East Portland in Motion

A Five-Year Implementation Strategy for Active Transportation

Executive Summary FINAL REPORT • March 2012

Mayor Sam Adams

East Portland in Motion is a five-year implementation strategy for active transportation projects and programs east of 82nd Avenue in the City of Portland, Oregon. ***Active transportation*** is daily travel powered by human energy. Walking, biking and taking transit are all means of active transportation. Encouraging active travel means creating seamless networks of accessible sidewalks, crossings, bikeways and trails. A successful active transportation network can:

- provide equity and access to viable, affordable transportation options,
- help create safer streets and communities,
- help reduce the causes of global climate change,
- promote a healthy environment,
- limit adverse health impacts related to inactivity, and
- support local businesses.

East Portland – home to nearly 165,000 people – can be hard to navigate on foot or by bicycle or transit. Features that make active transportation attractive in other areas of Portland, like sidewalks, low-stress bikeways, and frequent transit, are harder to find east of 82nd Avenue. Not surprisingly, rates of walking, biking or taking transit to work or school are lower in East Portland than in the city as a whole. Still, many people who depend on active transportation choose to live in East Portland for its lower housing costs, and often must walk, bike or wait for the bus in substandard conditions.

Despite these challenges, East Portland has an active transportation framework that is well positioned for enhancement, with three light rail lines, TriMet's two highest ridership bus routes (lines 4 and 72), and 24 miles of paved multi-use trails.

PBOT undertook *East Portland in Motion* to expand opportunities for using active transportation east of 82nd Avenue. The strategy is also a response to several unique opportunities:

- The ***Portland Plan***, informing Portland's *Comprehensive Plan* update, specifically calls for an East Portland Active Transportation Plan to prioritize connections that improve access to neighborhood hubs, transit, schools, and parks. These efforts also build on the city's ***Safe, Sound and Green Streets*** policy objectives.

- City Council directed PBOT to reexamine and focus recommendations of the ***Portland Bicycle Plan for 2030*** in East Portland, in response to community concern over the proposed bikeway types.

- Mayor Adams pledged revenue from the **Oregon Jobs and Transportation Act** (Oregon House Bill 2001) to fund sidewalk infill projects in East and Southwest Portland. *East Portland in Motion* serves as a means of prioritizing sidewalk projects to be funded with $8 million of these state funds.

- The Multnomah County Health Department offered additional resources through a ***Communities Putting Prevention to Work*** grant from the federal Center for Disease Control. This grant helps public agencies increase the development and usage of active transportation facilities.

Engaging a Diverse Community

East Portland in Motion is based on community priorities and was developed in partnership with the people of East Portland. Community involvement included the following:

- PBOT collaborated directly with two East Portland neighborhood groups focused on transportation: the **East Portland Land Use & Transportation Committee** (EPLUTC) and the **East Portland Action Plan Bicycle Subcommittee** (EPAPbike).

- PBOT engaged residents by setting up *East Portland in Motion* **"stations" at 12 community events** and at open houses for related projects. Participants provided feedback by voting for potential sidewalk projects, taking a survey focused on sidewalk and bicycle policy priorities, and engaging directly with PBOT staff.

- PBOT partnered with Portland State University Master of Urban and Regional Planning (MURP) students, who performed **individual interviews of community stakeholders**, held **group interviews of typically underrepresented populations** (including members of diverse immigrant communities), and mailed an **East Portland Travel Survey** to 3,000 households. These activities provided valuable insight on people's transportation habits and attitudes in East Portland.

- PBOT received feedback from **other stakeholders and advisory groups**, including the Portland Commission on Disability Accessibility in the Built Environment Committee, Immigrant and Refugee Community Organization, Portland Pedestrian Advisory Committee, OPAL Environmental Justice Oregon, school districts, and many others.

- PBOT maintained a **website** throughout the course of the project to provide project updates, notice of community events, project materials such as maps and display boards, and an on-line survey. (www.portlandonline.com/ transportation/epim)

Major findings from the community involvement process include:

- **Importance of transit.** People want safer access to and from transit stops, including for both MAX and buses, particularly when crossing busy streets. For many people in East Portland who do not have access to a car, transit is more important than bicycling for daily travel.

- **Build multiple types of sidewalks in high demand areas.** Survey respondents support building a mix of sidewalk types, from wide sidewalks with room for landscaping, to more affordable curb-tight sidewalks. Sidewalk projects in densely populated neighborhoods like Powellhurst-Gilbert received particularly strong support.

