



Active Transportation & Complete Streets Projects

Name of Project Outer Stark/Halsey Complete Streets: Project Development
(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.
- Beginning facility or milepost.
- Ending facility or milepost.
 - SE Stark Street between I-205 and SE 162nd Avenue
 - SE Washington Street between I-205 and SE 108th Avenue
 - SE 102nd Avenue between E Burnside Street and SE Washington Street
 - SE 103rd Avenue between SE Pine Street and SE Washington Street
 - NE Halsey Street between NE 114th Avenue and NE 162nd Avenue
- Provide a brief description of the project elements.

This is a Project Development application for project planning and conceptual design. The project in its ultimate form aims to improve safety and multimodal accessibility along two busy transit corridors in east Portland. Conceptual project elements, subject to refinement during the Project Development process, include:

- Separated bike lanes, wider sidewalks and new pedestrian crossings on the SE Stark/Washington couplet between the I-205 Multi-Use Path and SE 108th Avenue in the Gateway Regional Center
- New bike lanes, pedestrian crossings and targeted sidewalk widening on SE Stark Street between SE 108th Avenue and SE 162nd Avenue
- Separated bike lanes, sidewalk infill and new pedestrian crossings on NE Halsey Street between NE 114th Avenue and NE 134th Place
- Sidewalk infill and new pedestrian crossings on NE Halsey Street between NE 134th Place and NE 162nd Avenue
- Evaluation of alternative cross-sections for all roadway segments and major intersection approaches to determine optimal allocation of right-of-way between medians, turn lanes, median islands, travel lanes, bike lanes, sidewalks, parking, etc.

- Evaluation of alternative intersection treatments at major intersections to achieve maximum safety benefit (e.g. traffic signals, protected intersections, roundabouts)
- City (ies). Portland
- County(ies). Multnomah

Base project information

- Corresponding RTP project number(s) for the nominated project.
 - 10319: Stark & Washington, SE (92nd – 111th): Gateway Plan District Improvements
 - 10321: Stark, SE (111th – City Limits): Bikeway
 - 11193: Citywide Sidewalk Infill Program

- 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).

The purpose of the project is to improve safety and accessibility for people walking, bicycling and accessing transit along and across two arterial roadway transit corridors in east Portland. Outer SE Stark Street and outer NE Halsey Street (“outer” in this application refers to east of I-205) experience a high incidence of crashes, host regular service bus lines, and pass through neighborhoods with above average concentrations of nonwhite, low income, low English proficiency, elderly and young populations. Both roadways need to be fundamentally redesigned as “Complete Streets” to move toward the city’s Vision Zero goal of eliminating traffic deaths and to allow for multimodal accessibility to transit and commercial areas such as Gateway and Rosewood.

- 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).

Because this is a Project Development application, success will be defined as advancing the project to construction with support from the affected communities. Once funded for construction, project effectiveness will be measured based on the following indicators measured before and after project implementation:

- Incidence of pedestrian, bicycle and automobile crashes, including serious injury, fatal and other crashes, in one calendar year in the two project corridors.

- Bicycle volumes on project roadways
- Transit ridership on project roadways
- Number of bus stops or bus stop pairs with enhanced pedestrian crossings compared to the number without enhanced pedestrian crossings

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 planners in the Planning Division at PBOT. The project elements currently do not have a high level of certainty and need to be developed through a planning process, therefore this is a Project Development application. It is anticipated that the project, once reaching construction stage, will not have significant environmental impacts and would be eligible for a categorical exclusion under NEPA. The local funding for Project Development comes from City of Portland General Transportation Revenue (GTR), an ongoing revenue stream for PBOT that is eligible to be used for project development. Elements of this project have been identified as priorities in multiple locally-adopted plans that went through significant public involvement efforts, including the Portland Transportation System Plan, Portland Bicycle Plan for 2030, Gateway Regional Center Urban Renewal Plan, East Portland in Motion 5-Year Implementation Strategy for Active Transportation, and the Growing Transit Communities Plan.

- Total project cost
(Include and describe any cost elements beyond those funded by the request + match):
Project Development (total): \$335,000
- RFFA funding request by project phase:
(e.g. Project Development, P.E., Environmental, ROW acquisition, Construction)
Project Development (RFFA): \$300,000
- Local match or other funds
(minimum match = 10.27% of funds requested + match):
Project Development (local match): \$35,000 (10.45% match)

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
Steve Szigethy, 503.823.5117, steve.szigethy@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
- 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.

PBOT 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. PBOT has successfully delivered federal transportation projects for over 20 years, and was one of the first agencies to become fully certified. PBOT 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.

PBOT 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.

- 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 currently has staff capable of providing 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?

Both project corridors pass through communities with above average concentrations of low-income (41% of households), nonwhite (31% of residents), elderly (14% of residents) and young

(26% of residents) populations. Significantly above average concentrations of elderly are found in the Gateway area due to numerous senior and/or assisted living communities. Significantly above average concentrations of low income and nonwhite populations are found in the Glenfair neighborhood along SE Stark Street between 148th and 162nd Avenues.

