

**INTERSTATE CORRIDOR** *Urban Renewal Area*

*TRANSPORTATION IMPLEMENTATION STRATEGY*

*JULY 30, 2001*



***INTERSTATE CORRIDOR URBAN RENEWAL AREA***

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## **EXECUTIVE SUMMARY**

Transportation is one of seven broad categories of expenditures within the Interstate Corridor Urban Renewal Area (URA). The purpose of this strategy is to provide a framework for transportation-related expenditures over the twenty year life of the URA. The strategy reflects the work of a Mayor-appointed Transportation Working Group, which met from November, 2000 to July, 2001 to steer this effort.

Funding for transportation expenditures is limited in the early years of the URA. Consequently, the Transportation Working Group recommends two transportation sets of actions. The first is an Interstate Corridor Transportation Safety Program to fund relatively small, inexpensive projects (less than \$35,000) addressing traffic impacts due to light rail or cut-through traffic and pedestrian and bicycle safety improvements. (Transportation projects in this proposed program would be completed in a year). The second category is to provide funding for larger more complex projects based upon the priorities established through the Evaluation Matrix developed by the working group. These are the larger projects that will require a longer time for planning, design, engineering, and construction. Additional funding sources will also be required.

### **Recommendations**

The Transportation Working Group, having discussed and reviewed the transportation concerns, issues and needs in the Interstate Corridor URA, is recommending that traffic impacts receive the highest priority for use of the transportation urban renewal funds. The next priority will be to provide funds to support revitalization in the urban renewal area. These projects should be coordinated with other urban renewal projects to leverage the greatest possible benefits to existing residents and workers. The Transportation Working Groups recommends the following:

1. PDOT in coordination with PDC shall implement the Interstate Corridor Traffic Safety Program. For the coming 2001/2002 Fiscal Year, \$65,000 or half of the transportation budget shall be reserved for this program. If additional funds are needed due to unanticipated negative impacts resulting from light rail construction, the Transportation Working Group could recommend fund reallocation upon review.
2. In order to benefit area residents and workers, transportation projects must advance in a timely manner. The Working Group recommends that \$65,000 be reserved for transportation projects for FY 2001/2002; additionally, the group recommends the following projects for potential funding with the condition that they must be evaluated in terms of coordinating with other Interstate Working Groups to yield the highest benefit, especially in terms of housing, economic development, and creating wealth and tax increment:
  - Prescott Station Street Improvements;
  - Killingsworth Main Street;
  - Mississippi Historic District Street Improvements;
  - Kenton Pedestrian District Improvements; and
  - Failing Green Street Project.
3. The Transportation Working Group recognizes that flexibility might be needed to respond to new development projects or grant opportunities. Adjustments to the transportation budget and possibly other program areas may be needed to leverage private and/or public investment. An example could be to reallocate urban renewal funds to leverage new private development projects that may need transportation improvements. The Transportation Working Group recommends that the working groups and URA Advisory Committee allow for flexibility in PDC's annual budgeting process to take advantage of potential new opportunities. This should include a process for the Working Groups and ICURAC to advise PDC on project opportunities that can meet the guiding principles of the urban renewal plan.

## **Continuing Planning Process**

The list of projects within this strategy is not exhaustive and it is expected that ideas for projects and programs will be continuously updated and expanded, based on changing community needs and visions. The role of the Transportation Working Group will transform from overall strategy development to soliciting new ideas for projects, reviewing completed proposal sheets and making recommendations for projects to fund. They will meet on a quarterly basis. Working Group and Advisory Committee members will make recommendations to PDC staff to move forward on project implementation.

PDC in coordination with PDOT will have the final say in project selection and implementation, but will always base its actions on the direction provided by the community as expressed in the strategy and the urban renewal plan itself.

In summary, PDC will be authorized to fund projects that meet the following criteria:

1. They are legally eligible to be funded by urban renewal, and they focus on capital and infrastructure improvements, as opposed to operational or programmatic funding.
2. Traffic Safety Program requests will be reviewed by PDOT and coordinated with other PDOT programs, including traffic calming, pedestrian, and bicycle programs.
3. PDC determines that they fit with the appropriate short-term or long-term goals and/or are designated as a priority project as listed in this strategy.
4. The Working Group members have reviewed and recommended the project or program for implementation by PDC.

Every fifth year the strategy will be analyzed for updates and amendments based on market and social changes that have taken place. Priority project goals, principles and project lists will be updated in this review as well.

## **1.0 INTRODUCTION**

The Portland City Council approved the Interstate Corridor Urban Renewal Plan on August 23, 2000. This plan was developed after more than a year of community involvement. The guiding principles set forth in the urban renewal plan reflect the community's collective vision for an unprecedented partnership between the city and the diverse members of the community in the North and Northeast.

From November 1999 to May 2000, a 54-member Advisory Committee met at least monthly to prepare recommendations for urban renewal boundaries, guiding principles, revitalization goals, and to draft the urban renewal plan. After the plan was adopted, four working groups began meeting in October 2000 to develop strategies for budget recommendations and implementation of projects and/or programs.

The Transportation Working Group was appointed by the Mayor and was responsible for gathering information, data, and public input that would form the basis to guiding urban renewal funding for transportation improvements. The recommendations from the Transportation Working Group will guide the expenditures of the transportation budget in the Interstate Urban Renewal Plan. These recommendations will be reviewed through an annual monitoring process, including the continuation of the working groups. This annual process will provide the means to make adjustments as needed to the strategies through modifications in the budget.

PDC anticipates that the strategies be updated every five years. This is critical to ensure that the plan and strategies remain responsive to the economic conditions, social and demographic changes, and the evolving needs of industry and business.

## **2.0 TRANSPORTATION OVERVIEW**

Transportation infrastructure has both positive and negative impacts on North and Northeast Portland, including a major role in influencing land uses and the economic vitality of the area. The streetcar system influenced the growth and development of neighborhoods in the Albina Community area. Vibrant neighborhoods and commercial centers emerged in the early 1900's as the streetcar system expanded into North and Northeast Portland. Neighborhood commercial areas along streetcar lines were established in Kenton, along Killingsworth Street, Mississippi Avenue, and Martin Luther King, Jr. Boulevard (then known as Union Avenue).

The nation-wide effort to build the Interstate Freeway system included the I-5 Freeway through the Portland area. This facility cut a swath through the North and Northeast Portland community, removing homes and businesses. The freeway shifted traffic away from the local business areas and adversely impacted the economic vitality of these business districts, including the loss of neighborhood-serving retail and commercial services. This created an environment of disinvestments and resulted in physical deterioration of homes and businesses in the area. Recovery has been difficult due to the past practice of redlining properties within the community, and the failure of traditional lending institutions to provide mortgages to potential buyers.

### **2.1 REGIONAL TRANSPORTATION ISSUES**

The tremendous growth in Clark County, Washington in the 1990's has increased traffic congestion on the road network in the proposed urban renewal area. Clark County's population has increased 126.5% between 1970 and 1995, compared to 12.5% for Multnomah County, and will continue to have rapid increases in population over the next twenty years. Consequently, the I-5 Freeway through North Portland is congested during the morning and evening rush hours.

The Interstate MAX Project is part of the regional strategy to improve corridor transportation capacity. This project will connect downtown Portland (south terminus) with the Expo Center, (north terminus). The Interstate MAX Project is projected to have nearly 14,000 daily riders at the start of service in 2004 with a 2020 forecast of over 18,000 riders. Corridor transit trips (light rail and buses) are expected to increase from 35,200 trips currently to 130,000 in 2020. Extending light rail across the Columbia River to Vancouver is part of the 20-year strategy in Metro's Regional Transportation Plan. The Transportation Element of Portland's Comprehensive Plan also reflects this regional strategy to extend Interstate MAX further to the north. Interstate MAX provides the transportation capacity needed to address many of the long-term transportation needs in the I-5 corridor.

## **2.2 ECONOMIC REVITALIZATION AND JOB ACCESS**

Retaining and attracting economic activities, which provide jobs for area residents, is a key priority for the urban renewal area. With a relatively high unemployment rate, compared to the rest of the Portland metropolitan area, job retention and expansion is essential in accomplishing the Interstate Corridor Urban Renewal Area goals of existing residents benefiting from the revitalization in this corridor.

To support economic development activities, transportation improvements are needed to allow for the expansion of existing businesses and the attraction of new businesses. Job centers like Swan Island, Rivergate, and the Columbia Corridor need transportation investments to improve freight access to these industrial areas. Potential improvements could include modifications to freeway ramps for improved truck access, new road connections to job sites, and intersection modification and signal improvements to improve traffic operations.

The revitalization of neighborhood commercial districts will need streetscape improvements to attract new investment. Improvements could include sidewalk amenities like street trees, wider sidewalks, and special urban design treatments to enhance these commercial areas. Improvements in the street rights-of-way are important to attract new development, particularly mixed-use buildings with local commercial services.

The residential areas of North and Northeast Portland are generally well served by transit. The Interstate MAX Project will greatly enhance transit service. Currently, light rail and bus services are primarily focused on Portland's Central City area. Interstate MAX will also open up transit access to suburban job markets. Providing direct transit services within North/Northeast Portland to industrial centers in Rivergate, Swan Island, and the Northwest Industrial Area are needed to provide access to area residents. Innovative and creative transit service strategies are needed to meet this need for convenient transit access to jobs.

