



N/NE Quadrant and I-5 Broadway/Weidler Plans

**SAC Transportation Subcommittee # 1  
Working Agenda**

**December 1, 2010 5:30pm – 7:30 pm**

**ODOT Region 1 Headquarters, 123 NW Flanders  
Conf Room A&B Public Meeting, 1<sup>st</sup> Floor**

<b>Time</b>	<b>Min</b>	<b>Item</b>	<b>Lead</b>
5:30	10	Welcome, Introductions, and Agenda Review	Chairs
5:40	15	Existing Conditions <ul style="list-style-type: none"> <li>- Quick Review</li> <li>- Report now on project website</li> </ul>	Staff
5:55	10	Project Goals, Scope, and Issues <ul style="list-style-type: none"> <li>- Intro to the 3 areas of discussion: <ul style="list-style-type: none"> <li>o Goals (12/9 SAC)</li> <li>o Scope (12/9 SAC)</li> <li>o Issues (Jan SAC)</li> </ul> </li> </ul>	Sam
6:05	30	Small Group Discussion <ul style="list-style-type: none"> <li>- Goals – All</li> <li>- Scope – Transportation Only</li> </ul>	Staff
6:35	30	Small Group Discussion <ul style="list-style-type: none"> <li>- Issues – Transportation Only</li> </ul>	Staff
7:05	20	Large group debrief	Sam
7:25	5	Next Steps: Continue Discussion in January at Subcommittees & SAC	Chairs
7:30	0	Adjourn	

## **N/NE Quadrant and I-5 Broadway/Weidler Plans –Issues List 11-30-10**

The following is a list of Quadrant transportation issues developed by URS and DKS. These are derived from the Transportation Existing Conditions Report and from the preliminary issues list prepared by ODOT.

### **Sub-District 1: Lower Albina**

1. I-5 barrier for pedestrian/bike connections to Eliot
2. Limited east/west transit connectivity
3. Need better wayfinding from Russell St to N Mississippi MAX station
4. N Russell/Interstate intersection – confusing operations
5. Lack of sidewalks west of Interstate
6. Freight access to regional freeways

### **Sub-District 2: Eliot**

1. Limited pedestrian/bike connection to Lower Albina District
2. Bike connection to/from Eastbank Esplanade
3. No east/west transit connections (across I-5) between Broadway and Fremont
4. Improve bike/ped safety on Vancouver/Williams

### **Sub-District 3: Rose Quarter**

1. The Box: High traffic volume from I-5 southbound off-ramp to Weidler
2. The Box: Ped crossing conflicts – especially during events
3. The Box: Vancouver/I-5 ramp/Broadway intersections - high volumes
4. The Box: Rose Quarter event access/egress
5. High accident locations: Broadway & Weidler at Vancouver, Broadway at Larrabee
6. Queuing at east end of Steel Bridge back from Multnomah Street
7. Rose Quarter Transit Center - transit functions are too spread out
8. Pedestrian management and safety at Rose Quarter TC
9. Bike/pedestrian: I-5 barrier – limited crossings between Weidler and Lloyd
10. Freight access to freeway ramps
11. Improve freight rail speeds through quadrant

#### **Sub-District 4: Broadway/Weidler Corridor**

1. The Box: High collisions – westbound Broadway to northbound I-5
2. The Box: Bike safety at Broadway/I-5 ramp
3. The Box: Weidler/Victoria/I-5 ramp – bike, ped, safety
4. Weaving on Weidler east of “The Box”
5. The smaller Box: High collisions @ Broadway/Weidler at MLK Jr./Grand
6. Another Box: High ped collisions @ Broadway/Weidler at 15th/16th avenues
7. Lane imbalances - Grand approaching Broadway & Broadway approaching I-5
8. Improve bike/ped safety on Broadway/Weidler
9. Too many driveways on Weidler

#### **Sub-District 5: MLK/Grand Corridor**

1. Northbound queuing on Grand back from Broadway
2. Northbound queuing on Grand in left lanes at Multnomah
3. Accommodating bikes on Lloyd Blvd. at MLK Jr. and Grand
4. Convention center as a bike/ped barrier
5. Queuing at Everett & Grand/MLK at I-84 on-ramp
6. Streetcar on MLK Jr./Grand; future of TriMet Line 6
7. High collision locations on Grand @ Multnomah, Holladay, Wasco
8. Potential 7th Avenue overcrossing – bike/ped/motor vehicle

