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PBOT LIVABLE STREETS STRATEGY

Existing Conditions

January 2017



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Acronyms

American Association of State Highway and Transportation Officials – AASHTO
Americans with Disabilities Act – ADA
Active Transportation and Safety Division (within PBOT) – ATS
Better Block PDX – BBPDX
Bureau of Environmental Services (City of Portland) – BES
Business Improvement District – BID
Development, Permitting, and Transit Division (within PBOT) – DPT
Manual on Uniform Traffic Control Devices – MUTCD
Oregon Department of Transportation – ODOT
Oregon Liquor Control Council – OLCC
Office of Neighborhood Involvement (City of Portland) – ONI
Portland Bureau of Transportation – PBOT
Portland Policy Documents – PPD
Portland State University – PSU
Right-of-Way – ROW
Traffic Control Plan – TCP
Tri-County Metropolitan Transportation District (of Oregon) – TriMet
Transportation (classification for PPD) – TRN
Transportation System Plan – TSP

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1 INTRODUCTION

The City of Portland and the Portland Bureau of Transportation (PBOT) have a common aspiration to connect public spaces and celebrate local communities. Some existing PBOT programs, such as block parties, community events, and street seats to name a few, already support this vision but the agency also receives citizen requests for more innovative activities in the public right-of-way. To better support this creativity, PBOT has embarked on a journey with staff and community leaders to develop a comprehensive strategy to guide placemaking initiatives throughout the city—the Livable Streets Strategy.

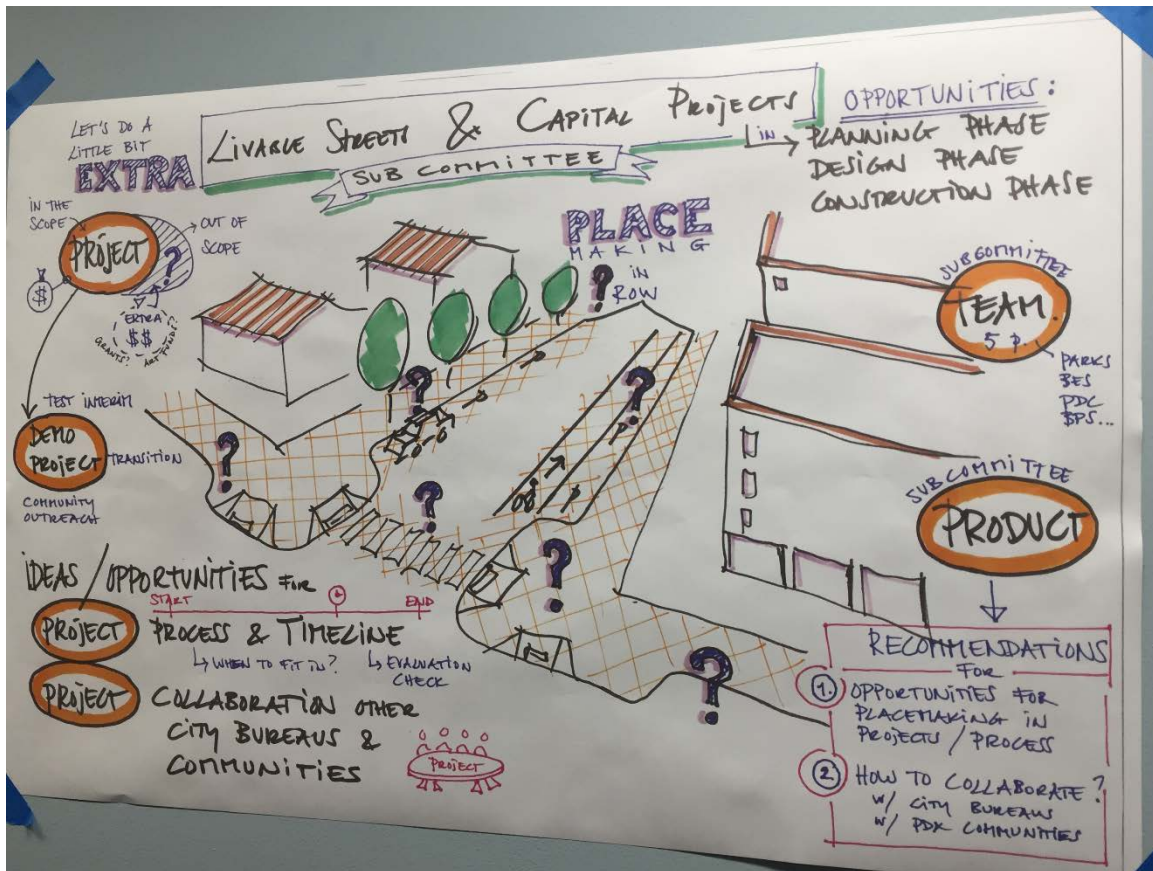
Livable streets is a broad term that can include a range of events, programming, and physical infrastructure to reinforce the idea that public streets are public places. Public spaces can serve community uses other than vehicle movement. Livable Street programs support innovation in the public right of way by opening Portland's streets, parking spaces, plazas, and alleys to new and enhanced programming via public and private partnerships. In developing this strategy, three primary questions will be answered:

- First, what are the activities Portlanders want on our streets?
- Second, how can we open the streets for those activities?
- Third, how do we make these activities accessible (and known) for the public?

What does PBOT currently do?

This Existing Conditions report describes the types of activities and partnerships that are already supported by PBOT and partner agencies to foster community use of the right of way. A summary of current relevant plans, regulatory requirements, and processes is provided by project type, both for existing named programs and other PBOT supported activities. A matrix of disparate and similar aspects of permit issuance is partnered with a map of activities from past and current programs to identify geographic gaps. PBOT provided information is supplemented with engagement of employees and representatives of other agencies to inform our collective understanding about how a variety of past and future project types are permitted, installed, supported, and maintained. The memo concludes with an overview of key program opportunities and concerns about program expansion.

LIVABLE STREETS | EXISTING CONDITIONS
PBOT



There are a variety of livable streets activities that could occur in different locations of the public right-of-way (e.g. sidewalks, parking spaces, streets, etc.). The Livable Streets and Capital Projects Subcommittee is tasked with exploring placemaking opportunities when capital projects are being planned and constructed in the public right-of-way.

Source: PBOT

2 EXISTING PLANS & REGULATIONS

Several adopted plans, policies, and regulations clearly support innovative permits and programs in the right-of-way. However, there is opportunity to provide a more uniform framework and develop specific policy to allow certain activities in the right-of-way beyond traffic use. Current plans and policies that guide future development in the ROW strongly support livable streets activities. Existing ordinances, city code regulations, and administrative rules already allow PBOT to permit and support the implementation of many livable streets activities. New livable streets programs and activities should reference the following plans, policies, and rules to ensure compliance related to design, maintenance, and use.

A city plan serves as a guiding document that describes the city's future goals and details policies, objectives, and actions to achieve those goals.

- **Goal:** A specific target or end-result
- **Policy:** A principle that supports the goal and guides the development of objectives and actions
- **Objective:** A milestone to help reach the goal

In general, implementation focused documents include the framework for approving planning activities that chart the path forward toward the envisioned goals.

- **Action:** A step to help achieve the objective
- **Standards:** An established norm or requirement for design
- **Codes/Regulations:** Enforceable rules maintained by authority

Conclusions drawn from this review are preliminary. A more in depth policy, regulatory, and management tool gap analysis will take place later in this process.

Plans and Policies

There is both broad and specific policy support for livable streets activities in Portland's plans. Livable Streets is supported throughout a range of plans from overarching, city-wide plans, such as The Portland Plan and the 2035 Portland Comprehensive Plan, to the quadrant specific plans that call out opportunities unique to the context of the neighborhoods in the quadrant. From the goals and policies outlined in these plans, will flow critical implementation pieces such as objectives, actions, and standards to make livable streets programs come to life.

The Portland Plan, 2012

The Healthy Connected City strategy of the [Portland Plan](#) aims to create safe and complete neighborhood centers that connect Portlanders to one another. Community initiatives such as

livable streets activities will help support the success of this strategy. Policies that further support this effort include:

- Integrate parks, plazas or other gathering places into neighborhood centers to provide places for community activity and social connections (Policy H-19)
- Design civic spaces to include public art and to highlight the culture of neighborhoods and diverse communities. (Policy H-12)

2035 Portland Comprehensive Plan, 2016

The [2035 Comprehensive Plan](#) sets the framework for the physical development of the city and will help implement the Portland Plan. The 2035 Plan calls for designing a city for people that encourages community uses and public functions in the right-of-way. Relevant goals and policies that support the Livable Streets Strategy include:

- **A city designed for people.** Portland's built environment is designed to serve the needs and aspirations of all Portlanders, promoting prosperity, health, equity, and resiliency. (Goal 3.A)
- **Connected public realm and open spaces.** A network of parks, streets, City Greenways, and other public spaces supports community interaction; connects neighborhoods, districts, and destinations; and improves air, water, land quality, and environmental health. (Goal 3.E)
- **Public places.** Enhance the public realm and public places in Gateway to provide a vibrant and attractive setting for business and social activity that serves East Portland residents and the region. (Policy 3.31)
- **Development and public spaces.** Guide development to help create high- quality public places and street environments while considering the role of adjacent development in framing, shaping, and activating the public space of streets and urban parks. (Policy 4.7)
- **Alleys.** Encourage the continued use of alleys for parking access, while preserving pedestrian access. Expand the number of alley-facing accessory dwelling units. (Policy 4.8)
- **Transitional urbanism.** Encourage temporary activities and structures in places that are transitioning to urban areas to promote job creation, entrepreneurship, active streets, and human interaction. (Policy 4.9)
- **Active gathering places.** Locate public squares, plazas, and other gathering places in centers and corridors to provide places for community activity and social connections. Encourage location of businesses, services, and arts adjacent to these spaces that relate to and promote the use of the space. (Policy 4.26)
- **Public rights-of-way.** Public rights-of-way enhance the public realm and provide a multi-purpose, connected, safe, and healthy physical space for movement and travel, public and private utilities, and other appropriate public functions and uses. (Goal 8.D)
- **Community uses.** Allow community use of rights-of-way for purposes such as public gathering space, events, food production, or temporary festivals, as long as the community uses are integrated in ways that balance and minimize conflict with the designated through movement and access roles of rights-of-ways. (Policy 8.44)

- **Streets for transportation and public spaces.** Integrate both placemaking and transportation functions when designing and managing streets by encouraging design, development, and operation of streets to enhance opportunities for them to serve as places for community interaction, environmental function, open space, tree canopy, recreation, and other community purposes. (Policy 9.14)
- **Repurposing street space.** Encourage repurposing street segments that are not critical for transportation connectivity to other community purposes. (Policy 9.15)

Transportation System Plan, 2016

Transportation System Plan (TSP) represents the long-range plan guiding transportation investments in the City. Stage One of the TSP Update was adopted as part of the Comprehensive Plan, in June 2016, including new transportation goals and policies.

Stage Two of the TSP Update, is the first step to implement new direction provided in the 2035 Comprehensive Plan, including modifying the existing TSP objectives that are inconsistent with the updated Comprehensive Plan. This Stage Two Update was adopted by City Council in December 2016. Relevant placemaking objectives include:

- **Civic Main Streets and Neighborhood Main Streets.** Curb zone. The curb zone along Civic Main Streets should emphasize access and place-making functions (such as parking, loading, transit stops, street trees, curb extensions, and street seats) to support adjacent land use and improve the pedestrian realm. (Objective 9.9a and 9.9b)
- **Enhanced Greenway Corridors.** Enhanced Greenway Corridors are designed to provide a network of scenic low-stress connections that prioritize walking and/ or bicycling and often include natural features as well as innovative urban design and place-making elements. (Objective 9.9i)
- **Street Design and Right-of-Way.**
 - Encourages the beautification of the City by incorporating appropriate streetscape elements along regionally designated streets and along other City designated arterials, in conjunction with the Urban Forestry Program. (Objective 8.1.k)
 - Consider the desired character of the area, including neighborhood livability, in the design and development of transportation projects. (Objective 8.1.o)

Portland Progress, expected 2017

[Portland Progress](#), PBOT's 2-year workplan, builds from the directives and priorities identified in existing foundational plans (the Portland Plan, the Comprehensive Plan, the Transportation System Plan, the Climate Change Action Agenda, and Vision Zero Plan) to provide measurable and achievable actions for PBOT over the next two years. This plan is currently being updated and the next iteration will guide the agency's work for 2017 to 2019. Draft action items included in the 2017-2019 version of Portland Progress regarding the Livable Streets Strategy include:

- Bring a Livable Streets Strategy to City Council to support innovation in the public right-of-way by opening Portland's streets, parking spaces, plazas, and alleys to a range of events, programming, and physical infrastructure that reinforce the idea that public streets are public places to be enjoyed by all ages and abilities.

- Develop three new Livable Streets program areas and conduct two pilots for each program.¹

Central City Plan Proposed Draft

The [Central City 2035 \(CC2035\) Proposed Draft Plan](#) calls on the City to leverage the right-of-way for the creation of great public spaces. In repurposing the right-of-way, the plan specifically highlights the development of the “Green Loop”—a six-mile linear park with bicycle and pedestrian facilities under a green tree canopy. The proposed draft includes the following goals and policies which support livable streets activities:

- **Street diversity.** Differentiate the character of key streets to offer a diversity of urban experiences and connections, reflect the character of unique districts and expand open space and recreation functions in the right-of-way where possible. (Transportation Policy 3.6)
- **Streetscape.** Improve the street environment and pedestrian experience by providing urban greenery and community uses of the right-of-way and by integrating high-density uses. (Transportation Policy 3.7)
- **Public realm.** Enhance the character and function of the public realm through design standards, guidelines, amenities and land uses that activate the pedestrian environment and encourage community gathering. (Urban Design Policy 5.8)

West Quadrant Plan, 2015

The [West Quadrant Plan](#) includes various projects (displayed as “Planned Projects” in Figure 1) that have relevance to the Livable Street Strategy, including:

- Explore opportunities for consolidating and/or redeveloping Burnside’s “jug handles” (triangular shaped spaces) into public spaces. (Downtown, Action TR8)
- Study the feasibility of partial to full closure and public use of segments of Naito Parkway during evenings and on weekends. (Downtown, Action TR12)
- Provide safe and accessible urban spaces for large public gatherings including festivals, parades, concerts, sports events and other assemblies. (Downtown, Policy UD3)
- Study the feasibility of creating an urban civic space at the intersection of West Burnside and Broadway. (Downtown, Action UD10)
- Develop SW Ankeny as a great pedestrian street. (Downtown, Action UD13)
- Improve the Jefferson main street with green infrastructure. (West End, Action UD11)
- Improve Collins Circle and Firefighters Park to make these public spaces more accessible and engaging for the community. (Goose Hollow, Action UD4)
- Explore traffic calming opportunities for SW 20th. Incorporate pedestrian and bicycle oriented features where feasible. (Goose Hollow District, Action TR8)
- Create a visible and branded Fountain Walk along SW Ankeny St., linking existing fountains and a potential new feature near the car-free segment of Ankeny. (Old Town/Chinatown, Action UD11)

¹ These action items are not yet final and may be slightly altered by the time the plan update is completed.