## **2.3 NEIGHBORHOOD LIVABILITY**

The Interstate Urban Renewal area is strategically situated to provide for strong and active neighborhoods. The I-5 Freeway had a major blighting impact to the community. Increasing traffic growth from Clark County further exacerbates congestion and pollution from the freeway, and spillover has negative impacts on neighborhood streets. The freeway and resulting roadway system also lack adequate facilities for bicycles and pedestrian facilities. The urban renewal area is well-placed to take advantage of natural amenities such as the Willamette River, Columbia Slough, and the Columbia River.

The growth in commuter traffic has increased the need to install traffic calming devices to promote neighborhood livability. The Portland Office of Transportation installs traffic calming devices on local streets in the Interstate Corridor, based on community concerns with excessive traffic speeds, volume and safety. The need for additional calming devices is expected to continue. The North Interstate Corridor Final Environmental Impact Statement concluded that as a result of the reduction in auto capacity on N. Interstate Avenue for light rail, nearly 50 % of the evening peak hour trips would be diverted to transit, other nearby streets, or out of the corridor. PDOT will be

monitoring the potential impacts of traffic diverted off N. Interstate Avenue, and with community input will address these impacts.

Bicycle and pedestrian facilities are important parts of establishing a balanced transportation system to reduce automobile use and improve air quality. The Interstate Corridor needs additional bicycle lanes to connect to the Interstate MAX stations, the 40-Mile Trail, and other designations in North and Northeast Portland. Pedestrian improvements are also needed to provide connections to Interstate MAX Stations, community services, PCC-Cascade, recreational opportunities with the 40-Mile Loop Trail, and access to commercial centers.

### **3. GUIDING POLICY FRAMEWORK**

The transportation recommendations were prepared within the context of policy framework established by the Interstate Corridor Urban Renewal Plan, the Albina Community Plan and the Comprehensive Plan. The following are summaries of these adopted plans.

#### **3.1 INTERSTATE CORRIDOR URBAN RENEWAL PLAN:**

The following is Section III of the adopted Interstate Corridor Urban Renewal Plan, which contains the General Principles and Principles by topic Area.

##### **GENERAL PRINCIPLES**

**Outreach.** The planning and implementation of the Interstate Corridor Urban Renewal Area will be founded on a thorough, ongoing, and inclusive community involvement process. This process will build capacity within the community by providing specific, consistent, and culturally appropriate opportunities for all community residents, businesses, and organizations to access and impact urban renewal decision-making, and by providing educational resources necessary to reach an informed decision. To assure accountability, an Advisory Committee will remain in place for the duration of the URA, with broad and diverse representation from the community. Information will be accessible to the community, with particular emphasis given to engaging those sectors of the community not typically involved in this type of project, including the housebound and those who do not speak English. Communications will be in an accessible format where needed.

**Benefit The Existing Community.** The Interstate Corridor URA will primarily benefit *existing* residents and businesses within the urban renewal area through the creation of wealth, revitalization of neighborhoods, expansion of housing choices, creation of business and job opportunities, provision of transportation linkages, protection of residents and businesses from the threats posed by gentrification and displacement, and through the creation and enhancement of those features which enhance the quality of life within the urban renewal area. A special emphasis will be placed on providing timely benefits to groups most at risk of displacement (e.g., the elderly, people of color, small businesses, low income people, the disabled).

**Coordination.** To optimize the effectiveness of urban renewal investments, the Commission will coordinate and integrate urban renewal efforts with the URA Advisory Committee, TRI-MET, Oregon Department of Transportation, and other agencies, as well as the efforts of the private and nonprofit sectors.

**Stability/Sustainability.** Urban renewal efforts will strive to stabilize and revitalize the Interstate Corridor, building on the diverse cultural, historic and natural resource assets of the area. These efforts will strive for sustainability, as measured in the responsible use, protection and enhancement of limited resources, improvement of environmental quality, and a commitment to the improvement in the lives of those who live, work, and play in the area.

**Albina Community Plan.** The Albina Community Plan and its associated neighborhood plans, adopted by City Council in 1993, will serve as the cornerstone for the Interstate Corridor Urban Renewal Plan. Specifically, the Albina Community Plan will be the framework plan for the urban renewal area, recognizing that the specific urban renewal implementation measures will be sufficiently flexible to evolve in response to new challenges and opportunities as they arise. For the Portsmouth neighborhood, a planning framework (e.g. neighborhood plan) will be created prior to any major capital expenditures occurring within Portsmouth.

**Optimize Light Rail Investment.** Recognizing this as a unique opportunity to link urban renewal to a major new

transit facility, urban renewal will serve to optimize the public investment in the Interstate light rail line by ensuring that the entire area benefits from this investment, in particular through the creation of catalyst projects near light rail stations and other key locations.

**Focus Investment Along Interstate.** Areas immediately abutting the light rail line will bear the highest degree of impacts and opportunities associated with the light rail line, and will therefore be an important focus of urban renewal investment.

**Distribution Of Resources.** It is essential that there be a fair distribution of urban renewal resources throughout the entire urban renewal area, so that all areas benefit from urban renewal.

**Return On Investment.** Consideration should be given to focusing tax increment dollars, especially in the early years of the urban renewal area, on projects which are likely to attract significant private investment, which in turn will generate more immediate tax increment dollars using a return on investment (ROI) analysis. It is recognized, however, that some programs and projects may not provide a strong ROI but are nonetheless supportive of other goals and objectives of the urban renewal plan and, therefore, merit early funding.

**Strategic Use Of Resources.** Tax increment dollars should be used strategically; other sources (private investment, other agency funds, etc.) should be utilized when possible. To achieve the efficient use of tax increment funds, they should serve to leverage other investments whenever possible.

**Condemnation.** There will be no condemnation as part of the Urban Renewal Area until, and if, the Interstate Corridor URA Advisory Committee decides that it wants to amend the Urban Renewal Plan to include condemnation. There will be no condemnation in the Eliot Neighborhood Association for the life of the Plan.

**Other Funding Sources.** The availability of urban renewal funding should not cause other City programs or agencies to allocate resources which would otherwise be earmarked for north and northeast Portland to other parts of the city. Where appropriate, City programs or agencies should consider shifting resources away from capital projects eligible for urban renewal funds, towards other north/northeast Portland community needs which are ineligible for urban renewal funds.

## **PRINCIPLES BY TOPIC AREA**

The following are excerpts of the Interstate Urban Renewal Principles by topic areas that relate to transportation, including the relationship between transportation and land use developments.

### **Housing**

**Transit Supportive Housing.** Support mixed-use, mixed-income housing projects along major transit corridors including Interstate Avenue.

### **Economic Development/Jobs**

**Economic Principles Overview.** The overall purpose of the economic development principles and of the related project and program activities identified in Section VII of this Plan is to strengthen existing businesses and to assist north/northeast residents in jobs. Implementation will occur as part of a comprehensive planning effort, coordinated among the many agencies and employers.

**Existing Residents.** Provide opportunities for current area residents to obtain new jobs and create wealth before, during, and after construction of the light rail line, in part by striving to utilize area residents and businesses on all project phases and new developments within the URA.

**Positive Business Environment.** Recognizing that each area serves a different purpose and that all areas help enrich the fabric of the entire community, create an environment that supports existing businesses, increases profitability, creates jobs, and encourages the development of new complementary businesses and industries. Ensure compatibility between commercial, industrial, and residential areas for their mutual benefit. Improve the community's economic capacity to support business.

**Job Access.** Optimize access of area residents to employment opportunities both inside and outside of the URA.

## **Transportation**

**Optimize Light Rail Investment.** Optimize the benefits of light rail by coordinating other program investments to realize potential commercial and residential investment resulting in economic vitality and revitalization of the area, and by enhancing access to transit for residents and workers.

**Target Investments.** Target transportation/infrastructure investments to fulfill jobs, housing, and revitalization objectives of the Interstate Corridor. Give priority to transportation improvements that will enhance access to key employment areas.

**Coordination With Other Goals.** Coordinate and integrate transportation investments with other goals and objectives of the Urban Renewal Plan (e.g. parking to serve economic development objectives, housing, access to jobs, neighborhood services such as childcare, etc.).

**Access.** Assure that area residents and workers have access to a variety of transportation options to provide connections to jobs, services, community facilities, etc. This is especially critical with regard to east-west connections to light rail stations.

**Pedestrian Environment.** Create a pleasant and safe pedestrian environment, particularly in terms of enhancing, extending, and creating pedestrian access to transit.

**Traffic Impacts.** Mitigate negative impacts on area streets resulting from traffic displaced from Interstate Avenue due to light rail, as well as other traffic impacts in the general area. Invest in infrastructure and signaling technology to coordinate traffic flow with light rail, increase arterial effectiveness, and support economic development, job creation, and neighborhood livability.

**Transportation Modes.** Encourage alternatives to auto travel by improving facilities for pedestrians, bicyclists, buses, and light rail, while still accommodating auto travel in the area.

**Truck Access.** Maintain good truck access to businesses within the urban renewal area, but discourage truck movement which is only passing through the area. Also discourage truck movement on residential streets.

**Transportation Strategy.** Prepare a transportation strategy to guide funding decisions in accordance with the goals and objectives of the Plan, and to coordinate these decisions with the housing, economic development, and revitalization strategies of the Plan.

## **Revitalization**

**Focus Redevelopment.** Focus major redevelopment around light rail station areas and other key nodes within the Urban Renewal Area, such as intersections of main arterials, to optimize the leverage of public investment and to recognize that redevelopment is critical to the success of light rail.

**Main Streets.** Foster the development of mixed-use, medium- and high-density projects at appropriate locations, e.g. at transit stations and along Main Street corridors as identified in the Metro 2040 Plan. These projects would typically consist of one or more floors of residences over ground floor commercial/retail.

