high for this project. Portland City Council passed Ordinance No. 187954 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. In addition, PBOT's High Crash Corridor program targeted engineering and education safety work along Beaverton-Hillsdale Hwy. from 2011 to 2013. During this time, PBOT staff engaged with SWNI District Coalition, neighborhood associations and individuals traveling, working and living along Beaverton-Hillsdale Hwy. Groups and individuals consistently called for pedestrian facilities along the high-speed, multi-lane street for safe access to bus stops, schools, businesses and homes.

- Total project cost: \$3,128,000
- RFFA funding request by project phase:
  - PE: \$685,800
  - ROW: \$114,300
  - Construction: \$1,485,900
  - TDM: \$60,000
- Local match or other funds:
  - \$782,000 (25% of estimated total project cost)

#### **Map of project area**

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

#### **Project sponsor agency**

- Contact information (phone # & email) for:
- Application lead staff: Matt Ferris-Smith, 503-823-5831, matt.ferris-smith@portlandoregon.gov
- Project Manager: Dan Layden, 503-823-2804, dan.layden@portlandoregon.gov
- Project Engineer: Lola Gailey, 503-823-7563, lola.gailey@portlandoregon.gov

- **Describe the agencies record in delivering federal aid transportation projects on time and budget or whether the lead agency has failed to deliver a federal aid transportation project and if so, why.**

The Portland Bureau of Transportation was among the first agencies in Oregon to be fully certified by ODOT to deliver federal aid projects. PBOT has successfully delivered federal transportation projects for over 20 years, including large bridges, active transportation facilities and Safe Routes to School improvements. PBOT has completed the majority of the projects on time and on budget. When projects have encountered budget issues, PBOT has identified funding to deliver the projects successfully.

A few PBOT projects have been delayed in the past. These delays were generally caused by permitting and right-of-way issues. Those issues are resolved for all current projects, which are on track to be delivered.

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

- N. Lombard/St. Louis/Ivanhoe/Philadelphia intersection project  
Construction Phase completed in 2012
  - 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
  - North Time Oil Road-Burgard Street Intersection Project  
2014/15 RFFA. Awaiting notice to proceed from FHWA.
  - Going to the Island Freight Improvement Project  
2014/15 RFFA. Design Phase to be completed in 2017 and Construction completed in 2019
  - 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
  - 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.**

PBOT has staff capable of providing administrative services related to project management and technical services related to design engineering. PBOT project managers and delivery staff also have extensive experience in delivering federal transportation projects. The bureau has a long track record of delivering federal projects that meet Federal Highway Administration requirements.

## 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 proposed sidewalk infill will make walking significantly safer and easier for the approximately 5,846 people living in census tracts intersecting the project area. This population includes an estimated 456 low-income households, 31 people with low English proficiency, 531 people who are non-white, 772 people who are elderly, 1,384 people who are young, and 395 people who have disabilities. (These numbers are based on the 2010-2014 American Community Survey five-year data profile.) Much of the project area is zoned for multi-family housing. Portland's recently adopted 2035 Comprehensive Plan maintains multifamily housing along much of SW Beaverton-Hillsdale Highway, allowing one unit per 1,000 or 2,000 square feet of site area, depending on the location.

Currently, people walking on SW Beaverton-Hillsdale Highway (also known as Highway 10) within the project area must share space with people biking. The unprotected bike lanes run alongside people driving at posted speeds of up to 40 miles per hour. At 40 miles per hour, a person hit while walking has an 80 percent probability of dying or being seriously injured.

The benefits of sidewalk facilities are especially valuable for the communities noted above. Research indicates that people with low incomes, low English proficiency, non-white people, elderly and young people, and people with disabilities are more likely to travel by foot or mobility device, relative to average national travel patterns. In addition, children and older adults are more likely to be killed or seriously injured in the event of a crash, relative to young and middle-aged adults.

- 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?**

This project will make people safer by providing more separation between people walking, biking and driving on both sides of SW Beaverton-Hillsdale Highway and SW Dosch Rd. in an area that has significantly below average proximity to sidewalk facilities relative to the Metro region.

The project area is a known safety risk. As part of its Vision Zero program, the City of Portland has identified SW Beaverton-Hillsdale Highway as a High Crash Corridor (see [www.visionzeroportland.com](http://www.visionzeroportland.com)). Metro has identified the project area as a regional "hotspot" for fatal and near fatal crashes, including for people walking and biking. Two people walking have been seriously injured and one person died while walking on SW Beaverton-Hillsdale Highway in Portland between 2005 and 2014. During the same time period, 15 people driving have been seriously injured and two people have died on SW Beaverton-Hillsdale Highway in Portland.

There is strong demand for walking and biking within the project area. This is likely due in part to Hillsdale Town Center’s above average concentration of essential services. According to Metro’s 2015 Mobility Atlas, SW Beaverton-Hillsdale Highway serves transit volumes of between 5,001 and 10,000 people per day within the project area. Most people who ride transit also walk at some point during their trip, which means they are likely to benefit from the proposed project. Metro’s atlas also indicates that between 251 and 500 people bike daily in the project area along SW Beaverton-Hillsdale Highway. While crashes between people walking and biking are less dangerous relative to those involving people driving, physical separation generally helps people to feel safer in both situations.