- Encourage planting of native vegetation and trees in right-of-way. (Southern Waterfront, Policy EN2)

SE Quadrant Plan, 2015

Goals, policies, and actions the [Southeast Quadrant Plan](#) support the Livable Streets Strategy:

- Enhance the public realm with human-scaled accessible streets, connections, parks, open space, and recreation opportunities that offer a range of different experiences for public interaction. (Goal Q)
- Improve the street environment and pedestrian experience by providing urban greenery and community uses of the right-of-way and by integrating high-density uses. (Policy TR28)
- Identify opportunities to creatively use public rights-of-way to meet open space, recreation and retail needs, especially along designated green or flexible streets. (Action TR19)
- Enhance the character and function of the public realm through design standards, guidelines, and land uses that activate the pedestrian environment. (Policy UD3)
- Explore a Green Loop alignment in the Central Eastside based on its ability to meet criteria developed for the district. Conduct analysis to identify potential route alignments and impacts to freight operations. (Action UD12)

N/NE Quadrant Plan, 2012

Two actions in the [N/NE Quadrant Plan](#) support the Livable Streets Strategy:

- Develop a strategy for the Clackamas Flexible Street and private development extending from the Rose Quarter to NE 9th Avenue via a new pedestrian/bicycle bridge over I-5. (Action TR10)
- Develop a street design plan for the "the Strand" and alternative routes to provide a lower-stress connection between N. Russell Street and the Rose Quarter. (Action TR4)

Neighborhood Street Plans

Neighborhood Street Plans aim to create a tailored strategy for addressing street network deficiencies in specific study areas, which lack basic street infrastructure. Two of the adopted plans address and support the work of the Livable Streets Strategy.

- [Cully Commercial Corridor and Local Street Plan](#) (2012) introduced the idea that "surplus right of way that is not required for traffic or stormwater functions is available for landscaping, open space or recreational use."
- [Tryon-Stephens Headwaters Neighborhood Street Plan](#) (2015) developed a number of variations that can be considered as part of the subsequent design of residential street improvements, including community uses, like: play space, gathering space, gardening and landscape space, and sharing and information/ education.

Regulations

In addition to city plans and policies, there are also regulations in the form of ordinances, city code, and administrative rules that are applicable to livable streets activities.

- **Ordinance:** A law passed by a municipal government (e.g. a city). Portland elected City Council members fulfill a legislative role in the form of City Ordinances.
- **City Code:** The City Code details land use and development regulations for the City of Portland.
- **Administrative rules:** Detail how and by which governing body will laws be applied and enforced.
- **Guidelines:** The Portland Design Guide for Public Street Improvements (ARB-TRN 1.10) helps engineers prepare construction drawings for public street improvements that conform to City requirements including those described in the street standards.
- **Standards:** PBOT's Standard Construction Specifications apply to all public improvements and work in the City rights-of-way. They are updated on a regular basis when a standard specification needs to be modified.

Existing ordinances, city code regulations, and administrative rules already allow PBOT to permit and support the implementation of many livable streets activities. Implementing new programs being developed through this process may require new or revised regulations. To the extent possible, existing regulations will be revised rather than developing brand new regulations.

Sidewalk Management Plan

[Ordinance 183754](#) requires unimpeded movement for pedestrians in the central city area and prohibits immobile activities such as sitting or lying in a "Pedestrian Use Zone." PBOT is responsible for marking the sidewalks in high conflict areas to clarify the designated zones for the benefit of all sidewalk users.

Encroachments in the Public Right-of-Way Manual

The [PBOT Encroachments in the Public Right-of-Way Manual](#) summarizes guiding encroachment policies from the Pedestrian Master Plan (1998) and Pedestrian Design Guide (1998). The manual describes types of encroachments, conditions and permits required for the most common types of encroachments. This includes at-grade "minor encroachments", such as vending carts, sidewalk cafes, and intersection repairs. These livable streets activities require a Revocable Encroachment Permit unless otherwise indicated and subject to City Code Policies and Administrative Rules which are described later in this chapter.

Portland City Code and Charter, Title 17

Title 17 of the Portland City Code and Charter establishes the regulations affecting or relating to the Public Works Permit Improvements. The specific chapters relevant to the Livable Streets Strategy include:

- [17.24 Permits:](#) New programs developed as part of the Livable Streets Strategy should comply with this chapter of the Code (i.e. ensure that persons operating activities in the ROW comply with city regulations and allow the City to fairly and responsibly protect the public health, safety and welfare of its citizens).
- [17.25 Sidewalk Cafes:](#) This chapter states that a person operating a Sidewalk Café—serving food or beverage from a cafe or restaurant located in the Sidewalk area adjacent to the cafe or restaurant—must obtain a permit from PBOT.

- [17.26 Sidewalk Vendors](#): Allows people to sell services or items on the sidewalk in a commercial zone with a permit from the Office of the City Engineer.
- [17.42 Property Owner Responsibility for Streets](#): States that the City will not maintain streets that are not constructed to City standards. It is therefore the responsibility of the abutting property owners to construct, reconstruct, repair, and maintain the unimproved street in a condition reasonably safe for the uses that are made of the street and adjoining properties.
- [17.44 Street Obstructions](#): Prohibits the obstruction of any roadway, curb, or sidewalk, installment of structures in, over, or upon any dedicated street area, installment of signs in, over, or upon any public right of way. This chapter however, does not apply to barricades approved by PBOT, use, signs, or structures with a permit, or temporary closures and occupancies as identified in Title 17.
- [17.100 Remedies and Penalties](#): Provides designated Officials and Engineers the authority to enforce the policies identified in Title 17 of the Portland Code and Charter. The chapter states these Officials and Engineers are not liable as individuals, have the right to exercise remedies to violations at their discretion, and enforce penalties for violation.

Portland Policy Documents

The Transportation (TRN) section of the Portland Policy Documents (PPD) includes the following administrative rules that grant PBOT the authority to permit Livable Streets activities.

- [TRN 8.08 Encroachments in the Public Right-of-Way](#): Grants PBOT the authority to issue encroachment permits, which allow for a private encroachment into the public right-of-way. Must follow rules and regulations established in the Encroachments in the Public Right-of-Way manual.
- [TRN-8.10 - Issuance of Revocable Permits for Use of Dedicated Street Areas for Intersection Repair Projects](#): Authorizes the City Traffic Engineer to review and issue revocable permits to applicants for “Intersection Repair” projects.
- [TRN 10.03 Parking, Lane, Sidewalk and Street Closure Permits](#): Allows PBOT to issue permits for temporary use of the public right-of-way.
- [TRN 10.04 Sidewalk Café Permit](#): Allows serving of food or beverage to customers at tables that are adjacent to the café or restaurant and located within the sidewalk area.
- [TRN 10.05 Sidewalk Vending Cart Permits](#): States that PBOT can issues permits to sell goods or services from vending carts located on city sidewalks under certain conditions, specified in 17.26 of the Portland City Code.
- [TRN 10.06 Street Closure Permits for Community Events and Block Parties](#): Grants the Director of PBOT the authority to issue permits to close the street for block parties and community events within the public right-of-way.
- [TRN 10.07 Street Closures in Conjunction with Revocable Permit](#): Allows for long-term closure of a street or right-of-way by the authority of the City Traffic Engineer.

Oregon Administrative Rules

Livable streets activities that occur on right-of-ways owned by the Oregon Department of Transportation (ODOT) can be implemented through a [miscellaneous encroachment permit](#). This includes pedestrian activities defined as “a planned activity that brings together a community or

group of people for an expressed purpose, including soliciting contributions, business, or interest from motorists using the highway.” Any future livable streets activities that occur on ODOT rights-of-way will be subject to this permit and Oregon Administrative rules 734-058-0010 through 734-058-0080.

In addition to these administrative rules, Oregon case laws indicate *that city DOT’s must realize their easement on the right-of-ways are acquired if the street is no longer needed for “street purposes”*. Street purposes is not well defined. As part of the livable streets strategy, new policy may need to be developed with the City Attorney to define livable streets activities as a legitimate street purpose.²

What do these existing plans and regulations mean for the Livable Streets Strategy?

Implications to types of activities

- Sidewalk Management Plan (Ordinance 183754) requires unimpeded movement for pedestrians in the central city area and prohibits immobile activities
- Services or items may be sold on sidewalk in a commercial zone with permit from the Office of the City Engineer, other locations for vending carts may need to be determined
- Many specific livable streets strategy locations are documented in policy

Implications to permitting mechanisms

- Obstructions to the right-of-way require a permit
- A revocable encroachment permit for minor encroachment is required unless otherwise indicated in City Code Policies and Admin Rules
- Officials and engineers are designated for enforcement of Title 17 provisions
- Livable streets strategy activities may need to be designated as a street purpose in order to maintain as a public street
- Repurposing of street may require a finding that the street is not critical for transportation connectivity

Implications on public accessibility

- TSP emphasis on access and placemaking limited to Curb zones on Civic Main Streets and Neighborhood Main Streets

Implications on maintenance and operations

- Livable streets strategy projects that do not meet city standard must be constructed, reconstructed, repaired and maintained by abutting property ownership

² Information provided by the Portland Bureau of Transportation.

3 PROGRAMS & PROCESSES

PBOT currently has a total of seven formalized programs and/or processes for livable streets projects in the public right-of-way:

1. Community Event Program
2. Block Party Program
3. Street Seats Program
4. Intersection Repair Projects
5. Vending Cart Program
6. Sidewalk Cafes Program
7. Adopt-a-Street Program

In addition to these programs/processes, there are other livable streets activities that PBOT has supported in the past even though they do not have a formalized program/process. These include projects such as street enhancements, pocket parks, pedestrian plazas, demonstration projects, community initiated open streets events, community uses on underutilized right-of-ways, community requests for safety improvements, and artistic crosswalks. All of these formalized programs/processes and PBOT supported projects are described in detail later in this chapter.

To help describe to the public what types of programs and projects are considered livable streets activities, PBOT developed the [Portland in the Streets website](#). Livable streets activities described on this webpage include Block Parties, Farmers Markets, Street Fairs, and Street Seats. The past and existing locations of these activities are illustrated in Figure 1 along with the locations of intersection repairs and planned placemaking activities.

Existing livable streets activities can be categorized in a variety of ways: by location in the right-of-way, the frequency of the activity, or temporally (i.e. is it a one-time activity, a recurring event, or a permanent installation). For this report, the existing Livable Streets initiatives are discussed by geographic distribution. This approach is focused on equity and supports PBOT's desire to involve all Portlanders and all neighborhoods. Mapping previous and current projects clearly highlights the geographical gaps for livable streets activities. This allows the project team to identify barriers for these communities that prevent them from engaging in placemaking and develop strategies to overcome these barriers and encourage livable streets activities.

Block parties have previously been scattered throughout east Portland with a high concentration in the vicinity of NE 21st and NE Fremont. Block parties are by far the most popular type of livable streets event but they impact only a small area (1 to 4 blocks) and only last for part of a day.

Street fairs affect larger areas and could have a longer duration than block parties. The more substantial street fair segments are located in NE Portland, overlapping with some street seat locations. NW Portland also has a cluster of shorter street fair events. Unlike block parties and streets fairs, street seats are a permanent livable street installation.

Street seats are concentrated in the inner east and west side neighborhoods, along business corridors like NE Alberta and N Mississippi. Intersection repairs are also permanent livable streets elements that are most concentrated in N and NE Portland along N Rosa Park Way, NE Fremont, and NE Killingsworth.

Farmers markets are recurrent, but not permanent. There are a total of eight farmers markets that regularly take place in Portland: one in southwest, one in southeast, two in northeast, and four in north Portland.

In addition to the events and activities highlighted on this map, there are planned permanent placemaking related activities derived from the West Quadrant Plan and identified by the Bureau of Planning and Sustainability. Future planned placemaking activities are concentrated in Central City and the southeast waterfront and include:

- Redevelopment of “jug handles” (triangular shaped spaces) along Burnside into public spaces
- Partial to full closure of segments of Naito Parkway during evenings and on weekends
- An urban civic space at the intersection of West Burnside and Broadway;
- Pedestrian street along SW Ankeny
- Visible and branded Fountain Walk along SW Ankeny St.
- Streetscape improvements for the cultural district to enhance the pedestrian experience
- West-side commuter bike hub at the Goose Hollow/SW Jefferson MAX station;
- Traffic calming opportunities for SW 20th
- Enhancements of existing public spaces (i.e. Collins Circle and Firefighters Park)

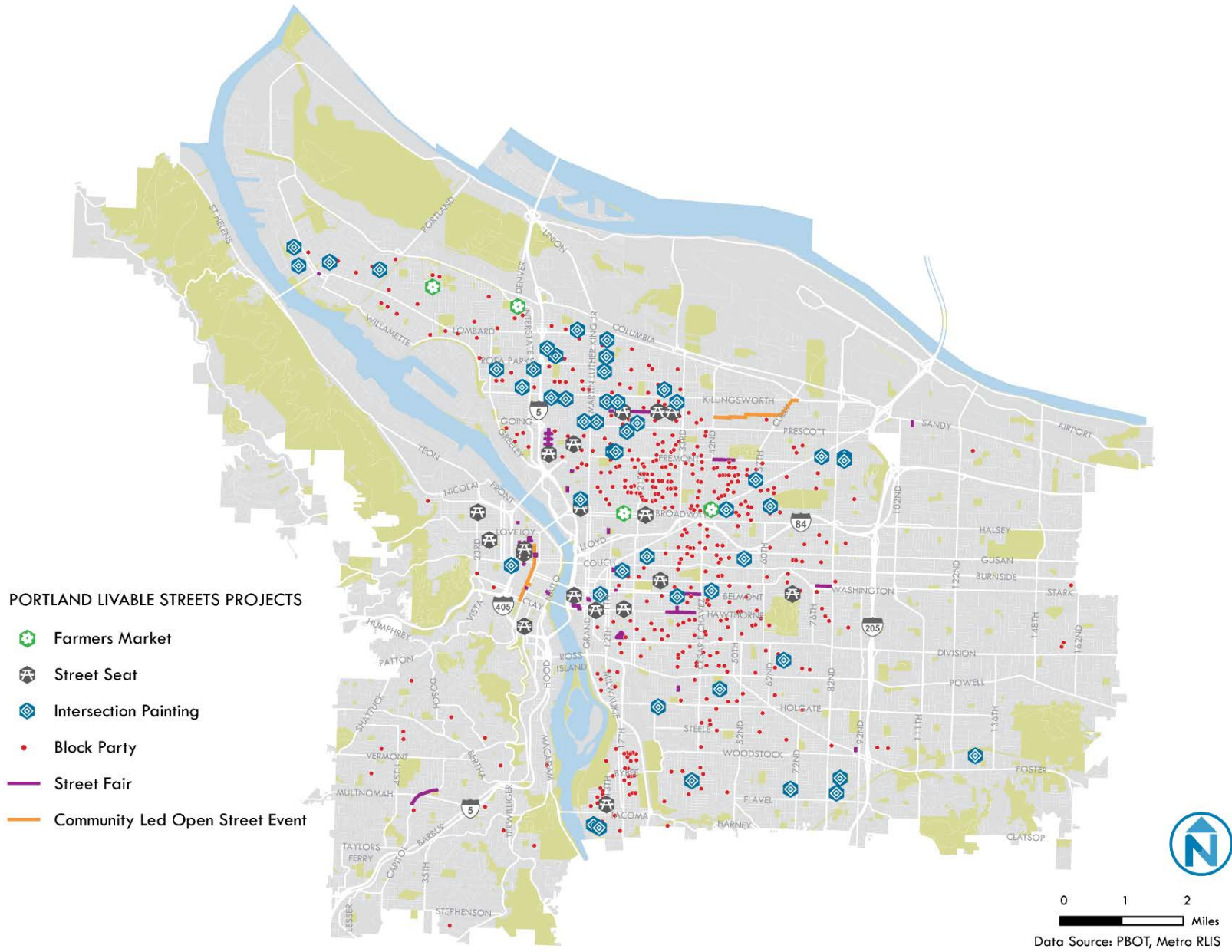
What does this mean for the Livable Streets Strategy?

- While there are a variety of livable streets activities throughout Portland, geographical gaps exist in several quadrants of the city.
 - Southwest: Bridlemile, Hayhurst, Multnomah, and Hillsdale neighborhoods
 - Southeast: Around Holgate/82nd and Flavel/Woodstock
 - Northeast: Cully and Roseway neighborhoods
 - Northwest: Slabtown neighborhood
- There is potential to either expand existing livable streets activities to these areas or develop new activities that may be more fitting for the surrounding community.
- Existing placemaking activities and projects range in duration and frequency, from temporary annual events to permanent places.