**Location Of High Density.** Locate high-density housing in appropriately zoned areas along major transit corridors, in a manner that is compatible with adjoining neighborhoods.

**Mixed Uses.** Provide for a mix of uses (housing and commercial) along Main Street corridors, especially Interstate, with related support services such as day care.

**Mix Of Scales.** Public-sponsored redevelopment projects should be divided into small and medium scale components, where feasible, to increase opportunities for local, smaller scale developers and contractors, especially Minority/Women/Emerging Small Business contractors.

### **Urban Form/ Urban Design/Historic Preservation**

**Target Street Improvements.** Target streetscape improvements to complement light rail use and to leverage appropriate private investment.

**Development Quality.** Promote high-quality development that recognizes and builds on the existing architectural character and assets of the area and that uses high-quality, long-lasting materials that complement existing adjacent buildings.

**Historic Preservation.** Make preservation and maintenance of identified historically and/or culturally significant buildings, landscapes, and objects a high priority of urban renewal activities. Place an emphasis on resources that are reflective of the area's social and cultural history.

**Heritage.** Recognize, honor, and preserve buildings, sites, and other features associated with the diverse cultural and social heritage of the area, particularly that of the African-American community.

### **Parks & Open Space**

**Existing Assets.** Protect, maintain, and improve existing parks, school grounds, facilities and open space assets within the corridor.

**Linkages.** Enhance, extend, and create pedestrian and bicycle linkages between area residents, jobs, and light rail, and parks and open spaces, including places such as the Columbia Slough, North Portland Harbor, and the Willamette River at Swan Island

### **Community Facilities/Public Buildings/Infrastructure**

**Location Coordination.** Coordinate the location and operation of community facilities with transportation and housing investments.

**Accessibility.** Provide facilities that are accessible and affordable to residents and employees and which enhance employment opportunities.

### **3.2 CITY OF PORTLAND'S COMPREHENSIVE PLAN**

The City of Portland's Comprehensive Plan sets forth the goals and policies to guide the growth, development, and the context for guiding capital projects and other funding decisions. The Albina Community Plan was adopted in 1993 and covers most of the Interstate Urban Renewal Area. The Albina Community Plan is part of the City's Comprehensive Plan. The Portsmouth Neighborhood is located outside the Albina Community Plan boundary and is in the process of developing its own neighborhood plan.

Key points from the Albina Community Plan are:

- Encourage residential, recreational, economic and institutional developments that reinforce the Albina Community Plan area neighborhoods; increase the attractiveness of Albina to residents, institutions, businesses and visitors; and create land use patterns that will reduce dependence on the automobile.
- Protect and improve the livability of the residential neighborhoods within the Albina Community.
- Foster development of distinct, well-anchored commercial and institutional nodes and centers that serve the needs of the community, attract shoppers from throughout the region and take advantage of the close proximity to the Central City, Oregon Convention Center, and Columbia Corridor.
- Focus new development along transportation corridors that offer opportunities for transit supportive development and foster the creation of good environments for pedestrians in these areas.

The Transportation Element (TE) of the Comprehensive Plan provides the overall transportation framework in the City of Portland and includes policies for North Portland and Northeast Portland. The following are Transportation Element policies for the Interstate Corridor Urban Renewal Area:

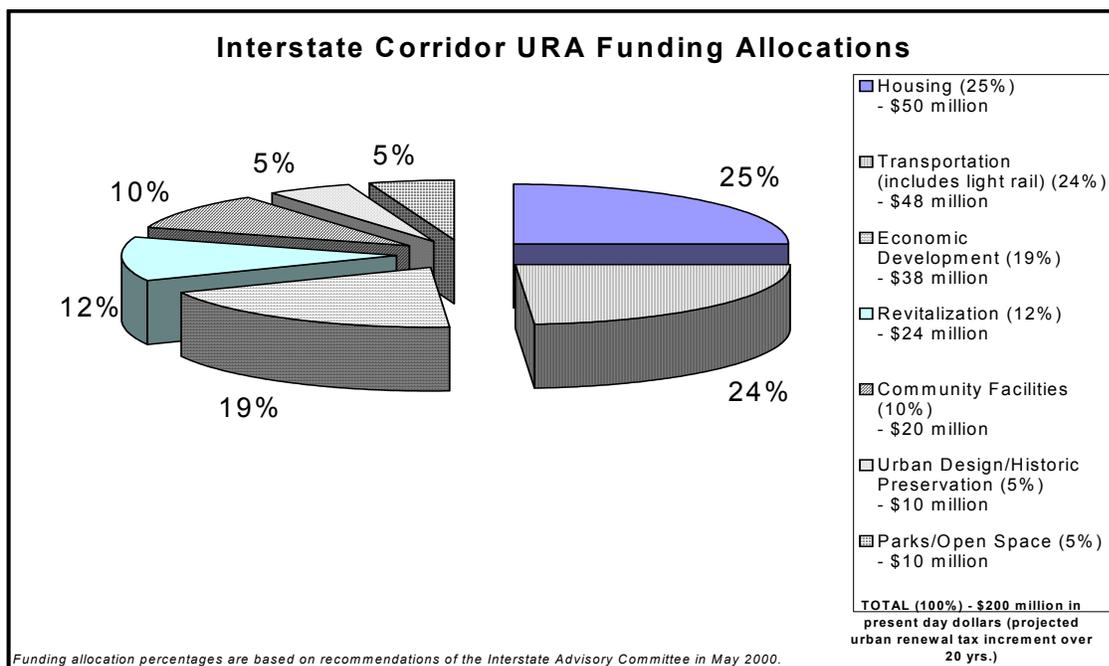
- Provide adequate accessibility to all planned land uses.
- Provide for safe and efficient movement of people and goods while preserving, enhancing, or reclaiming neighborhood livability.
- Minimize the impact of interregional and longer distance intraregional trips on city neighborhoods, commercial areas, and the city street system by maximizing the use of regional trafficways and transitways for such trips.
- Reduce reliance on the automobile and per capita vehicle miles traveled.

Appendix One contains relevant sections of the Albina Community Plan and the TE.

## 4.0 BUDGETARY CONSTRAINTS

The Interstate Corridor Urban Renewal Area could provide funding for transportation projects and programs to the extent that the general urban renewal project budget allows. The URA Advisory Committee made general budget allocation recommendations when the Interstate Corridor Urban Renewal Plan was adopted in summer 2000. The 20-year budget allocation for transportation is \$48 million (in Year 2000 dollars), including the \$30 million for the Interstate Light Rail Project, as noted in the figure below.

Source: Interstate Corridor Urban Renewal Plan



One of the goals of the urban renewal project is to make public investments in projects that are expected to increase the overall amount of tax increment generated in the urban renewal district. Projects that support and encourage private sector business and housing developments will increase the amount of tax increment funds available to spend on community-designated projects. Rising tax revenues are the means for future investments; as property values increase in the district due to new investment, the rise in tax revenues will be used to further urban renewal projects and programs.

It is important to note that properties that are owned by the city, the county, churches and non-profit entities are tax-exempt and will not contribute to the amount of urban renewal funding. This means that improvements to properties of this type, while extremely important, will not directly generate tax-increment.

A draft five-year budget, based on preliminary tax-increment projections made by PDC, was presented to the Advisory Committee in January 2001. These numbers are subject to change but give a general idea of the amount of money that will be available for transportation urban renewal project implementation in the first five years.

<b>Draft -Five Year Budget</b>					
	<b>FY 01-02</b>	<b>FY 02-03</b>	<b>FY 03-04</b>	<b>FY 04-05</b>	<b>FY 05-06</b>
Community Livability	\$180,000	\$230,000	\$850,000	\$850,000	\$850,000
Economic Development	\$810,000	\$935,000	\$820,000	\$820,000	\$820,000
Housing	\$960,000	\$1,160,000	\$1,100,000	\$1,100,000	\$1,100,000
Revitalization	\$220,000	\$270,000	\$530,000	\$530,000	\$530,000
<b>Transportation</b>	<b>\$130,000</b>	<b>\$180,000</b>	<b>\$375,000</b>	<b>\$375,000</b>	<b>\$375,000</b>
<i>Project Sub Total</i>	<i>\$2,300,000</i>	<i>\$2,775,000</i>	<i>\$3,675,000</i>	<i>\$3,675,000</i>	<i>\$3,675,000</i>
Project Mgmt/Outreach	\$250,000	\$225,000	\$225,000	\$225,000	\$225,000
Debt/Overhead			\$1,000,000	\$1,000,000	\$1,000,000
Contingency	\$150,000	\$200,000	\$300,000	\$300,000	\$300,000
<i>Total</i>	<i>\$2,700,000</i>	<i>\$3,200,000</i>	<i>\$5,200,000</i>	<i>\$5,200,000</i>	<i>\$5,200,000</i>

## **5.0 TRANSPORTATION STRATEGIES DEVELOPMENT**

The Transportation Working Group began meeting in October 2000 to develop strategies and recommendations for the transportation budget for the Interstate Urban Renewal Area. These strategies and recommendations will be forwarded to the Interstate Corridor Urban Renewal Advisory Committee.

The following summarizes the Working Group's process to develop recommendations on the use of urban renewal funds.

### **5.1 BRAINSTORMING OF TRANSPORTATION PROJECTS AND NEEDS**

The Transportation Working Group held a brainstorming session to identify possible projects that would be consistent with the Transportation Principles from the adopted Interstate Corridor Urban Renewal Plan and eligible for urban renewal funding. The Working Group determined that the most critical transportation principles of the Plan are: Optimizing Light Rail Investment, Target Investments, and Coordination with Other Goals. These are the first three transportation principles in the urban renewal plan and would be the primary criteria to determine funding priorities for transportation projects.

