



## Bicycle/Pedestrian Facilities at Portland International Airport

# Portland International Airport Bicycle and Pedestrian Plan (October 2003)

### Staff Acknowledgements

Scott King, Senior Aviation Planner  
Jason Gately, Senior Aviation Planner  
Preston Beck, Associate Planner  
Brian Campbell, Planning Manager  
Heather Marren, Aviation Planning Intern

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(October 2003)

## **Plan Scope**

This plan is intended to address bicycle and pedestrian facility and circulation needs on the landside of Portland International Airport (PDX) property. This area includes Port owned lands, Port owned roadways, and City streets within and abutting Port property. This plan is not intended to address land on the airfield or within the terminal building. The PDX Bicycle and Pedestrian Plan consists of policies, strategies, and maps that define and support the bike and pedestrian network and guide its continued development.

Consistent with all plans for future improvements at PDX, all future facilities in this plan reflect the Port of Portland's current best understanding and intent of how to address the Port's identified future needs. All future projects are subject to future modification based on many factors, including but not limited to airport growth, policy changes at the federal, state, local or internal level, funding limitations, or significant changes in assumed airport facilities.

## **Introduction**

Historically, bicycle and pedestrian planning has been a low priority in the United States. This has been especially true at commercial service airports where addressing bicycle and pedestrian access has been a low priority (including at PDX) or has been ignored altogether. The reasons for this likely include the belief that these modes are inconvenient for travelers with baggage in terms of time, distance, and effort, plus the fact that the FAA does not fund, nor encourages the spending of airport money on the construction of such facilities.

Since the early 1990's much has changed regarding planning for these modes. Changes to legislation at the federal level (Intermodal Surface Transportation Efficiency Act of 1991) and state level (Oregon Transportation Planning Rule) shifted the transportation focus from building highways to developing and implementing multi-modal transportation systems that offer more transportation choices to people, reduce congestion, improve air quality, and save money. By the mid to late 1990's this policy shift had become well integrated into transportation planning and financing at the federal (except FAA), state, regional and local levels. At the same time, public awareness about, demand for, and use of these modes (especially bicycles) increased significantly in the Portland region. At PDX, there was an increasing demand, mostly from the many airport employees, to provide safe and convenient bicycle facilities to the terminal. In addition, there was increasing demand to add pedestrian connections between

various on-airport activity nodes, especially between on-airport hotels and the terminal as well as to the then anticipated Airport Max light rail stations.

By 1998, the Port of Portland, recognizing the following factors, determined that it should develop its own plan for implementing bicycle and pedestrian improvements on airport grounds:

- Increasing employee and public demand for bicycle and pedestrian facilities at PDX.
- The Port needed to demonstrate that it was fully committed to multi-modal transportation planning even though bicycle and pedestrian transportation planning was not mandated on the Port by any federal, state, regional, or local policy or regulation.
- Consistency with a newly created PDX Alternative Modes Strategy.
- The Port needed to identify its own preferred system for these modes prior to the August 2003 expiration of the airport's conditional use permit.
- The Port needed to identify bicycle and pedestrian improvement priorities to be used in development of a number of large access projects that were beginning in the near future including Airport Max, Airport Way Widening, CascadeStation and Mt. Hood Interchange.

By early 1999, the Port had commissioned its first bicycle and pedestrian planning study.

## **Planning Background**

### CascadeStation/Portland International Center Plan District

In 1998 the City of Portland initiated the planning work necessary to adopt a new CascadeStation/Portland International Center (CS/PIC) plan district. The plan district was needed to provide mixed-use development that would support light rail transit investments being made for Airport Max. The CS/PIC Plan District was adopted by City Council in February 1999. One element of this plan district was a pedestrian and bicycle circulation system that called for bike lanes and sidewalks along the interior public street corridors supplemented by three mixed-use trails that connect Ambassador Place with 82<sup>nd</sup> Avenue, connect Alderwood Road (near 92<sup>nd</sup> Avenue) with the Mt. Hood light rail station, and

connect the Cascade Parkway east circle with Airport Way near the I-205 southbound on-ramp.

In October of 2000, City Council adopted amendments to the CS/PIC Plan District that included the removal of the mixed-use trail connection between the Cascade Parkway east circle with Airport Way near the I-205 southbound on-ramp. The City action states that this facility was removed because “that connection was hazardous, because it required crossing a ramp of I-205.”

### East Airport Area Bicycle and Pedestrian Study

In 1999, the Port commissioned Browning/Shono Architects to conduct the East Airport Area Bicycle and Pedestrian Study. The goal of the study was to identify, analyze, and provide solutions for pedestrian and bicycle gaps in ground access to the airport terminal and its adjacent facilities. Study objectives included, 1) identify critical gaps in pedestrian and bicycle access, 2) map existing and proposed routes, 3) develop a phasing plan, 4) identify implementation issues, and 5) determine bicycle parking and end of trip facility needs.