- **Low-stress bikeways are most popular.** People gave highly favorable ratings to neighborhood greenways and paved trails, both of which minimize interactions with cars. Bicycle facilities that pose more potential conflict with cars, including advisory bike lanes and enhanced shared roadways, received the lowest ratings.

- **Focus on children.** People showed significant support for programs like *Safe Routes to School* that focus on engineering improvements, as well as education and encouragement, to promote safer walking and bicycling to school.

Examining Needs, Setting Priorities

East Portland in Motion prioritizes projects that have already been discussed, planned or scoped to some extent. Project sources for *East Portland in Motion* can generally be divided into three categories:

- **Planning documents** adopted by the City of Portland over the past several years, including the ***East Portland Action Plan***, the ***Portland Bicycle Plan for 2030***, the ***122nd Avenue Complete and Green Main Street Project,*** and the ***City of Portland Transportation System Plan,*** as well as the ***Safe, Sound and Green Streets*** planning effort.

- **Neighborhood priorities** stated by neighborhood associations and school districts, provided through their representatives on the EPNOLUTC, EPAPbike and urban renewal advisory committees.

- **Geographic analysis and field investigation** that revealed additional gaps in East Portland's network of sidewalks, bikeways, trails and street crossings.

PBOT refined the hundreds of projects identified in the above sources into a manageable number of projects that can be feasibly implemented over the next five years. PBOT considered several criteria while narrowing the list of projects:

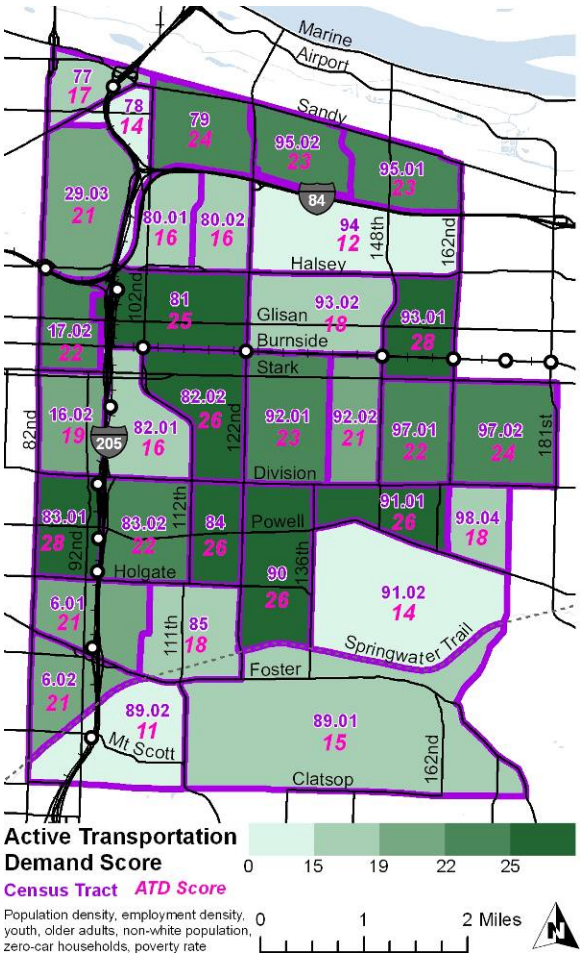
- **Community support**, including direct recommendations from EPNOLUTC and EPAPbike, public voting on sidewalk project candidates at community events, survey results from the *Sidewalk and Bicycle Priority Survey* and *East Portland Travel Survey*, and letters of support from other groups and individuals.

- **Transportation equity.** A major intent of *East Portland in Motion* is to recommend active transportation projects in communities that most need them. To help determine where these communities are, PBOT analyzed demographic indicators including population density, employment density, proportion of children, proportion of older adults, proportion of non-white residents, poverty rates, and prevalence of zero-car households. The map at right shows how areas between NE Halsey and SE Foster score highly in these regards.

- **Accessibility.** Projects that significantly improve access between destinations such as homes, businesses and transit stops have the greatest utility for daily transportation. PBOT examined accessibility in terms of potential **service areas** (how many residents are within reasonable walking distance of a new facility?) and **access to transit** (how many transit riders would be served by a new facility?).