The following summarizes the ideas from the brainstorming discussion.

#### **ACCESS TO JOBS & HOUSING**

- Finish curb cuts for easy pedestrian, wheelchair, and elderly access
- Transit stops, shelters, etc.
- Link MAX to Swan Island, transit, pedestrian
- Survey employers in N/NE Industrial for future jobs
- Traffic calming around new housing
- New bike lanes (look for gaps in network)
- Separate bikes from pedestrians
- East/west I-5 Access, overpass
- Improve Signalization, Albina; Williams, Ramp meters; Failing, Mississippi, etc.
- Unimproved streets
- Partnering to increase transit service

#### **TRAFFIC IMPACTS**

- Traffic Calming
  - Signage
  - Speed Bumps
  - Curb Extensions
  - Diverters
  - Safety
  - Sight Distance
  - Add Signals
  - Crosswalks
  - Pedestrian Refuges

- Adequate parking to minimize trips
- Interim data gathering and measurement and funding for emergency mitigation
- Keep business viable during construction: construction parking, signage
- Adequate parking for residents

### **TRANSPORTATION MODES**

- Bike Parking – Indoor secure parking/lockers (bike central)
- Signage to secure bike parking
- Curb extensions for pedestrian safety
- Planning and data gathering on mode split
- Streetscape improvements: trees, benches, etc.
- Shuttle to Swan Island
- Improve crosswalk safety

### **TRUCK ACCESS**

- Signage for truck routes & prevent in residential areas
- Optimize east/west signals for truck movements
- Keep appropriate intersections truck-friendly
- Kerby St. ramp improvements
- Keep trucks on I-5
- Improve truck streets in lower Albina

The Working Group also recommended developing project evaluation criteria, and that the highest priority transportation projects should coordinate with other Working Groups to achieve targeted goals from the urban renewal plan to optimize the use of the Interstate Urban Renewal funds.

Following the brainstorming session, the Transportation Working Group prioritized the transportation needs using colored dots. The results were as follows:

### **SHORT-TERM PRIORITIES**

- Traffic calming measures to mitigate for traffic impacts from light rail construction. Funding would allow for quick responses to deal with construction related traffic problems.
- Pedestrian access improvements including curb cuts for ADA access, curb extensions and crosswalk safety.
- Truck access – optimize signals for east/west movements, provide truck route signage to avoid residential areas and keep appropriate intersections truck-friendly.
- Transit improvements including a shuttle linking MAX to Swan Island. Coordinate transit improvements with Tri-Met.

### **LONG-TERM PRIORITIES**

- Continued Traffic calming.
- Continue to improve pedestrian access, look for opportunities to leverage funding with other agencies such as ODOT and Tri-Met. This includes work on providing ADA compatible ramps and curb cuts, improving access to Swan Island for alternative transportation modes and improving east-west access across I-5.
- Transit service improvements.
- Bicycle lanes to fill gaps in the network and secure bicycle parking.

The Transportation Working Group supported the overall urban renewal direction to leverage urban renewal funds by coordinating these priorities with Economic Development and Housing projects and programs. The link between jobs and housing plays an important role in meeting the goals of the urban renewal area, and transportation is an important part of the strategy.

A detailed breakdown of the voting is shown in the following tables.

**Spending Priorities - Next Year**

	<b>Votes</b>
Traffic Calming	12
Finish curb cuts	8
Link MAX to Swan Island, transit, pedestrians	8
Optimize east/west signals for truck movements	8
East/west I-5 Access, overpass	7
Curb extensions	5
Shuttle to Swan Island	5
Signage for truck routes & prevent in residential areas	5
Streetscape improvements: trees, benches, etc.	4
Improve Signalization: Albina; Williams, etc.; Ramp meters; Failing, Mississippi	3
Partnering to increase transit service	3
Improve crosswalk safety	3
Keep appropriate intersections truck-friendly	3
New bike lanes (look for gaps in network)	2
Bike Parking – Indoor secure parking/lockers (bike central)	2
Kerby Avenue ramp improvements	2
Transit stops, shelters, etc.	1
Signage to secure bike parking	1
Planning and data gathering on mode split	1
Interim data gathering and measurement and funding for emergency mitigation	1
Survey employers in N/NE Industrial for future jobs	0
Traffic calming around new housing	0
Separate bikes from pedestrians	0
Unimproved streets	0
Keep trucks on I-5	0
Improve truck streets in lower Albina	0
Optimize coordination and targeted use as criteria to rank projects	0
Adequate parking to minimize trips	0
Adequate parking for residents	0

**Spending Priorities – Long-Term**

	<b>Votes</b>
Traffic Calming	14
Link MAX to Swan Island, transit, pedestrian	10
East/west I-5 Access, overpass	10
Finish curb cuts - ADA accessibility	9
Curb extensions	8
New bike lanes (look for gaps in network)	6
Improve crosswalk safety	6

Partnering to increase transit service	4
Bike Parking – Indoor secure parking/lockers (bike central)	3
Improve Signalization: Albina; Williams, etc.; Ramp meters; Failing, Mississippi	2
Transit stops, shelters, etc.	0
Survey employers in N/NE Industrial for future jobs	0
Traffic calming around new housing	0
Separate bikes from pedestrians	0
Unimproved streets	0
Signage to secure bike parking	0
Planning and data gathering on mode split	0
Streetscape improvements: trees, benches, etc.	0
Shuttle to Swan Island	0
Adequate parking to minimize trips	0
Interim data gathering and measurement and funding for emergency mitigation	0
Adequate parking for residents	0
Signage for truck routes & prevent in residential areas	0
Optimize east/west signals for truck movements	0
Keep appropriate intersections truck-friendly	0
Kerby Avenue ramp improvements	0
Keep trucks on I-5	0
Improve truck streets in lower Albina	0
Optimize coordination and targeted use as criteria to rank projects	0

## **6.0 RECOMMENDED STRATEGIES AND PROJECTS**

### **6.1 OVERVIEW TO URBAN RENEWAL STRATEGIES**

There will be limited tax increment dollars available for urban renewal projects in the first five years because of the bonding commitment to fund the local portion of the Interstate light rail line and because tax increment builds slowly over time as assessed values rise year by year. Tax increment funds for transportation projects will be especially limited in the first two years, due to the Advisory Committee decision to devote more funding to projects that focus on anti-displacement efforts in the Housing and Economic Development categories. (The Interstate Advisory Committee made this decision in their deliberations in spring 2000).

Because of these realities, the Transportation Working Group emphasized the need to be very strategic in the outlay of urban renewal dollars in the first five years. They concluded that first-year projects should mitigate the negative effects of light rail construction along Interstate Ave. Construction of the light rail line will take a minimum of three years and will significantly impact along Interstate Avenue from the Rose Quarter to the Expo Center. Streets and sidewalks will be torn up, traffic diverted and the overall streetscape seriously impacted.

Working Group members emphasized the importance of focusing on projects that create partnerships with public and private agencies to leverage additional dollars. Transportation projects should fit with the goals and targets established by the other three Working Groups.

In summary projects in the early years should be ones that:

- Mitigate the negative impacts of light rail construction along Interstate Avenue
- Improve pedestrian environment in the Corridor
- Leverage additional private and public dollars
- Build tax increment in the early years
- Relate to (and are integrated with) the goals and focus of the other three Working Groups (housing, economic development and community livability).
- Provide technical support, planning and research to better implement project goals in the later years (2006 – 2020).

### **6.2 TRANSPORTATION ISSUES**

The Transportation Working Group identified mitigating traffic impacts as their highest priority for funding transportation projects eligible for urban renewal funding. The Working Groups also expressed that the use of urban renewal funds should not replace but supplement or leverage funding from other City of Portland programs and projects.

The potential impacts of the Interstate MAX Project were a major concern of the Working Group, both due to construction activities and to the reduction in auto capacity upon completion of the light rail project, and the need to mitigate the impact of traffic on local streets. The Portland Office of Transportation has programs to address community concerns regarding traffic on local and collector streets. These programs can address safety, speeding, and traffic volume concerns.

The Transportation Working Group recommends that the Interstate Corridor Urban Renewal Advisory Committee support the creation of the Interstate Neighborhood Traffic Safety Program to address safety and traffic concerns in the urban renewal area. This program would also fund pedestrian improvements, such as curb ramps, to improve access to community facilities. The traffic safety program would fund small projects (less than \$35,000), can

respond to community concerns, and can be implemented within the fiscal year.

The following identifies the program goals and criteria for awarding projects.

## **6.3 NEIGHBORHOOD TRAFFIC SAFETY PROGRAM**

### **PROGRAM GOALS**

*Objective:* To establish guiding principles that will inform the decision making process when evaluating and prioritizing projects with costs of \$35,000 or less.

#### Safety

- Provide a transportation system that is safe for all users – motorists, bicyclists, pedestrians, and transit users.
- Create traffic safety strategies and implement improvements that specifically target school-aged children.
- Ensure that improvements are safe, comfortable to use, adequately lit, and provide an overall sense of security for both residents and users.

#### Pedestrian and Bicycle Access and Crossings

- Provide safe and convenient access to Interstate Corridor destinations like parks, schools, shopping areas, or other activities.
- Minimize conflicts between pedestrians/bicyclists and faster moving vehicles.
- Encourage the use of pedestrian and bicycle facilities through the design of a comfortable and convenient network of improvements.
- Enhance pedestrian environment through implementation of American Disabilities Act (ADA) accessibility improvements.