In terms of raw numbers, the Census Tracts served by the project include 42,285 residents, 14,283 households, 6,019 low income households, 1,498 low English proficiency persons, 13,132 non-white persons, 5,929 elderly (65+) persons, 10,829 young (under 18) persons and 6,455 persons with disabilities.

Residents of these communities, many of whom have limited or no access to motor vehicles, and some of whom had been displaced from inner Portland neighborhoods with better active transportation infrastructure, will benefit from the ultimately constructed project by having access to safer infrastructure for walking, bicycling and accessing transit.

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?

Outer SE Stark Street and outer NE Halsey Street are both included in the city's High Crash Network – a composite of the top 20 Portland roadways for crashes involving people driving, bicycling and walking. The project also includes intersections ranked first (Stark/122nd), ninth (Stark/148th), eleventh (Halsey/122nd), twenty-eighth (Washington/96th/99th), thirty-eighth (Stark/102nd) and fiftieth (Stark/162nd) on the city's High Crash Intersection list compiled from 2011-2014 crash data. These six locations account for 584 crashes in a three-year period, including two fatalities. Looking at pedestrian and bicycle involved crashes over a ten-year period, there have been five pedestrian fatalities, eight serious injury pedestrian crashes and three serious injury bicycle crashes in the project corridors from 2005 to 2014. All of these pedestrian/bicycle crashes occurred in close proximity to transit stops. The project, once constructed, will help actual and perceived safety for people walking, bicycling and accessing transit by providing dedicated facilities for pedestrian and bicycle travel that are clearly visible to all users, and in some cases will involve physical separation.

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

The project will serve and provide improved access to the Gateway Regional Center, a major concentration of essential services including retail, civic establishments, financial institutions, health care and food. Priority destinations within Gateway served by the project include Mall 205 (and surrounding shopping centers), East Portland Community Center and Floyd Light Middle School. Priority destinations along outer Stark east of Gateway include Ventura Park, the Rosewood Initiative community development organization, and the Multnomah County / Human

Solutions shelter for families experiencing homelessness. Priority destinations on outer Halsey include the shopping centers at the intersection of 122nd and Halsey and the popular Glendover Fitness Trail. The project, once constructed, will make pedestrian, bicycle and transit trips to these destinations safer, more comfortable and more convenient.

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

The Stark/Washington couplet is part of the Gateway Regional Center, an area envisioned in the Portland Comprehensive Plan and the Metro 2040 Growth Concept as the primary hub of employment and housing between downtown Portland and downtown Gresham. Allowed development intensities along the Stark/Washington couplet include floor area ratios as high as 6:1 and building heights as high as 120 feet. Further east, the 2040 Growth Concept designates both outer Halsey and outer Stark as “Corridors” intended for medium-intensity development well served by transit. City of Portland zoning supports these designations with commercial and medium-density residential zoning along much of outer Stark and outer Halsey. Finally, SE Stark Street serves as the southern edge of several Station Communities and Pedestrian/Bicycle Districts along the MAX Blue Line, with activity focused at 122nd, 148th and 162nd Avenues. The project will support the above land use policies by providing infrastructure for space-efficient, low impact, congestion mitigating modes of transportation: walking, biking and transit.

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 project, once constructed, will fill a gap in the Regional Pedestrian Network on NE Halsey Street, which is designated as a Pedestrian Parkway in the Regional Active Transportation Plan, and will fill a gap in the Regional Bikeway network on SE Stark Street, which is designated as a Regional Bikeway. The project will also enhance pedestrian and bicycle facilities in the Gateway Pedestrian/Bicycle District.

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 Project Development effort is intended to identify pedestrian, bicycle and transit access and safety needs and determine design elements at a conceptual level. Specific facility types, dimensions and locations are not certain at this time; however, it is likely that the project will look into the following treatments in order to increase user safety and comfort:

- Separated bike lanes on SE Stark Street east of 108th Avenue, where there is currently underused on-street parking.
- Separated bike lanes on the SE Stark/Washington couplet in Gateway Regional Center, which currently features three to four vehicle travel lanes in each direction and a westbound standard bike lane. The degree and method of separation and the space allocation of travel modes will be carefully considered in the context of travel demand and turning movements, including ODOT operational requirements at the I-205 interchange.
- Separated bike lanes on NE Halsey Street between NE 114th Avenue and NE 134th Place, where there are currently standard bike lanes and underused on-street parking.
- Sidewalk and curb ramp infill on NE Halsey Street between NE 134th Place and NE 162nd Avenue within available right-of-way.
- Sidewalk widening and enhancement in locations with high pedestrian demand and/or safety needs for separation, such as in Gateway Regional Center and at intersections with major north-south roadways including 122nd, 148th and 162nd Avenues.
- Enhanced pedestrian crossings at locations with identified crossing demand, using treatments that are warranted by NCHRP methodology, which may include striping, median refuge islands, signage, rectangular rapid flash beacons, pedestrian hybrid (“HAWK”) signals and/or full traffic signals.
- Medians and right-of-way reallocation to lower traffic speeds and reduce turning movement conflicts.
- Intersection treatments such as protected intersections and/or roundabouts to lower traffic speeds and reduce turning movement conflicts.

