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CITY OF PORTLAND BUREAU OF TRANSPORTATION

Cully Main Street and Local Street Plans Project
Project Working Group Meeting #4
Agenda

February 21, 2012
5:00 PM – 7:00 PM

Grace Presbyterian Church
6025 NE Prescott Street (enter from parking lot on east side of building)

5:00 PM Gather and refreshments

5:10 PM Welcome, introductions, project update and announcements

5:25 PM Review agenda

5:26 PM Review Draft *Local Street Plan* Proposal
- Discuss and comment on *local street plan solutions* and the evaluation of them

6:55 PM Next Steps

7:00 PM Adjourn

<u>Let others know:</u>

Cully Main Street and Local Street Plans Community Workshop Wednesday, March 7, 2012, 5:30 to 8:30 PM, Rigler School, 5401 NE Prescott Street – child care, Spanish interpretation, and refreshments

Learn about and comment on main street zoning proposals and local street plan solutions

Cully Main Street & Local Street Plans Project

Project Working Group Meeting #4: Meeting Notes
February 21, 2012, Grace Presbyterian Church, 5:00- 7:00 p.m.

Attending

Alan Hipolito	*Verde*
Bob Granger	*CAN; 42nd Neighborhood Prosperity Initiative Project*
Evans Martin	*Cully Association of Neighbors (CAN) and Cully Blvd Alliance (CBA)*
Rey Espana	*Cully Blvd. Alliance and Native American Youth & Family Center*
Laura Young	*CAN and CBA*
Jamey Harris	*Resident*
Kaitlyn Lane	*Visitor*
Denver Igarta	Portland Bureau of Transportation
Christine Leon	*Portland Bureau of Transportation*
John Gillam	*Portland Bureau of Transportation*
Debbie Bischoff	*Bureau of Planning and Sustainability*
Ricardo Banuelos	*Bureau of Planning and Sustainability*

Handouts:

- Meeting agenda
- Memo on Draft Local Street Plan Solutions (2/21/12)

1. Introductions and agenda review

Debbie Bischoff welcomed the group. Introductions were made and the agenda reviewed. There were no changes proposed.

2. Project update

Debbie stated that the project continues to be in the Developing Solutions phase. The zoning proposal has been changed to reflect comments and suggestions made at the previous PWG meeting. Postcards about the March 7th community workshop have been printed and those in attendance were asked to help pass them out. Spanish language interpreters and childcare will be provided. Project outreach is also scheduled with Hacienda CDC families, and staff is waiting to hear from Harvey school about presenting to the Latino PTA.

Debbie described the format for the community workshop, which will include a general overview presentation and small group presentations/discussions. Residents may visit each of the four Cully main street rezoning proposal subarea info stations, and participate in small group sessions, which will repeat every 15 minutes. Denver Igarta will set up in the other half of the gym to present and discuss local transportation system proposals' information.

Zoning and transportation recommendations will be refined based on input from the community workshop. A staff report will be developed and submitted to the Planning

and Sustainability Commission for a hearing with public testimony. It is confirmed that the commission hearing will meet in Cully, hopefully at Rigler School auditorium.

3. Announcements

Evans reported that the Cully Blvd. Alliance, part of the Neighborhood Prosperity Initiative (NPI) has had a successful fundraising drive. Likewise, Bob reported that the 42nd Avenue NPI is also on track.

Debbie mentioned that Portland Parks and Recreation (PPR) staff is about to begin master planning with the community in order to build a neighborhood park at 52nd and Alberta (known as the Werbin property). PPR staff has scheduled an open house on March 20th at Rigler School to kickoff the project.

4. Review draft local streets plan proposal

Denver Igarta discussed PBOT's work on the local street plan. He began by reviewing where things left off since the October PWG meeting. Cully today lacks paved streets, sidewalks and street connectivity. This not only hiders vehicle traffic, but it also limits pedestrian access, walkability, and safety. In Cully there are roughly 50 blocks of gravel streets and 70 blocks of right-of-way that is considered unimproved. The traditional method for improving streets to city standards, involves doing a full improvement with sidewalks on both sides. This can be cost prohibitive in neighborhoods with modest incomes, like Cully. Overall, the local streets plan proposal seeks to improve connections within the neighborhood and to the rest of City.