#### Traffic Calming

- Improve and enhance neighborhood livability by effectively lowering excess volumes and speeds with standard, appropriate traffic calming practices and measures.
- Protect neighborhood livability by implementing calming measures to mitigate anticipated traffic displacement resulting from construction of the Interstate MAX (IMAX) light rail line.
- Provide post construction mitigation measures, which will minimize potential long term impacts to neighborhood livability arising from the daily operation of the IMAX rail line.
- Cost Effectiveness
- Provide traffic safety improvements in a cost-effective manner in order to extend available resources.
- Coordinate improvements with other urban renewal projects to ensure cost efficiency.

#### Cost Sharing

- Seek out and solicit cost sharing opportunities through public-private partnerships that will encourage commercial property owners and land developers to fund/finance certain traffic calming projects.
- Where residential street projects provide more of a benefit to local residents, rather than to the larger area community by way of arterial street treatments, encourage resident cost sharing for funding of such projects.

#### Synergy

- Provide benefit to a broader set of users and create a cohesive transportation network by incorporating multiple program objectives such as Safety, Pedestrian and Bicycle Access and Crossings, and Traffic Calming.
- Where appropriate, coordinate improvements to add value to, and build off of, other Urban Renewal projects.

Prevention

- Identify and implement proactive measures that reduce risk for all users.
- Monitor potential changes in speed and usage on streets being improved through the Residential Street Improvement Program.
- Increase user awareness of the transportation system and encourage positive behavior through appropriate education and public outreach efforts.

Community Support

- Work with the Interstate Corridor URA community to identify problem areas and solutions that help both immediate neighbors and the Interstate area community as a whole.

**PRIORITIZATION CRITERIA**

What are the Prioritization Criteria and how will they be used?

Once projects are defined, the criteria will be used to prioritize these projects for funding. Projects will be prioritized based upon the following areas.

Does the project:

- Provide safety benefits to multiple users?
- Enhance safety for children?
- Provide better multi-modal access to destination points (e.g., schools, parks, community facilities, commercial areas, etc.)?
- Reduce inappropriate traffic speed and/or volume on neighborhood streets?
- Provide a cost efficient solution?
- Coordinate or add value to other urban renewal and public projects?
- Have the support of the Interstate Corridor community and adjacent residents?
- Achieve multiple traffic safety program goals?
- Provide safety benefits to adjacent residents and/or to the broader community?
- Provide an effective, well designed and planned solution?
- Effectively leverage and coordinate with other funding resources?
- Provide an immediate and visible impact?

## **6.4 MAJOR PROJECT RECOMMENDATIONS**

The Interstate Urban Renewal Plan set aside approximately 9 % of its annual budget to transportation projects/programs. To prioritize individual projects, the Transportation Working Group developed a Transportation Evaluation Work Sheet, which can be found in the Appendix. This evaluation work sheet was based upon the principles established in the Interstate Corridor Urban Renewal Plan. The Work Group felt strongly that the transportation urban renewal funding be used to maximize its leverage with other Interstate Urban renewal projects and programs, particularly housing and economic development.

The most comprehensive transportation project list is the PDOT's draft 20-year project list derived from the current planning process to develop the Transportation System Plan (TSP). The State of Oregon's Transportation Planning Rule requires the TSP to include a list of planned transportation facilities and major improvements. The TSP projects list will guide investment in our transportation system over the life of the plan. Once the TSP is adopted by City Council, PDOT's Capital Improvement Program (CIP) projects will be derived from the longer range TSP project list.

The PDOT's TSP projects list was the result of an extensive process of public input and technical review. Following is a brief description of the steps involved in developing a recommended list of transportation projects.

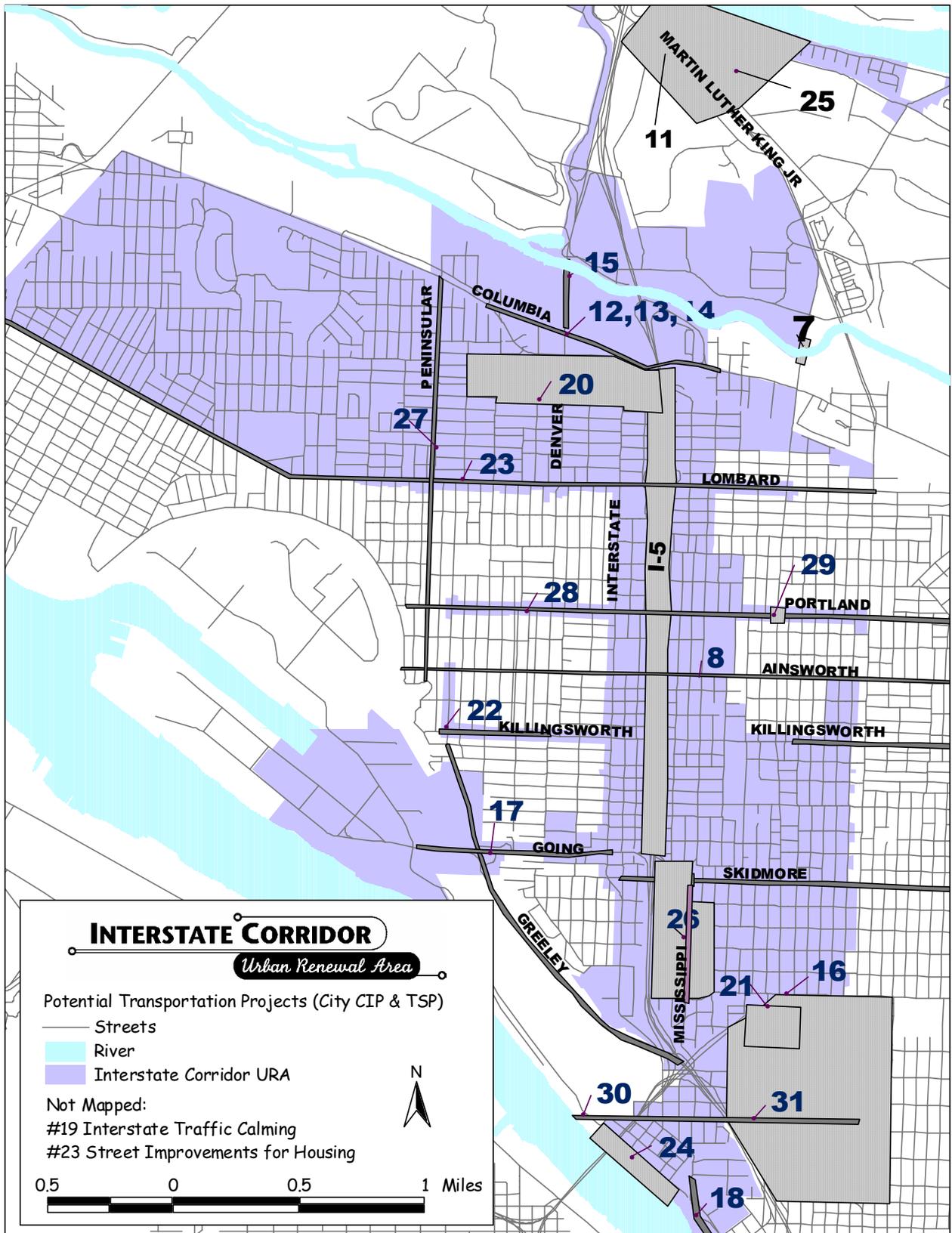
PDOT compiled an initial list of projects from previous planning efforts and needs assessments including:

- Adopted Neighborhood/Community Plans                      ODOT Corridor Plans
- Transportation Element District Actions                      PDC 5-year Capital Improvement Plan
- PDOT's Capital Improvement Program                      Pedestrian Master Plan
- Regional Transportation Plan                                      Bicycle Master Plan
- Port of Portland Transportation Improvement Plan
  
- Conducted extensive public workshop process to identify additional project needs.
  
- Reviewed projects list for duplications. Looked for opportunities to combine projects when they occurred in the same general location.

For the Transportation Working Group, PDOT staff added projects that were identified as a result of the Interstate MAX Project, Interstate Station Area Revitalization Project, and the Albina Traffic Calming Project.

The following table and map identified the draft project list from the TSP that is located in the Interstate Corridor Urban Renewal Area.