LIVABLE STREETS | EXISTING CONDITIONS

PBOT

Figure 1 Portland Livable Streets Projects: Previous and Current



COMMUNITY EVENT PROGRAM

What is the program?

The [Community Event Program](#) permits events in the right-of-way that are open to participants from the entire neighborhood or the greater community. There are two classifications of community events:

- **Neighborhood (Local) Events:** Larger than block parties and include more than just the residents living in the immediate vicinity of the closed street area.
- **Citywide (Regional) Events:** Large scale events that include more than the immediate neighborhood drawing from the entire city or region.

Examples include farmer's markets, neighborhood street fairs, tree lightings, church picnics, art shows, maker fairs, and night markets. Most of these events only last for one day but can last up to 90 days per the regulations of the permit. These events often feature local food, artisans, and musicians among other vendors. Information about the permitting process for the Community Events Program are detailed in Figure 2 and Figure 3.



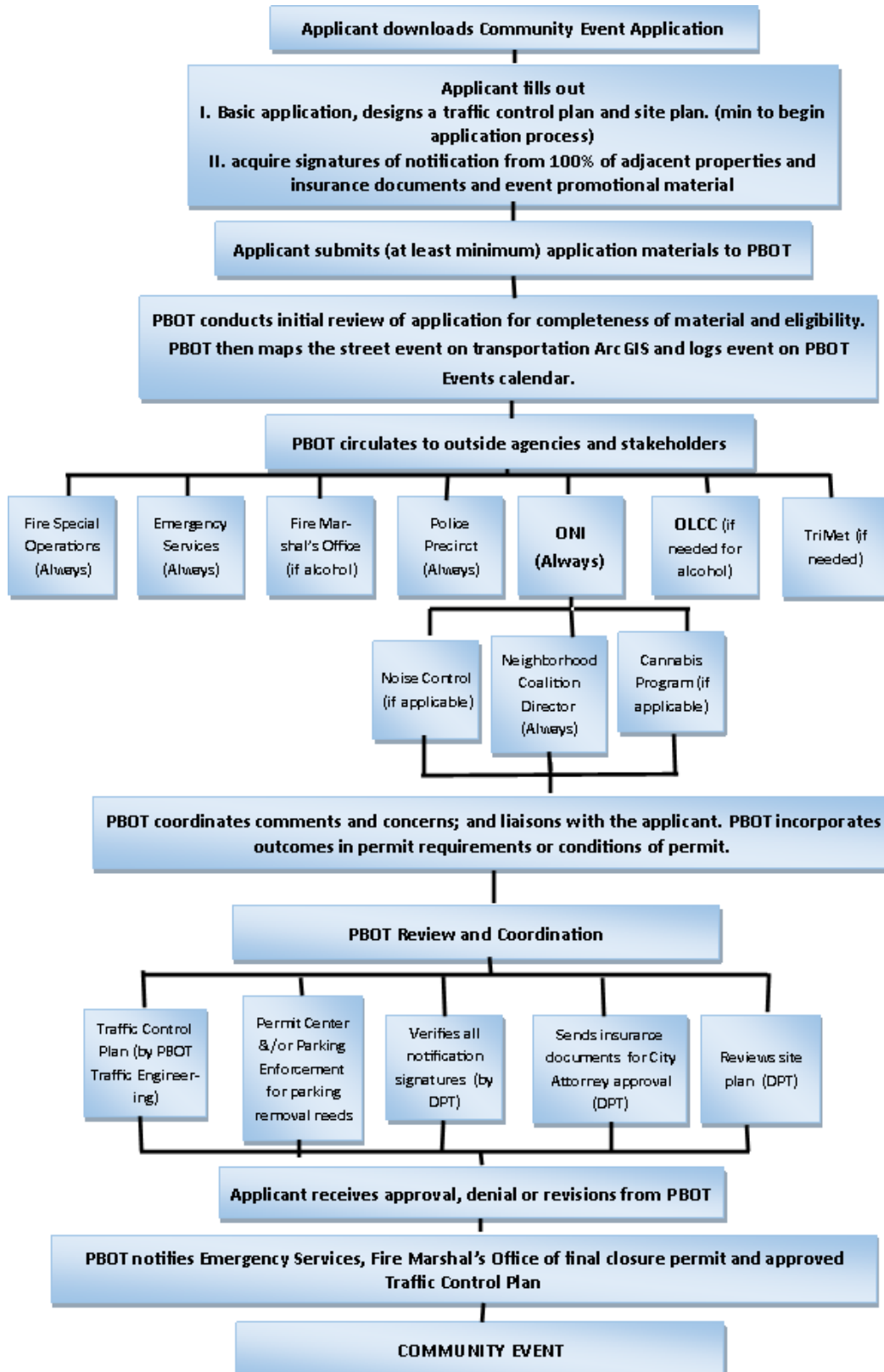
The Hollywood Farmers Market at NE 4th Ave and NE Hancock Street is considered a part of the Community Event Program. It occurs every Saturday and is opened year round.

Source: PBOT

Figure 2 Community Event Program Details

Permit Name	<ul style="list-style-type: none"> Community Event Street Closure Permit
Ordinance Authority	<ul style="list-style-type: none"> City Code, Section 17.24 Permits PPD, TRN 10.06 Street Closure Permits for Community Events and Block Parties
Application Fee Cost	<ul style="list-style-type: none"> None
Eligibility Requirements	<ul style="list-style-type: none"> Events must be free and open to the public For-profit businesses must have a non-profit affiliated with the event Events must be non-political and non-commercial Events must provide a civic benefit to the community
Safety/Design Requirements	<ul style="list-style-type: none"> Traffic Control Plan must include MUTCD compliant devices Site Plan to scale with all objects to be placed in the street Insurance certificate and endorsement to protect the public from liability Applicant must provide their own traffic control devices (e.g. barricades) 15-foot clearance for emergency vehicles 3-foot clearance for fire hydrant access Removal of barricades within 30 seconds One sidewalk may be closed and incorporated into the event but one sidewalk must be open and unobstructed for pedestrian access thru the block Can close entire street or portion of the right-of-way (lane, sidewalk or parking area)
Notification Requirements	<ul style="list-style-type: none"> All directly adjacent properties must be notified Neighborhood associations must be notified May require larger area of notification if impact warrants
Typical Duration	<ul style="list-style-type: none"> 1 to 4 days
Cost of Permit	<ul style="list-style-type: none"> Non-profit local event \$36 / additional block \$18 Non-profit regional event \$59 / additional block \$29.50 For profit local event \$200 / additional block \$100 For profit regional event \$400 / additional block \$200 Alcohol in the right of way \$375 Non-meter area "no parking" bags/each \$2 Meter parking space/day \$10.34 Expedited fee (received 15 business days prior to event date) \$50
Additional Permits Needed (if applicable)	<ul style="list-style-type: none"> OLCC Temporary Sales License, if alcohol is being served or consumed Multnomah County Temporary Restaurant License, if food is being served Fire Marshal's Office Public/Special Event Permit, if fencing is used to enclose people – setting up outside tent or cooking outside with propane Office of Neighborhood Involvement Noise Variance Permit, if there is amplified sound TriMet bus parking reserved for bus reroute Medical Plan from Fire & Rescue Special Operations if over 2,500 participants or more per day
Inspection of Activity	<ul style="list-style-type: none"> Fire Marshal inspects during set up if Fire Marshal's Office Public/ Special Event Permit required for event. Note: the inspection is for Fire concerns only. No inspection for overall permit compliance
Maintenance Responsibility	<ul style="list-style-type: none"> Permittee

Figure 3 Community Event Permit Process



Identified Community Event Program Challenges and Opportunities:

- **Inspections.** There is no inspection of the event Traffic Control Plan, Site Plan or operations
- **Additional reviews needed.** Currently there is no ADA review on event Site Plans.
- **Final Permit Coordination.** There is a need for better final permit coordination between stakeholders; for example, events with alcohol do not have final notification with the Community Event Program on what has been approved on OLCC plan or Fire Marshal Occupancy plan.
- **Private Events.** Current State Statute does not allow the closing of public right of way for private events; all events must be free and open to the public. Other cities and states allow for the permitting of private events, usually at a higher permit fee.

BLOCK PARTY PROGRAM

What is the program?

[Block Parties](#) are small-scale events along local Portland residential street for gatherings, such as neighborhood potlucks, barbeques, and Intersection Repair Projects, which will be covered in detail later. Neighbors are able to close off one to four blocks to vehicular traffic. Block parties can last for one day until 10 p.m. and are one of the most common events, as shown in Figure 1. Information about the permitting process for the Block Party Program are detailed in Figure 4 and Figure 5.



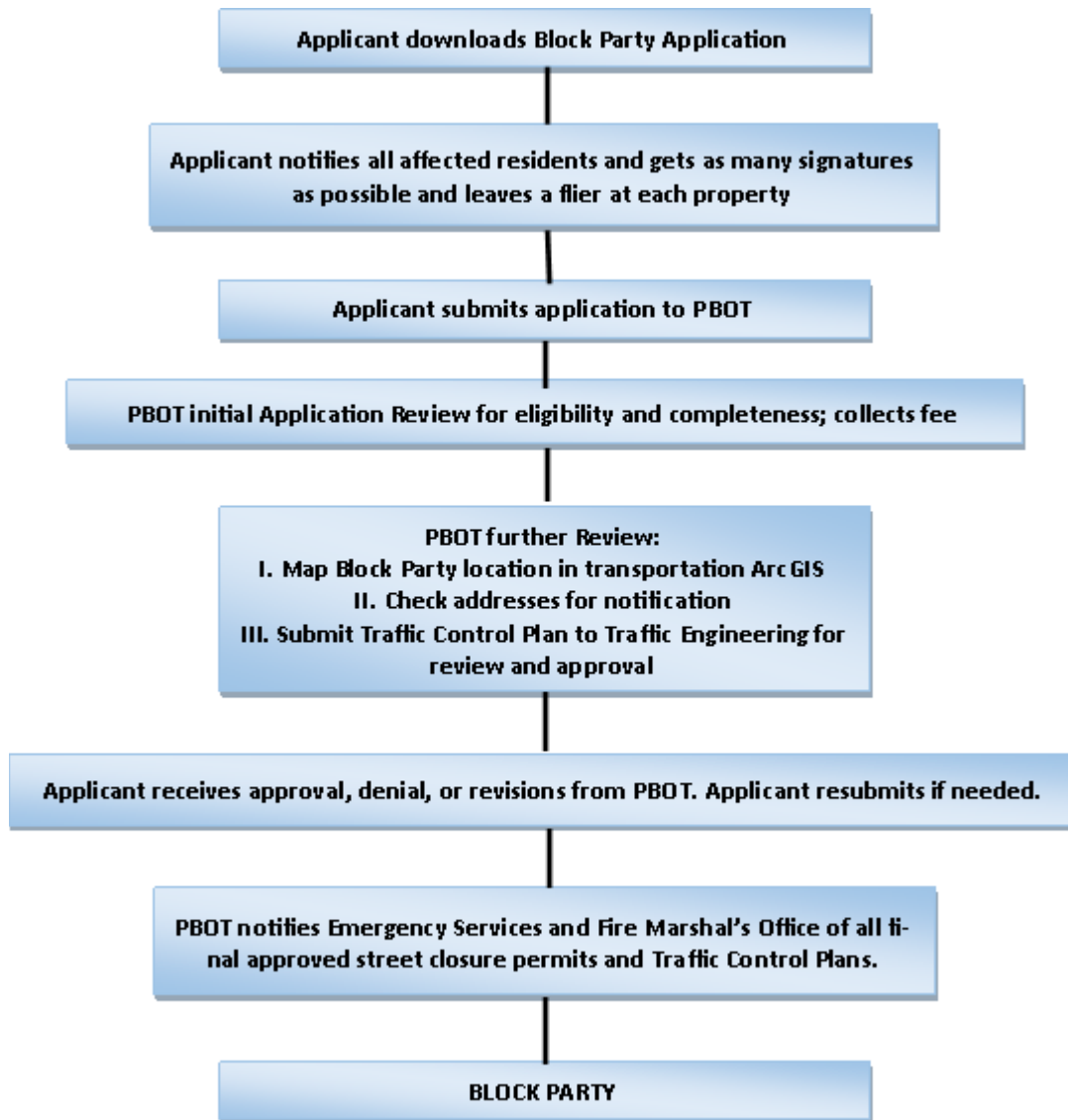
Block parties are great way to meet for residents to meet neighbors and develop a sense of community.

Source: PBOT

Figure 4 Block Party Program Details

Permit Name	<ul style="list-style-type: none"> ▪ Block Party Street Closure Permit
Ordinance Authority	<ul style="list-style-type: none"> ▪ City Code, Section 17.24 Permits ▪ PPD, TRN 10.06 Street Closure Permits for Community Events and Block Parties
Application Fee Cost	<ul style="list-style-type: none"> ▪ none
Eligibility Requirements	<ul style="list-style-type: none"> ▪ Not issued for streets that have a bus line, bus layover or signalized intersection ▪ Initiated by and intended only for local residents who live on the street being closed not for events with attendance that draws from beyond the specific street. ▪ Street must be closed no later than 10pm ▪ Alcohol is not allowed in the street closed area with a block party
Safety/Design Requirements	<ul style="list-style-type: none"> ▪ Applicant responsible for closing the street with MUTCD compliant barricades and street closed signs (with flashing lights at dusk) according to approved Traffic Control Plan (TCP) ▪ A pedestrian route must remain clear at all times for pedestrians to travel through the block
Notification Requirements	<ul style="list-style-type: none"> ▪ All neighbors who will be affected by the street closure must be notified with fliers
Duration	<ul style="list-style-type: none"> ▪ 1 day, until 10pm
Cost of Permit	<ul style="list-style-type: none"> ▪ 1 block closure \$10 ▪ Additional block closure \$5; up to 3 additional blocks ▪ Expedited fee (app received less than 5 business days prior to event) \$25
Additional Permits Needed (if applicable)	<ul style="list-style-type: none"> ▪ Office of Neighborhood Involvement Noise Variance Permit, if there is amplified sound
Inspection of Activity	<ul style="list-style-type: none"> ▪ None
Maintenance Responsibility	<ul style="list-style-type: none"> ▪ Permittee

Figure 5 Block Party Permit Process



Identified Block Party Program Challenges and Opportunities:

- **Traffic Control Plan Requirements.** Are there ways to simplify the TCP for applicants? Do we have to require MUTCD traffic control devices (barricades) or can applicants use other materials to block off the street?
- **Streamline the process.** Develop an online application and payment option.
- **Timeline.** Currently and early application submittal does not necessarily mean early approval.
- **Communication and Outreach.** Develop strategies to increase the number of Block Parties in all regions of Portland through proactive outreach.
- **Neighborhood Greenways.** Develop policy and guidance for Block Parties on Neighborhood Greenways. Draft signage requirements for allowing continuous bicycle access and vehicle detour.

STREET SEATS PROGRAM

What is the program?

The Street Seats Program allows businesses or non-profit organizations to convert on-street parking into other public uses, such as café seating or a parklet (i.e. mini-park). All street seats to date have been designed as places to sit and are adjacent to a restaurant type establishment. There are currently 16 Street Seat locations in Portland, three of which are public seating. One is a temporary site that annually displays the winning street seat designs for Portland's Annual Design Festival. There are also three potential new sites. All 19 of these sites are identified as "Street Seats" in Figure 1. Information about the permitting process for the Street Seats Program are detailed in Figure 6 and Figure 7.



