

# **APPENDIX E:**

## Policy Framework Memo



711 SE Grand Ave.  
Portland, OR 97214  
(503) 230-9862  
www.altaplanning.com

To: PedPDX Technical Advisory Committee  
Michelle Marx, City of Portland Bureau of Transportation  
Lidwien Rahman, Oregon Department of Transportation  
From: Jean Crowther and Katie Mangle, Alta Planning + Design  
Cathy Corliss, Angelo Planning Group  
Date: November 30, 2017  
Re: PedPDX Policy Framework Memo (DRAFT Deliverable 2A)

Contents

Plan and Policy Framework ..... 4

Why This Matters ..... 6

    Mapping City Priorities..... 8

        Twenty-Minute Neighborhoods Index and Centers and Corridors (Comprehensive Plan) ..... 8

        Communities of Concern (Vision Zero Action Plan) ..... 8

        Pattern Areas (Comprehensive Plan)..... 8

    Next Steps ..... 9

Summary of State Plans, Goals, and Requirements ..... 10

    Oregon Crosswalk Statute ..... 10

    2011 (Last Amended) Statewide Planning Goals ..... 10

    2012 Oregon Transportation Planning Rule (TPR)..... 10

        General Description..... 10

        Specific Policy Direction ..... 10

    2016 Oregon Bicycle and Pedestrian Plan..... 12

        General Description..... 12

        Specific Policy Direction ..... 12

        Goals and Objectives..... 13

    2016 Oregon Transportation Safety Action Plan..... 14

        General Description..... 14

Specific Policy Direction .....	14
<b>Summary of Regional Plans, Goals, and Requirements.....</b>	<b>16</b>
2014 Regional Transportation Plan .....	16
Goals .....	16
Specific Policy Direction .....	17
Objectives.....	17
Planning and Implementation Guidance .....	18
2012 Regional Transportation Functional Plan.....	18
Goals and Objectives.....	18
Specific Policy Direction .....	18
Planning and Implementation Guidance .....	19
2014 Regional Active Transportation Plan .....	20
General Description.....	20
Specific Policy Direction .....	20
Planning and Implementation Guidance .....	21
2012 Regional Transportation Safety Plan .....	22
General Description.....	22
Specific Policy Direction .....	22
2012 TriMet Pedestrian Network Analysis .....	22
General Description.....	22
Specific Policy Direction .....	23
Planning and Implementation Guidance .....	23
<b>Summary of City Plans, Goals, and Requirements.....</b>	<b>24</b>
2012 Portland Plan .....	24
General Description.....	24
Goals and Objectives.....	24
Specific Policy Direction .....	24
2018 City of Portland 2035 Comprehensive Plan.....	25
General Description.....	25
Goals and Policies .....	26
Specific Policy Direction .....	28
Implementation Guidance .....	29