	<b>Project Name</b>	<b>Status</b>	<b>Project Cost Low</b>	<b>Project Cost High</b>
1	Going St, N: Bridge and Rail Overcrossing Improvements	2-Year CIP	\$5,540,000	\$12,000,000
2	Greeley/Interstate, N: Bicycle and Pedestrian Improvements	2-Year CIP	\$1,000,000	\$1,000,000
3	Going St, N Bike Lanes	5-year CIP	\$50,000	\$50,000
4	Killingsworth: Williams-33rd, NE; Pedestrian, Bicycle, and Street Improvements	5-year CIP	\$200,000	\$500,000
5	North-South Freight North-South Freight Adjacent to I-5, NE	5-year CIP	\$2,750,000	\$2,750,000
6	Skidmore Bikeway, N/NE	5-year CIP	\$65,000	\$65,000
7	Vancouver at Columbia St, N: Bridge Preservation and Seismic Retrofit	5-year CIP	\$3,115,250.00	\$3,115,250.00
8	Ainsworth, N/NE: Pedestrian, Bicycle and Safety Improvements	Draft TSP	\$115,000	\$115,000
9	Albina @ Skidmore, N: Street Improvements	Draft TSP	\$150,000	\$150,000
10	Boise Pedestrian District	Draft TSP	\$600,000	\$600,000
11	Bridgeton Neighborhood, NE	Draft TSP	\$10,000	\$10,000
12	Columbia Blvd Pedestrian Improvements, N: Phase I and Phase II	Draft TSP	\$2,600,000	\$2,600,000
13	Columbia Blvd, N: Noise reduction	Draft TSP	\$250,000	\$750,000
14	Columbia Blvd, N: Pedestrian improvements	Draft TSP	\$2,600,000	\$2,600,000
15	Denver viaduct, N: Improvements	Draft TSP	\$2,000,000	\$2,000,000
16	Eliot Pedestrian District:NE	Draft TSP	\$50,000	\$250,000
17	Going Street, N: ITS	Draft TSP	\$255,000	\$255,000
18	Interstate Avenue Viaduct	Draft TSP	\$300,000	\$5,000,000
19	Interstate Calming Traffic(Not Mapped)	Draft TSP	\$2,502,000	\$4,103,000
20	Kenton Pedestrian District	Draft TSP	\$1,200,000	\$1,500,000
21	Kerby Street Interchange	Draft TSP	\$1,625,000	\$1,625,000
22	Killingsworth: Denver to Greeley, N; Pedestrian Improvements	Draft TSP	\$1,320,000	\$1,320,000
23	Lombard, N/NE: Bicycle, Pedestrian and TSM Improvements	Draft TSP	\$15,000	\$50,000
24	Lower Albina, N: Water Taxi	Draft TSP	N/A	N/A
25	Marine Dr & MLK, I-5, N: Improve circulation	Draft TSP	\$3,000,000	\$3,000,000
26	Mississippi Historic District-Street Improvements	Draft TSP	\$1,000,000	\$2,500,000
27	Peninsular/Villard, N Bikeway	Draft TSP	\$20,000	\$20,000
28	Portland Blvd, N: Bicycle and Pedestrian Improvements	Draft TSP	\$16,000	\$16,000
29	Portland Boulevard @ Vancouver, NE: Intersection improvements	Draft TSP	\$200,000	\$200,000
30	Russell, N/NE: Pedestrian/bicycle improvements	Draft TSP	\$200,000	\$200,000
31	Russell, NE: Bikeway	Draft TSP	\$1,000	\$1,000
32	Street improvements for Housing(Not Mapped)	Draft TSP	\$4,000,000	\$5,000,000
<b>Total</b>			<b>\$36,749,250</b>	<b>\$53,345,250</b>



In addition to the TSP list the following additional projects were included:

Project	Source	Cost Estimate
1. Ainsworth Traffic Calming-Interstate to Maryland	Albina Traffic Calming Project	\$180,000
2. Portland/Albina Traffic Calming	Albina Traffic Calming Project	\$210,000
3. Failing Green Street	Interstate Station Revitalization	\$2.2 M
4. Prescott Station Street Improvements	Interstate Station Revitalization	\$2.4 M
5. Ainsworth Green Street	Interstate Station Revitalization	\$500,000
6. Ainsworth Bridge	Interstate Station Revitalization	N/A
7. Killingsworth Main Street-Greeley to Williams	Interstate Station Revitalization	\$2.1 M
8. Lombard Main Street Improvements	Interstate Station Revitalization	\$5.5 M
9. N. Going Climbing lane	Interstate MAX Project	\$2.0 M

PDOT staff used the transportation evaluation matrix developed by the Transportation Working Group to score the projects. The following were the top five projects:

1. Prescott Station Street Improvements;
2. Killingsworth Main Street;
3. Mississippi Historic District Street Improvements;
4. Kenton Pedestrian District Improvements; and
5. Failing Green Street Project.

Appendix 3 contains the table that ranks all the projects.

**6.5 TRANSPORTATION RECOMMENDATIONS FOR FY 2001/2002**

The Interstate Corridor Urban Renewal Plan's adopted budget includes \$130,000 for transportation improvements (not including the Interstate MAX Project). The Transportation Working Group is recommending two transportation funding strategies: One, establish a program to fund relatively small, inexpensive projects to address traffic impacts due to light rail or cut-through traffic and pedestrian and bicycle safety improvements; Two, provide funding for larger more complex projects based upon the priorities established through the Evaluation Matrix developed by the working group.

The Transportation Working Group, having discussed and reviewed the transportation concerns, issues and needs of the Interstate Corridor Urban Renewal Area, recommends that traffic impact receive highest priority for use of the transportation urban renewal funds. Additionally, funds should be designated to stimulate revitalization in the urban renewal area and should be coordinated with other urban renewal projects to leverage the greatest possible benefits to existing residents and workers. The Transportation Working Groups recommends the following:

1. PDOT in coordination with PDC implement the Interstate Traffic Safety Program. For the coming fiscal year, \$65,000 or half of the transportation budget shall be reserved for this program. If additional funds are needed due to unanticipated negative impacts resulting from light rail construction, the Transportation Working Group could recommend reallocating additional funds upon review. On an ongoing basis, PDOT will staff the Interstate Corridor Traffic Safety Program.
2. In order to benefit area residents and workers, transportation projects must advance in a timely manner. The Transportation Working Group recommends that the remaining \$65,000 be reserved for major transportation

projects. These are complex projects requiring hundreds of thousands of dollars or even millions, which take multiple years for planning, engineering, and construction. The Transportation Working Group recommends the following projects for potential funding with the condition that they must be evaluated in terms of coordinating with other Interstate Working Groups to yield the highest benefit, especially in terms of housing, economic development, and creating wealth and tax increment.

- Prescott Station Street Improvements;
- Killingsworth Main Street;
- Mississippi Historic District Street Improvements;
- Kenton Pedestrian District Improvements; and
- Failing Green Street Project.

On an ongoing basis, PDOT will staff support for the Interstate Transportation Working Group's annual project review.

3. The Transportation Working Group recognizes that on an annual basis, flexibility might be needed to respond to new development projects or grant opportunities. Adjustments to the Interstate Corridor Urban Renewal Area's budget for transportation and possibly other program areas may be needed to leverage private and/or public investment. An example could be to reallocate urban renewal funds to leverage new private development projects that may need transportation improvements. The Transportation Working Group recommends that the Working Groups and Interstate Corridor Urban Renewal Advisory Committee allow for flexibility in the PDC's annual budgeting process to take advantage of potential new opportunities. This should include a process for the Working Groups and ICURAC to advise PDC on project opportunities that can meet the guiding principles of the urban renewal plan.

## **7.0 ANNUAL PROJECT REVIEW AND UPDATE**

The list of projects within this strategy is not exhaustive and it is expected that ideas for projects and programs will be continuously updated and expanded, based on changing community needs and visions. The role of the Transportation Working Group will transform from overall strategy development (carried out from 10/2000 – 7/2001) to soliciting new ideas for projects, reviewing completed proposal sheets and making recommendations for projects to fund. Working Group and Advisory Committee members will make recommendations to PDC staff to move forward on project implementation. PDC in coordination with PDOT will have the final say in project selection and implementation, but will always base its actions on the direction provided by the community as expressed in the strategy and the urban renewal plan itself.

It has been proposed that Working Groups continue to meet on a quarterly basis after the Transportation Strategy is adopted. The Interstate Advisory Committee is also scheduled to meet quarterly, but Working Group meetings will be scheduled on opposite months so as not to coincide with Advisory Committee meetings. A possible schedule for future Transportation Working Group meetings is:

September	Solicit Project/Program Proposal, Project Updates
December	Review project/program proposals based on PDOT’s evaluation
March	Recommend projects for funding/updates and strategy review
June	Project Updates

*\* Note that schedule could change after first year of project implementation*

In summary, PDC will be authorized to fund projects and programs which meet the following criteria:

1. They are legally eligible to be funded by urban renewal, and focus on capital and infrastructure improvements, as opposed to operational or programmatic funding.
2. Traffic Safety Program requests will be reviewed by PDOT and coordinated with other PDOT programs, including traffic calming, pedestrian, and bicycle programs.
3. PDC determines that they fit with the appropriate short-term or long-term goals and/or are designated as a priority project as listed in this strategy.
4. The Working Group members have reviewed and recommended the project or program for implementation by PDC.

PDC will aim to implement projects or programs in the order of the Working Group’s recommendations; however, there may be instances where this is not possible due to technical considerations, equitable geographic distribution, available funding or leveraging potential.

## **8.0 EVALUATION AND MONITORING**

Evaluation of how implementation of Transportation projects and programs are meeting established overall project goals is absolutely critical. An annual report written by PDOT staff will detail how the year's activities are meeting established overall urban renewal project goals, including progress on implementing the selected projects and programs. This report will demonstrate how the selected projects and programs advance the guiding principles of the Interstate Corridor Urban Renewal Plan. It will detail the projects and programs selected for funding and progress that has been made to date.

Part of this evaluation will monitor the geographic distribution of urban renewal projects that have been selected for funding. One of the guiding principles in the Interstate Corridor Urban Renewal Plan focuses on the distribution of resources throughout the area and states that it is

“...essential that there be a fair distribution of urban renewal resources throughout the entire urban renewal area, so that all areas benefit from urban renewal.”

Areas that have not received funds will be placed higher on the list for future allocation of urban renewal funds. Efforts will be made to ensure that projects are being implemented in the areas and communities that are most in need.

Where relevant, the issues of gentrification and displacement will be addressed in the evaluation and monitoring process. How projects are contributing to or affecting the forces of gentrification and/or displacement in the area will be analyzed using the most current data and information available.

Specific data will be collected from appropriate bureaus and agencies to be used to determine the effects of urban renewal projects.