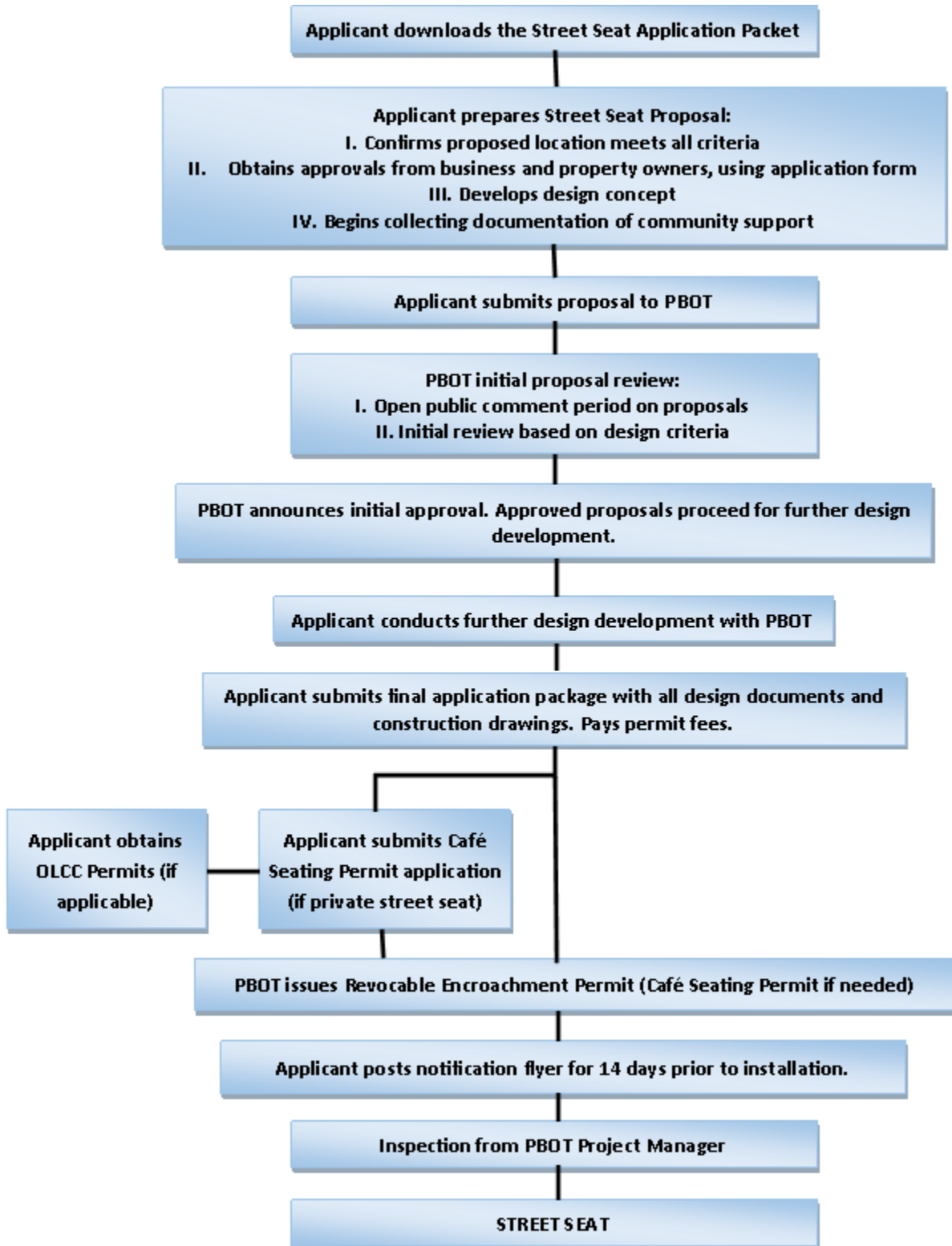
Portland Bottle Shop in Sellwood converted a parallel parking space into street seats.

Source: PBOT Flickr

Figure 6 Street Seats Program Details

Permit Name	<ul style="list-style-type: none"> Revocable Encroachment Permit
Ordinance Authority	<ul style="list-style-type: none"> PPD, TRN 8.08 Encroachments in the Public Right-of-Way
Application Fee Cost	<ul style="list-style-type: none"> \$100
Eligibility Requirements	<ul style="list-style-type: none"> Proposed site should be located on a street with a speed limit of 30 MPH or less Not permitted on streets where parking lanes become tow away zones during morning or afternoon hours, in front of fire hydrants, in active bus zones, across driveway curb cuts, or over manholes or public utility valves or covers Detailed Site Plans, including Elevation, side-view drawings Approval of business and property owner Certificate of liability insurance Street Seat Maintenance and Operations Plan
Safety/Design Requirements	<ul style="list-style-type: none"> Proposed site should be located at least one parking spot (~20 feet) from a street corner unless there is a sidewalk bulb Must comply with the Americans with Disabilities Act (ADA) Use of high quality, durable materials capable of withstanding year-round use is required More detailed design element requirements are included on page 6 of the Street Seat Instruction Packet
Notification Requirements	<ul style="list-style-type: none"> Properties within 150-200ft of site must be notified
Duration	<ul style="list-style-type: none"> 1 year (renewable annually, pending review and approval by the Street Seats Review Committee)
Cost of Permit	<ul style="list-style-type: none"> Public seats: Base fee of \$500 Private seats: Base fee of \$500 + \$105 x linear feet (for Café Seating permit for platform) Lost meter revenue (if applicable) Additional incurred costs – sign changes, etc. (if applicable)
Additional Permits Needed (if applicable)	<ul style="list-style-type: none"> Café Seating Permit, if private seats OLCC Temporary Sales License, if alcohol is being served or consumed
Inspection of Activity	<ul style="list-style-type: none"> PBOT Project Manager
Maintenance Responsibility	<ul style="list-style-type: none"> Permittee

Figure 7 Street Seats Program Permit Process



Identified Streets Seats Program Challenges and Opportunities

- **Application Submittals.** Currently Street Seats has a single new application and renewal due date, usually in the Spring each year. How would a rolling application timeline and process hinder or help the program management of Street Seats?
- **Technical Assistance.** Applicants that lack technical skills for designing and constructing street seats would find this useful. Could come in a variety of forms, such as toolkit of parts or through a private partnership with professionals with an expertise in design, architecture, or construction.
- **Public Space.** Street seats are typically used by private business to create more seating for patrons. Are there ways to develop more public space through the Street Seat Program?

INTERSECTION REPAIR PROJECTS

What is the program?

Standard processes have been developed for permitting community inspired intersection painting projects. Intersection Repair Projects are large street paintings designed to build community within local neighborhoods. [City Repair](#) is the local organization that helps local communities facilitate this effort. However, PBOT issues the permits for this activity, a revocable encroachment permit for the painting on the street and for a block party on the day of the painting. Information about the permitting process for intersection repairs are detailed in Figure 8 and Figure 9.



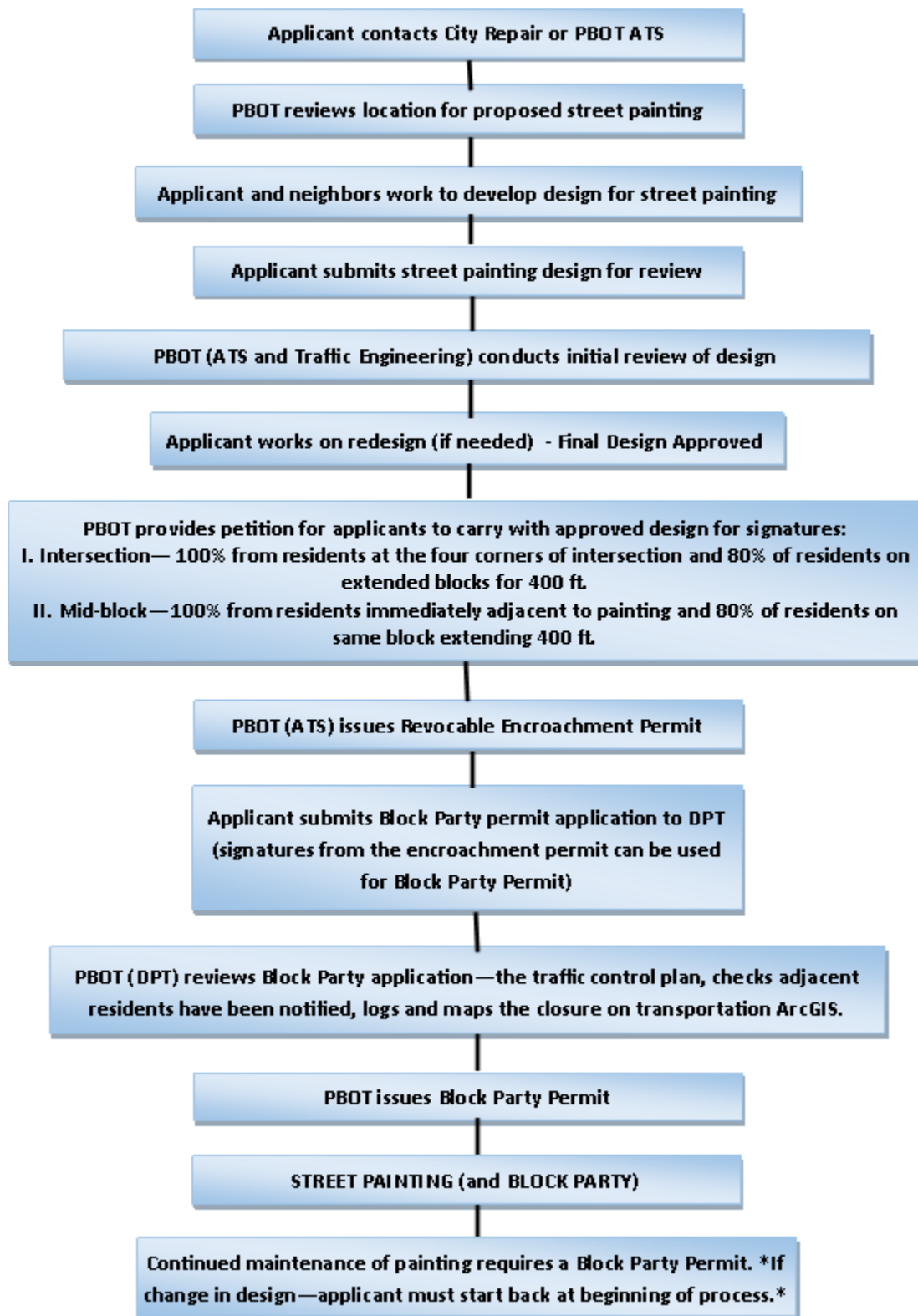
Community members come together to paint the intersection at NE Beech and 12th for an Intersection Repair Project.

Source: Greg Raisman, Flickr

Figure 8 Intersection Repair Details

Permit Name	<ul style="list-style-type: none"> ▪ Revocable Encroachment Permit
Ordinance Authority	<ul style="list-style-type: none"> ▪ PPD, TRN 8.10 Issuance of Revocable Permits for Use of Dedicated Street Areas for Intersection Repair Projects ▪ PPD, TRN 2.04 - Conditions of Revocable Permit to Modify City Intersections
Application Fee Cost	<ul style="list-style-type: none"> ▪ \$0
Eligibility Requirements	<ul style="list-style-type: none"> ▪ Two streets must be Local Service Streets ▪ Two streets must carry less than a combined 2,500 vehicles on an average day
Safety/Design Requirements	<ul style="list-style-type: none"> ▪ Must provide the City Traffic Engineer with a written description of proposal, including diagrams depicting how the intersection will look when completed. ▪ Applicant must demonstrate how the project will improve, or at least maintain, traffic safety and the safety of individuals at or in the vicinity of the intersection. ▪ Obtain Type III barricades and STREET CLOSED signs as provided in the MUTCD.
Notification Requirements	<ul style="list-style-type: none"> ▪ Signatures from residents located at the four corners of the intersection ▪ Signatures of 80% of residents on each extended block
Duration	<ul style="list-style-type: none"> ▪ Permanent installation
Cost of Permit	<ul style="list-style-type: none"> ▪ \$10 for Block Party; \$5 for additional block closure
Additional Permits Needed (if applicable)	<ul style="list-style-type: none"> ▪ Block Party Street Closure Permit ▪ Office of Neighborhood Involvement Noise Variance Permit, if there is amplified sound
Inspection of Activity	<ul style="list-style-type: none"> ▪ None
Maintenance Responsibility	<ul style="list-style-type: none"> ▪ Permittee

Figure 9 Intersection Repair Permit Process



Identified Intersection Repair Challenges and Opportunities

- **Communication and Outreach.** Develop strategies to increase the number of Street Paintings (Intersection Repair projects) in all regions of Portland through proactive outreach.
- **Leverage existing resources.** Part of the street painting process for the community is to clean the roadway prior to the painting. PBOT Maintenance has powerful street cleaning equipment available for this that could be used in the future, and would save community members time in their project.

VENDING CART PROGRAM

What is the program?

Sidewalk vending carts are permitted through the vending cart program. Pre-approved items that can be sold at vending carts include food and beverages for immediate consumption, fresh cut flowers, inflated balloons, jewelry, maps, shoe shining, and umbrellas. To sell an item not on the pre-approved list, applicants must submit a written request to the City Engineer. Items for sale at vending carts must meet the following criteria:

- Be vended from a regulation size vending cart
- Not lead to or cause congestion or blocking of pedestrian traffic on the sidewalk
- Involve a short transaction period to complete the sale or render the service
- Not cause undue noise or offensive odors
- Be easily carried by pedestrians

Vending carts are only permitted in commercial use zones. Information about the permitting process for the Vending Cart Program are detailed in Figure 10 and Figure 11.



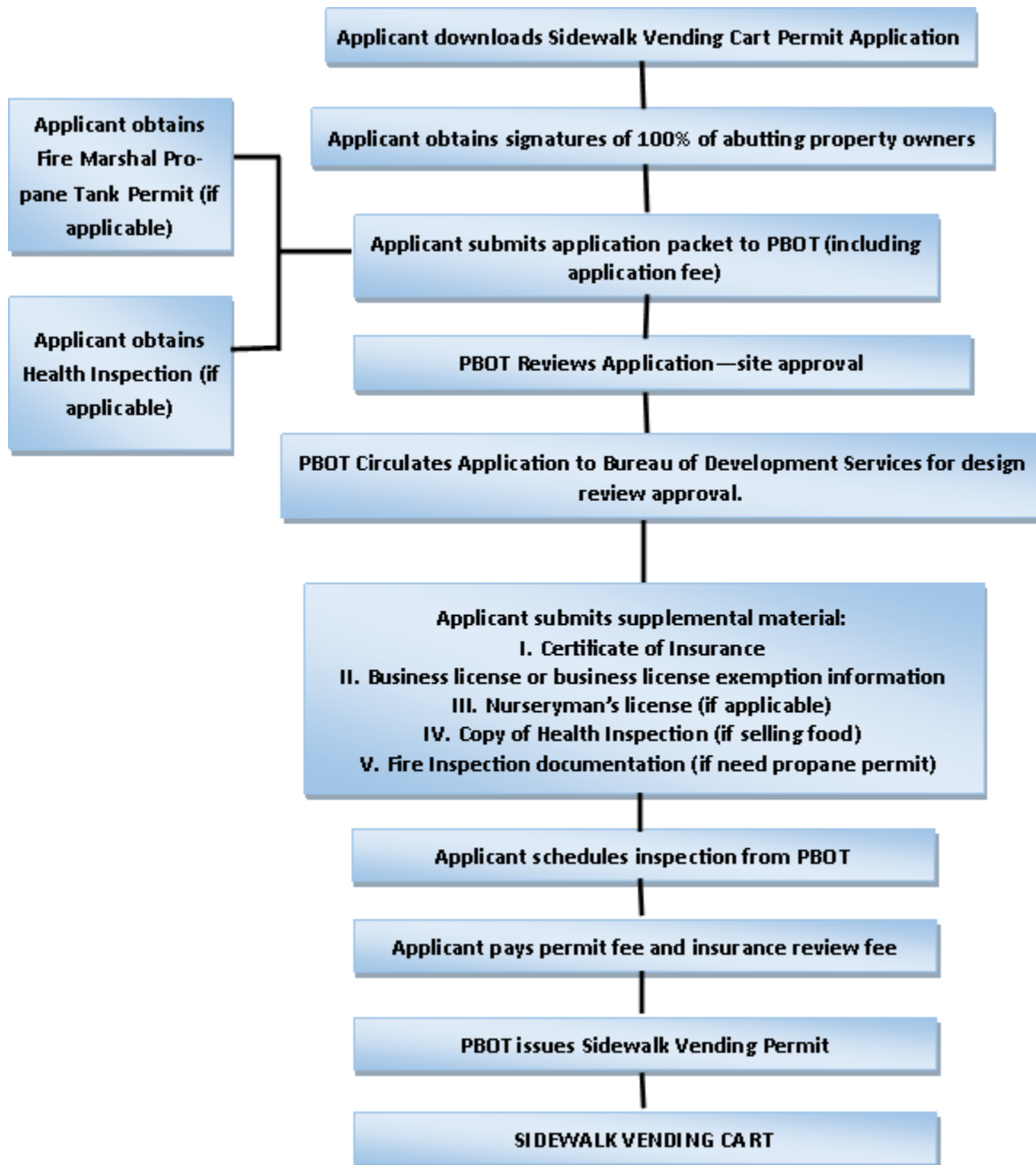
The Saigon Kitchen vending cart is located outside the Portland Building in downtown along SW 5th Avenue.