2017 (Pending) City of Portland Transportation System Plan (TSP).....31

    General Description.....31

    Goals .....31

    Specific Policy Direction .....32

    Policies.....33

    Performance Measures .....33

1998 Pedestrian Master Plan..... 34

    General Description..... 34

    Goals ..... 34

    Specific Policy Direction ..... 34

2017 City of Portland Code of Ordinances.....35

2016 Vision Zero Action Plan.....38

    Goals and Objectives.....38

    Specific Policy Direction .....38

2017 PBOT 5-Year Racial Equity Plan and Citywide Racial Equity Goals and Strategies.....38



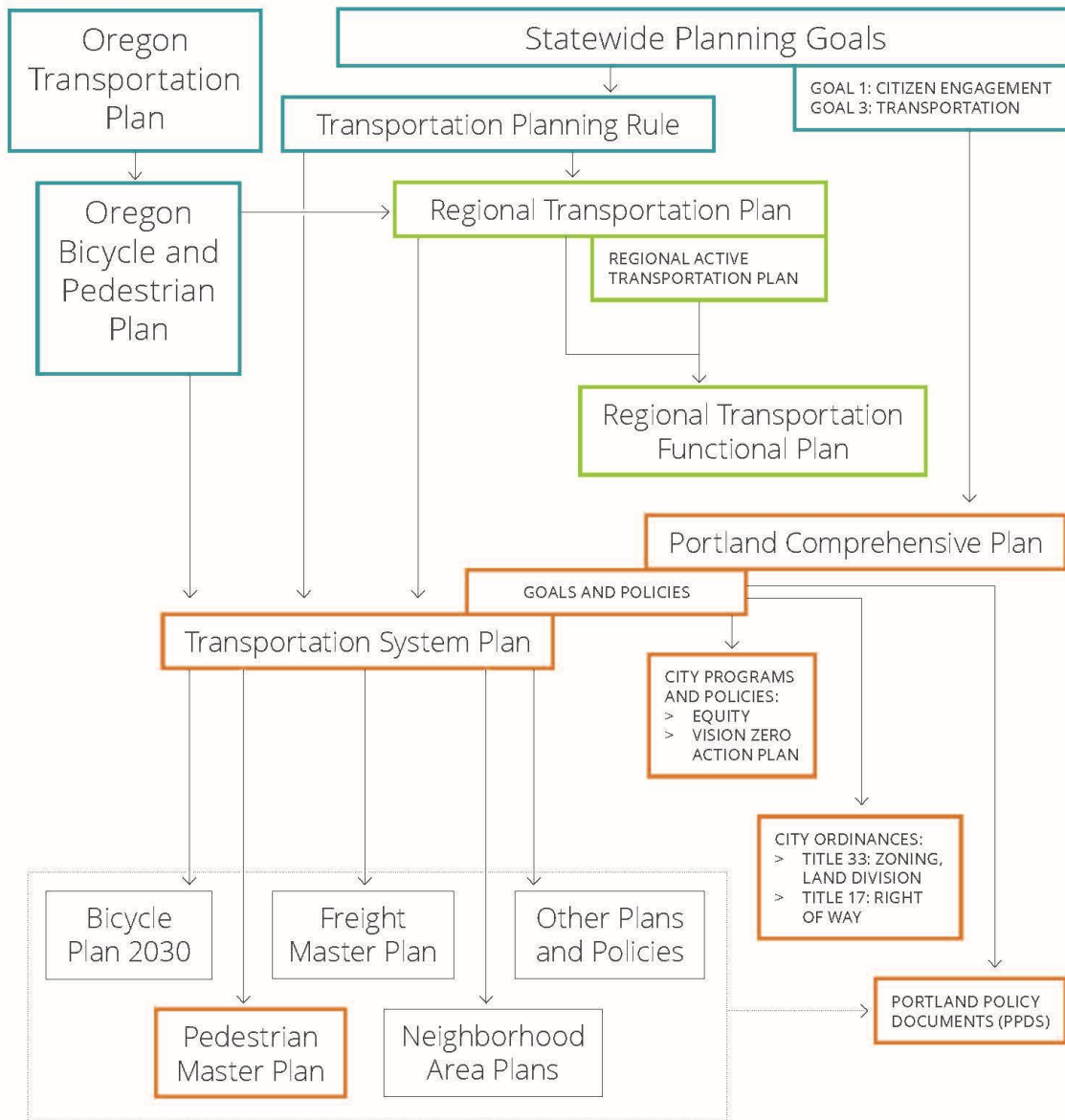
## Plan and Policy Framework

The PedPDX Portland Citywide Pedestrian Plan (PedPDX) will serve as a modal transportation plan for the City of Portland and an update the 1998 Portland Pedestrian Plan, which is an adopted plan by City ordinance. As such, PedPDX fits within a specific planning and policy framework linked to other City plans and to relevant regional and state transportation plans. As a means of articulating that framework, this memorandum identifies related planning and policy documents, summarizes their elements that directly relate to the process and/or outcomes of PedPDX, and highlights the implications of those elements as either policy mandates or guidance. The scan of planning and policy documents includes:

- State Level
  - Oregon Crosswalk Statute
  - 2011 (last amended) Statewide Planning Goals
  - 2012 Oregon Transportation Planning Rule
  - 2016 Oregon Bike and Pedestrian Plan
  - 2016 Oregon Transportation Safety Action Plan
- Regional Level
  - 2014 Regional Transportation Plan
  - 2012 Regional Transportation Functional Plan
  - 2014 Regional Active Transportation Plan
  - 2012 Regional Transportation Safety Strategy
  - 2012 TriMet Pedestrian Network Analysis
- City Level
  - 2012 Portland Plan
  - 2018 City of Portland Comprehensive Plan
  - 2017 (Pending) Transportation System Plan
  - 1998 Pedestrian Master Plan
  - 2017 City Code of Ordinances
  - 2016 Vision Zero Action Plan

City equity policies are identified within the summaries of relevant City plans. While street classifications are noted as important policy concepts of the Metro Regional Transportation Plan and City Transportation System Plan, evaluation of their applicability is deferred to *Task 4.4 Classifications Recommendations Memo* of the PedPDX master planning process.