See attached Appendix C for greater detail on anticipated design features that will be considered during Project Development.

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

The project, by providing higher quality pedestrian and bicycle facilities along the Stark/Washington and 102nd/103rd couplets, will provide improved last mile pedestrian and bicycle connections between bus stops on the #20 line and employers in the Gateway Regional Center, including retail and service establishments at Mall 205 and surrounding shopping centers. In addition, a major employment area exists one mile east of the project area in Gresham, where numerous distribution centers are clustered. Proposed improvements to NE Halsey Street will aid access to that employment area by bike and bus.

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).

As a Project Development effort, the project will be characterized by significant public involvement in order to arrive at a community-supported design concept. PBOT will build upon established public involvement relationships that have served well in recent years, including engaging the East Portland Action Plan (EPAP) Group, EPAP Bicycle Subcommittee, East Portland Neighborhood Office Land Use & Transportation Committee, individual neighborhood associations (including Hazelwood, Parkrose Heights, Russell, Wilkes, Hazelwood, Mill Park, Glenfair and Centennial), business and community development organizations including the Gateway Area Business Association and Rosewood Initiative, and organizations serving underrepresented populations including the Immigrant & Refugee Community Organization.

Before engagement begins, a stakeholder analysis will be completed 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 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 additionally include community advisory groups, public workshops, feedback surveys, open houses, focus groups, Community Engagement Liaison services and working directly with businesses, neighborhood and cultural organizations and community groups.

Post-construction demand management and public awareness does not apply to this Project Development effort, except that baseline safety and user data will be collected.

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

PBOT will be providing a \$35,000 match for the project using city General Transportation Revenue. Indirectly, the project will leverage hundreds of thousands of dollars of recent, current and committed investments in the immediate vicinity including the Halsey/Weidler Streetscape funded by Gateway Regional Center Urban Renewal Area, sidewalk infill and crossings on outer Stark funded by House Bill 2001 and HSIP funds, and sidewalk infill and bike lanes on SE Cherry Blossom Drive funded by the 2016-18 Regional Economic Opportunity Fund.

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

The Stark/Washington couplet in the Gateway Regional Center is a congested area due to its concentration of commercial activity (including Mall 205) and its location at an I-205 interchange. The proposed project, once constructed, will provide more attractive pedestrian, bicycle and travel options that will be viable alternatives to driving on congested roadways. It is expected that bicycle travel times along the project corridors will be competitive with driving during peak hours in the peak direction.

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 2014 PBOT developed a candidate list of major projects for inclusion in the Portland Transportation System Plan (TSP), sourcing projects from the 2007 Portland TSP, the 2014 Regional Transportation Plan, and other plans adopted since 2007. The TSP Major Projects List update process included extensive public engagement with projects featured on Portland's 2035 Comprehensive Plan Map App. Members of the public were invited to comment directly through the Map App, supplemented with extensive community outreach at meetings and events. As noted in 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 refine the TSP Major Projects List, projects were also evaluated based on criteria including safety, neighborhood access, economic benefit, health, equity, climate, cost

effectiveness and community support. This evaluation, along with additional public feedback, helped to determine the final TSP Major Projects List.

To select projects for Regional Flexible Funds applications, PBOT narrowed the TSP Major Projects List by considering the specific RFF grant criteria, the availability of match, readiness factors for projects, input from PBOT's Pedestrian and Bicycle Advisory Committees, feedback from the Transportation Justice Alliance, other City Bureau priorities, and community needs identified in ongoing planning efforts.

Specifically, elements of this project were identified through East Portland in Motion, an implementation strategy for active transportation projects east of 82nd Avenue adopted by City Council in 2012. That document calls for sidewalk infill on NE Halsey Street and additional enhanced pedestrian crossings of Stark and Halsey Streets. In addition, SE Stark Street is designated as a Future Separated In-Roadway Bikeway in the Portland Bicycle Plan for 2030, adopted in 2010. Both roadways are identified on the City's High Crash Network and are the focus of the city's Growing Transit Communities study to improve access to transit on bus lines slated for frequency improvements. Finally, the Stark/Washington couplet has long been targeted as an investment to stimulate economic development as part of the Gateway Regional Center Urban Renewal Plan.

- 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.

Growing Transit Communities, a State of Oregon Transportation & Growth Management grant-funded study undertaken by PBOT, has served as a partnership between TriMet and PBOT to identify pedestrian and bicycle safety and access improvements that would support planned service enhancements along the #20 (Burnside/Stark), #77 (Broadway/Halsey) and #87 (Airport Way) bus lines in east Portland. Applying for Project Development funds for transit-supportive investments along the studied corridors was a natural outcome of that study. (Stark and Halsey were prioritized over Airport Way because improvements on Stark and Halsey would serve significantly more people).