Source: Food Carts Portland Blog, User dieselboi

Figure 10 Vending Cart Program Details

Permit Name	<ul style="list-style-type: none"> Vending Cart Permit
Ordinance Authority	<ul style="list-style-type: none"> City Code, Section 17.26 Sidewalk Vendors
Application Fee Cost	<ul style="list-style-type: none"> \$60
Eligibility Requirements	<ul style="list-style-type: none"> Only allowed in commercial zones Not allowed within 100 feet on the same block face of a restaurant, fruit stand, or coffee shop without written consent. If selling flowers, this also applies to a flower shop.
Safety/Design Requirements	<ul style="list-style-type: none"> Sign area approved up to 4 square feet total, not including menu boards. Umbrellas or canopies must have minimum clearance of 7 feet and a maximum height of 9.5 feet above the sidewalk. Umbrellas or canopies may not exceed 40 square feet. Wheels located under the cart are preferred. Projecting wheels must have fenders. Hitches attached to the cart must be removable and detached during operation hours. Propane tanks must be attached to (or within) cart and the cart must allow for adequate ventilation and screening of the tank. Operations may not lead to or cause congestion or blocking of sidewalk traffic Operating area shall not exceed 24 square feet Must be a minimum of 8 feet from any adjacent property line Must be a minimum of 10 feet from: <ul style="list-style-type: none"> Intersection with any other sidewalk The extension of any building entrance or doorway to the curbline Any disabled parking space or access ramp
Notification Requirements	<ul style="list-style-type: none"> Letter of consent from abutting property owners
Duration	<ul style="list-style-type: none"> Calendar year
Cost of Permit	<ul style="list-style-type: none"> \$75 (insurance review fee \$15)
Additional Permits Needed (if applicable)	<ul style="list-style-type: none"> Multnomah County Temporary Restaurant License, if food is being served Fire Marshal's Office Propane permit, if propane tank is being used
Inspection of Activity	<ul style="list-style-type: none"> Site Inspection by PBOT Fire Marshal before permit is issued (for propane permit)
Maintenance Responsibility	<ul style="list-style-type: none"> Permittee; maintenance responsibilities include: <ul style="list-style-type: none"> Providing a trash and/or recycling container for refuse Picking up any litter that is deposited by any person on the sidewalk or street within 25 feet of the place of conducting Not leaving the vending cart unattended on a sidewalk, nor allowing a vending cart to remain on the sidewalk between midnight and 6:00 a.m.

Figure 11 Vending Cart Program Permit Process



Identified Vending Cart Program Challenges and Opportunities

- **Property Owner Consent.** Per code, applicants are required to obtain 100% of adjacent property owner consent. This has proven difficult for applicants, because of the nature of property owner versus current tenant. In many cases a property owner might be out of state and it is difficult to get their consent.
- **Full mobility of cart.** A vending cart is required to be fully mobile, and removed at the end of each day. How does this requirement impact future programming of plazas or other spaces, where a more permanent (or at least longer than 24 hours vending apparatus might be desired?
- **Size of cart.** Other cities allow for larger type vending carts, are there other design criteria changes that should be considered?

SIDEWALK CAFES PROGRAM

What is the program?

The Sidewalk Cafes program permits restaurants or cafes to serve food or drink to customers seated in the pedestrian zone that is adjacent to the restaurant or café. Sidewalk cafes typically consist of tables and chairs arranged in a single row on the sidewalk. Additional furniture that is permitted includes umbrellas, planters, and bussing carts. These are permanent installments that are permitted as long as the café or restaurant has a valid permit. Information about the permitting process for the Sidewalk Cafes are detailed in Figure 12 and Figure 13.



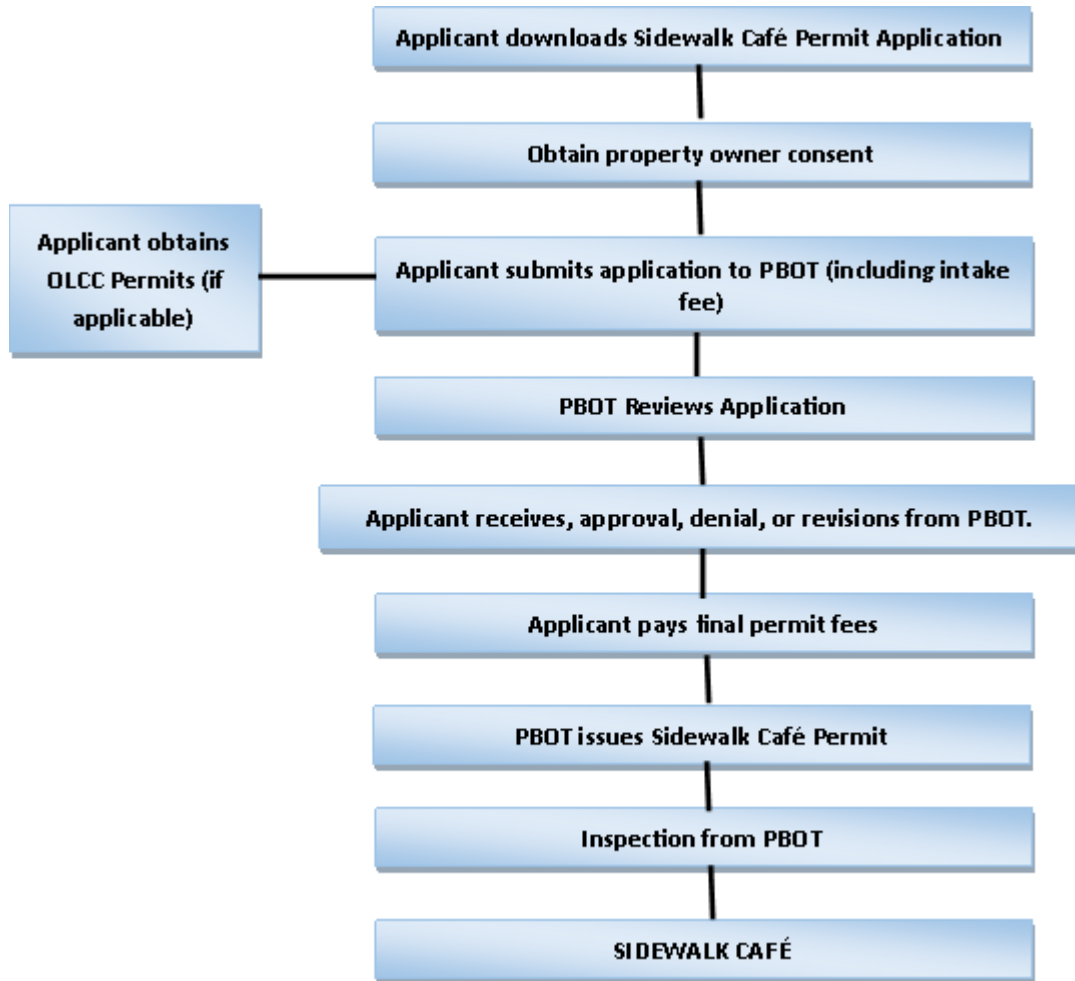
Lompoc Brewing on NW 23rd has outdoor café seating that is permissible with the Sidewalk Cafes Permit.

Source: Vadim Makoyed, NW Examiner

Figure 12 Sidewalk Cafes Program Details

Permit Name	▪ Sidewalk Cafes Permit
Ordinance Authority	▪ City Code, Section 17.26 Sidewalk Cafes
Application Fee Cost	▪ \$225 (\$175 is refundable)
Eligibility Requirements	<ul style="list-style-type: none"> ▪ Area is either zoned as Commercial or Employment ▪ The sidewalk, as measured from the property line to the curb, is at least 8 feet wide.
Safety/Design Requirements	<ul style="list-style-type: none"> ▪ A Clear Pedestrian Zone must be established ▪ Items may include tables, chairs, umbrellas, planters, and bussing carts ▪ Certificate of Liability Insurance
Notification Requirements	▪ Signature of adjacent property owners
Duration	▪ Calendar year
Cost of Permit	<ul style="list-style-type: none"> ▪ \$100+(\$10.50 x linear feet); for first year ▪ \$100+(\$4.00 x linear feet); for subsequent renewal years
Additional Permits Needed (if applicable)	<ul style="list-style-type: none"> ▪ OLCC Temporary Sales License, if alcohol is being served or consumed (apply for an Extension of Premises for your existing Liquor License) ▪ Multnomah County Temporary Restaurant License, if food is being served
Inspection of Activity	▪ PBOT
Maintenance Responsibility	▪ Permittee

Figure 13 Sidewalk Cafes Program Permit Process



Identified Sidewalk Cafes Program Challenges and Opportunities

- **Maintenance of permanent installment.** All PBOT programs designate maintenance responsibility to the permittee. For most programs, this requires short-term temporary maintenance but for Sidewalk Cafes it is maintenance for a permanent installation. How could this framework of this be applied to other livable streets activities?

ADOPT-A-STREET PROGRAM

The Adopt-a-Street Program provides citizens/neighborhood associations/business associations within the City of Portland the opportunity to control litter, beautify and clean roadsides, and improve the appearance of the City street system. The program is intended to encourage and facilitate involvement of volunteer groups. Volunteers propose their level of effort and commitment, which varies from litter patrol and minor weeding to replanting and repurposing of City maintained space. Level of commitment can vary from one time to ongoing. Whenever possible, Maintenance Operations provides support with dumpsters and supplies such as leaf compost and some traffic control devices and apparel. Signed agreements are required between the Bureau and the applicant and liability waivers are required to be signed by participants. The process for adopting a street varies depending on whether the applicant decides to maintain the existing landscape or modify the existing landscape. Information about these processes are detailed in Figure 14 and Figure 15.



In spring of 2013, a group of volunteers established a Landscape Maintenance Agreement with PBOT for Peace Memorial Park, located on the northern end of the Eastbank Esplanade. Currently, volunteers no longer maintain the landscaping of the park so PBOT handles the maintenance and landscaping.

Source: Veterans For Peace Chapter 72

Figure 14 Adopt-a-Street Program Process – Maintaining the Existing Landscape

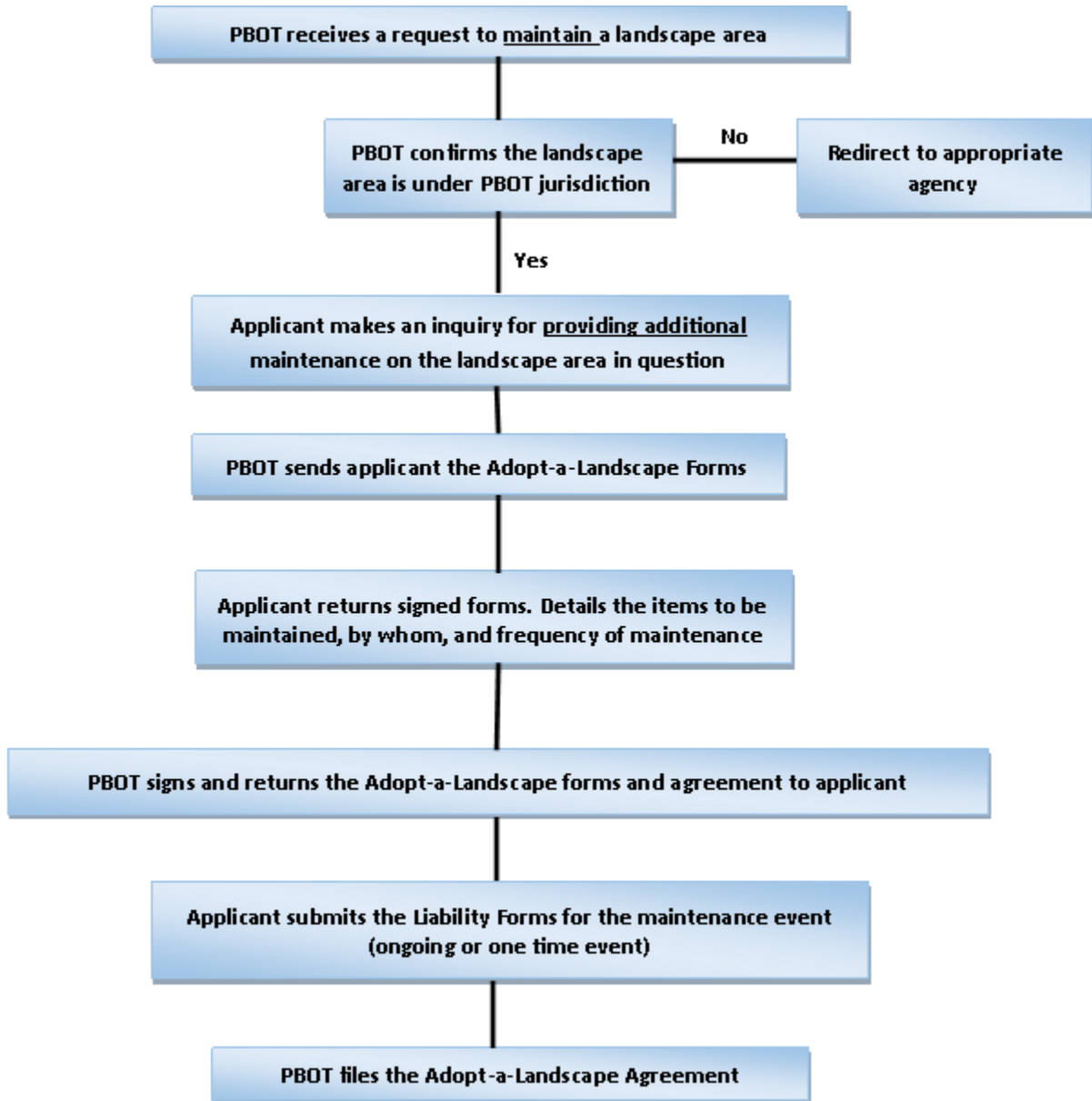
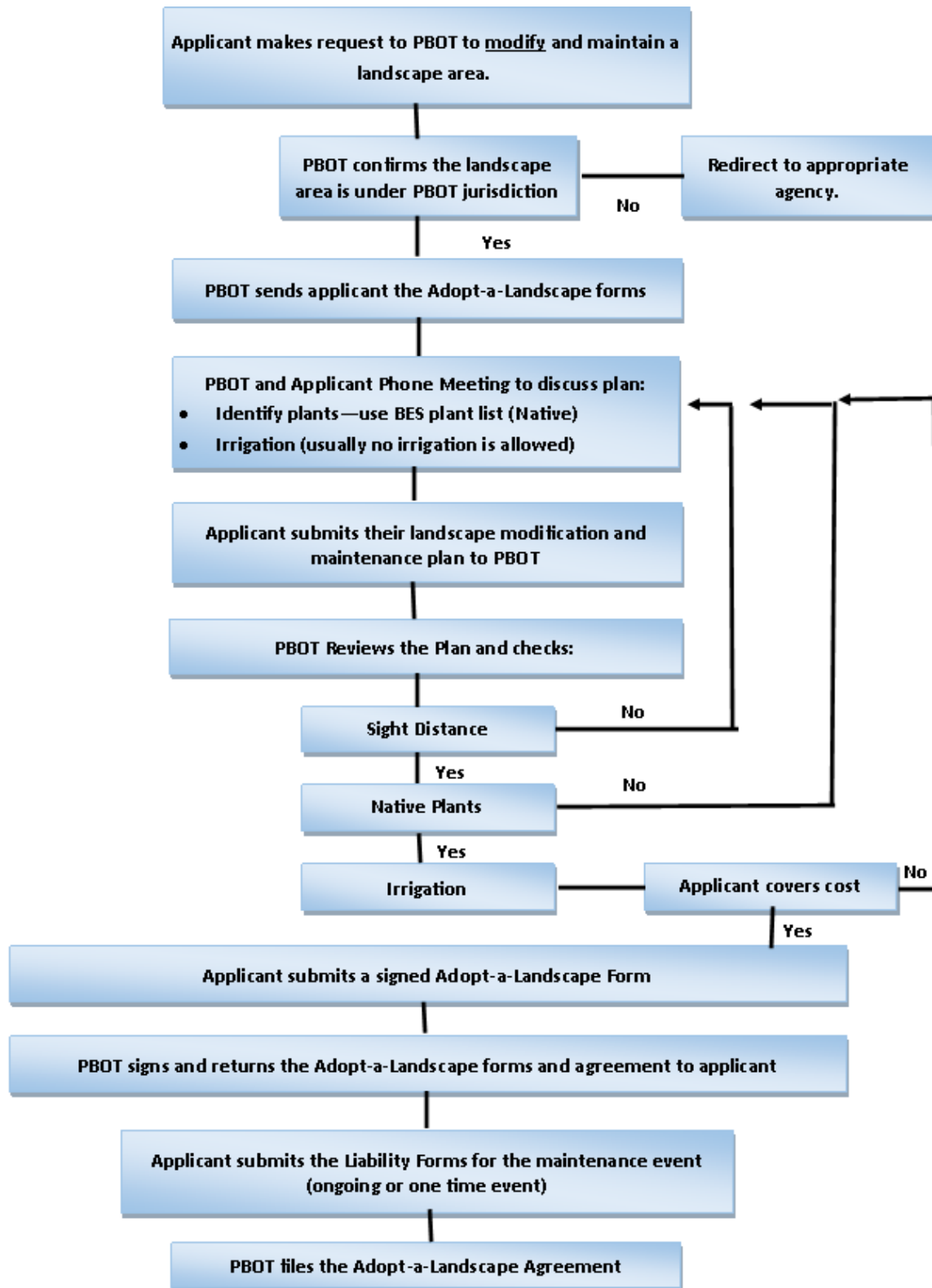