Study stakeholders included ODOT, Metro, City of Portland, the Bicycle Transportation Alliance, the Willamette Pedestrian Coalition, and the Columbia Corridor Association. Stakeholder participation in the process varied. It is important to note that while the City of Portland provided excellent input from the City Bicycle Coordinator, the City Pedestrian Coordinator position was vacant at that time. In addition, the representative from the Willamette Pedestrian Coalition was not able to attend project meetings. As a result, the pedestrian element of this study was under-represented. Conversely, the bicycle element of this study had extensive participation, review, and was enthusiastically supported by agency representatives and bicycle interest groups.

The study focused on the “front door” or east side of the airport where the vast majority of trips are located. Existing needs on the south side of the airport (Alderwood and Cornfoot Roads) and future needs at the west end of the airport (33<sup>rd</sup> Ave Corridor) were not considered. Priority destinations for the study included the terminal building, Portland International Center (especially the light rail stations), Frontage Road properties, and connections to the existing regional pedestrian and bicycle network.

The study reviewed all possible connections between priority destinations and other activity locations and ranked them using the following criteria:

- Mode Benefit – How many modes would the facility benefit and to what degree?
- User Benefit – What is the relative number/category of potential users?
- Serves Local Destinations – Does the facility provide connectivity to one or more priority local destinations?
- Makes Network Connections – Does the facility represent a system addition for one or more modes?
- General Performance – How good is the relative safety, convenience and ambience of the facility?
- Traffic System – To what degree will the project degrade traffic performance?

Based on these criteria, a preferred network of bicycle and pedestrian facilities for the east airport area was determined. This preferred network was centered around the following three primary conclusions that grew out of the evaluation process:

- Airport Way/Frontage Road – The Browning/Shono study states, “The basic recommendation for the Airport Way Corridor is to build a parallel facility for bikes and pedestrians using Frontage Road, with new pathway connectors at the west and east ends.” This recommendation was primarily based on the future plans for a “freeway like” Airport Way with interchanges and braided ramps, coupled with the fact that Frontage Road provided a better opportunity because it closely parallels Airport Way, has significantly lower traffic volumes and speeds, and has land uses along its north side.
- Air Cargo Way – Provide for bike and pedestrian crossings of 82<sup>nd</sup> at its intersection with Air Cargo Road. Provide for a terminal connection when light rail and the terminal access roadway are realigned in the future.
- 82<sup>nd</sup> Avenue – Provide for a safe bicycle and pedestrian crossing of Airport Way at 82<sup>nd</sup> Avenue. Provide an east-side mixed-use facility between Airport Way and Air Cargo Road

The result of this work became the PDX Bicycle and Pedestrian Plan. Not long after this plan was complete, the Airport Way Widening Project attempted to incorporate the recommended mixed-use facility running east-west on the north side of Airport Way between the new Mt. Hood Interchange and Marine Drive. This facility was found to be impracticable due to the presence of wetlands near I-205. With the input of many on the study stakeholder team, this connection was then replaced on the plan with a north-south mixed use connection between Mt. Hood Avenue and Marine Drive.

In 2002, the City of Portland was in the final stages of adopting a transportation system plan that would conform to the state transportation planning rule requirements. Late in the city process, the Port became aware that the draft city plan was inconsistent with the PDX Bicycle and Pedestrian Study recommendation to not build bike lanes and sidewalks along Airport Way. It was agreed that it was too late in the adoption process to change the system maps, so the City and Port agreed to the following language to be added to the plan.

*“Reevaluate the pedestrian and bicycle designations between the Portland International Airport terminal and I-205, in conjunction with the update of the airport’s conditional use master plan or a legislative action creating a plan district, with the goal of making complete pedestrian and bicycle connections between the terminal, Cascade Station, and Airport Way east of I-205, including through the Airport Way/Mt. Hood Interchange.”*

It was further agreed that the PDX Bicycle and Pedestrian Plan would be included in the Conditional Use Master Plan application, and if approved through that process, the City would amend its transportation system plan to reflect the approval.

#### PDX Conditional Use Master Plan (CUMP)

In the fall of 2002, the Port submitted its CUMP application to the City that included the PDX Bicycle and Pedestrian Plan. Because the pedestrian element of the plan was under-represented during its development, the City and Port agreed that the Port should work with the City Pedestrian Coordinator and City Pedestrian Advisory Committee (PAC) to seek support for the pedestrian element. Any resulting changes to the pedestrian element would supplement the CUMP application for City approval.

After meeting with the PAC, consensus was reached on a number of proposed changes to the plan. The one major area of disagreement was planning for a pedestrian crossing of the Airport Way/I-205 southbound on-ramp. The PAC strongly desired such a connection. The Port did not find that such a crossing would be safe, economically feasible or practicable. In summary, the consensus changes added 1) a pedestrian corridor between the south side of the terminal to the Air Cargo Road Corridor to 82<sup>nd</sup> Avenue, 2) required bicycle and pedestrian connectivity to be design considerations as the terminal area is expanded, and 3) commits the Port to participate in any future review of a potential pedestrian

crossing of the Airport Way/I-205 southbound on-ramp. The consensus changes were submitted to the City to be considered in the CUMP application.

