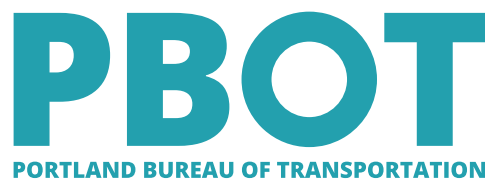


Streets 2035

Draft Phase 1 Summary

Matt Berkow | Project Manager
07.30.2020



Streets 2035

Phase 1 Summary

May 2019 - March 2020

The first phase of Streets 2035 aimed to understand how decisions are currently being made in the right-of-way, what factors inform those decisions, and what additional work is needed to allocate the limited space in the right-of-way.

The following pages summarize the work completed in Phase 1 of the Streets 2035 project. This work will help the team as we enter Phase 2, where we will delve further into identified right-of-way conflicts and start creating a framework to help staff consistently and transparently allocate space in the right-of-way.

1

Analyzed existing conditions in the right-of-way



The existing conditions analysis used quantitative and qualitative methods to identify a variety of situations where it is challenging to meet all policy requirements of a roadway corridor or development site within spatial or other constraints.

2

Documented stakeholders' spatial needs and interests within the zones of the right-of-way



Streets are divided into three zones, with multiple stakeholders having overlapping responsibilities within the physical spaces of each zone. The project team identified which City bureaus have interests in ensuring that space in the right-of-way is allocated for the services they provide and what each bureau's identified needs and restrictions are for placement of their infrastructure.

3

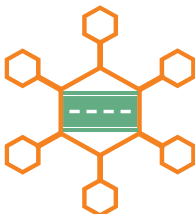
Identified the top issues encountered in the right-of-way



The project team held focus groups with staff from City service bureaus and discussed right-of-way allocation issues with the project Technical Advisory Group (TAG). The team used this information to create a list of the top issues staff have to work through when allocating right-of-way space. These issues will guide the work of developing a decision-making process and right-of-way allocation framework.

4

Evaluated "street types" as a context-based decision-making framework

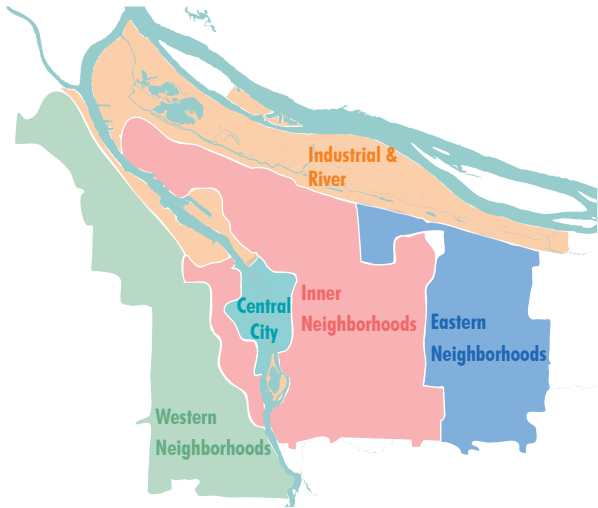


In the City's current Transportation System Plan, the "Street Design" classification is the only classification that marries transportation function and land use. The project team evaluated how this classification could be foundational in making decisions about what goes in the right-of-way.

1

Existing Conditions in the Right-of-Way

Overall, Portland has relatively narrow streets and rights-of-way. However, conditions vary across the city. The Comprehensive Plan divides Portland into five Pattern Areas based on natural and built patterns. The Streets 2035 existing conditions analysis found the Pattern Areas to be a useful lens to identify trends and understand how streets differ across Portland.