Figure 15 Adopt-a-Street Program Process – Modifying the Existing Landscape



Identified Adopt-a-Street Program Challenges and Opportunities

- **Termination of agreements.** Occasionally, volunteers may decide to end their maintenance responsibilities but do not inform PBOT. This can result in a gap in street maintenance. How can agreement termination be formalized and enforced?
- **Long-term maintenance responsibility.** This program has a unique maintenance agreement. All PBOT programs designate maintenance responsibility to the permittee. For most programs, this requires short-term temporary maintenance. How could this framework of this long-term maintenance agreement be applied to other livable streets activities?

OTHER PBOT SUPPORTED PROJECTS

There are many short-term and semi-permanent projects scattered throughout Portland. These are one-off projects without an established program that PBOT has supported in the past and should be encompassed under the Livable Streets Strategy.

Street Enhancements

Small scale street enhancements, such as planter boxes and community kiosks, do not require an application or permit assuming all general guidelines are followed. They can be located in frontage zones (portion of the right-of-way that adjacent to buildings) and furnishing zones (portion of the right-of-way between the curb and the sidewalk). Permission for small scale street enhancements can be revoked by the City at anytime. Larger scale street enhancements such play streets, pop-up playgrounds, or games in ROW would require a Temporary Street Closure Permit.



Planter boxes are allowed in frontage zones, such as this one at the Center for Architecture Portland in NW Portland.

Source: Garendista.com

Pocket Parks

A pocket park is a small community park, frequently created on a vacant lot or an irregular piece of public or private land. Generally, due to their small size they serve passive uses like sitting or storytelling. Stormwater projects are frequently incorporated.

Holman pocket park at NE Holman Streets and NE 13th Avenue was designed and constructed by PBOT and the Bureau of Environmental Services (BES). The Portland Parks Bureau now owns and maintains the park and BES maintains the green streets. The project consisted of constructing a neighborhood bikeway with green streets and stormwater retrofit in an adjacent public park. While this example was a capital project that required significant design and construction, pocket parks can be developed on a smaller scale. To support similar projects in the future, PBOT is in need of new policy language.



Before construction (left) and the completed pocket park (right).

Source: Holman Park Report, BES

Pedestrian Plazas

Located at SW 3rd Avenue and Ankeny Street, Ankeny Plaza provides 20,000 square feet of public space. To create the Plaza, angled parking was removed and new parallel parking spaces were installed west of the curb. This opened up the space for a walking zone, a new bike corral, a bike share station, dozens of large planter boxes, and cafe tables and chairs along the edges of the street. This was a city led initiative that PBOT permitted with a Revocable Encroachment Permit. As part of an agreement with PBOT, the Ankeny Alley Association manages the day-to-day maintenance of the Plaza. Businesses using the cafe seating in the space have Sidewalk Café Permits. The adjacent alley—Ankeny Alley—is treated as a separate project with its own permits.



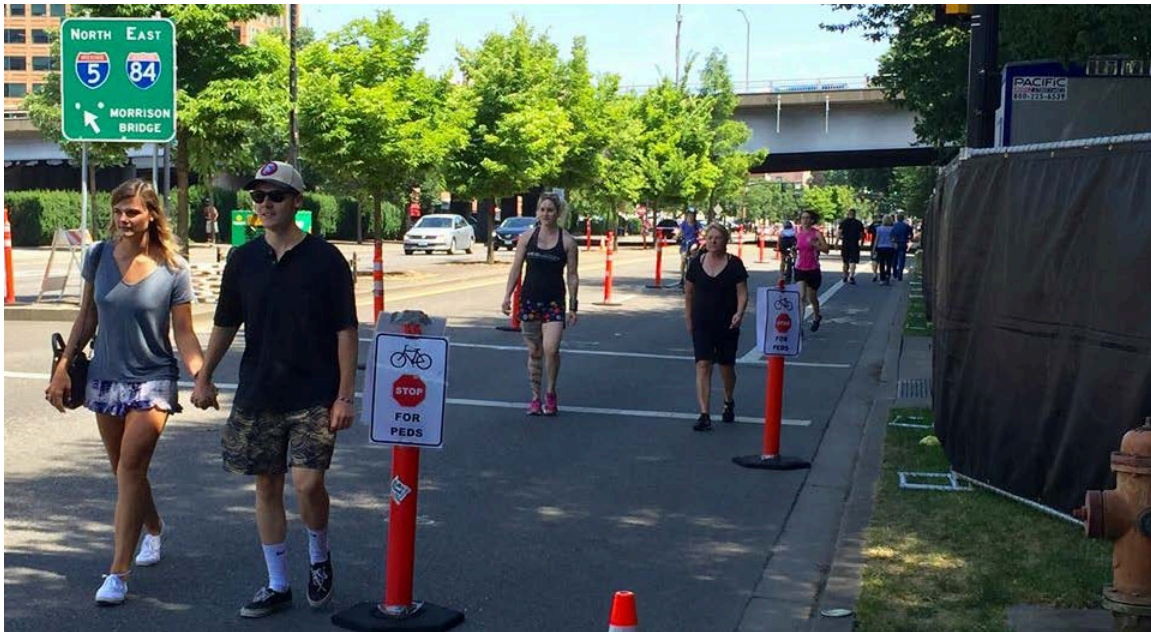
Ankeny Plaza (above) provided space for people to walk and for a sidewalk café. Ankeny Alley (below) is a car free space that allows pedestrians to enjoy food and drink from adjacent businesses.

Source: PBOT, Flickr (top); Greg Raisman, Flickr (bottom)

Demonstration Projects

Better Block PDX (BBPDX) has been working with community members, PBOT, and PSU to design and install a variety of demonstration projects, some of which are now permanent installations, including the protected bicycle lanes on SW 2nd.

In 2016 BBPDX worked with Bicycle and Pedestrian Planning students and PSU Engineering Capstone students to plan a short term Better Broadway installation, a "Connect the Park Blocks" Open Streets event on the Green Loop with Oregon Walks, and a summer expansion of 2015's Better Naito. This PSU program has allowed students to have their "knowledge serve the city." Other planned projects were not installed, but remain under consideration for the future. Demonstration projects are currently permitted through a Community Event Permit, but the exact relationship and responsibilities for designing and permitting demonstration projects that are referenced in City planning documents has yet to be established. These tactical urbanist demonstrations, which last several days, are an opportunity to trial potential future capital improvement projects.



Better Naito—a demonstration project organized by Better Block PDX and permitted by PBOT—allowed closed off a portion of Naito Parkway for bicycle and pedestrian access.

Source: PBOT, Flickr

Community Initiated Open Streets Events

Oregon Walks and Better Blocks PDX partnered to host the first community initiated and permitted open-streets type event in 2016, Connect the Park Blocks, shortly followed by Cully Camina. These projects are currently permitted through a Temporary Street Closure Permit. Portland State University students are currently working with Oregon Walks to develop routes in Gateway, Lents, New Columbia and Montavilla.



Cully Camina—an Oregon Walkways Event—took place on streets throughout the Cully neighborhood. Streets were closed to vehicular traffic and open for people to walk and play.

Source: Oregon Walkways, Sierra Stringfield Perryman

Community Uses on Underutilized right-of-way

there has been community interest in creating placemaking elements like, garden plots, rest areas, gathering spaces and other community uses on unpaved or underutilized streets, including alleyways. In 2013, PSU students explored Cully and Outer SE Division neighborhoods to gather ideas and gauge public interest in areas that have concentrations of unimproved streets. ³ Sabin Orchards is an example of a community garden in the right of way.

Community Requests for Safety Improvements

Currently, community members can use the three difference methods for requesting safety improvements in the ROW:

- Call the “Traffic Safety and Neighborhood Livability Hotline” at 823-SAFE
- Email safe@portlandoregon.gov
- Fill out a [form online](#)

³ <https://www.portlandoregon.gov/transportation/63612>

Artistic Crosswalks

Portland's first artistic crosswalk was installed at NW 3rd and NW Davis in June 2015. Installment of this crosswalk did not require a permit because PBOT did the installation. Members of the Old Town Chinatown Community Association wanted to foster a more vibrant and attractive pedestrian atmosphere. PBOT Director Treat suggested installing an artistic crosswalk, which the community adopted. The eye-catching pattern of raindrops with a giant umbrella was planned and designed with community input and is intended to improve pedestrian safety.



Portland's first artistic crosswalk located at NW 3rd Avenue and NW Davis Street calls attention to pedestrians crossing the street.
Source: PBOT, Flickr

Identified Challenges and Opportunities for Other PBOT Supported Projects

- **New programs to support these projects.** Although PBOT currently supports these one-off projects, there is a lack of policy and regulatory support as well a need for clear roles and responsibilities. How can the framework of existing programs be leveraged to form new programs?

4 ENGAGEMENT EFFORTS

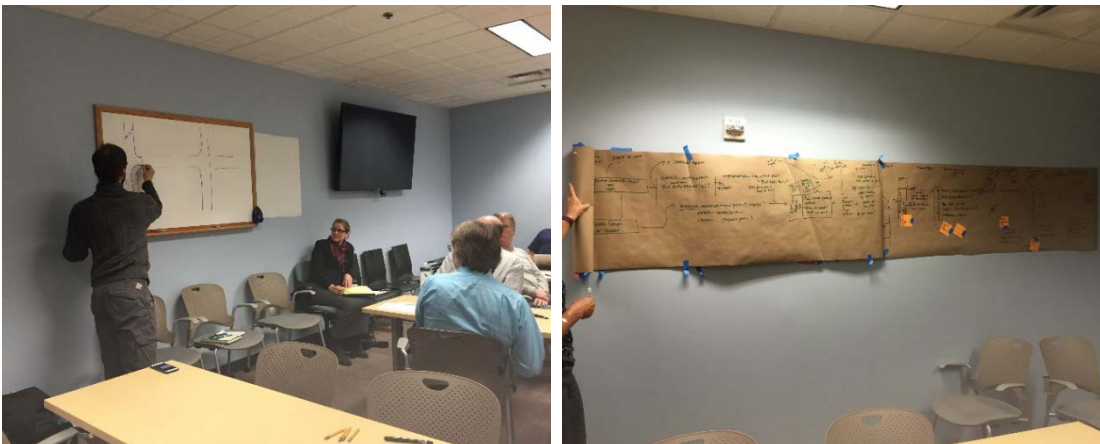
Additional engagement efforts were conducted to help the project team fully understand the permit process in its entirety—from the initial project idea to the permit issuance to the installment and maintenance of a project. Input was collected from PBOT staff, other city staff involved with the permit process, and past permit applicants through the Secret Lives of Permits Worksession, staff interviews, and an online survey.

SECRET LIVES OF PERMITS WORKSESSION

According to W. Edward Deming, “if you can't describe what you are doing as a process, you don't know what you're doing.” Process mapping is a tool used to identify steps in a workflow. The visual illustration provides opportunities to understand where there are gaps or delay in a process. The Secret Lives of Permits Worksession took place on November 17, 2016 at the Downtown Portland Building. This worksession aimed to simulate the permit processes for three different types of applications, identify existing challenges, and highlight opportunities for improvement. The applications included three past projects:

- Better Broadway Demonstration Project along NE Broadway Street
- Community Uses on an Unimproved right-of-way at NE Emerson Street and NE 26th Avenue
- Intersection Repair at N Overlook Boulevard, N Failing Street, and N Concord Avenue

Complete notes from this worksession can be found on the [project website](#).



The project applicants presented their initial project idea to the group (left) and then circulated around the room to the correct agency/department. Drusilla van Hengel documented the process on butcher paper as the group discussed and described the process (right).

Source: Nelson\Nygaard

Better Broadway Demonstration Project

In August of 2015, a community driven effort to reimagine NE Broadway was developed and included moving parking away from the curb zone, installing a cycle track and floating bus island, and making space for people to walk. The goal was to create a friendly pedestrian environment and make the corridor friendly to retail. Students from PSU were involved in the planning and traffic control permitting effort.

Figure 16 summarizes the permit process for this event. Opportunities and challenges outside of the process are noted in green and red, respectively. Lessons learned from the reviewing this permit process included:

- **Internal coordination:** Coordination within PBOT divisions and city bureaus should take place early on in the permit application process. DPT, Parking Services, TriMet and Portland Fire would like to be informed about potential events when Active Transportation and Safety are made aware of potential applications.
- **Organizational Change:** It should be discussed whether Community Events is the appropriate venue for Livable Streets demonstration projects, and whether community event requirements and staffing are sufficient. Identify the roles of each division and workgroup so that duplicate effort is avoided and missing requirements are addressed early on.
- **Complete application:** A site plan was never submitted for this project, which made installment of the event difficult particularly with regard to traffic control and parking needs.
- **External communications:** A communication plan would have been helpful as part of the project to clarify the notification process and detail how the public would be informed about the project.
- **Safety concerns:** Portland Fire expressed numerous safety concerns a project like this can have (i.e. vehicle clearance for fire vehicles, ability to reach adjacent buildings with ladders, impact on emergency response time) as well as challenges with limited staffing. With only two staff in Special Operations, it can be difficult for Fire to thoroughly review all permit applications.