Denver highlighted two critical needs for the neighborhood—street connectivity and safe routes to school—then went on to identify the challenge that residents are responsible for paying for improvements to "local" streets, making cost a barrier. This obstacle is not insurmountable.

Response to a survey regarding local streets was great. Traffic calming was a top priority. Sidewalks on either one or both sides of the street were favored and so were better pedestrian crossings. There were many responses suggesting trash removal, street trees, and more community space as priorities. Responses did range widely, reflecting that some people would like to see improvements, but others like it the way it is. People were not as concerned with paved roadways and on-street parking.

The survey also asked what characteristics should be preserved. Responses included:

- space for gardening
- low auto traffic
- slow auto speeds

The general takeaway from the survey was the need to balance between improvement, and also not inducing more traffic and faster auto speeds.

PBOT's approach to a solution is first to prioritize important routes. This will be a major focus at the community workshop. Second is to explore how to allow for more flexibility. The current standard for improving substandard "local" streets can cost prohibitive for adjacent property owners. Flexibility can come from identifying other street designs that are lower cost, or from phasing construction, or by building a portion of the roadway (interim improvement) in the near term while not precluding the full build out in the long term. The third approach is to begin matching recommended solutions with potential funding sources.

Denver went on to identify two types of criteria for judging the suitability of potential solutions. Network (overall system) criteria include identifying the most important routes to reach important destinations such as schools, parks and the Cully main street. Local Streets Criteria relate to the function and design of specific local streets.

Examples of Network Criteria are:

- Improve accessibility for local residents
- Reduce negative traffic impacts
- Close critical gaps in access
- Greater flexibility in implementation

Examples of Local Streets Criteria are:

- Recognize diverse interests (i.e. walk pets, community garden, kids using)
- Expand usable public space
- Maximize affordability and lower long-term maintenance costs
- Minimize impervious surface to reduce need to treat storm water

Alan with Verde, prompted Denver about having a criterion about maximizing local economic opportunity, as was discussed in the October PWG meeting. Denver responded that this criterion would be best address in the implementation strategy of the plan. At this stage the criteria are for analyzing potential solutions. Alan's concern with not incorporating the criteria at the tool selection stage is that it may result in solutions being proposed that are incompatible with the economic development goal. As a categorical matter he is not interested in street improvements that do not extend direct economic benefit to people that live in the community. He suggests that a project's capacity to produce direct local economic benefit (i.e. jobs) be a criterion during the implementation phase. Rey added that this is an opportunity to align city policies like equity and economic development with solutions for transportation. He suggests that community benefit agreements and sweat equity projects be folded into this project's solution recommendation to accomplish local economic development goals.

Christine with PBOT suggested that expanding implementation tools gives local contractors more options for making street improvements in the public right of way. For example, the City could allow a permitting process for residents to choose which companies to hire for street improvements. The current Local Improvement Districts (LID) funding process has strictly adhered to the existing standard.

Jamey suggested that improving unpaved streets may not be as high a priority as safer ways to cross the major streets like Prescott and Cully. Unpaved streets already see pedestrian activity, especially since they have less vehicular traffic. He wonders how many survey respondents feel the same way and suggests that if this is the case, given limited funding availability, the City should focus improvements on crossings and less on paving.

Denver reminded us that PBOT has had projects in Cully identified for some time now in the City's Transportation System Plan (TSP), including rebuilding 60th St. to include sidewalks as part of the Designated City Walkway system. The issue is lack of funding. This study is helping to prioritize projects for submitting with grant applications.

Evans identified the lighting situation heading south on Cully towards Fremont Street as a safety issue that has come up multiple times in recent community forums, it warrants being prioritized. Denver confirmed that NE Cully (south to Fremont) is on PBOT's future project list pending funding.