Every fifth year the strategy will be analyzed for updates and amendments based on market and social changes that have taken place. Priority project goals, principles and project lists will be updated in this review as well.

**APPENDICES**



**APPENDIX 1**

**COMPREHENSIVE PLAN**

**ALBINA COMMUNITY PLAN**

**TRANSPORTATION ELEMENT**



## **ALBINA COMMUNITY PLAN**

### **Policy I: Land Use<sup>1</sup>**

Policy A-General Land Use: Encourage residential, recreational, economic and institutional developments that reinforce Plan Area neighborhoods; increase the attractiveness of Albina to residents, institutions, businesses and visitors; and create a land use pattern that will reduce dependence on the automobile.

Policy B-Livable Neighborhoods: Protect and improve the livability of the residential neighborhoods within the Albina Community. Direct new development activity to those areas that have experienced or are experiencing a loss of housing. Ensure the compatibility of new development with nearby housing. Foster the development of complete neighborhoods that have service and retail businesses located within or conveniently near to them. Promote increases in residential density without creating economic pressure for the clearance of sound housing.

Policy C-A Pattern of Green: Enhance the Albina area with attractive and well-maintained parks and open spaces. Ensure that open space and recreation facilities in the Albina Community meet the needs of present and future residents. Develop green links between Albina's parks and recreational facilities, its residential areas, a City-wide system of green spaces and nearby natural areas.

Policy D-Economic Development: Foster development of distinct, well-anchored commercial, institutional and industrial nodes and centers that serve the needs of the community, attract shoppers from throughout the region and take advantage of the close proximity of the district to the Central City, Oregon Convention Center and Columbia Corridor. Ensure that institutions have opportunities for growth that meet their needs. Support the expanding and new industrial firms that provide family wage jobs to Albina Community residents. Protect residential neighborhoods from negative impacts associated with commercial, institutional and/or industrial growth.

Policy E-Transit-Supportive Land Use: Focus new development at locations along transportation corridors that offer opportunities for transit-supportive developments and foster the creation of good environments for pedestrians in these areas.

### **Policy II: Transportation**

Take full advantage of the Albina Community's location by improving its connections to the region. Emphasize light rail transit as the major transportation investment while improving access to freeways to serve industrial and employment centers. Protect neighborhood livability and the viability of commercial areas when making transportation improvements. Provide safe and attractive routes for bicyclists and pedestrians.

Objectives:

1. Create a pedestrian-friendly community by improving traffic and pedestrian safety in the neighborhoods and establishing pedestrian districts in areas of high pedestrian usage, such as commercial centers.
2. Develop a convenient system of bicycle routes within the district that also links the Albina Community to the rest of Portland.
3. Reduce reliance upon the single-occupancy automobile. Encourage the use of carpools and alternative modes of transportation.
4. Protect residential areas from impacts of through-traffic and the traffic of commercial, employment and institutional districts.

5. Reduce the environmental impacts of the I-5 freeway.
6. Establish truck routes and districts at locations that protect residential neighborhoods from truck through-traffic and noise.
7. Concentrate new residential developments and commercial investment near transit corridors.
8. Strive for fully-improved rights-of-way which include curb ramps for disabled persons. Ensure full access to all citizens and develop fair and equitable means of financing these improvements.
9. Support early development of a light rail line serving inner North and Northeast Portland. Ensure that light rail transit and supporting bus service provides access for local residents as well as regional service through the district.
10. Provide transportation access to jobs and training opportunities. Link commercial, employment and residential areas with an efficient multimodal transportation system.
11. Provide opportunities for off-street parking in commercial centers and nodes along NE Martin Luther King Jr. Boulevard.
12. Provide for higher density housing opportunities adjacent to the northern light rail alignment that is timed with the completion of the Environmental Impact Statement (EIS) process and the securing of funding. Limit rezoning that allows higher density housing to locations that are within 2,000 feet of the location of light rail transit stations as identified in the approved EIS.

### **Neighborhood Plans**

The following summarizes the common transportation related goals from various neighborhood plans in the Albina Community Plan area.

- Enhance safety of pedestrians and bicyclists.
- Maintain accessibility to community facilities and employment centers.
- Reduce of truck traffic on neighborhood streets.
- Enforce use of established truck routes.
- Keep through traffic from using residential streets.
- Support Neighborhood Traffic calming and management.
- Discourage speeding on residential streets.
- Use traffic control and calming devices.
- Community involvement in child traffic safety programs.
- Encourage transit-supportive land uses and development transit along corridors.
- Provide bike paths on designated routes but preserve on-street parking.

## COMPREHENSIVE PLAN: TRANSPORTATION GOAL AND POLICIES

### GOAL 6: TRANSPORTATION

Provide for and protect the public's interest and investment in the public right-of-way and transportation system by encouraging the development of a balanced, affordable and efficient transportation system consistent with the Arterial Streets Classifications and Policies by:

- Providing adequate accessibility to all planned land uses;
- Providing for the safe and efficient movement of people and goods while preserving, enhancing, or reclaiming neighborhood livability;
- Minimizing the impact of interregional and longer distance intraregional trips on City neighborhoods, commercial areas, and the City street system by maximizing the use of regional trafficways and transitways for such trips;
- Reducing reliance on the automobile and per capita vehicle miles traveled;
- Guiding the use of the City street system to control air pollution, traffic, and livability problems;
- Maintaining the infrastructure in good condition.

Policy 6.6-Urban Form: Support a regional form composed of mixed-use centers served by a multimodal transportation system. New development should be served by interconnected public streets which provide safe and convenient pedestrian, bicycle, and vehicle access. Street and pedestrian connections should be provided to transit routes and within and between new and existing residential, commercial, and employment areas and other activity centers.

Policy 6.9-Transit-Oriented Development: Reinforce the link between transit and land use by increasing residential densities on residentially-zoned lands and encouraging transit-oriented development along Major City Transit Streets and Regional Transitways, as well as in activity centers, at existing and planned light rail transit stations, and at transit centers in conformance with the Comprehensive Plan and Zoning Code.

Policy 6.10-Barrier-Free Design: Transportation facilities shall be accessible to all people. All improvements to the transportation system (traffic, transit, bicycle, and pedestrian) in the public right-of-way shall comply with the Americans with Disabilities Act of 1990.

Policy 6.11-Pedestrian Transportation: Plan and complete a pedestrian network that increases the opportunities for walking to shopping and services, institutional and recreational destinations, employment, and transit.

Policy 6.12-Bicycle Transportation: Make the bicycle an integral part of daily life in Portland, particularly for trips of less than five miles, by implementing a bikeway network, providing end-of-trip facilities, improving bicycle/transit integration, encouraging bicycle use, and making bicycling safer.

Policy 6.18-Clean Air and Energy Efficiency: Encourage the use of all modes of travel that contribute to clean air and energy efficiency.

### North District Policies

The North District is bordered by the Columbia River and North Portland harbor around Hayden Island to the north, Interstate 5 to the east, and the Fremont Bridge to the south and the Willamette River to the west. The North neighborhoods consist primarily of single-family residences and industrial lands.

#### District Objectives

- Route non-local and industrial-related traffic along the northern edge of the residential area. Industrial traffic should be encouraged to use Major City Traffic Streets and established truck routes to travel between the major industrial areas on both sides of the Willamette River.
- Reinforce neighborhood livability and commercial services by relieving traffic congestion through transportation demand management techniques.

Policy 1-Rivergate Access: The North Marine Drive/Lombard, North of Columbia/Columbia Boulevard loop should serve as the bicycle, truck, traffic, and transit route to the Rivergate Industrial Area.

Policy 2-Columbia Boulevard: Columbia Boulevard should serve as a bypass of, and limited access route to, residential neighborhoods. Improvements to Columbia Boulevard should protect residential neighborhoods from traffic impacts.

Policy 3-Crosstown Transit: Encourage improved transit service to link North Portland (crosstown) to areas other than the downtown. Improve connections to the Lloyd Center/Oregon Convention Center transit center and surrounding industrial areas.

Policy 4-Internal Transit Connections: Encourage transit service improvements within the district to provide connections from residential areas to employment and commercial centers.

Policy 5-Transitway Impacts: Future plans for the design and development of a transitway along Interstate and Denver shall take into consideration the neighborhood's desire that auto trips not be diverted to nearby Neighborhood Collectors or Local Service Streets.

Policy 6-Industrial Truck Routes: Traffic serving industrial areas surrounding the Peninsula should be accommodated without adversely affecting residential, local business, and recreational areas within the district.

Policy 7-Willamette Boulevard: Prepare a transportation study that examines a range of alternatives for increasing traffic capacity on Lombard in order to alleviate traffic problems (speed, congestion and safety) on Willamette Boulevard. Willamette Boulevard should be developed as a scenic drive.

Policy 8-Bikeway Connection: Develop east/west and north/south routes to serve commuter and recreational bicyclists and provide connections to Northeast bikeways.

## **Northeast District Policies**

The Northeast District is bounded by I-5, the Columbia River, I-205 and I-84 except for the southwest area within CCTMP boundaries. Northeast neighborhoods are primarily residential with commercial subcenters.

### District Objectives

- Encourage through automobile and truck traffic to bypass the area by using the Banfield Freeway, I-205, and Columbia Boulevard/Northeast Portland Highway/Killingsworth.
- Few streets can be classified as Major City Traffic Streets in Northeast Portland. To compensate for the lack of Major City Traffic Streets, to reduce vehicle miles traveled, and to reduce reliance on the automobile, emphasis should be placed on transportation demand management techniques, improved bicycle routes, and pedestrian accessibility.