- **Connectivity**. Which projects would fill a critical gap in the pedestrian network and result in a greater number of walking trips? Portland State University geography students assisted PBOT with this inquiry by building a digital model of the pedestrian network and forecasting the gains in pedestrian trips after a project is built.

- **Leverage**. Opportunities to leverage city funding with other sources make certain projects more feasible. Potential leverage sources include urban renewal funds, state grant programs, and federal transportation dollars.



Recommended Projects and Programs

East Portland in Motion recommends over 80 active transportation projects or programs over the next five years. PBOT has secured funding at the city level to construct projects programmed in the first two years. Complete implementation will require future funding allocations and partnerships with other agencies. Recommendations include the following:

- **Sidewalk infill**. PBOT is planning to construct over eight miles of sidewalk on arterial streets. This will include:
    - **5.7 miles of "curb-tight" sidewalk** within existing rights-of-way on streets like SE Stark Street and SE 162nd Avenue.
    - **2.4 miles of separated sidewalk**, including the SE 122nd "Complete and Green Main Street" project, and sidewalks along neighborhood collector streets like NE Prescott Street and SE 136th Avenue.

- **Crossing improvements**. PBOT plans to build over 50 crossing improvements to help people access transit stops and other destinations along busy streets. Some crossings will be built as part of sidewalk or neighborhood greenway projects. NE Halsey Street, SE Division Street, SE Stark Street, 122nd Avenue and other arterial streets will see improvements ranging from median refuge islands to full traffic signals.

- **Neighborhood greenways** are low-traffic, low-speed streets where priority is given to people biking and walking. They provide quieter alternatives to busier streets nearby and enhance the environment through tree plantings and landscaping. PBOT is planning nearly 30 miles of new neighborhood greenways in East Portland, starting with a north-south route along the 130s avenues and an east-west route along SE Market, Mill and Main streets.

- **Separated in-roadway bikeways** help people bike to destinations along busier streets. These facilities include regular and buffered bike lanes and cycle tracks. PBOT plans to stripe seven miles of new or enhanced bike lanes in East Portland, including portions of NE Prescott and SE Division streets.

- **Bicycle parking.** With the help of regional funding, PBOT will establish safe and secure "Bike & Rides" at three MAX stations, create higher quality bike parking at suburban-format shopping centers through a pilot "Bike & Shop" program, and provide bicycle parking in traditional business districts like Parkrose and Lents.

- **Education and encouragement programs.** East Portland in Motion recommends the continuation and expansion of several proven city programs that help people use active transportation. This includes:
    - expanding **Safe Routes to School** to 28 schools in five school districts;
    - administering safety programs on six **High Crash Corridors**; and
    - bringing the **SmartTrips** program back to East Portland.

East Portland in Motion also pledges PBOT's cooperation on several projects led by other agencies, including five **trail projects** and seven **roadway improvement projects**.

Next steps. During the development of *East Portland in Motion* PBOT has continued to move forward with projects that have broad community support, including sidewalks on SE 122nd Avenue, crossing improvements on SE Foster Road, and the 80s neighborhood greenway. With the completion of the implementation strategy, PBOT has begun implementation of the sidewalk infill projects and the next round of neighborhood greenways.

Table 18: Implementation Matrix

For additional information on each project, please see sections 6.2 through 6.10 in the report.

For abbreviations/acronyms, see page iv in the report.

SIDEWALK INFILL - TYPE 1 (existing curb & stormwater)