Central City

~ 5% of Portland streets

Curb-to-curb	36 feet (typical)
Sidewalks	More likely to be in the range of existing sidewalk standards (10-12'; 15')
Tree canopy	With limited green space, space for trees relies upon the right-of-way
Stormwater	Combined Sewer Overflow
Other features	Development density and the requirements related to underground wiring districts make this area the most crowded beneath the streets

Western Neighborhoods

~ 20% of Portland streets

Curb-to-curb	22 and 24 feet (typical)
Sidewalks	Many streets were developed without sidewalks
Tree canopy	Highest tree canopy coverage, much of it on private property
Stormwater	MS4 (drains to streams)
Other features	Roads are generally narrow due to topography rather than limited right-of-way

Eastern Neighborhoods

~ 20% of Portland streets

Curb-to-curb	66 and 76 feet (typical)
Sidewalks	Many non-local streets (e.g., collectors and above) have curb-tight sidewalks
Tree canopy	Lower tree canopy coverage
Stormwater	Underground Injection Control
Other features	Low street connectivity makes major streets important for all modes due to a lack of alternate routes

Inner Neighborhoods

~ 50% of Portland streets

Curb-to-curb	36 feet (typical)
Sidewalks	More likely to be in the range of existing sidewalk standards (10-12'; 15')
Tree canopy	Moderate tree canopy
Stormwater	Combined Sewer Overflow
Other features	High level of street connectivity

Industrial & River

~ 5% of Portland streets

Curb-to-curb	Varies
Sidewalks	A mix of curb-tight and missing sidewalks (with some exceptions)
Tree canopy	Industrial areas have fewer trees, as trees typically do not do well adjacent to lanes with heavy large-truck traffic
Stormwater	MS4 (drains to streams)
Other features	Design needs to consider how freight can safely move through and decrease conflicts with more vulnerable users and without damage to infrastructure

2

Zones, stakeholders, & responsibilities

The right-of-way is used to meet multiple City goals and objectives. The following show the three zones of the right-of-way and their uses, which bureaus have an interest in ensuring that space in the right-of-way is appropriately allocated, and which bureaus are responsible for various parts of the right-of-way's functionality.

The three zones in the right-of-way



PEDESTRIAN ZONE

This is where people walk. City standards include space for infrastructure such as transit stops, sidewalk cafes, utility needs, and street trees.



CURB/FLEX ZONE

This is where bike lanes are located, cars can park, loading can happen, and flexible curbside needs can be met.



TRAVELWAY

This is where cars, buses and streetcar, and trucks drive. In addition, most of the major underground infrastructure - water mains, stormwater and sewer infrastructure, and other utilities - are located below the travelway.

Bureaus working on Streets 2035

The Portland Bureau of Transportation is responsible for managing the right-of-way, which entails balancing objectives from multiple agencies. The following table shows which bureaus are involved in the Streets 2035 efforts and which groups within these bureaus are represented on the project Technical Advisory Group (TAG).

BUREAU	GROUP WITH TAG REPRESENTATION	
Bureau of Transportation	Development Permitting & Transit Modal Coordinators (Pedestrian, Bicycle, Transit, Freight) Utilities, Construction, & Inspection	Parking Services Traffic Design Regulatory Division Civil Design Complete Streets
Parks and Recreation	Urban Forestry	
Water Bureau	Engineering	
Bureau of Environmental Services	Integrated Planning/Priority Area Planning	
Bureau of Development Services	Design and Historic Review	
Bureau of Planning & Sustainability	Transportation Planning Coordination	