#### **Sub-District 6: Lloyd Center**

1. High ped collisions on Multnomah
2. Improve overcrossing at 12<sup>th</sup> for bikes
3. Southbound left onto NE Irving at 12<sup>th</sup> - backups
4. I-84 off-ramp queuing at Lloyd Blvd
5. Lloyd Center is a barrier for bikes and peds

**Sub-District 7: I-5**

1. Closely spaced ramps
2. Weaving from I-84 to Weidler northbound
3. Weaving from Wheeler to I-84 southbound
4. South of Weidler (I-84 to Weidler NB) worst weave due to high volume
5. High collisions due to weaving
6. Event access via Broadway/Weidler ramps
7. High incidence of rear end crashes
8. Southbound at I-84 eastbound ramp – backs up onto I-5 mainline
9. Freight impacts from lack of reliable travel times

**Sub-District 8: I-84**

1. Highest collisions westbound east of Lloyd Center off-ramp
2. Westbound weaving and queuing
3. Westbound off-ramp at Lloyd Blvd – seasonal queuing back onto freeway
4. Freight impacts from lack of reliable travel times

**Overall N/NE Quadrant Issues**

1. Maintain key linkages to downtown
2. Bicycle and Ped Safety
3. Improve access to the Willamette River
4. Greenhouse gas/air quality improvement
5. Conflicts among modes of travel
6. Ensure adequate turning radii for freight
7. Too much surface parking



N/NE Quadrant and I-5 Broadway/Weidler Plans

**SAC Land Use Subcommittee # 1 Agenda**

**December 2, 2010 5:30pm – 7:30 pm**

**ODOT Region 1 Headquarters, 123 NW Flanders  
Conf Room A&B Public Meeting, 1<sup>st</sup> Floor**

<b>Time</b>	<b>Min</b>	<b>Item</b>	<b>Lead</b>
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7:30	0	Adjourn	

**Preliminary Land Use and Urban Design Issues for N/NE Quadrant**  
(sorted by geographic subareas)  
**For LU Subcommittee Meeting 12/2/10**

**N/NE QUADRANT-WIDE:**

- District Vibrancy/Vitality & Creating a Livable Community
  - Need more human-scale architecture
  - Develop Underutilized Land with “responsible” Density
  - Health Aspects of Plan
- Social/Environmental/Economic Balance Sustainability & Equity – respect Albina Plan
  - Increasing Diversity
- Increasing Employment
  - Business Vitality
  - Risk of Displacing Existing Businesses
- Natural Areas & Natural Resources
- District Identity (multiple) lacking
- Lack of Resources for Implementation/ Need to see real changes – not just plans
  - Partnerships needed

**LOWER ALBINA (MAP AREAS 1&1a)**

- Revitalizing Russell Street
- Opportunity for Mixed-Use development around MAX Station?
- Best long-term use of industrial land?
  - Increase business growth and employment density?
  - Need thoughtful transition from Rose Quarter/Broadway to industrial land to the north
  - Continue policy to limit housing?
  - Make alleyways people-friendly?
- Advantage/disadvantages of slope

**NE BROADWAY MAIN STREET & VANCOUVER/WILLIAMS TRIANGLE (MAP AREAS 2&4)**

- Revitalize entire length of Broadway from River through the study area
  - Historic Preservation
  - Need sensitive transitions to neighborhoods at Central City edges (Irvington, Elliott, Sullivan’s Gulch)
- Consider changing high-density residential zoning to allow more commercial uses

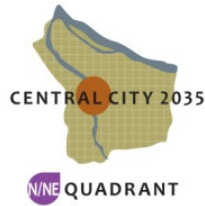
**ROSE QUARTER & N BROADWAY (MAP AREA 3)**

- Redeveloping PPS Blanchard Site
  - Reserve PPS site for AAA Baseball Stadium?
- Access to River & Public spaces on the riverbank

- Realign UP Rail line to make river bank accessible with new development and greenway trail.
- Future of Louis-Dreyfus Grain Terminal? Public attraction?
- River attraction? Yachts? Amphitheater?
- Support Rose Quarter Redevelopment
  - Capitalize on Streetcar
  - Long-term development opportunities around redesigned Rose Quarter Transit Center
  - Create more developable lots at east end of Broadway Bridge?