Debbie announced that the project will be heading into the public hearing process with presentations to the Planning and Sustainability Commission and City Council. These hearings provide opportunities for Cully community members to express their needs/priorities to City officials. Debbie will be working on scheduling the City Council hearing in Cully to encourage local community participation on the final proposals/recommendations for action.

Denver continued by explaining how street improvement tools fit together. There are 4 categories of solutions: network solutions, process solutions, maintenance solutions and design solutions.

Network solutions like identifying new street connections to meet connectivity standards are difficult because of built structures built. However, there may be more opportunities for narrower pedestrian and bicycle connections and access.

Priority active transportation routes have been identified including Prescott and 72nd. The local street improvement proposal includes filling in gaps in the bikeway and walkway network. Together this network is termed neighborhood greenways, which are safe walking and bicycling connections to get people where they need to go. Neighborhood greenways prioritize biking and walking while keeping low motor vehicle traffic with a speed limit of 20mph. Neighborhood greenways are proposed as priorities for the Cully neighborhood, especially on routes to schools. Popular routes to and from school were identified in coordination with schools. The PWG asked that somewhere in the report an official definition of neighborhood greenways be included. Lastly, Debbie noted that the network map lacks north to south routes.

Design solutions

Another solution Denver covered is TSP classifications. The proposal is that a new local street typology be created to distinguish between streets classified as "Local Service Traffic Street" (LSTS) that serve different traffic functions. NE 72nd and 60th are classified as LSTS but have greater than 2,000 cars per day. Other Cully streets have less than 500 cars per day, or 1 car per minute. The recommendation is to introduce a two types of local street; those with <1,000 vehicles per day (where residents are the primary users) and those with more than 1,000 vehicles per day. Perhaps these can be improved in an interim, or less costly, manner.

(2200)
PBOT has been looking at new flexible local street designs. Design alternatives must address requirements for emergency access, calming traffic, storm water treatment, and considering neighborhood character.

Low Impact Street
Denver introduced the "low impact street" design concept that has been developed by PBOT staff. It includes a 14-16ft wide travel lane, sidewalks, storm water swale, angled parking, and enough room for fire truck/emergency access. This design would allow the flexibility of phasing construction. Cost estimates are being prepared to determine relative costs compared to current standard street designs. The low impact street design may also create the opportunity for common space depending on requirements for on street parking, driveways and stormwater facilities. This area may offer space to allow for activities that commonly occur in the right of way today, e.g. gardens, basketball hoops, etc...

(2580)
PWG members were enthusiastic about the low impact street design. Denver stated that the next step is to pick a street to test how the design will actually work and work through specific issues in more detail.

Evans raised a concern about kids playing in bioswales, which are hazardous due to chemicals from runoff. Swale design needs to include way to indicate to people not to play in swale. She cited the new Cully Blvd. Green Street improvement as an example. Another concern is swales being under-maintained and becoming unsightly. One suggestion was to adopt a bio-swale program and engage the local community on it.

Project types and funding sources
Generally, there are four categories of projects being proposed in the Local Street Plan.

- Active Transportation to promote walking and bicycling
- Local street improvement
- Pilot projects: Green street demonstration
- Maintenance activities

Target area

Denver suggested a target area for moving forward with pilot projects bounded by Cully Blvd to the west, Killingsworth to the north, NE 72nd to the east, and Prescott to the south (the area north of Harvey Scott School). PBOT staff has taken a preliminary look at the target area property values to gauge the feasibility of a local improvement district. Based on this limited analysis, an LID to construct a typical full street improvement appears to be beyond affordable for this area. Other new options identified in the Local Street Plan; however, may make some improvements more feasible: including interim phasing, maintenance district, or an area wide project costs that achieves some economies of scale. Eligible grants might also be targeted to help supplement the contributions by adjacent property owners.

Another solution Denver described is a maintenance district, which would involve gravel streets. The cost and durability of a project to grade and regravel an unpaved street is being evaluated for a pilot project on NE 66th Avenue north of Prescott St, which utilized recycled roadway material from the City's Sunderland Yard (recycling facility).