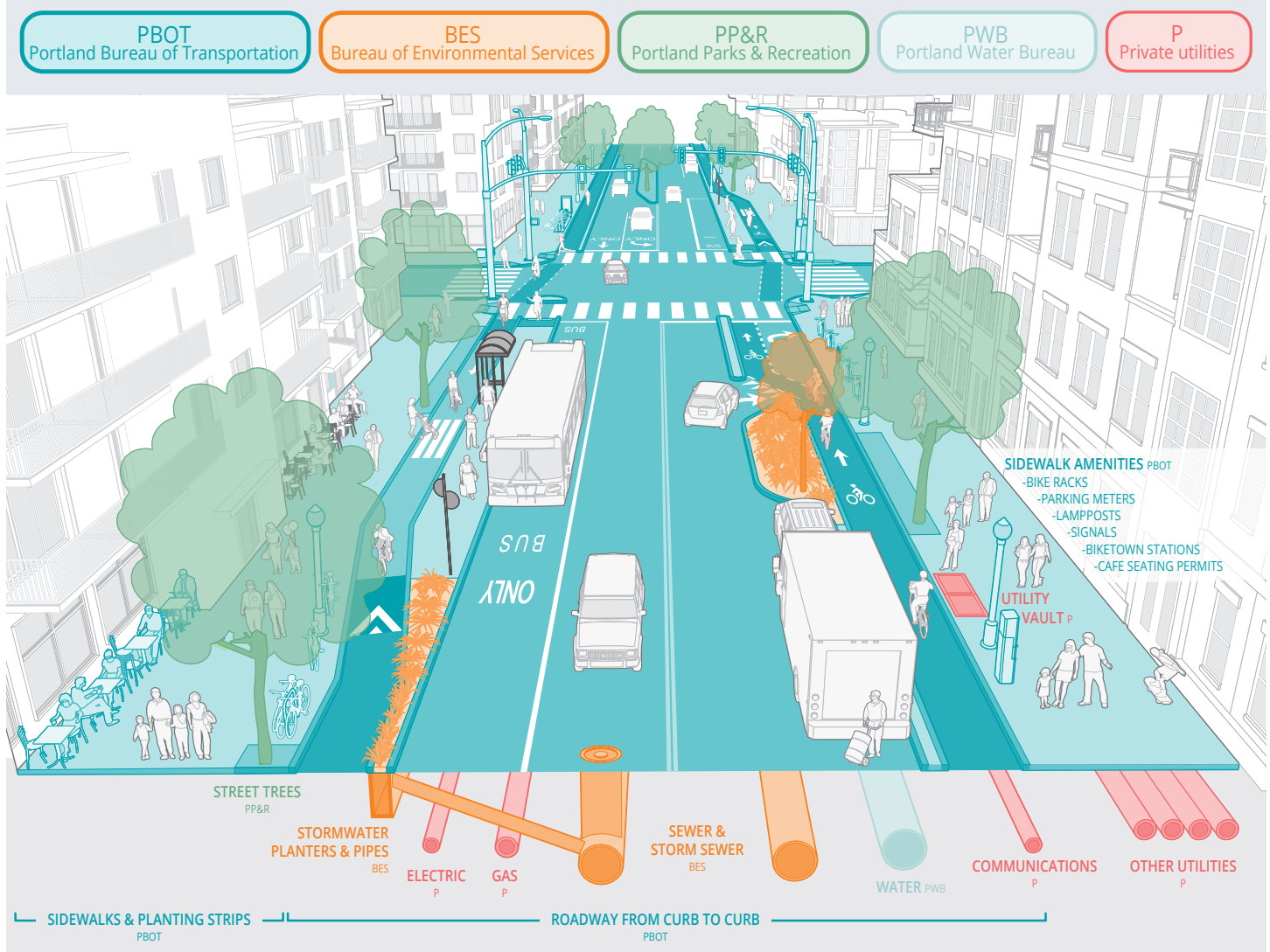
Responsibility for items in the right-of-way

The following illustration identifies which agencies have infrastructure that relies upon and operates in the right-of-way.

PBOT manages and oversees the operation of the right-of-way in its role as steward, as specified in City Code Chapter 17.24.005 'Jurisdiction and Management of Public Right-of-Way'. Other bureaus and private entities apply to PBOT for permitting of uses in the right-of-way. This coordination role is why PBOT is leading the Streets 2035 effort to reconcile space allocation across multiple agencies.

