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MEMORANDUM

To: Gabe Graff, City of Portland Bureau of Transportation

From: Katie Mangle, Alta Planning and Design

Through: Catherine Ciarlo, CH2M

Date: September 27, 2017

Re: DRAFT Central City in Motion Policy Synthesis

Plan and Policy Review and Synthesis

The City of Portland has nearly completed a thorough effort to update plans for the urban design, land use, environment, and transportation elements of the Central City. Resulting in the Central City 2035 Plan and related amendments to the Comprehensive Plan and Transportation System Plan, the planning work has established a clear direction for many aspects of project implementation. The purpose of this memo is to succinctly summarize the City of Portland's established policies, design guidance, and plans that pertain to the Central City in Motion (CCIM) project, with a focus on identifying specific Council-adopted direction that provides clarity about priorities and identifying points of discussion to be addressed in this project.

In preparing this memo, Alta reviewed a host of City plans and policies, including the work related to the Comprehensive Plan; Central City 2035; Transportation System Plan; NE, SW, and SE Quadrant Plans; and 2030 Bicycle Master Plan. The policy direction provided by the body of work with and for the community is outlined below.

Council-Adopted Direction for Transportation in the Central City

- In 2035, at least 80% of Central City commute trips to and from the district will be by non-single occupancy vehicle (SOV).[1]
- Streets in the Central City are for more than just travel; they are spaces in the city for interaction and cultural expression.[2]
- Street design classifications should drive decisions for design and maintenance.[3]
- Provide access for and accommodation of pedestrians first to support walking as transportation and in support of retail as well as safer, more inviting walking environments.[4, 5]
- Design and manage the transportation system so that biking is easier than driving for most trips of up to three miles.[6]
- The bikeway network will be designed with people of all ages and abilities in mind as the intended user.[7]
- In the Central Eastside, freight movement is the priority;[8] goods movement is a priority over single occupancy vehicle mobility.[9] In other parts of the Central City, freight access to local destinations is provided.[10]
- In the Central City, peak hour traffic congestion is expected[11] and exempt from state congestion/ mobility standards because the City has also committed to investing in projects that support travel by transit, walking, and biking.[12, 13]
- On-street vehicle parking is a lower priority than multi-modal mobility; parking is intended to serve existing uses, not new growth.[14]

- All streets are multi-modal, though the design and operation of streets will be balanced in relation to the network and land use context.[15] Tradeoffs should be determined by understanding the modal classifications and Policy 9.6 mode hierarchy:
    1. Walking
    2. Biking
    3. Transit
    4. Taxi / commercial transit / shared vehicles
    5. Zero emission vehicles
    6. Other single-occupant vehicles[16]
- Discourage people from using Central City streets for "through" auto trips that begin and end outside of the Central City. These types of trips are meant to use the highway network.[17]
- The Vision Zero Action Plan calls for prioritizing improvement of bicycle and pedestrian crossings and access to transit on High Crash Corridors.[18]

Recurring Themes for the Central City

In addition to the policy direction with respect to modes and street design, a few themes carry throughout the plans:

- Achieving the level of growth, vitality, and community vitality described in the plans will require that most (over 80%) people get around the Central City without the use of a private car. For most people to make this choice, the streets must be safe, comfortable, and inviting for walking and biking.
- The City's top transportation priority is Vision Zero (eliminating traffic deaths and serious injuries) and designing for equitable and safe access for all modes of travel.[19]
- The Central City, already the regional employment hub, will continue "to be the region's unique center for commerce, employment, arts and culture, entertainment, tourism, education, and government."[20]
- The Central City will continue to grow, accommodating a disproportionate share — nearly 30% — of the city's overall population growth.[21]
- The Central City is projected to accommodate a 41% increase in jobs by 2035.
- There is significant development capacity in all quadrants of the Central City, most notably in the South Waterfront, North Pearl, West End, Lloyd District, and around the Clinton station areas.
- The Green Loop is included as an organizing principle across all plans; the design emphasis is on physically separated paths to minimize conflicts between cyclists, pedestrians, and vehicles.

Network Classifications and Street Design Policies

As directed by Council-adopted plans, streets in Portland's Central City are expected to be thoroughly multi-modal and to support diverse and complex transportation patterns. This is especially the case in the downtown core, where many streets are designated as primary routes for many modes (pedestrian, bicycle, emergency access, and transit), as well as being secondary traffic access streets. On the eastside, many streets are clearly "multi-objective." Key street classifications are described below, with underline added for emphasis:

TSP Network Classifications (Traffic, Transit, Bicycle, Pedestrian, Freight, and Emergency) describe how the street should function for each mode of travel. The table below outlines some key points on to how these classifications should inform planning for the network in the study area.[22]

	Key Streets in the Study Area with this Classification	Intent	Design Direction	Notes
Central City Transit / Pedestrian Street[23]	Generally follows the fixed-rail transit network	Create a strong and visible relationship between pedestrians and transit within the Central City.	Improvements should include wide sidewalks to accommodate high levels of pedestrian traffic, urban design features that promote pedestrian activity, and visual signals to drivers of motor vehicles to recognize the priority of pedestrians and transit vehicles.	
Major City Bikeways[24]	Numerous; see Central City Bicycle Classifications map	Serve high volumes of bicycle traffic and provide direct, seamless, efficient travel across and between transportation districts.	Provide separated bicycle and pedestrian facilities of the "highest quality" where "warranted and practical," but still accommodate all "essential" movements.	Major City Bikeways provide coverage within three city blocks of any given point, while City Bikeways, the next lower classification, are intended to establish direct and convenient bicycle access to significant destinations.
Priority Truck Streets[25]	SE Water Ave, MLK Blvd / Grand Ave (south of I-84), Stark St, Morrison St, Belmont St, Division Pl, Ross Island Bridge, Interstate Ave	Serve as the primary route for access and circulation in Freight Districts and between Freight Districts and Regional Truckways.	Facilitate the movement of all truck classes and over-dimensional loads, as practicable.	
Major Truck Streets:[26]	Harbor Dr, SE Sandy Blvd; SE 7th 11th and 12th Aves; NE MLK Blvd / Grand Ave, NE Broadway / Weidler corridor	Provide truck mobility within a Transportation District and access to commercial and employment uses along the corridor.	Accommodate all truck types, as practicable.	