An overall objective is to provide homeowners options of how to proceed with improvements. PWG members wondered if a whole block, including those just off the unimproved street, could be required to contribute to an LID in order to drive down costs per homeowner. Christine explained that traditionally LIDs must have a direct benefit and are therefore only applied to abutting properties. PBOT might be able to explore this type of LID as part of plan implementation

Debbie proposed that there be forums hosted by PBOT beyond this project to explore these street improvement ideas because its benefits can be useful to other neighborhoods as well.

5. Next Steps

This was covered during project update (2. above).

Meeting adjourned 7:06pm

CITY OF PORTLAND BUREAU OF TRANSPORTATION

Sam Adams
Mayor

Tom Miller
Director

DRAFT

MEMORANDUM February 14, 2012

To: Project Working Group

From: Denver Igarta, Transportation Planner

Subject: ***Memo on Draft Local Street Plan Solutions***

Draft Local Street Plan Solutions

The draft *Local Street Plan Solutions* contained in this memorandum offer for public discussion and comment an initial proposed strategy for addressing the transportation related needs identified for the study area. As part of the prior task to identify needs, opportunities and constraints, staff compiled a survey of 29 current and innovative practices ("tools") for consideration in developing the local street plan.

Transportation related needs
1. A more connected local street network
2. Safer routes to walk and bicycle
3. Recognition of varying local street functions
4. More affordable local street improvements
5. Alternative funding sources for improvements on local street
6. Stormwater management and treatment

A summary sheet was created for each tool describing its application, pros, cons and implementation obstacles. The project team applied this information along with a set of evaluation criteria to assess the tools and select appropriate solutions for inclusion in the Local Street Plan. The evaluation criteria was based on information and public input gathered on the existing conditions and the needs, opportunities and constraints phase of the project as well as public input from the Cully Neighborhood Roll and Stroll event.

The evaluation of transportation solutions using the criteria for "network" and "local street improvement" tools is attached – please refer to Appendix I. Based on the evaluation, the following "existing" and "new" solutions were identified for the Cully Local Street Plan. A diagram was created to show the proposed Local Street Plan solutions and their relationship to one another. The proposed new solutions are shown in shaded gray on the chart (Figure 1). These new tools are intended to complement existing tools (not shaded) that are currently used in Portland to improve the transportation system