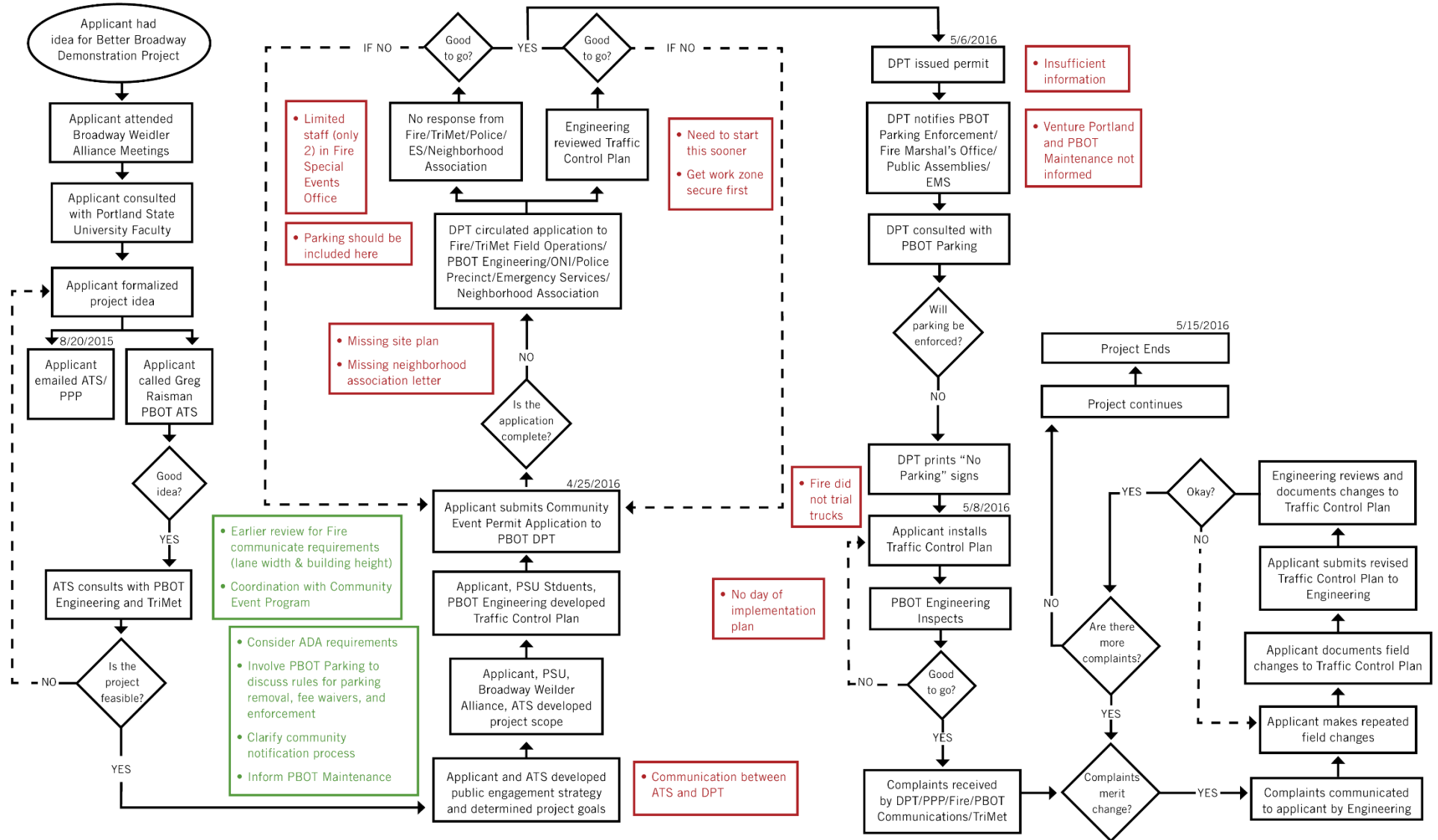


Photo from Better Broadway Demonstration Project that took place in May 2015. Cars provided a buffer to cyclists riding in the bike lane.

Source: Better Block

LIVABLE STREETS | EXISTING CONDITIONS
PBOT

Figure 16 Better Broadway Demonstration Project Permit Process Map

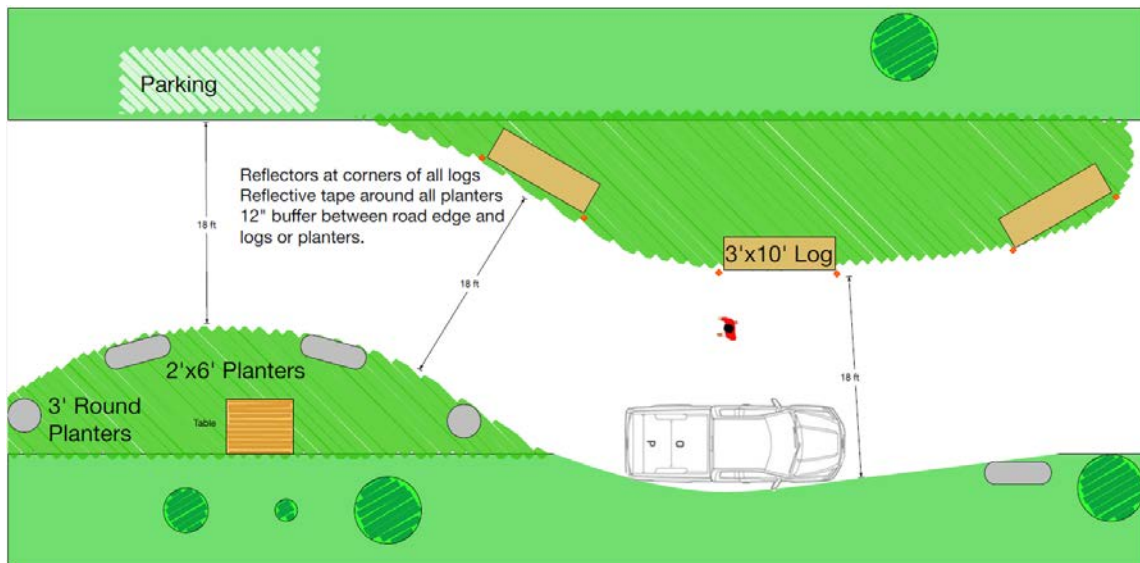


Community Use on Unimproved ROW

The applicant for this project suggested closing NE Emerson Street between NE 26th to NE 27th Avenues to vehicular traffic to create a safe space for children to play. NE Emerson is an unimproved/gravel street. Drivers heading north on NE 26th Avenue are going downhill which results in high speeds of drivers who turn right onto NE Emerson Street.

Figure 17 summarizes the permit process for this event. Opportunities and challenges outside of the process are noted in green and red, respectively. Lessons learned from reviewing this permit process included:

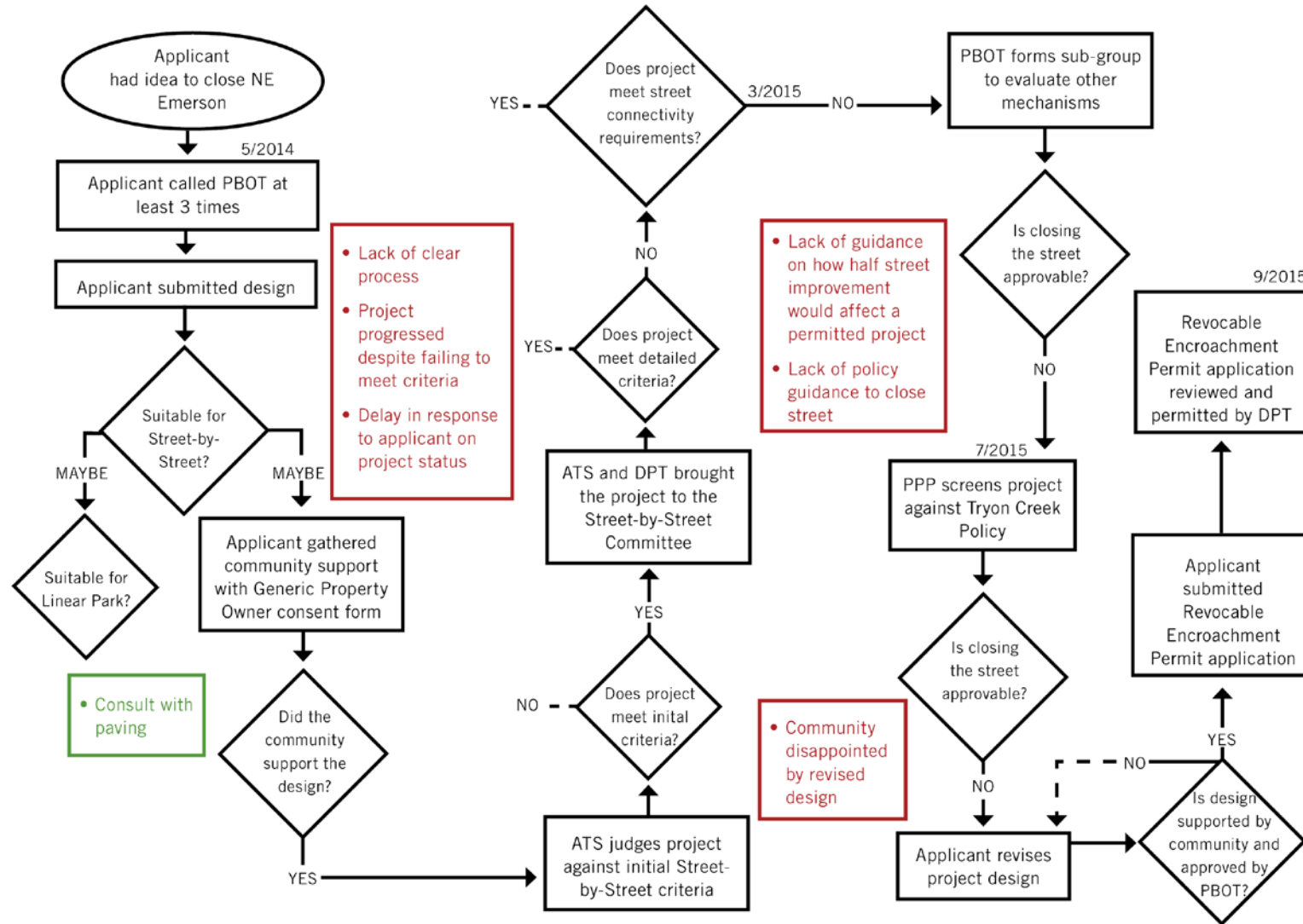
- **Policy gaps:** For this project, policy gaps contributed to a lengthy and confusing application review process. It was also unclear as to how future half street improvements would affect this permitted project
- **Internal coordination:** PBOT Maintenance Operations should have been consulted to ensure that this project did not overlap with any near-term paving of the roadway.
- **Getting to yes, but.** An excessive length to approval resulted from proceeding with the permit despite having, upon multiple junctures, concluded that the application did not meet the requirements to proceed.
- **External coordination:** Internal communications about the suitability of the application led to a prolonged process for the applicant.



Final design of NE Emerson kept the street open to vehicular traffic and included planters, logs, and landscaping to narrow the street.

Source: PBOT

Figure 17 NE Emerson Community Uses on Unimproved ROW Permit Process Map



Intersection Repair

Intersection repairs allow people to paint the roadway adjacent to their homes aim in an effort to build a stronger sense of community amongst neighbors. This Intersection Repair was a community driven effort to paint the street and extend the curb with adjacent bioswales at the intersection of N Overlook Boulevard, N Failing Street, and N Concord Avenue. The extension of the curb was included in the design to prevent cyclists traveling south along N Concord Avenue from conflicting with oncoming traffic from N Overlook Boulevard.

Figure 18 summarizes the permit process for this event. Opportunities and challenges outside of the process are noted in green and red, respectively. Lessons learned from reviewing this permit process included:

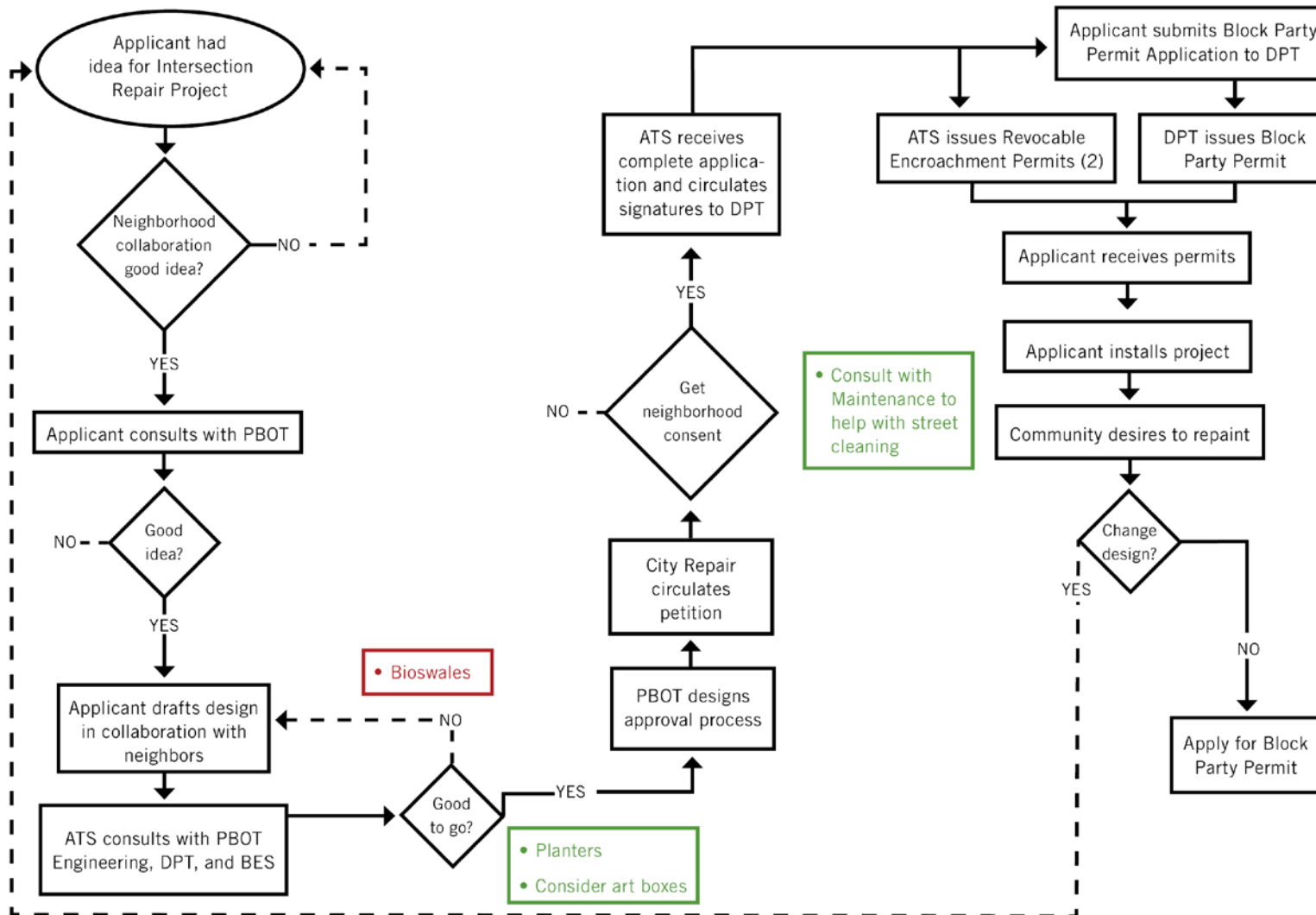
- **Combine processes when applicable:** For the initial installment of an intersection repairs, both a Revocable Encroachment Permit and Block Party Permit are required. Signatures of approval used for one of these applications can be applied to the other, simplifying the permit process for applicants.
- **Internal coordination:** PBOT Maintenance Operations should have been consulted to ensure that this project did not overlap with any near-term paving of the roadway.
- **Leverage existing resources:** When painting the roadway for intersection repairs, community members clean the roadway prior to painting. PBOT Maintenance has powerful street cleaning equipment available for this that could be used in the future.
- **Consider low-maintenance options:** The planters installed on the SE corner of the intersection proved to be high-maintenance. Considering alternatives, such as art boxes (e.g. decorative Planters are high maintenance – could consider art boxes in the future



Completed Intersection Repair at N Overlook Blvd, N Failing St, and N Concord Ave from Google Maps as of November 2016.