ID#	Project	Years	Potential Funding Sources	Length (mi)
S-1	SE 122nd Ave Complete and Green Main Street	2011-14	ODOT FF, Lents URA, HB 2001 EP	1.03
S-2	SE 122nd Ave Sidewalk Infill: Ramona - Foster	2012-13	HB 2001 EP, Lents URA	0.13
S-3	SE 122nd Ave Sidewalk Infill: Powell - Holgate	2012-13	HB 2001 EP, Lents URA	0.22
S-4	SE 160th Ave Sidewalk Infill: Burnside - Stark	2012-13	HB 2001 EP	0.11
S-5	NE Sandy Blvd Sidewalk Infill: 86th - 92nd	2012-13	HB 2001 CW	0.10
S-6	NE Weidler St Sidewalk Infill: 99th - 112th	2012-13	HB 2001 EP, Gateway URA	0.18
S-7	SE 112th Ave Sidewalk Infill: Powell - Holgate	2012-13	HB 2001 EP, PPR	0.10
S-8	NE Glisan St Sidewalk Infill: 148th - 162nd	2012-14	HB 2001 EP	0.57
S-9	SE Stark St Sidewalk Infill: 126th - City Limit	2012-14	HB 2001 EP	0.82
S-10	SE Division St Sidewalk Infill: 148th - City Limit	2012-14	HB 2001 EP	0.51
S-11	NE 102nd Ave Sidewalk Infill: I-84 - Weidler	2012-14	HB 2001 EP, Gateway URA	0.43
S-12	SE 162nd Ave Sidewalk Infill: Salmon - Powell	2012-14	HB 2001 EP	0.99
S-13	SE Division St Sidewalk Infill: 98th - 145th	2013-15	Metro RFF, HB 2001 EP	0.54
S-14	NE 148th Ave Sidewalk Infill: Halsey - Glisan	2014-15	HB 2001 EP	0.52
S-23	Unfunded Next Tier Sidewalk Projects - Type 1 (not mapped)	Ongoing	HB 2001 CW, other available funding	3.68
	TOTAL			6.25

SIDEWALK INFILL - TYPE 2 (curb & stormwater not present)

ID#	Project	Years	Potential Funding Sources	Length (mi)
S-15	SE 136th Ave Innovative Sidewalk Pilot Project	2012-14	HB 2001 EP, PPR, BES, PBOT ATF	0.52
S-16	NE Prescott St Innovative Sidewalk Infill: 105th - 116th	2012-14	HB 2001 EP	0.35
S-17	NE Fremont St Shared Pathway: 102nd - 112th	2012-14	PBOT ATF	0.49
S-18	SE 117th Ave Sidewalk: Mill Park ES	2012-14	ODOT SR2S	0.06
S-19	SE Ramona St Sidewalk Infill: 122nd - 136th	2012-14	ODOT TE	0.31
S-20	SE Holgate Blvd Shared Pathway: 122nd - 130th	2012-14	ODOT TE	0.34
S-21	SE Holgate Blvd Shared Pathway: 130th - 136th	2013-14	Metro RFF, HB 2001 EP	0.33
S-22	Unfunded Next Tier Sidewalk Projects - Type 2 (not mapped)	Ongoing	HB 2001 CW, other available funding	5.14
	TOTAL			2.40

CROSSING IMPROVEMENTS associated with sidewalk projects

ID#	Project	Years	Potential Funding Sources	Crossings
S-1	SE 122nd Ave at Schiller St, Raymond St	2012-14	ODOT FF, Lents URA, HB 2001 EP	2
S-3	SE 122nd Ave at Boise St	2012-13	HB 2001 EP, PBOT Ped Safety fund	1
S-4	SE Stark St at 160th Ave	2012-13	HB 2001 EP, PBOT Ped Safety fund	1
S-5	NE Sandy Blvd at 91st Ave	2012-13	HB 2001 CW, PBOT Ped Safety fund, HCC	1
S-6	NE Halsey/Weidler at 106th Ave	2012-13	HB 2001 EP, Ped Safety fund, Gateway URA	2
S-9	SE Stark St at 133rd/135th Ave	2012-14	HB 2001 EP, PBOT Ped Safety fund	1
S-12	SE 162nd Ave at Salmon St	2012-14	HB 2001 EP, PBOT Ped Safety fund	1
	TOTAL			9

CROSSING IMPROVEMENTS associated with neighborhood greenways

ID#	Project	Years	Potential Funding Sources	Crossings
G-1	130s Greenway at Glisan, Burnside, Stark, Division, Powell	2012-14	Metro RFF, PBOT ATF	5
G-5	Knott/Russell Greenway at 102nd, 122nd, 148th	2013-14	PBOT ATF	3
G-6	100s Greenway Central at Division, Powell	2013-14	Metro RFF, ODOT, PBOT ATF	2
G-7	Pacific/Oregon/Holladay Greenway at 102nd, 122nd	2013-14	Metro RFF, PBOT ATF	2
G-8	Woodland Park Greenway at 102nd/Bell	2014-15	PBOT ATF	1
G-9	100s Greenway North at Glisan/108th	2014-16	PBOT ATF	1
G-10	150s Greenway at Halsey, Glisan, Burnside, Stark, Division, Powell	2015-16	PBOT ATF, Metro RFF, ODOT	6
	TOTAL			20