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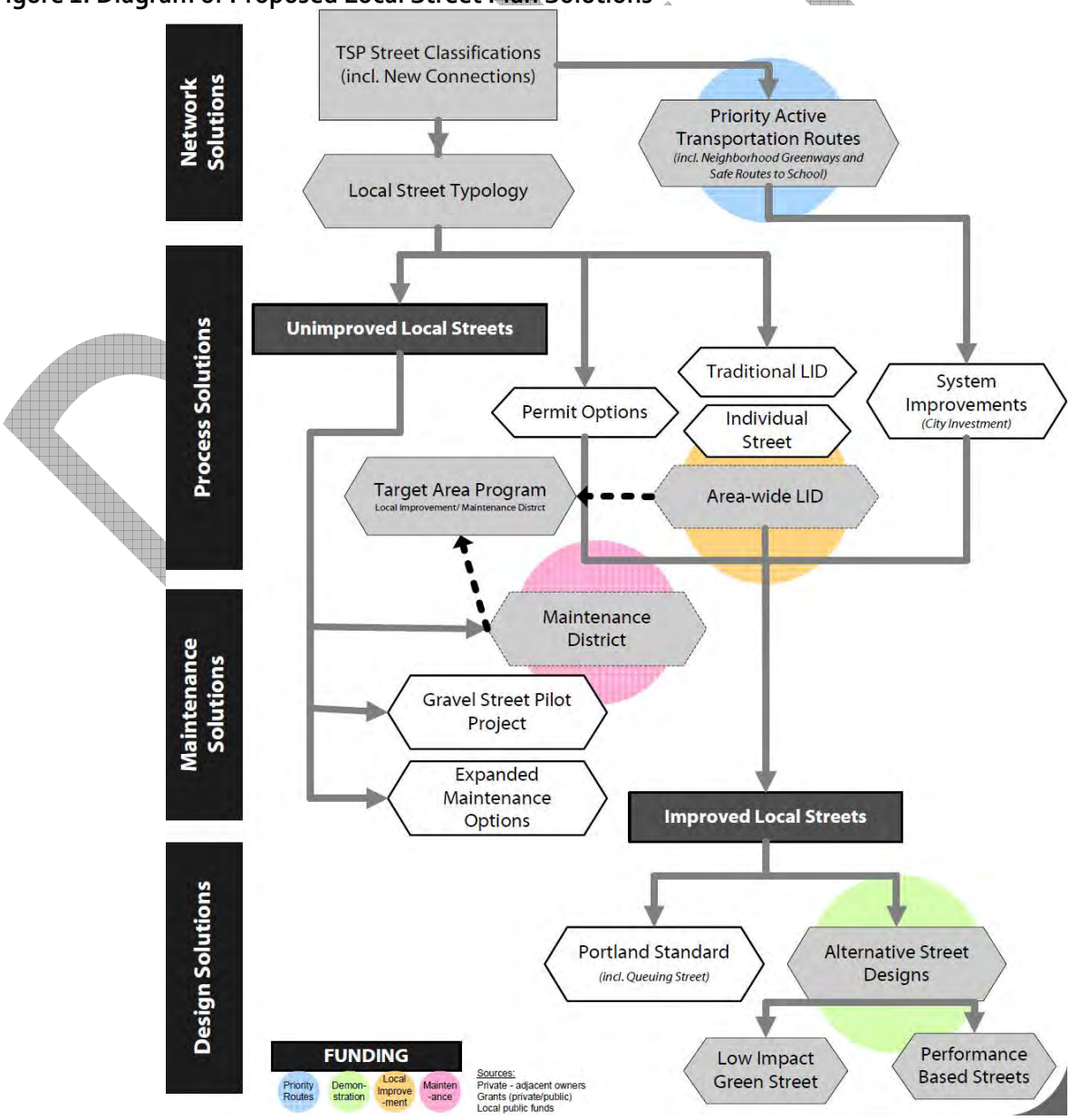
Existing solutions (not shaded on Figure 1)

- City investment on system improvements (capital projects)
- Local improvement district (traditional – by individual street)
- Permit options for street improvements
- Expanded maintenance options
- City standards for designing streets (standard curb and gutter with sidewalks on both sides)

Proposed new solutions (shaded on Figure 1)

1. **Network Solutions (Local street plan)**
   a. New connections in the TSP
   b. Local street typology (street context)
   c. Priority active transportation system
      i. Priority routes to school
      ii. Neighborhood greenways
2. **Process Solutions (Target area)**
   a. Area-wide local improvement district
   b. Maintenance district
3. **Design Solutions (Alternative designs)**
   a. Design flexibility based on context
   b. Demonstration project

Figure 1. Diagram of Proposed Local Street Plan Solutions



The solution's diagram also identifies four types of projects assist staff in determining which potential funding sources might be eligible for each type. The Transportation Needs, Opportunities & Constraints and Tools Memo identified more than 25 different funding sources, both traditional and non-traditional transportation funds, for consideration as part of this plan. As part of the local street plan, staff will match the different funding sources with the proposed solutions.

Proposed new solutions

More than 65 percent of local streets in the Cully Neighborhood do not meet city standards, and, of those, more than 50 blocks are unimproved, i.e. gravel, dirt or vacant right-of-way. Traditional tools to improve those roadways to meet city standards are often cost-prohibitive given the amount high cost and the relatively modest income levels within the Cully neighborhood. As a result, new solutions are needed to provide more affordable ways of improving or maintaining streets in the neighborhood. The local street plan seeks to address this need by focusing on the following areas:

- Prioritization of the most important routes to local destinations. Identify proposed neighborhood greenways and safe routes to school.
- Allow for more flexibility in city standards. Explore the possibility of interim improvements or alternative street designs that are suitable for varying contexts.
- Identify implementation and funding strategies that for the recommended solutions.