Phase 1 of this effort has identified the opportunity for PBOT to convene an inter-bureau team to develop a plan for how new or revised policies, plans or engineering standards that impact right-of-way space needs and operations are reviewed and vetted. Consistent with PBOT's responsibility for management of the public right-of-way, these would be forwarded to the appropriate PBOT authority (e.g. City Engineer for engineering standards) for approval prior to implementation.

Elements are color-coded by the responsible agency:



3

Top issues in the right-of-way

Based on information from focus groups with bureau staff and meetings of the TAG, the existing conditions analysis identified situations where it is challenging to meet all policy requirements within the spatial or other constraints (e.g. topography) of a roadway corridor or development site.

Issues in the Pedestrian Zone

The following table lists identified Pedestrian Zone issues and notes which bureaus are involved.



Issue	Questions Addressed	Bureau/Group Involved							
		PBOT	Water	BES	Forestry	Underground Utilities	BDS	BPS	Development Review
Organization of the sidewalk corridor and zones (e.g. along a street)	How can items that are located in the sidewalk corridor (trees, stormwater facilities, utilities, etc.) be placed to create a corridor that works for pedestrians while still meeting other bureaus' needs within this space?	X		X	X				X
Organization of sidewalk zones (e.g. furnishing, through zone)	How can zones (furnishing, through, and frontage zones) better organize the sidewalk in space-constrained areas? In what situations would a narrower sidewalk corridor be acceptable (e.g. to preserve an existing tree) and in what situations is building the full sidewalk a priority?	X		X	X				X
Utility infrastructure in the right-of-way	What changes to policy and practice could reduce the conflicting impacts of locating infrastructure (e.g., utility vaults for adjacent property, poles in curb tight sidewalks) in the public right-of-way?	X	X	X	X	X	X		X
Bike and pedestrian mobility in constrained areas	What factors should determine whether alternatives to standard sidewalks and bike lanes are acceptable to meet active transportation needs? How can stormwater needs be addressed in these situations?	X		X	X				X

Issues in the Curb/Flex Zone

The following table lists identified Curb/Flex Zone issues and notes which bureaus are involved.



Issue	Questions Addressed	Bureau/Group Involved							
		PBOT	Water	BES	Forestry	Underground Utilities	BDS	BPS	Development Review
Completing multimodal networks	When should mobility for a given mode take precedence over storage/access functions (e.g. parking, private for hire, freight loading)?	X						X	X
Curb extension placement and design	Where should curb extensions be installed so as not to conflict with mobility uses at the curb (bike and transit)? In what cases will floating curb extensions be appropriate?	X	X	X	X				X
Placement of trees	Where is it feasible to plant trees in the curb zone to meet tree canopy goals (when sidewalk lacks space)? What are best practices around technology, process, placement, and maintenance that support the coexistence of trees and underground utilities?	X	X	X	X	X		X	X
Bikeways and transit priority	Where is it acceptable for bikes and transit to share space? When space sharing is not desirable, what distance is acceptable for an alternative bicycle route?	X							
Projects that move the curb	What are the opportunities and considerations related to adding new concrete construction (e.g., for curb extension, protected bike lane, median island)?	X	X	X	X				X
Protected bike lanes and development	On which streets are planned bikeways the primary policy priority for the curb?	X							X
Pick-up/drop-off zones and mobility	In what context are pick-up/drop-off zones a prioritized function? When should these activities happen on a side street?	X							X

Issues in the Travelway

The following table lists identified Travelway issues and notes which bureaus are involved.



Issue	Questions Addressed	Bureau/Group Involved							
		PBOT	Water	BES	Forestry	Underground Utilities	BDS	BPS	Development Review
Reallocation of travel and turn lane space	Where do policies point to the re-allocation of space to enhance multimodal comfort, safety, speed, and reliability?	X							X
Water/BES clearances	Are there opportunities for flexibility in clearances between utilities?	X	X	X					
Underground utilities maintenance	What process changes can be made to better coordinate maintenance and construction across bureaus to create project efficiencies that benefit all?	X	X	X	X	X			
Angled running lines	Are there situations where angled running lines would be appropriate and not conflict with future uses?	X	X	X					
Street trees and medians	What are the considerations for adding street trees to median islands?	X	X		X				

Community uses

The following table lists an identified community issue and notes which bureaus are involved.