CROSSING IMPROVEMENTS funded by ODOT, Metro

ID#	Project	Years	Potential Funding Sources	Crossings
X-1	NE 102nd Ave at Skidmore St	2012-14	ODOT SR2S, PBOT Ped Safety fund	2
X-2	SE 122nd Ave at Stephens St, Lincoln St	2012-14	ODOT SR2S, PBOT Ped Safety fund	2
X-3	SE Division St: 101st - City Limit	2013-15	Metro RFF, PBOT Ped Safety fund	8
X-4	SE 122nd Ave at Clinton St, Tibbetts St	2013-15	Metro RFF, PBOT Ped Safety fund	2
X-5	82nd Avenue Safety Improvements	2015-16	ODOT	5
	TOTAL			19

CROSSING IMPROVEMENTS at multi-use trails

ID#	Project	Years	Potential Funding Sources	Crossings
X-6	NE Glisan St at I-205 Multi-Use Path	2012-13	PBOT, ODOT, Gateway URA	1
X-7	SE 136th Ave at Springwater Corridor	2013-15	PBOT, PPR	1
X-8	SE Division St at I-205 Multi-Use Path	2014-15	PBOT, ODOT, TriMet	1
	TOTAL			3

CROSSING IMPROVEMENTS - other

ID#	Project	Years	Potential Funding Sources	Crossings
X-9	SE Foster/Woodstock at 97th Ave	2012-13	PBOT Ped Safety fund, Lents URA	1
X-10	NE 122nd Ave at Davis St	2014-15	PBOT Ped Safety fund	1
X-11	SE Stark St at 113th Ave	2014-15	PBOT Ped Safety fund, Gateway URA	1
X-12	NE Halsey St at 114th Ave	2015-16	PBOT Ped Safety fund, Gateway URA	1
X-13	NE Halsey St at 136th Pl / 137th Ave	2015-16	PBOT Ped Safety fund	1

X-14	Maintenance of Existing Pedestrian Signals (not mapped)	Ongoing	PBOT Signals Rehab & Reconsctruction funds	
X-15	Unfunded Next Tier Crossing Improvements (not mapped)	Ongoing	PBOT Ped Safety fund, other available funding	
	TOTAL			5

NEIGHBORHOOD GREENWAYS

ID#	Project	Years	Potential Funding Sources	Length (mi)
G-1	130s Neighborhood Greenway	2012-14	Metro RFF, PBOT ATF	6.49
G-2	4M Neighborhood Greenway (Market/Mill/Millmain/Main)	2012-13	PBOT ATF	4.37
G-3	80s Neighborhood Greenway: Southern Section	2012-13	PBOT ATF	3.07
G-4	Parkrose Neighborhood Greenway	2012-14	PBOT ATF	1.65
G-5	Knott/Russell Neighborhood Greenway	2013-14	PBOT ATF	3.70
G-6	100s Neighborhood Greenway: Central Section	2013-14	PBOT ATF	2.00
G-7	Pacific/Oregon/Holladay Neighborhood Greenway	2014-15	Metro RFF, PBOT ATF	2.10
G-8	Woodland Park Neighborhood Greenway	2014-15	PBOT ATF	1.00
G-9	100s Neighborhood Greenway: Northern Section	2014-16	PBOT ATF	2.23
G-10	150s Neighborhood Greenway	2015-16	PBOT ATF	2.88
	TOTAL			29.49

SEPARATED IN-ROADWAY BIKEWAYS

ID#	Project	Years	Potential Funding Sources	Length (mi)
B-1	Bicycle Safety Improvements at Intersections (not mapped)	2011-13	PBOT ATF	
B-2	NE Glisan Bike Lane Pilot Project: 148th - 162nd	2012-13	PBOT ATF	0.69
B-3	SE Division Buffered Bike Lane: Phase 1	2013-14	Metro RFF	1.80
B-4	NE Prescott Bike Lane: 81st - 122nd	2015-16	PBOT ATF	2.32
B-5	SE Cherry Blossom / 112th Bike Lane	2015-16	PBOT ATF	2.41
	TOTAL			7.22