The PDX Bicycle and Pedestrian Plan was approved through the CUMP process by the City Hearings Officer and subsequently City Council with a condition that the Port present to the City six copies of the revised plan within three months. This plan is intended to meet that condition as well as provide a complete and understandable plan for use by the Port, other agencies, and the general public.

### FAA Issues

The FAA generally does not encourage the expenditure of aviation funds for bicycle and pedestrian improvements at airports. Such improvements are not eligible for federal airport improvement grants nor are they usually eligible for the expenditure of airport-generated Passenger Facility Charges. In addition, in implementing its federal revenue diversion policy, the FAA is leery of the expenditure of any other locally-generated airport funds for bicycle and pedestrian improvements anywhere on airport property that may be used by significant numbers of non-airport users. In 2003, the FAA requested that the Port certify that the planned bicycle and pedestrian network on our airport was primarily for airport related users. A written certification was presented and subsequently approved by the FAA.



## **PDX Bicycle and Pedestrian Plan Policies**

### **1.0 BICYCLE AND PEDESTRIAN PLANNING POLICY**

IT IS THE POLICY OF THE PORT OF PORTLAND TO PLAN FOR BICYCLE AND PEDESTRIAN ACCESS AS ALTERNATIVE ACCESS MODES AT PORTLAND INTERNATIONAL AIRPORT

Strategies:

- 1.1 Include bicycle and pedestrian access and circulation as an element in broader facility planning at Portland International Airport. Examples include master plan updates and major airport access planning studies.
- 1.2 Participate at Metro in bicycle and pedestrian planning as part of proposed amendments to the West Columbia Corridor Subarea of the Regional Transportation Plan.
- 1.3 Participate at the City of Portland in bicycle and pedestrian planning as part of proposed amendments to the Northeast and Far Northeast Transportation Planning areas of the City of Portland Transportation System Plan.
- 1.4 Ensure that planned bicycle and pedestrian facilities on airport property are consistent with the FAA Revenue Diversion Policy and any other FAA regulations or requirements.
- 1.5 Participate as a stakeholder in any future review of the feasibility of a pedestrian crossing of the southbound on-ramp to I-205 from Airport Way. Other participants should include ODOT, PDOT, and CascadeStation Development Company. Such a review should balance the need for direct pedestrian connections with the policy, operational, safety, and financial impacts of such a crossing.

### **2.0 BICYCLE AND PEDESTRIAN FACILITY POLICY**

IT IS THE POLICY OF THE PORT OF PORTLAND TO ENCOURAGE AND SUPPORT BICYCLE AND PEDESTRIAN ACTIVITY ON THE LANDSIDE OF PORTLAND INTERNATIONAL AIRPORT BY PROVIDING FACILITIES THAT ARE SAFE AND CONVENIENT

Strategies:

- 2.1 Plan for and build bicycle and pedestrian facilities that provide reasonably direct connections between activity nodes on-airport and provide connections to the surrounding regional bicycle and pedestrian system.
- 2.2 When constructing bicycle and pedestrian facilities, use City of Portland and/or State of Oregon construction standards whenever practicable.
- 2.3 Avoid placing bicycle or pedestrian facilities along Airport Way except in the terminal area. Use parallel roadway corridors for bicycle and pedestrian facilities.
- 2.4 Pedestrian facilities along Frontage Road shall be on the north side only. Pedestrian facilities along South Air Cargo Road adjacent to the PDX Cargo Center shall be on the south side only.
- 2.5 Include bicycle and pedestrian connectivity within the terminal area as a design consideration as Terminal Expansion East (TEE) and TEE precursor projects are developed.
- 2.6 Include safe and convenient bicycle and pedestrian facilities in the design of the future interchange at the intersection of Airport Way and 82<sup>nd</sup> Avenue.
- 2.7 Require new airport tenant development to construct planned pedestrian and bicycle facilities whenever practicable.