	PROPOSED SOLUTIONS
Priority routes	• Safe routes to schools (Harvey Scott ES and Rigler ES) • Neighborhood greenways • New connections for the TSP
More flexible and alternative standards	• Street typology based on varying conditions • Alternative street designs for very low traffic streets ▪ Low impact local street ▪ Performance based streets • Interim improvements – phasing to allow basic infrastructure to be introduced sooner • Demonstration project – alternative street designs or materials
Implementation strategy	• Target area (high concentration of unimproved streets) – estimate costs of improvements ▪ Area local improvement district ▪ Maintenance district • Identify implementation scenarios by matching funding sources with proposed solutions

Appendix I

Evaluation Transportation Solutions for the Cully Local Street Plan Area

NETWORK CRITERIA: evaluation of network tools	
N1	Make direct connections to key destinations (such as parks, schools and transit stops) and serves more residents
N2	Improve accessibility for local residents and foster active and sustainable modes of travel for improved community health
N3	Reduces negative traffic impacts, including noise and air pollution, the risk of accidents, and divisive social impacts.
N4	Preserve the desirable qualities within the neighborhood, such as low traffic speed and volume.
N5	Creates opportunities for sustainable infrastructure (such as green streets and pathways)
N6	Fills critical gaps in the system (auto traffic, pedestrian and bicycle networks)
N7	Benefits active transportation (pedestrians, cyclists and transit users)
N8	Improves safety for vulnerable roadway users (seniors, children, and those living with a disability)
N9	Would allow greater flexibility in implementation

Network Tools

CRITERIA	N1	N2	N3	N4	N5	N6	N7	N8	N9	Total
1. Connectivity standards										3.5
3. Priority "safe route" network										7
4. Filtered permeability										3
5. Local street typology										6
6. KindLint (Kid Grid)										6

Note: All network tools listed can be used to form a "street plan" (tool sheet #2) for the Cully neighborhood

Scoring

- Criteria is directly addressed by tool
- Criteria is not directly addressed by tool
- Top scores

LOCAL STREET CRITERIA: evaluation of local street improvement tools	
S1	Be delivered in an equitable and cost effective manner
S2	Recognize diverse interests of residents and diverse functions of right-of-way
S3	Preserve the desirable qualities within the neighborhood, such as low traffic speed and volume.
S4	Ensure safety for all users, especially vulnerable roadway users (pedestrians and cyclists, seniors, children, and those living with a disability)
S5	Improve accessibility for local residents and foster active and sustainable modes of travel for improved community health
S6	Benefit active transportation (pedestrians, cyclists and transit users)
S7	Expand usable public space for local residents
S8	Allow more affordable street designs with low impact on the environment and minimal impervious surface
S9	Low impact on the environment and minimal impervious surface
S10	Would allow greater flexibility in implementation
S11	Reduces negative (calms) traffic impacts, including noise and air pollution, the risk of accidents, and divisive social impacts.
S12	Lower long term maintenance

Local Street Improvement Tools

	CRITERIA	S1	S2	S3	S4	S5	S6	S7	S8	S9	S10	S11	S12	Total
Maintenance	7. Expanded maintenance options													8
	8. Recycled roadway materials													3
	9. Gravel street pilot project													7
	10. Road maintenance district													6
Street Design	11. Queuing street													7
	12. Shared space street													7
	13. Alleys													3
	14. Shared court													6
	15. Common green													6
	16. Green streets	*												2
	17. Mountable curbs													0
	18. Community street													10
	19. Low-impact local street	*												11
	20. Alley green street	*												4
	21. SEA green street	*												5
LID Process	22. Portland LID process													4
	24. Area wide LID													5
	25. City initiative (Vancouver, BC)													8
	26. Low income deferrals													3

Note: Tools 24-26 are types of "Innovative LID" processes (tool sheet #23)

** Stormwater and roadway investments are coordinated*

Scoring

- Criteria is directly addressed by tool
- Criteria is not directly addressed by tool
- Top scores