BICYCLE PARKING

ID#	Project	Years	Potential Funding Sources	Spaces
P-1	East Portland Bike & Shop Pilot Project	2011-13	PBOT Bike Parking fund, EECBG, GTR	96
P-2	On-Street Bicycle Parking for Traditional Business Districts	2011-13	PBOT Bike Parking fund	80
P-3	East Portland Bike & Rides	2014-15	Metro RFF	300
	TOTAL			476

TRAILS (support for projects led by other agencies)

ID#	Project	Years	Potential Funding Sources	Length (mi)
T-1	Gateway Green Parkrose Access	2012-14	ODOT, PPR, PWB, PBOT	0.31
T-2	Ikea Trail	2013-15	PBOT, PWB, Port of Portland, Ikea	0.25
T-3	Cross Levee Trail	2014-16	Metro, PPR, BES, Multnomah County, PBOT	0.77
T-4	Sullivans Gulch Trail: 82nd - I-205 MUP	2015-16+	Metro, PPR, PBOT	0.78
T-5	Scouter Mountain Trail	2015-16+	Metro, PPR, PBOT	1.30
	TOTAL			3.10

ROADWAY IMPROVEMENTS (support for projects led by other agencies)

ID#	Project	Years	Potential Funding Sources	Length (mi)
R-1	NE 102nd Ave Streetscape: Phase 2	2011-13	Gateway URA	0.25
R-2	Foster/Woodstock Streetscape & Ramona Green Street	2012-14	Lents URA, RFF	0.84
R-3	NE Sandy Blvd Safety Project: 122nd - 141st	2012-14	ODOT	0.92
R-4	Outer Powell Conceptual Design Plan Implementation	2015-16+	ODOT, PBOT, Metro, TriMet	4.08
R-5	Local Improvement Districts (with PDC funding)	Ongoing	Property owners, Lents & Gateway URAs	
R-6	Central Gateway Street and Accessway Development	Ongoing	Gateway URA, private redevelopment	
R-7	Foster-Lents Integrated Partnership: SE Foster Rd Elevation	Ongoing	Lents URA, regional & federal grants	1.22
	TOTAL			7.31