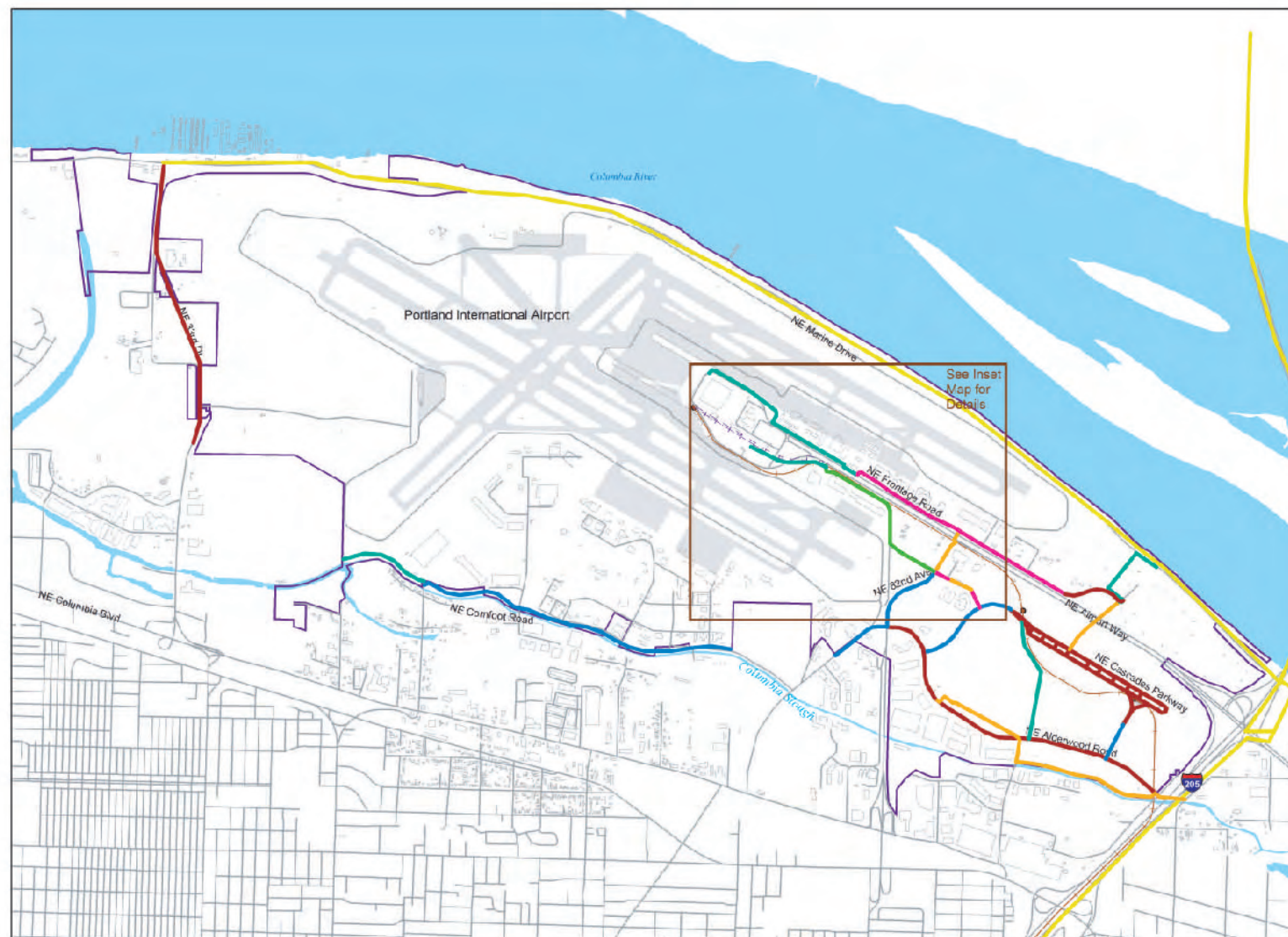
### **PDX Bicycle and Pedestrian Plan Maps**

The following five maps graphically represent this plan

- Map 1 - PDX Bicycle Plan (full view)
- Map 2 - PDX Bicycle Plan, Terminal Area Inset
- Map 3 - PDX Pedestrian Plan (full view)
- Map 4 - PDX Pedestrian Plan Terminal Area Inset
- Map 5 - Anticipated Project Implementation