Street Design Classifications provide general design guidance based on the land use context.[27] Some of the key classifications for the study area are outlined below.

	Streets in the Study Area	Intent	Design Direction
Civic Main Streets[28]	SW and NE Broadway, MLK Blvd north of Belmont, Grand Ave, SW Jefferson St, Burnside St, and much of the core retail district in downtown	Emphasize pedestrian access to adjacent land uses while also accommodating access and mobility for other modes.	The curb zone should emphasize access and placemaking functions to support adjacent land use and improve the pedestrian realm. Bicycle facilities should be separated from motor vehicle traffic.
Civic Corridors[29]	SW 4th / 5th Aves, Naito Pkwy, SW Salmon St, NE Weidler; SW Macadam, SE 7th south of Stark	Emphasize mobility for all modes between major activity centers while also accommodating access to adjacent land uses along the corridor.	The curb zone should typically emphasize mobility functions such as bicycle facilities or turn lanes near intersections. Bicycle facilities should be separated from motor vehicle traffic. Civic Corridor design should typically include the following: wide sidewalks; closely-spaced pedestrian crossings; separated bicycle facilities; transit-priority treatments as needed; vehicle lanes; low to moderate speeds; and medians and/or turn lanes as needed.

New Focal Places Identified in the Central City/Quadrant Plans:

Considering the growth planned for the Central City, it will be important for the CCIM project to consider not only existing conditions, but anticipate the changes in desire lines, gathering places, and destinations. Various plans identify several new "focal places":

- North Park Blocks "major civic place" (between Burnside St and NE Glisan St)
- Clackamas Flexible Street (between Interstate Ave and NE 7th St)
- Jefferson Main Street (between SW 18th St and Naito Pkwy)
- Post Office Site

[1] Central City 2035 Vol. 2B Draft TSP Amendments Draft June 2016, Performance Targets, p. 5
[2] CC2035 Vol 1, Recommended Draft Policy and Goals, p 21
[3] TSP Policy 9.1 Street Design Classification
[4] TSP Design and Planning Policy 9.2.b, "give priority to pedestrian access in areas where high levels of pedestrian activity exists or are planned, including the Central City…"
[5] TSP Policy 9.6 Transportation strategy for people movement
[6] TSP Policy 9.20, make bicycling more attractive than driving for most trips of approximately three miles or less
[7] TSP Policy 9.21, "Create a bicycle transportation system that is safe, comfortable, and accessible to people of all ages and abilities."
[8] TSP Policy 9.2.a, "serving high levels of truck traffic and to accommodate the needs of intermodal freight movement" See also Freight Classification map, which defines the Central Eastside Industrial Area as a Freight District.
[9] TSP Design and Planning Policy 9.7, "Prioritize freight system reliability improvements over single-occupancy vehicle mobility where there are solutions that distinctly address those different needs."
[10] CC2035 Vol 1 Recommended Draft Policy and Goals, Transportation Policy 3.3 Optimized Street Network
[11] TSP Figure 9-4 Interim Deficiency Thresholds and Operating Standards

[12] TSP Policy 9.51 Multimodal Mixed Use Area
[13] CC2035 Vol 1 Recommended Draft Policy and Goals, Transportation Policy 3.4 Transportation System Management
[14] TSP Policy 9.57, "Manage parking and loading demand, supply, and operations in the public right of way to achieve mode share objectives."
[15] TSP Policy 9.6, "All users' needs are balanced with the intent of optimizing the right of way for multiple modes on the same street."
[16] TSP Objective 9.9, "Street Design Classification Descriptions ...Where right-of-way is limited and tradeoffs must be made, refer to the modal street classifications as well as Policy 9.6 (Transportation strategy for people movement) to help guide decision-making regarding allocation of right-of-way. If one or more modes are still unable to be accommodated in the available right-of-way, a "complete networks" approach should be used to ensure that those modes are still accommodated on parallel routes as a part of project design."
[17] CC2035 Vol 1 Recommended Draft Policy and Goals, Transportation Policy 3.2, "Portals. Manage entry points into the Central City to provide balanced multimodal access to efficiently accommodate the increase in person trips and goods delivery as a result of growth and development. Discourage through trips from using Central City streets."
[18] Vision Zero Action Plan, Actions SD 6 and 7
[19] TSP Policy 9.49.a
[20] CC2035 TSP Policy amendments, Goal 9.I purpose statement.
[21] CC2035 Policy and Goals Recommended Draft, p. 10
[22] City of Portland Map App: https://www.portlandmaps.com/bps/mapapp/maps.html#mapTheme=cc2035TSPClass
[23] TSP Objective 9.6.b. Pedestrian Transit Streets
[24] TSP Objective 9.5.a. Major City Bikeway
[25] TSP Policy 9.7.c. Priority Truck Streets
[26] TSP Policy 9.7.d. Major Truck Streets
[27] CC2035 TSP amendments Map 7, Street Design Classifications
[28] TSP Objective 9.9a. Civic Main Streets
[29] TSP Objective 9.9.c. Civic Corridors