### **LLOYD DISTRICT (MAP AREAS 5&6)**

- Unlock Development Potential in Lloyd
  - Too many surface parking lots
  - Urban Design Strategy w/Emphasis Areas Needed
  - Street hierarchy needed to organize development?
  - Open Space is Deficient, Existing OS is underutilized
  - Food carts? (arguments both for and against)
  - Land use and development to support Lloyd Green (EcoDistrict Initiative)
  - Large Property Owners & Large Block Dimensions
  - Support the Oregon Convention Center with New Adjacent Development
  - Improve street-level development (Mall and others)
- More Housing
  - Jobs Housing Imbalance
  - Broader Diversity of Housing
  - More Affordable Housing (Concentration of Retail-Wage Jobs)
  - Capitalize on Streetcar
- Public safety & crime concern around Holladay Park
- NE 21<sup>st</sup> & Multnomah redevelopment opportunity (Map area 6A)



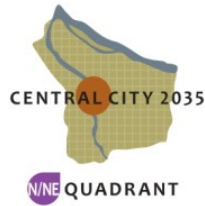
## N/NE Quadrant and I-5 Broadway/Weidler Plans

### Project Goals 11/30/10 Discussion Draft

The following is provided to promote discussion – not end it. Please review and come prepared to edit. It will evolve over time. The goals are listed in alphabetical order, not in order of importance.

- 1. Adopt a N/NE Quadrant Plan.** This planning effort will result in integrated land use, urban design and transportation policies and plans that balance and sustain economic, environmental, and social interests.
- 2. Balanced transportation system.** Develop a safe, efficient and convenient multimodal transportation system (pedestrian, bicycle, transit, freight, vehicle) that addresses present and future transportation needs and encourages the use of non-automobile modes of transportation.
- 3. Connectivity.** Mitigate physical barriers within the district and enhance connections to adjacent areas and to the Willamette River.
- 4. Culture and heritage.** Honor and build on the rich historical and cultural heritage of the district.
- 5. Economic development.** Promote economic development and opportunity, support the development goals of the district and protects, enhance and complement the district's diverse uses.
- 6. I-5 in the N/NE Quadrant area.** Improve traffic operations, safety, and regional and local freight movement on I-5 as well as in the interface between the freeway and the local street system.
- 7. Livability.** Enhance livability, support the unique assets of the district and respect and complement adjacent neighborhoods.
- 8. Parks and open space.** Provide additional and improved public open spaces to enhance and complement the district and connect it to the Willamette River and the regional trail system.
- 9. Policy context.** Develop a plan that is consistent with the overall goals and policies of the City's Comprehensive and Central City plans, and meets regional and state land use and transportation policies.
- 10. Sustainability.** Support the City's goals of reducing carbon emissions and enhancing the natural environment.
- 11. Vibrant and distinct district.** Support the creation of a healthy and vibrant district that includes a mix of residential, commercial, industrial, recreational, cultural, and historic areas.