# Map 1 PDX Bicycle Plan

October 2003



## Legend

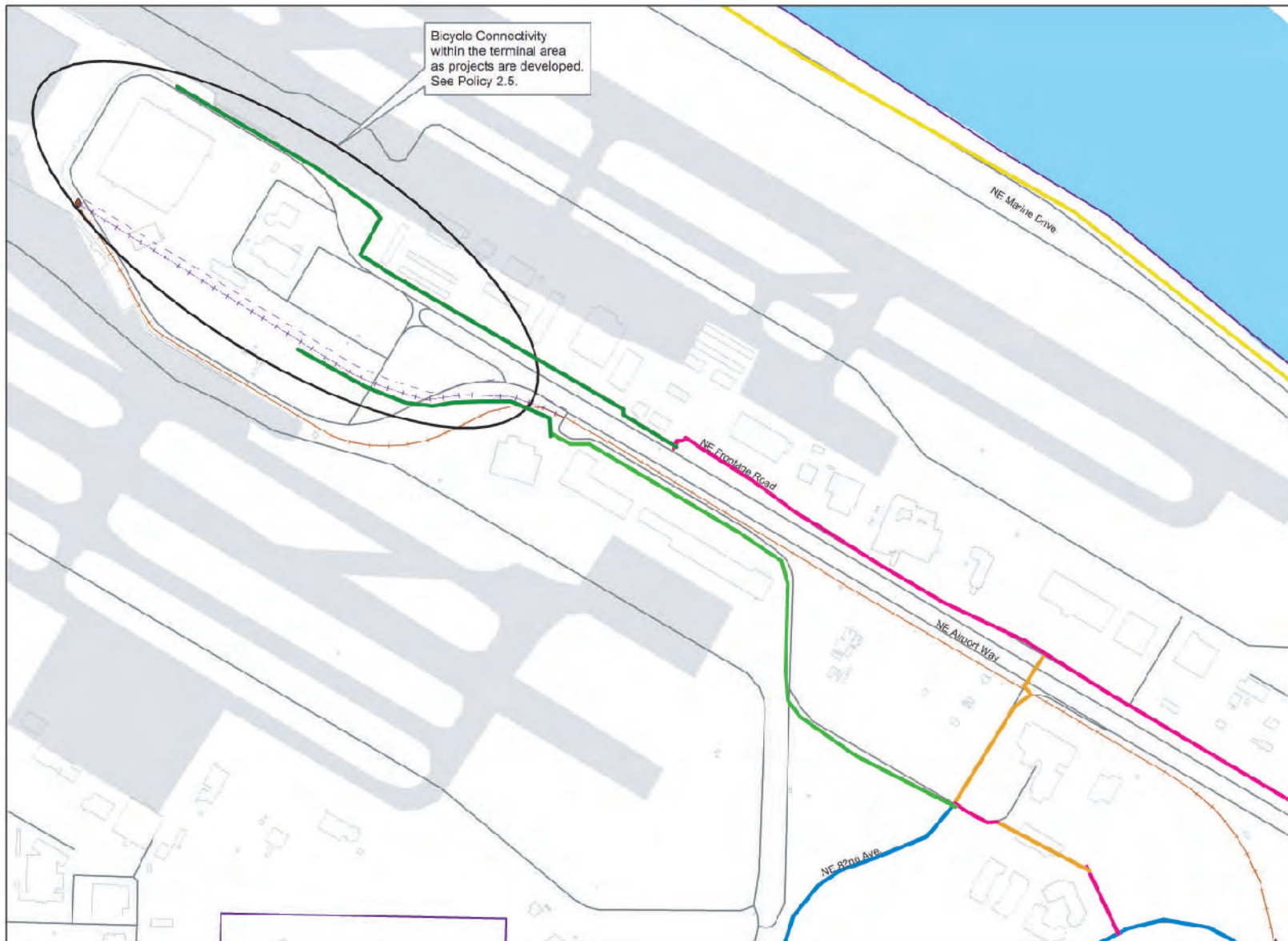
- Street
- Future Street Realignment
- Light Rail Line
- Future Light Rail Realignment
- Light Rail Stop
- Airport Property Line
- Building
- Runways and Taxiways
- Water
- Existing Bike Lane
- Existing Shared Facility
- Existing Multi-Use Path
- Existing Regional Facility
- Planned Bike Lane
- Planned Multi-Use Path
- Planned Shared Facility

0 1,500 3,000 Feet



# Map 2 PDX Bicycle Plan (Inset)

October 2003



## Legend

- Streets
- Future Street Realignment
- Light Rail Line
- Future Light Rail Realignment
- ♦ LRT\_STOP
- Airport Property Line
- Buildings
- PDX Airport
- Water
- Existing Bike Lanes
- Existing Shared Facility
- Existing Multi-Use Path
- Existing Regional Facility
- Planned Bike Lanes
- Planned Multi-Use Path
- Planned Shared Facility