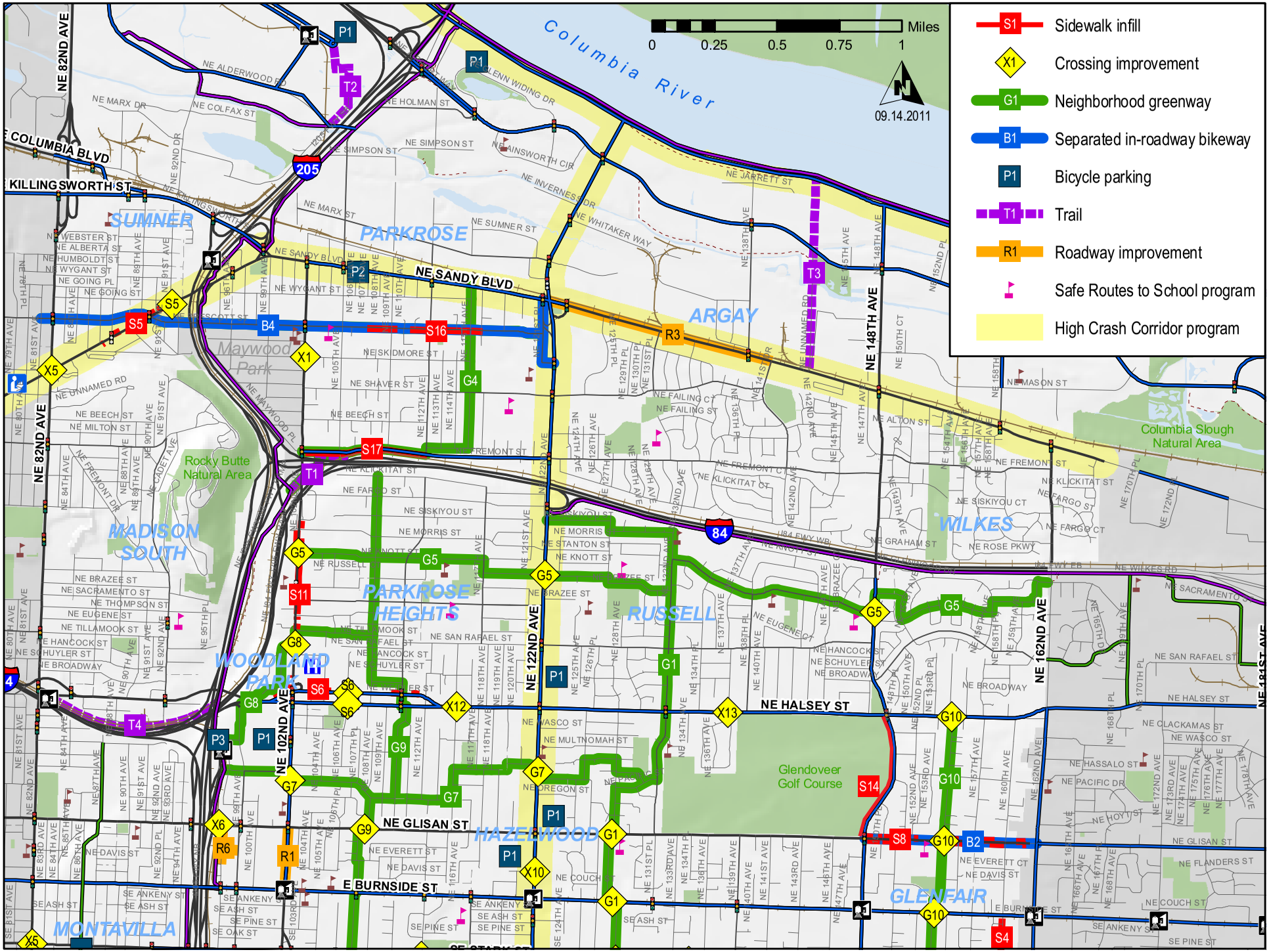
PROGRAMS

ID#	Program	Years	Potential Funding Sources	Schools
E-1	Safe Routes to School: Parkrose SD	2011-16	PBOT SR2S	5
E-2	Safe Routes to School: PPS east of 82nd Avenue	2011-16	PBOT SR2S	5
E-3	Safe Routes to School: Reynolds SD	2011-16	PBOT SR2S	3
E-4	Safe Routes to School: David Douglas SD	2011-16	PBOT SR2S	12
E-5	Safe Routes to School: Centennial SD	2012-16	PBOT SR2S	3
E-6	122nd Avenue High Crash Corridor Safety Project	2011-12	HCC non-capital funds	
E-7	Foster Road High Crash Corridor Safety Project	2011-12	HCC non-capital funds	
E-8	Division Street High Crash Corridor Safety Project	2012-13	HCC non-capital funds	
E-9	Marine Drive High Crash Corridor Safety Project	2012-13	HCC non-capital funds	
E-10	Sandy Boulevard High Crash Corridor Safety Project	2013-14	HCC non-capital funds, ODOT	
E-11	Powell Boulevard High Crash Corridor Safety Project	2013-14	HCC non-capital funds, ODOT	
E-12	Smart Trips: East Portland Active Transportation to Transit	2014-15	PBOT Transportation Options, Metro RFF	
E-13	East Portland Active Transportation Network Branding	2014-16	PBOT Transportation Options, Metro RFF	
	TOTAL			28

For additional information on each project, please see sections 6.2 through 6.10 in the report.

For abbreviations/acronyms, see page iv in the report.