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

The proposed sidewalk on SW Dosch Rd. and SW Beaverton-Hillsdale Highway will help people access a variety of priority destinations in an area with a higher than average concentration of essential services, including two community centers (Oregon Latvian Community Center and the Mittleman Jewish Community Center), five schools (Robert Gray Middle School, Rieke Elementary School, Portland Jewish Academy, Multnomah Playschool and the Hilltop Preschool & Kindergarten at Portland Christian Center), five religious facilities (Japanese Fellowship Church, Congregation Neveh Shalom, Chabad of Oregon, Portland Christian Center and the Greater Portland Bible Church), two public parks (Hillsdale City Park and Dewitt City Park), three medical facilities (Fanno Creek Medical Clinic, Bowman’s Hillsdale Pharmacy and Hillsdale Veterinary Facility), food sources (Food Front Cooperative, Hillsdale Farmer’s Market and assorted restaurants), and other destinations including a U.S. Post Office, Multnomah County Library branch, banks and the Portland Ballet.

In addition, the proposed project improves access to six TriMet bus stops serving two lines and to the Red Electric Trail, a partially completed four-mile path for people walking and biking that is included in Metro’s 2013 report on regional trails and greenways.

The proposed project improves access to the destinations noted above by providing safe walking facilities, a majority of which will be on a Metro-identified “pedestrian parkway” (SW Beaverton-Hillsdale Highway). For some destinations, the proposed project will construct sidewalk directly adjacent to their sites; in other cases, the proposed project will improve access by connecting with existing walking facilities, which indirectly support access to the priority destinations.

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

Both existing and planned housing and employment densities benefit from the proposed project because sidewalks provide people with an additional travel option—walking—in order to access destinations.

Much of the project area is zoned for multi-family housing. Portland’s recently adopted 2035 Comprehensive Plan maintains multifamily housing along much of SW Beaverton-Hillsdale Highway,

allowing one unit per 1,000 or 2,000 square feet of site area, depending on the location. Portland projects that total housing units within a half mile of the project area will increase from 3,628 to 4,849 units by 2035.

Employment densities are expected to grow in and around the project area. The new Comprehensive Plan rezoned much of the Hillsdale Town Center as “Central Commercial,” which encourages multiple uses, high building coverage, large buildings, and buildings placed close together alongside a pedestrian-oriented, safe and attractive streetscape. By the year 2035, Portland expects jobs within a half mile of the project area to increase from 1,690 to 2475 jobs. As housing and employment densities increase, the proposed project will serve increasing numbers of people and jobs, providing additional value to the community and region.

### **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 helps complete a pedestrian network gap by adding sidewalk on a segment of SW Dosch Rd. between the Highway 26 Trail and Beaverton-Hillsdale Hwy, a designated Pedestrian Parkway. (ATP ID B9). In addition, the proposed project helps complete a pedestrian network gap by adding sidewalk on a segment of SW Beaverton-Hillsdale Hwy. between SW Dosch Rd. and SW 18th Dr. (ATP ID B9 and P11). Metro’s Pedestrian District Summary Matrix gives the Hillsdale Pedestrian District (#22) the lowest possible rating for sidewalk completion.

**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 lead to increased use of Active Transportation modes by providing access to sidewalk facilities connecting residential and commercial areas. Shortened pedestrian crossing distances, narrowed motor vehicle lanes, and additional lighting and street trees will also help provide good user experience and increase user comfort. (See Appendix C for design details.)

Currently, people walking on SW Beaverton-Hillsdale Hwy. in the project area must walk in the bike lane on street segments with posted motor vehicle speeds as high as 40 miles per hour. People walking on SW Dosch must walk in motor vehicle travel lanes or on unpaved “desire paths” alongside the street. Without improved sidewalk facilities, it is likely that people who might consider walking in the project area—including people who might consider walking to a bus stop—choose to drive instead.

The proposed project will eliminate a barrier created by the winding, disconnected nature of the street network in the project area. People who do not feel comfortable walking on today’s SW Beaverton-

Hillsdale Highway may have no good alternative; the closest parallel streets, SW Bertha Blvd. and SW Boundary St., have no sidewalks and require significant out-of-direction travel.

**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 serves six bus stops for TriMet lines 54 and 56, which connect Beaverton Transit Center and Washington Square with Portland City Center. TriMet recently enhanced the service to both bus lines, which are Frequent Service lines that run every 15 minutes or better most days.

**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).**

Before beginning engagement, PBOT will complete a stakeholder analysis to identify potentially impacted businesses, community organizations and historically underrepresented populations, user groups and other potential audiences to engage. PBOT staff will document consideration of potential distribution of benefits and burdens, especially as pertaining to people of color, people with Limited English Proficiency and people with low income. A plan for engagement will be created and will include specific milestones and engagement activities. 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 parties' emails, selective advertising, press releases, earned media and mailers. Tools to consult, involve and collaborate with the public may also include community advisory groups, public workshops, feedback surveys, open houses, focus groups, Community Engagement Liaison services and direct contact 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. Portland's long-running SmartTrips program will conduct targeted awareness activities and guided walks to ensure people are aware of their newly improved active transportation options.

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

The City of Portland will contribute local match funds totaling \$782,000 in order to leverage an investment of regional flexible funds in the proposed project. This is 25% of the estimated total project cost.

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

The proposed project provides people with a safe alternative to driving on SW Beaverton-Hillsdale Highway. SW Beaverton-Hillsdale Hwy. is part of Metro Mobility Corridor 13, which connects Portland Central City and Beaverton. According to Metro's 2015 Mobility Corridor Atlas, this mobility corridor serves 140,046 residents and supports 170,280 jobs, and carries between 2,000 and 10,000 vehicles total during peak morning and evening periods. The proposed project fills a critical gap for people who already—or might consider—walking instead of driving on the congested SW Beaverton-Hillsdale Hwy.

- **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 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 ongoing 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. SW Beaverton-Hillsdale Hwy is a City of Portland right-of-way and this project would not negatively impact other agency facilities. During project design, PBOT will coordinate with TriMet regarding the location and design of bus stops.