## N/NE Quadrant and I-5 Broadway/Weidler Plans

### N/NE Quadrant Project Scope and Topics of Other Studies 11/30/10 Discussion Draft

<u>Topic</u>	<u>N/NE Quadrant Project Scope</u>	<u>Topics of Other Studies</u>
<u>LAND USE &amp; URBAN DESIGN</u>		
LU 1 Land Use & Urban Design	Identify land use and urban design/urban form issues in Lloyd and Lower Albina subdistricts, and the two study areas - Vancouver/Williams and NE Multnomah.	Portland Plan will develop the strategic framework for the City of Portland.  CC2035 will develop the overall policy framework for the North/Northeast Quadrant Plan. CC2035 will provide the framework for economic development, housing, transportation, open space, and arts/civic/cultural policy issues.
LU 2 Growth	Seek to accommodate 2035 growth projections for population and employment in the study area.	Metro Region 2040 established high-growth expectations for the Central City. Conversations on this topic will need to happen at the regional level.
LU 3 Zoning	Revisit, and as necessary, recommend changes to comprehensive plan and zoning designations, development standards, and design guidelines	The broader CC2035 project may propose some structural code changes regarding how zoning and development review works in the Central City.
LU 4 Rose Quarter	Coordinate results of the Rose Quarter Development Study and help implement the development strategy.	Rose Quarter Development Project is currently developing a detailed development strategy for the Rose Quarter.
LU 5 Willamette River	Coordinate to identify land use/urban design issues and develop regulatory guidance for the Willamette Riverfront in the N/NE Quadrant.	River Plan / Central Reach will be developed as part of the CC2035 Plan. The River Plan will contribute policy guidance for the Willamette River. The policies and regulations adopted through the River Plan / North Reach (April, 2010) that apply to the riverfront in Lower Albina will not be revised through the N/NE Quadrant Plan or CC 2035.
LU 6 EcoDistricts	Coordinate with Portland Oregon Sustainability Institute-POSI/Lloyd Green on the policy framework for EcoDistricts.	EcoDistricts study is led by POSI; has identified the Lloyd District as a pilot project. Lloyd Green is the active association in Lloyd pursuing EcoDistrict formation.



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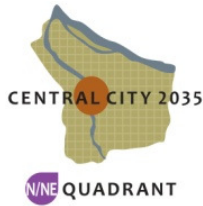
<u>Topic</u>	<u>N/NE Quadrant Project Scope</u>	<u>Topics of Other Studies</u>
<u>LOCAL TRANSPORTATION</u>		
LT 1 Purpose	<p>Identify multi-modal transportation issues in the Lloyd and Lower Albina subdistricts, and the two study areas-Vancouver/Williams and NE Multnomah.</p> <p>The Regional Transportation Plan 2035 forecast will be the basis for the transportation analysis</p>	<p>The Central City Transportation Management Plan (CCTMP) will be updated as part of CC2035.</p> <p>The CCTMP will revise and, if needed, recommend changes to Central City wide transportation policies.</p> <p>Plan recommendations may lead to amendments to the City's Transportation System Plan (TSP).</p>
LT 2 Regional Trails (Sullivan's Gulch Trail & The Willamette River Greenway Trail)	<p>The N/NE Quadrant Plan will coordinate and recognize the future general trail alignment for the Sullivan's Gulch and will coordinate with Parks to update the alignment of the Willamette River Greenway Trail as necessary.</p>	<p>This Plan will not determine the specific location for the Sullivan's Gulch Trail. This is a separate project led by the PBOT and Parks.</p> <p>The North Portland Greenway Trail Alignment Project is a Parks project that will determine the alignment for segments of the North Portland Greenway Trail.</p>
LT 3 Parking	<p>The N/NE Quadrant Plan may identify parking issues to be addressed as part of the CC2035/CCTMP process.</p>	<p>The CCTMP will be updated as part of CC2035, and will revise and, if needed, recommend changes to Central City wide transportation policies, including parking.</p>
LT 4 Transit	<p>Identify transit needs and conceptual long-term improvements to the Rose Quarter Transit Center.</p> <p>This Plan may influence but will not determine the next streetcar line.</p>	<p>No resolution on the Rose Quarter Transit Center. The project will study some of the major transportation issues in the area and identify some overall direction for long term improvements, but will not recommend a solution.</p> <p>The Streetcar System Concept Plan calls for potential streetcar routes through the corridor. To determine feasibility and choose a route, a separate alternatives analysis is needed.</p>
LT 5 Local Transportation System	<p>Consider street hierarchy and conceptual level design approaches to different streets in the study area.</p>	<p>No major expansion in local auto capacity. Central City policy calls for prioritizing non auto improvements to meet Central City economic development and livability goals.</p>