Details, funding and phasing for all projects and programs are subject to modification if circumstances change or unforeseen opportunities or constraints arise.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Crossing improvement
Neighborhood greenway
Separated in-roadway bikeway
Bicycle parking
Trail
Roadway improvement
Safe Routes to School program
High Crash Corridor program
Columbia River
NE 82ND AVE
E COLUMBIA BLVD
KILLINGSWORTH ST
NE SANDY BLVD
NE 102ND AVE
NE 122ND AVE
NE 148TH AVE
NE 162ND AVE
NE HALSEY ST
NE GLISAN ST
E BURNSIDE ST
SUMNER
PARKROSE
ARGAY
MADISON SOUTH
PARKROSE HEIGHTS
RUSSELL
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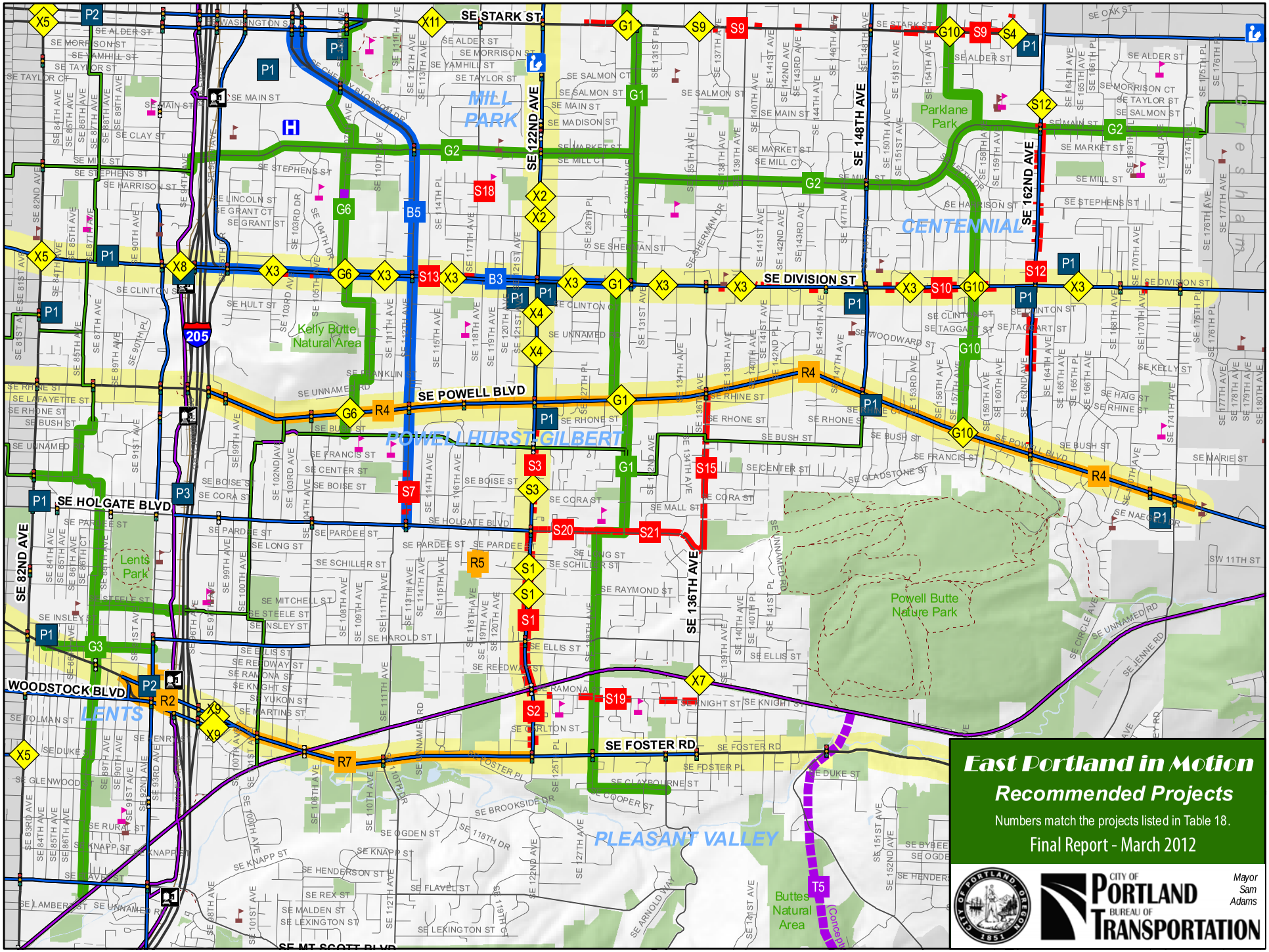
Rocky Butte Natural Area
Columbia Slough Natural Area
Glendoveer Golf Course


East Portland in Motion
Recommended Projects
Numbers match the projects listed in Table 18.
Final Report - March 2012
CITY OF PORTLAND BUREAU OF TRANSPORTATION
Mayor Sam Adams
SE STARK ST
SE DIVISION ST
SE POWELL BLVD
SE HOLGATE BLVD
SE FOSTER RD
WOODSTOCK BLVD
SE 82ND AVE
SE 122ND AVE
SE 136TH AVE
SE 148TH AVE
SE 162ND AVE
MILL PARK
CENTENNIAL
POWELL HURST-GILBERT
LENTS
PLEASANT VALLEY
Parklane Park
Kelly Butte Natural Area
Lents Park
Powell Butte Nature Park
Buttes Natural Area
205