0 500 1,000 Feet





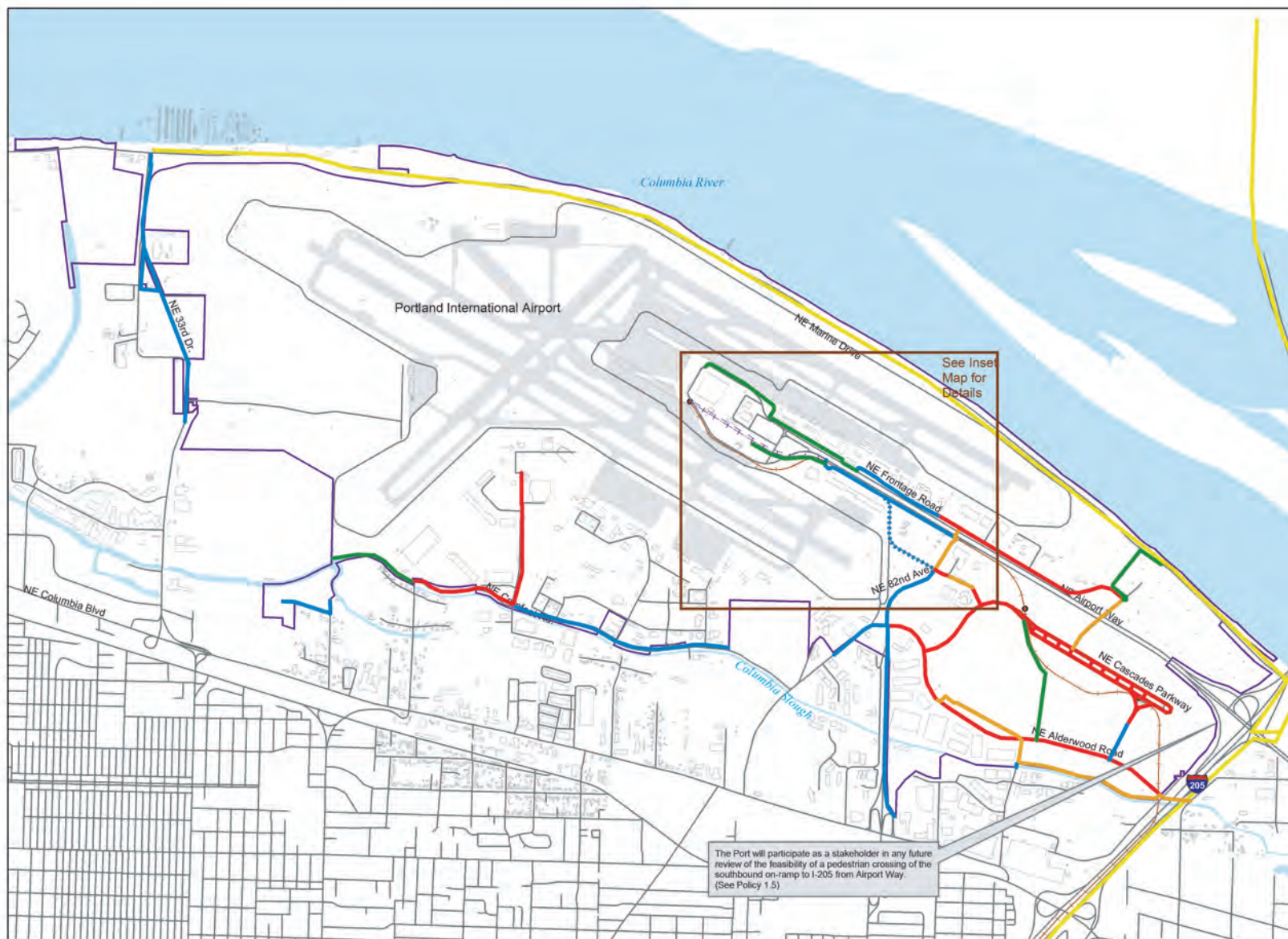
# Map 3 PDX Pedestrian Plan

October 2003

## Legend

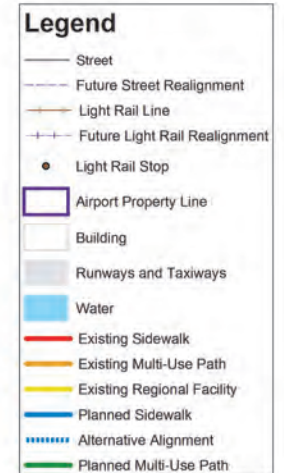
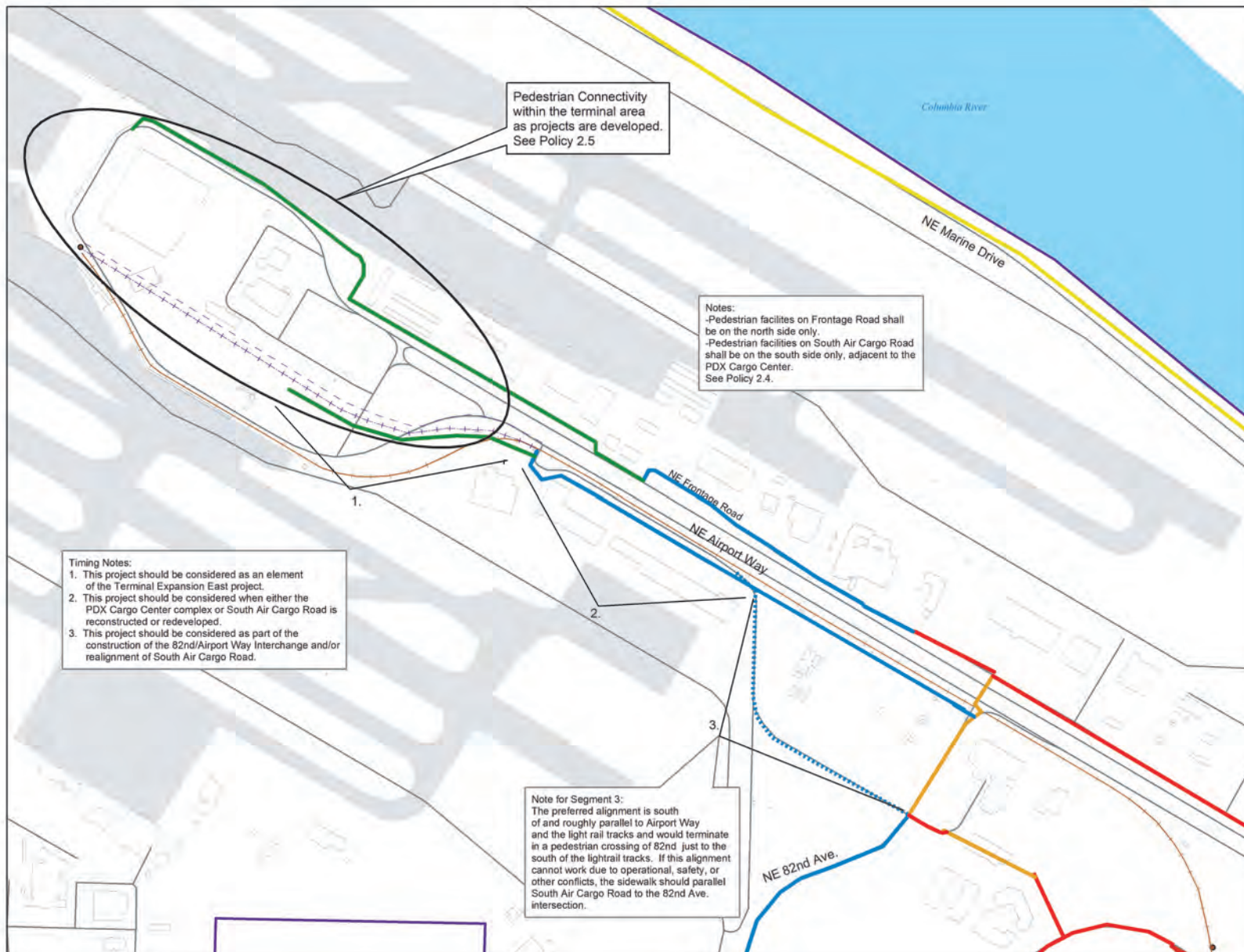
- Street
- Future Street Realignment
- Light Rail Line
- Future Light Rail Realignment
- Light Rail Stop
- Airport Property Line
- Building
- Runways and Taxiways
- Water
- Existing Sidewalk
- Existing Multi-Use Path
- Existing Regional Facility
- Planned Sidewalk
- Alternate Alignment
- Planned Multi-Use Path