Policy 1-Neighborhood Traffic Impacts: In the Northeast District, peak period traffic impacts should be controlled to protect neighborhood livability.

Policy 3-Portland Boulevard Interchange: Portland Boulevard should continue to have an interchange with I-5, despite existing policy which discourages interchanges between Regional Trafficways and Neighborhood Collectors.

Policy 4-Transit Service: Improve crosstown transit service to the Rose City Business Area, the Columbia Corridor (Columbia Boulevard/47th to 102<sup>nd</sup> Avenues), and within Northeast neighborhoods. Maintain transit service to the downtown, Lloyd Center, and Hollywood areas. Encourage Tri-Met to use Northeast streets with adequate curbs, sidewalks, lighting, and drainage whenever possible.



**APPENDIX 2**  
**TRANSPORTATION EVALUATION MATRIX**



<b><u>TRANSPORTATION PROJECT FUNDING MATRIX</u></b>					
<b><u>First Tier Interstate Urban Renewal Plan-General Principles</u></b>					
<b>Community Benefits</b>					
		<b>Scoring</b>			
<b>Evaluation Criteria</b>		<b>Criteria</b>	<b>Range</b>	<b>Total Potential</b>	<b>Score</b>
<input type="checkbox"/>	Albina Community Plan: Will the proposed project be consistent with the Albina Community Plan?	Not Consistent Consistent	0 +30	30	
<input type="checkbox"/>	Existing Community: Will the proposed project primarily benefit existing residents and businesses within the urban renewal area?	No Benefits Benefits	0 +30	30	
<input type="checkbox"/>	Stability: Will the proposed project stabilize and revitalize the Interstate Corridor, building on the diverse cultural and historic assets of the area (both human and built)	No Improvements Improvements	0 +30	30	
	Sustainability: Will the proposed project strive for sustainability in the protection and enhancement of limited resources and improvement of environmental quality.	Add to greenscape Preserve/enhance natural area Improve air quality by reducing VMT	5 10 15	30	
<input type="checkbox"/>	Condemnation: Will the proposed project involve condemnation of private property?	Condemnation No Condemnation	0 +30	30	
<b>Strategic use of UR Funds</b>					
<input type="checkbox"/>	Strategic (target) Use of Resources: Will the proposed project efficiently use tax increment funds by leveraging other financial resources, public and private?	See Funding Worksheet on Page 5			
<input type="checkbox"/>	Return on Investment: Will the proposed project attract significant private investment?	<b><u>NO PRIVATE INVESTMENTS</u></b> Significant Committed Private Investment	0 +30	30	

<b>TIER II - COORDINATION WITH OTHER GOALS AND PROJECTS</b>			
<b>Evaluation Criteria</b>	<b>Scoring Criteria</b>	<b>Scoring Range</b>	<b>Score</b>
<b>Housing:</b> Will the proposed project achieve the following housing principles:	Housing Balance (provide mix of housing types): Will the proposed project support development of a range of housing choices, including mixed income?	2	(max of 10)
	Transit Oriented Development: Will the proposed project support mixed-use development along a major transit corridor?	3	
	Optimize LRT Investment/Focus Investments along Interstate: Will the proposed project support development along the Interstate MAX corridor?	5	
<b>Economic Development/Jobs</b> Will the proposed project achieve the following Economic Development and Job Principles:	Positive Business Environment: Will the proposed project create an environment that supports existing businesses, increases profitability, creates wealth (from job income or increase in property values and tax increment), and encourages development of new complementary businesses and industries?	5	(max of 10)
	Optimize Job Access: Will the proposed project optimize access of area residents to employment opportunities both inside and outside of the URA?	2	
	Optimize LRT Investment/Focus Investments along Interstate: Will the proposed project support existing businesses or create new commercial development along Interstate?	3	

<b>Transportation:</b> Will the proposed project achieve the following Transportation Access Principles	Access: Improve access for area residents and workers to a variety of transportation options that provide connections to jobs, services, community facilities, etc.	1	(max of 10)
	Transportation Modes: Encourage alternatives to automobile travel by improving facilities for pedestrian, bicyclists, and buses, while still accommodating auto travel.	1	
	Truck Access: Improve truck access to businesses within the urban renewal area.	2	
	Pedestrian Environment: Create a pleasant and safe pedestrian environment, particularly in terms of enhancing, extending, and creating pedestrian access to transit, including improving ADA access.	3	
	Optimize Light Rail Investment: Optimize the benefits of the Interstate MAX Project.	3	
Traffic Impacts	Truck Impact: Discourage truck traffic passing through the area or on residential streets.	3	(max of 10)
	Traffic Impacts: Mitigate negative impacts on area streets resulting from traffic displaced from Interstate Avenue due to light rail, as well as other traffic impacts in the general area.	7	
<b>Revitalization:</b> Will the proposed project achieve the following Revitalization Principles:	Main Streets: Foster mixed-uses along Main Streets: Will the proposed project foster the development of mixed-use, medium-and high-density development at a transit station or along a Main Street?	3	(max of 10)
	Location of High Density: Is the proposed project located along major transit corridors.	2	
	Mix of Scale: Will the proposed project increase the opportunities for local, smaller scale developers and contractors, especially Minority/Women/Emerging Small Business contractor.	2	
	Optimize LRT Investment/Focus Investments along Interstate: Will the proposed project support redevelopment around light rail stations?	3	

<b>Urban Design:</b> Will the proposed project achieve the following	Historic/Heritage Preservation/Design and Development Quality: Will the proposed project support the preservation and maintenance of historically and/or culturally significant buildings (particularly that of the African-American community), landscapes, and objects?	5	(max of 10)
	Streetscape improvements to leverage private investment: Will the proposed project target streetscape improvements to leverage appropriate private investment?	5	
<b>Open Space/Community Facilities:</b> Will the proposed project achieve the following	Linkages: Will the proposed project enhance, extend, create pedestrian and bicycle linkages between area residents, jobs, and light rail, and to parks, community facilities, and open spaces, including school grounds, the Columbia Slough (40-mile trail), North Portland Harbor, and Willamette River?	5	(max of 10)
	Optimize LRT Investment/Focus Investments along Interstate	5	

<b><u>Tier III-Overall Project Assessment</u></b>			
<b>Environmental Quality</b>			
<input type="checkbox"/>	No impacts to environmental quality water quality, air quality, noise, etc.		3
<input type="checkbox"/>	Supports an energy efficient mode of travel.		2
<b>Community support</b>			
<input type="checkbox"/>	Project is consistent adopted Neighborhood Plans, Community Plans, Comprehensive Plan, or other adopted document.		2
<input type="checkbox"/>	Letters of support from neighborhood and community members and groups.		3
<input type="checkbox"/>	Distribution of Resources	Does the project represent a fair distribution of urban renewal resources?	Yes No

**Project Funding Worksheet**

Recommended guideline for the use of Interstate Corridor Urban Renewal funds and leveraging other funding sources.

<b>Project Costs</b>	<b>TIF Percent</b>	<b>Leverage Percent</b>
Less than \$10K	100-75	0-25
\$10 K to \$35K	100-50	0-50
\$35K to \$100K	75-25	25-75
\$100K to 500K	50-25	50-75
\$500 K to 2.5 M	50-15	50-85
2.5 M or greater	25-10	75-90

**APPENDIX 3**  
**TRANSPORTATION PROJECT RANKING**



No.	Project Name	Steve	Art	Lore	Phil	Total
7	Vanc Bridge Seismic	134	87	89	89	399
5	N/S Freight I-5	115	86	87	84	372
16	Going ITS	162	130	135	115	542
17	Interstate Viaduct	165	136	137	123	561
32	Going Street Climb	211	190	202	185	788
23	Lower Albina Water Taxi	191	159	155	147	652
1	Going St Bridge	98	71	74	41	284
34	Portland/Albina Traffic Calming	223	196	205	198	822
20	Kerby Interchange	180	152	153	131	616
30	Russell/Bikeway	210	188	192	176	766
26	Peninsular/Bike	202	172	171	159	704
11	Bridgeton	142	110	111	100	463
24	Marine Dr & MLK, I-5	198	159	161	150	668
12	Columbia Blvd Ped	146	118	116	102	482
6	Skidmore Bikeway	123	87	89	86	385
13	Columbia Blvd Noise	152	119	128	107	506
3	Going St Bike	113	78	78	75	344
28	Port/Van Intersection	206	174	178	170	728
9	Albina @ Skidmore	137	99	102	98	436
14	Denver viaduct	153	121	130	110	514
33	Ainsworth Traffic Calming	212	190	203	189	794
38	Ainsworth Green Street	240	220	208	209	877
2	Greeley Bike/ped	112	77	78	67	334
18	Interstate Calming	173	139	141	127	580
27	Portland:Bike/Ped	205	173	176	170	724
8	Ainsworth-Ped/Bike	135	95	99	95	424
15	Eliot Ped Dist	158	130	132	110	530
29	Russell:Ped/bike	206	177	187	171	741
31	Street impr Housing	211	189	200	180	780
4	Kill/-Will-33rd	115	85	86	78	364
22	Lomb- Bike/Ped/TSM	187	157	155	141	640
39	Ainsworth Bridge	240	222	212	214	888
10	Boise Ped District	140	109	110	99	458
40	Lombard Main Street	240	223	217	217	897
21	Kill: Denver to Greeley	182	153	155	136	626
35	Failing Green Streets	233	200	206	202	841
19	Kenton Ped District	173	142	144	129	588
25	Miss Hist.Dist	200	161	170	150	681
36	Prescott Station Street	233	206	206	207	852
37	Killingsworth Main Street	239	218	206	207	870