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<u>Topic</u>	<u>N/NE Quadrant Project Scope</u>	<u>Topics of Other Studies</u>
	<u>FREEWAY TRANSPORTATION</u>	
F 1	<p>Improvements to I-5</p> <p>Modest improvement (less than \$200m). Consider improvements addressing capacity, operational, and safety issues on I-5 from I-84 to I-405.</p> <p>Focus on safety improvements to reduce the number of crashes.</p> <p>Focus improvements on the Broadway/Weidler Interchange on and off ramps, ramp spacing and connections to the local arterials.</p> <p>Use flexibility in design standards to accept more than two hours of Level F congestion, if improvements will improve safety and operations on the freeway</p> <p>No major ROW expansion - Try to avoid impact on key historic/cultural sites. Be very sensitive to the urban context of the area.</p> <p>Focus on modest improvements - to avoid any major (corridor wide) ROW impacts. Therefore, the ROW requirements will be more localized for a specific need.</p>	<p>Planning Beyond the 2035 Horizon is not a part of this Plan.</p> <p>The Freeway Loop Study will be undertaken in future (~5 years?) to try to determine the long-term (50+ year horizon) design for I-5 through the Central City. I-5 tunnel not feasible during 2035 time frame (does not preclude planning for later date)</p> <p>Moving the Eastbank Freeway is not feasible during 2035 time frame (does not preclude planning for later date)</p> <p>The N/NE Quadrant Plan will be prepared pursuant to the RTP. The Columbia River Crossing Study is a long-term, comprehensive plan to address safety and congestion between Marine Drive and SR 500. CRC will replace the I-5 bridge (with tolling) over the Columbia River and extend light rail to Vancouver. I-5 improvement are needed in our study area with or without the CRC. Traffic volumes on I-5 in this section are not substantially different with or without the CRC, as defined in the EIS.</p> <p>This Plan will not determine tolling. The 2007 Oregon legislature directed the Oregon Transportation Commission (OTC) to develop tolling policy recommendations for a consistent framework and foundation on which to develop, implement and evaluate potential projects.</p>
F 2	<p>High Speed Rail</p> <p>The N/NE Quadrant Plan will not determine High Speed Rail. Oregon High Speed Rail Study will be monitored for potential action items for CC2035, Portland TSP, and other related plans.</p>	<p>The ODOT Rail Division is developing a High Speed Rail Plan for service improvements including one-way travel time under two hours, six round trips per day and increasing on-time performance to 95% between Eugene and Portland.</p>



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### N/NE Quadrant Project Scope and Topics of Other Studies 11/30/10 Discussion Draft

<u>Topic</u>	<u>N/NE Quadrant Project Scope</u>	<u>Topics of Other Studies</u>
<u>INTERFACE TOPICS (Between local and freeway or Transportation and Land Use)</u>		
INT 1	<p>Bicycle and Pedestrian Routes</p> <p>Enhance pedestrian and bicycle routes. Retain and enhance pedestrian and bicycle connectivity throughout the Quadrant including west-east access across the freeway. Will help implement the City's Bicycle Master Plan.</p> <p>The N/NE Quadrant Plan will coordinate with the PBOT Bikeway Development project.</p>	<p>Plan recommendations may lead to amendments to the City's TSP and Pedestrian Master Plan and Bicycle Plan for 2030.</p> <p>Some bicycle improvements in the study area will be addressed as part of the PBOT Bikeway Project Development project.</p>
INT 2	<p>Freight Movement</p> <p>Improve freight movement. Focus on improving the reliability (low frequency of incidents), and good geometrics for turning, stopping and other movements for freight vehicles in key freight routes.</p> <p>Improve freight access to the freeway and industrial areas.</p>	<p>Plan recommendations may lead to amendments to the City's TSP and Freight Master Plan.</p>
INT 3	<p>Climate change</p> <p>This Plan will not directly address regional GHG issues.</p> <p>Transportation alternatives analysis will include modeling of alternative land use and transportation concepts on vehicle miles traveled, greenhouse emissions, and impacts on Central City land use and transportation. Project will coordinate with the CC2035 process.</p>	<p>Other efforts will develop regional and statewide GHG strategies.</p> <p>The 2010 Oregon Legislature passed a statewide, comprehensive bill aimed at reducing greenhouse gas (GHG) emissions from transportation. That effort will involve coordinating and consulting with stakeholders, local governments, Metropolitan Planning Organizations (MPOs) and other state agencies to develop a state-level strategy to reduce GHG from transportation.</p> <p>CC2035 will include GHG modeling in the policy analysis of land use and transportation relationships.</p>