Issue	Questions Addressed	Bureau/Group Involved							
		PBOT	Water	BES	Forestry	Underground Utilities	BDS	BPS	Development Review
Portland in the Streets	In what contexts should community use of any/all ROW zones be prioritized? Community uses are elements of the Portland in the Streets program such as sidewalk cafes, street seats, plazas.	X					X	X	X

4

Evaluation of Street Types

All street types in Portland have a unique role in fostering, absorbing, and sustaining the impacts of a growing city. Portland's Transportation System Plan includes a "Street Design" classification which assigns each street a "type" based on a combination of the transportation function and the adjacent land use context.

Streets with "Civic" and "Neighborhood" design classifications are aligned with the comprehensive plan, which directs much of the city's anticipated growth to designated Centers and Corridors. In addition to being the places where most development will occur over time, these streets also have correspondingly high demands from a transportation perspective. These are the streets where various transportation (e.g., modal classifications), forestry, building, and other right-of-way policies are most likely to overlap and, as a result, are where it can be most difficult to meet all policies within the constraints of the available space.

The following table shows the multiple policy demands for each street design type.

	Curb-to-Curb Width	Percent of All Non-Local Streets (non-local streets comprise 25% of all Portland streets)	Modal Priority bike bike+transit transit	Percent with Sidewalks On one or both side of the street	Street Trees per 200 Feet
Community Corridors	2 lanes 22 - 44 feet	243 miles 48% of non-local streets	76% 10% 3% 11% none of the above	66% 22% substandard (≤7' wide)	1.6 trees / 200'
Neighborhood Corridors	2 - 3 lanes 36 - 48 feet	42 miles 8% of non-local streets	36% 47% 9% 8% none of the above	82% 16% substandard (≤7' wide)	3.1 trees / 200'
Neighborhood Main Streets	2 - 3 lanes 36 - 50 feet	53 miles 9% of non-local streets	42% 40% 10% 8% none of the above	98% 15% substandard (≤7' wide)	3.7 trees / 200'
Civic Corridors	4 - 5 lanes 56 - 76 feet	37 miles 7% of non-local streets	22% 66% 12% ~ half are also major truck streets	93% 44% substandard (≤7' wide)	2.5 trees / 200'
Civic Main Streets	4 - 5 lanes 50 - 76 feet	50 miles 10% of non-local streets	18% 77% 5% ~ half are also major truck streets	98% 26% substandard (≤7' wide)	2.9 trees / 200'

Next Steps

Phase 2

Summer 2020 - Summer 2021

Phase 1 focused on understanding the demands on the right-of-way, analyzing how right-of-way characteristics differ between street design classifications and parts of town, and identifying the conflicts and competition for limited space that the Streets 2035 right-of-way allocation framework will focus on resolving. Phase 2 will use this knowledge to delve into the identified issues, start making trade-offs, and come to solutions.

The project team will continue to meet with the Technical Advisory Group (TAG) in Phase 2 to ensure that the project is moving forward, there is clarity about the direction of the project, and that all bureaus remain engaged. In addition to the TAG meetings, the project team will convene smaller groups of cross-bureau technical staff for some issues identified in Phase 1. These small-group discussions will allow for more focused conversations about how the ROW is currently allocated, identify opportunities for flexibility, and test potential new ways to allocate right-of-way to meet City goals.

The end goal of these conversations will be identifying a right-of-way allocation framework that moves streets forward to achieve citywide objectives, minimizes the need for an exception process, and helps bureau staff achieve a predictable and transparent process for themselves and external stakeholders.