Source: Google Maps

Figure 18 Intersection Repair Permit Process Map



STAFF INTERVIEWS

Interviews with PBOT and other city staff gathered input about the challenges and opportunities related to the permit process. Since each interviewee's involvement with permit processes differs based on their expertise and which types of permits they touch, interview guides were tailored individually to the interviewee. A total of seven staff were interviewed from the following affiliations:

- PBOT Engineering Services, Traffic Operations Division
- PBOT Policy, Planning, and Projects, Planning Division
- PBOT Development, Permitting, and Transit, Community Use and ROW Permitting
- Office of Neighborhood Involvement, Community Neighborhood Involvement Center
- Portland Fire and Rescue, Emergency Operations Division

Some of these conversations revealed the need for additional interviews, which will be considered later in this process. For the purpose of this report, key findings from these interviews were categorized into the following three questions.

What are the activities Portlanders want on our streets?

These interviews were primarily focused on challenges and opportunities related to the permit review process, therefore, the majority of the input falls under the questions of how to open the streets and how to make activities accessible. Only one interview with PBOT Planning staff provided information on what kinds of activities Portlanders would like to see in the streets. This interview discussed the 2013 Community Uses on Unimproved ROW Initiative. As part of this initiative, PBOT—with the help of Portland State University (PSU) students—gathered community feedback about what types of events Portlanders would like to see on unimproved ROWs and/or gravel streets (see Figure 19). This initiative was only focused on unimproved ROWs but many of these placemaking activities could be applicable and help support other Livable Streets Programs. These activities have been considered in potential Program Areas.

Figure 19 Suggested Activities from the Community Uses on Unimproved ROW Initiative

Category	Types of Activities
Gardens/Landscape	Community garden, trees /orchard (edible, fruit-bearing trees or shrubs), landscaping /flower boxes/ vegetation, native plants garden/habitat, pollinator pathways/ bird sanctuary/butterfly garden, stormwater/drainage/ bioswale/rain garden
Gathering Space	Resting, seating area (benches), picnic area, tables, multipurpose/shelter, gazebo/pergola performance stage/dance floor
Community Information	Community info-kiosk or bulletin board, sharing: "little free library", kids toys, toolshed, produce stand, interchangeable banners
Play Space	Open space; Swing set, jungle gym; Ball field/court, skatable features, sandbox, tic tac toe, chess/checkers, ping pong, shuffleboard
Access	Soft surface trail, hard surface pathway, bike parking
Artwork	Graffiti wall, Functional art – bike racks, signage
Other	Off lease dog area, food carts, public composting toilets, energy/heat generation (solar, kinetic)

How can we open the streets for those activities?

Clear roles and responsibilities

PBOT has the authority to do most of the desired livable streets activities in the ROW but the agency needs to make sure that all PBOT workgroups as well as other city bureaus are on the same page (i.e. need to be clear about which groups are doing what and what are they providing in part of the process and identify clear roles and responsibilities). Currently, it confusing to both PBOT and city staff as well as the applicants themselves. For new Livable Streets Programs, another practical challenge will be determining where these new programs should be housed within PBOT.

Cross-bureau coordination

Coordination with other bureaus and stakeholders is essential for livable streets project success. Previous events and activities have had poor communication with other city bureaus both leading up to the event and during event. Communication between bureaus should not cease once the permit has been issued but rather continue throughout the lifetime of event or activity, particularly in the case of an alternation to the existing project.

Other bureaus, such as the Fire Bureau, need to have an opportunity to provide input early in the permit process in order to develop compromises and solutions if necessary. They also need to be notified when on-the-ground installations are modified. Multiple people at PBOT should be trained and educated about programs and processes so these coordination efforts are not the sole responsibility of a single individual. Establishing and communicating program roles and responsibilities throughout PBOT is essential for successful cross-bureau coordination.

Application review time that is suitable for staff workloads

Staff from PBOT Engineering and the Fire Bureau sometimes have trouble thoroughly reviewing permit applications due to limited staff capacity, the volume of permits, and the short time (5 days) available to return comments. Engineering aims to turn around the same day due to internal pressure to not hold up the process. Typically, staff are scrambling to keep up with permit application review in addition to their daily workloads. Two weeks for review would be ideal for Engineering (or identify other options to distribute work load in PBOT work groups). Fire used to receive a large number of permit for review, which was difficult to handle with only two staff. Revisions to the application, which now specifically calls out criteria for approval established by Fire, has helped to greatly reduce the number of application. Being informed about the project one month prior to the event or activity would be ideal for Fire.

Additional policy support

There is a lack of policy support for some livable streets activities, which make permitting them a challenging process. In Engineering, staff reference general engineering resources (i.e. AASHTO Guidelines, MUTCD, Internal documents for bike and pedestrian design, etc.) to determine street closures but the final decision is really a judgement call for the staff reviewing the application. Additional policy to back up these decisions (e.g. a checklist to decide on conditions for approval for different types of streets) could help alleviate individual staff of criticism regarding their decision.

Well-defined maintenance responsibilities

Maintenance for livable streets activities widely varies depending on project type and duration. For temporary events, maintenance is minimal. With a permanent active public space, it is an ongoing process where the work to activate the space is never done. Additionally, maintaining a space over a long period of time needs to have flexibility to accommodate future and changing community needs. Maintenance for some livable streets activities types can benefit from public/private partnerships while others can relieve the burden of maintenance (see *Diversity of projects types for various context*).

Public/Private partnerships

Public/private partnerships could be an opportunity for PBOT to generate revenue towards maintenance. For example, all the businesses in Ankeny Alley pay Sidewalk Café Fees. Rather than being circulated back into the sidewalk café fund, this revenue is dedicated to maintenance for Ankeny Alley and Plaza. PBOT has done a great job of prioritizing community through its existing programs but private event planning could offer benefits, such as revenue generation.

Established data collection methodology

Data collection for livable streets activities can help to demonstrate the level of success and provide useful baseline comparisons for staff reviewing permit applications. Measuring the impact and success of these events and activities can help generate support from PBOT and city leadership. Engineering and Fire called out specific data metrics that would be useful to their review of permit applications. For Engineering, having data on traffic volumes by mode and impact/diversion on the surrounding system would be useful. Fire explained that measuring response times for common emergency routes could help determine livable streets activities' potential impact on emergency response times.

Inspection Schedule for Events

Developing an inspection schedule would be a useful tool to ensure that inspections are not overlooked. Inspections play an important role as they can impact public safety and the overall success of event or activity.

How do we make these activities accessible for the public?

Technical assistance for applicants

Engineering service is willing to provide technical assistance and guidance when needed as long as these requests are a manageable work load. Standardized materials—assuming specified conditions are met—could be useful for applicants with a lack of technical design experience

Diversity of projects types for various context

While many livable streets activities are suitable for improved ROW, unimproved/gravel streets should not be neglected. The Livable Streets Strategy should consider diversity among project types that can accommodate various roadway contexts. To help provide for a variety of contexts, outreach to communities where PBOT would like to expand is essential to ensure if these communities have any interest in existing programs.

Education and reinforcement

Education should be at the forefront of every application process in an attempt to try and ensure applicant compliance. Reinforcing agreements can also be a useful tactic to maintain compliance over the long-term. For example, a representative from PBOT Community Use and ROW Permitting attends monthly meetings with the Ankeny Alley Association to reinforce rules and agreements between the association/business owners in Ankeny Alley and PBOT.

Programming support

Additional programming would encourage creativity and help activate public spaces, such as pedestrian plazas. PBOT should consider the surrounding context of livable streets activities and events for potential programming opportunities. If PBOT is successful in developing private partnerships, there may be opportunity to encourage adjacent businesses to provide programming to public spaces or to encourage the development of Business Improvement District (BID). For community driven pedestrian plazas, PBOT could provide direction to applicants about how to activate the public space.

ADA Accessibility

To ensure that Portlanders of all ages and abilities can enjoy public events in the right-of-way, the Livable Streets Strategy should integrate ADA accessibility into the application review process for all programs.

APPLICANT SURVEY

A Past Permit Survey was distributed to previous applicants, including both those who completed the application process and those who did not complete the application process. The purpose of this survey was to gain insight about the applicant's perspective of the permit process. The survey was distributed via email and a total of 137 responses were collected.

These survey responses provide some important context to the work of the Livable Streets project team, by shining a light on the issues that the permit applicant or customer experiences.

What deterred respondents from completing the application process?

Respondents were asked whether or not they had applied for a permit for an event or infrastructure project. Those who answered no were asked if there was something in the process that kept them from applying. The majority (81%) of respondents indicated that there was not anything wrong with the process, they just chose not to apply.

For applicants who completed the application process ...

The most common types of permit applications included:

- Community Event (Block Party, Street Fair, Community BBQ...), 76%
- Sidewalk Café Seating, 13%; and
- Intersection Repair, 5%.

How understandable was the process?

- Very clear and easy to understand, 68%

- Somewhat easy to understand, 30%
- Not easy to understand, 2%

What was the most difficult part of the application process?

- Gathering signatures of adjacent properties, 63 responses
- Cost, 18 responses
- Having to come in in-person for permit application, 17 responses
- The traffic control plan, 13 responses
- The insurance requirements, 13 responses
- Other, 29 responses, included answers, such as:
 - Amount of time required for submittal prior to event (particularly for reoccurring events)
 - Cost and effort in renting barricades

How easy was it to find the application online?

- Easy, 81%
- A little difficult, 15%
- Very difficult, 2%
- I could not find the application on my own, 2%

The most common additional permits required for events included permits from:

- OLCC, 20 responses
- Noise Control Office, 14 responses
- Fire, 10 responses

How easy was it to find where to go for these additional permits?

- Easy, 50%
- A little difficult, 45%
- Very difficult, 5%
- Explanations for this answer included:
 - Location of OLCC office (not in downtown Portland) was challenging
 - Finding the applications is pretty easy but understanding which applications are needed can be difficult

What would make the application process easier in the future?

- A one-stop shop for all necessary permits, 39 responses
- Electronic Neighborhood Association notification, 28 responses
- Shorter approval process, 21 responses
- Other, 35 responses, included answers, such as:
 - Online application process
 - Only noting changes for repeat events

- Alternative notification process besides signatures
- Barricades to borrow

What ideas do you have for activities and projects that would build community and increase community? Responses included answers such as

- More street and building murals
- More regular reoccurring events
- Pave unimproved streets
- More public agency participation in block parties
- Having to rent barricades is a barrier
- Community gardens
- Circus in the street for kids
- High school band concerts in the street

What do the lessons learned of these engagement efforts mean for the Livable Streets Strategy?

- Roles and responsibilities need to be clearly defined and agreed upon for PBOT work groups and other city agencies.
- Reduced reliance on individual staff to make judgments about permits could benefit applicants and staff.
- Adopt additional policy support to ensure clarity in the permit process.
- Coordination amongst city bureaus and all stakeholders should be initiated early on in the process for all permit requests.
- Consider opportunities for public/private partnerships that can generate revenue and potentially cover maintenance responsibilities.
- Clearly communicate permit requirements to applicant for compliance and provide necessary support (technical, programmatic, financial, etc.) to ensure success of the event/activity.
- Consolidate processes when possible to limit work on the part of the applicant as well as the permit reviewers.
- Conduct outreach in targeted communities for livable streets activities to gauge interest.

5 KEY FINDINGS

CHALLENGES

Applicant support. Although for many programs, the process is linear and straight-forward, additional applicant support (technical, programmatic, financial) could increase the utilization of existing permit types.

Duplicate efforts of PBOT workgroups. For some projects in the past, applicants worked with ATS to develop a project duplicating DPT's roles and responsibilities. Coordination early on in the project development and clear roles and responsibilities are needed to overcome this challenge.

Final Permit Coordination. There is a need for better final permit coordination between stakeholders; for example, events with alcohol do not have final notification with the Community Event Program on what has been approved on OLCC plan or Fire Marshal Occupancy plan.

Permitted activities without a program. PBOT supported activities without an associated program are challenging for sustained support because policies and regulations do not explicitly permit them. For example, demonstration projects are made possible with a community event permit but the description of that program does not encompass demonstration projects. Without a specific framework it may be challenging for staff to determine the correct permit process in the future, especially with turnover.

Policy gaps. Gaps in policy lead to a lengthy and confusing application review process for demonstration projects, and long term livable streets projects on underutilized and low volume right of way. Additional policy to back up these decisions would help support individual staff in decision-making and can also encourage more livable streets activities. For example, policy guidance for block parties on neighborhood greenways could allow residents who live of these types of streets to have a successful block party.

Property Owner Consent. Per city code, applicants are required to obtain 100% of adjacent property owner consent. This has proven difficult for applicants in many cases where a property owner lives outside of the state.

Maintenance. Maintenance for livable streets activities widely varies depending on project type and duration. Questions regarding who is responsible for upkeep and maintenance of projects, as well as enforcement of these responsibilities are key for the Livable Streets Strategy.

Programming for permanent installations. With a permanent active public space, a process is needed to activate the space in an ongoing way.

Timeline. Currently, early application submittal does not necessarily mean early approval.

Traffic Control Plans. For many applicants, completing the traffic control plan correctly is challenge. Simplifying the application and incorporating more flexibility to its requirements would be helpful to applicants.

OPPORTUNITY AREAS

ADA Review. Currently there is no ADA review on event Site Plans. To ensure that Portlanders of all ages and abilities can enjoy public events in the right-of-way, the Livable Streets Strategy should integrate ADA accessibility into the application review process for all programs.

Consolidated application processes. Reviewing and assessing various permit processes could provide opportunity to consolidate, streamline, and enhance the accessibility of livable streets activities.

Data collection. Measuring the impact and success of livable streets events and activities can help generate support from PBOT and city leadership and provide useful baseline comparisons for staff reviewing permit applications.

Flexible design requirements. Implementing more flexible design requirements for programs can foster innovation with livable streets activities and potentially encourage more livable streets activities. For example, altering the design requirements for vending carts could allow these in some cases to be a more permanent installation.

Ending a project. At the moment, the only procedure for ending a project is the rejection of a renewal. The Livable Streets Strategy presents an opportunity to develop a process to end projects that are not going well, and to provide a feedback loop to receive both negative and positive community comments while the project is on the street or a related activity is underway.

Fee structure. There are opportunities to review the fee structure to ensure that application costs are proportionate to the program resources required to permit and inspect activities.

Geographic gaps. There are visible geographic gaps in livable streets type projects that may be due to land use, cultural or other barriers. Specific outreach to these parts of Portland could inform what types of programs and resources are most needed to grow the Livable Streets Strategy equitably.

Inspections for events. Currently there is no inspection of community event Traffic Control Plan, Site Plan, or operations. Developing an inspection schedule would be a useful tool to ensure that inspections are not overlooked as they play an important role in public safety and the overall success of event.

Internal and cross-bureau coordination. Engage other work groups and divisions early on in the process to ensure sufficient time for providing input on an event and developing solutions, if necessary. Additionally, this could provide opportunity to leverage existing resources, for example maintenance equipment.

Private/public partnership. PBOT prioritizes community through its existing programs. Private event planning and private/public partnerships could offer benefits, such as revenue generation. Partnership can also help relieve some of the burden associated with maintenance.

Reach of existing programs. There may be opportunities to expand the reach of some existing program areas with slight revisions, and create new programs for community uses that cannot be supported routinely at the moment.

Streamlined and thorough applications. Most staff feel constrained by their workload to thoroughly review applications, regardless of bureau. Recent revisions to permit applications now specifically call out Fire approval criteria, which has helped to greatly reduce the number of applications circulated to them. If other work groups provide PBOT with clear and specific requirements for livable street events and activities, that could reduce ambiguity about the current situation, where no response implies approval. This is especially important when resources do not permit thorough review or engagement in project development.