0 1,500 3,000 Feet



# Map 4 PDX Pedestrian Plan (Inset)

October 2003



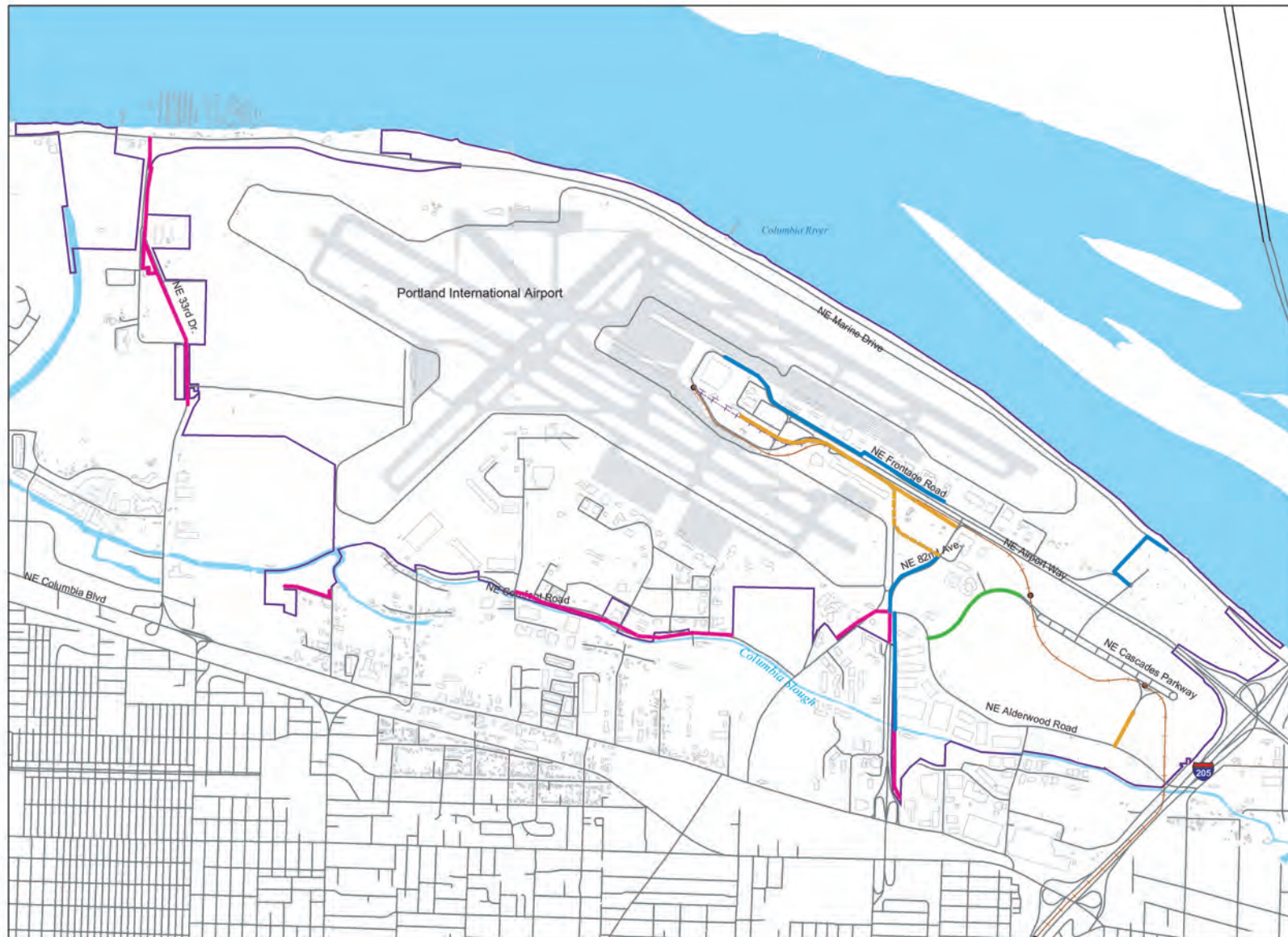
0 500 1,000 Feet





# Map 5 Anticipated Project Implementation

October 2003



## Legend

- Street
- Future Street Realignment
- Light Rail Line
- Future Light Rail Realignment
- Light Rail Stop
- Airport Property Line
- Building
- Runways and Taxiways
- Water
- Funding With Development
- Stand Alone Project
- Funding With Separate Project
- City Project

0 1,500 3,000 Feet



## **Plan Implementation**

### Funding Sources

While there are a number of funding sources available to airports generally, many of these funds are reserved for improvements that directly impact the safety, capacity and operation of airplanes and the airlines at the airport. With the exception of PFC's (see below), any airport funds that need airline approval to spend or any FAA grants may not be considered to fund any of the improvements anticipated in this plan. The following revenue sources are available for funding improvements in this plan.

- **Port Cost Center** – The Port Cost Center is comprised of airport funds generated predominately by airport parking and rental car revenues. With the exception of federal revenue diversion regulations, these funds are controlled by and can be used at the sole discretion of the Port. It is anticipated that most of the bicycle and pedestrian improvements in the plan will be funded from this source.
- **Developer** – In some limited cases, facilities in this plan will be constructed associated with on-airport land development. For example, the mixed-use facility in PIC that connects Ambassador Place with 82<sup>nd</sup> Avenue was built by a private developer who leased the abutting land to build. Construction of the mixed-use path was a requirement of the lease. No airport money is used in these cases.
- **Passenger Facility Charges (PFC's)** – PFC's are fees imposed by an airport on enplaning passengers when departing or connecting. The fees are then used by the airport to fund FAA-approved projects that enhance safety, security, or capacity; reduce noise; or increase air carrier competition. While the use of PFC's will not be approved for stand alone bicycle or pedestrian projects, it is possible that they can be used to fund some of these elements as part of a larger airport access project such as a new or realigned airport access road. The Port will seek PFC funding for bicycle and pedestrian elements whenever possible.

### Project Implementation

This plan includes a map (Map 5) which shows the anticipated funding type for each of the planned (non-existing) facilities noted on Maps 1 through 4. It is important to note that this map reflects only the Port's current best estimate



about how these projects will be implemented. Map 5 is non-prescriptive, and no amendment to this map is necessary if the Port or others are able to complete.

### Plan Amendments

The Port of Portland is not required to adopt plans that address and are consistent with Oregon's statewide planning goals. Therefore, there is no state mandated public involvement or adoption process that must be followed to adopt or amend this or any other Port plan. The Port does however conduct extensive planning to address our future needs, which includes a strong public involvement element. The current PDX Bicycle and Pedestrian Plan had extensive public involvement through the East Airport Area Bicycle and Pedestrian Study, the City Pedestrian Advisory Committee process, and the CUMP adoption. Finally, the Port anticipates that the City will adopt amendments to its transportation system plan to be consistent with this plan in the near future.

When considering changes to this plan, the Port will employ the following process:

Check with the City of Portland to see if the proposed change is consistent with the City Transportation System Plan

- If yes, then consult with the City Bicycle Coordinator, Pedestrian Coordinator, and/or ODOT Bicycle & Pedestrian Coordinator, as appropriate, to get input on issues to consider prior to implementation. Implement the change with any appropriate modifications.
- If no, then consult with City about the process needed to amend the City transportation system plan consistent with the proposal including stakeholder and public involvement processes. The Port would then consider taking the proposed amendment to the City Bicycle Advisory Committee and/or Pedestrian Advisory Committee, as appropriate, for their input and recommendation. Based on this input, the Port would then make a decision about whether to proceed with a request to change the City transportation plan. While not required, it is expected that any significant changes will be supported by a study.