The following graphic (**Figure 1**) provides an illustration of the interrelatedness of planning and policy documents that inform the PedPDX Citywide Pedestrian Plan.



**Figure 1.** This hierarchical chart shows the relationships of state, regional, and local plans in terms of the flow of policy directives. State policy directs Metro’s Regional Transportation Plan, Active Transportation Plan, and Transportation Functional Plan. The City Comprehensive Plan, Transportation System Plan, and all local modal plans (including the PedPDx Portland Citywide Pedestrian Plan) conform to the requirements of the regional transportation plans. The process is not linear, however, as plan updates are staggered.

## Why This Matters

Oregon state law establishes requirements for consistency of plans at the state, regional, and local levels. In the 20 years since the adoption of the ground-breaking 1998 Pedestrian Master Plan, new requirements and policy directives that impact pedestrian planning have been adopted at the state, regional, and local level. PedPDX is an opportunity to identify and meet these requirements, as well as incorporate recommended approaches to pedestrian planning. Specific changes to the policy context since 1998 include:

- State, Regional, and City plans established clearly defined directives around safety and equity in transportation
- Updates to the State Transportation Planning Rule and Metro Regional Transportation Framework Plan, which serve as the main drivers of compliance requirements for local pedestrian planning
- Updates to the City Comprehensive Plan and Transportation System Plan, which serve as the local planning framework for the local pedestrian plan

PedPDX will need to demonstrate compliance with applicable state and regional requirements and fill gaps required for the City to comply with such requirements. Generally, the City of Portland meets or exceeds the state and regional regulatory requirements. The content of the plan and policy recommendations will need to comply with requirements of the Regional Transportation Functional Plan, in particular. Amendments to the development code will most likely be required to continue to comply with the Transportation Planning Rule.

The plans, policies, and studies outlined in this memorandum establish requirements and guidance for PedPDX in several ways:

1. **Vision:** These plans provide the over-arching “umbrella” framework for planning for pedestrian transportation and access. Together, the family of plans and policies provide clear support, and direction, for local decisions to create walkable cities.
2. **Coordination:** As shown in **Figure 1**, the Oregon system of planning requires coordination between the state, regional, and local levels. It will be important for PedPDX to coordinate with some elements of the plans, such as goals and objectives addressing equity, and reflect the goals of these plans when undertaking the analysis and preparing recommendations.
3. **Process and Approach:** Where other plans include priorities, or considerations cities must use in project prioritization, PedPDX will need to reflect this. For example, state and regional plans include policies that direct cities to prioritize sidewalk and path access to schools, transit stops, centers, and along the regional pedestrian network.

**Table 1** below outlines the implications for PedPDX within each of these categories.

**Table 1: PedPDX Implications**

Elements	Requirement/ Guidance	Plan Reference	Notes	PedPDX Implication
Vision	Pedestrians First	Comprehensive Plan, TSP		Align with PedPDX Vision, Goals, Objectives
	Vision Zero	OTSAP, Vision Zero Action Plan		Align with PedPDX Vision, Goals, Objectives and Performance Measures
	Twenty-Minute Neighborhoods	Comprehensive Plan, Portland Plan		Align with PedPDX Vision, Goals, Objectives and Performance Measures
Coordination	Pedestrian Connectivity Standards	RTFP and TSP	Established in RTFP, met by TSP Policy 9.25d and 9.25e	Align standards with Network Completeness and Adequacy Criteria and Implementation Memo
	Access to Destinations	RTFP, RATP		Include designated Regional Destinations and Essential Destinations
	Network Maps	RTP, RATP	Process requirements outlined in RTFP	Maintain consistency with or identify deviations from identified RTP and RATP pedestrian network maps
Process and Approach	Components of Pedestrian Plan	RTFP		PedPDX scope of work fulfills
	Equitable Public Engagement	TPR (Goal 1), OTP, RTFP		PedPDX scope of work fulfills
	Prioritization Criteria	RTP, TriMet Network Analysis	RTP provides explicit prioritization guidance	Consider existing frameworks for network prioritization, as well as linking to other established priorities (see geographic priorities below)
	Geographic Priorities	Comprehensive Plan, Vision Zero Action Plan	Centers and Corridors, Communities of Concern, Pattern Areas (see below)	Consider the City's established geographic and spatial priorities in the PedPDX network prioritization
	Performance Measures	RTFP, RATP, TSP	Non-SOV modal target required per the RTFP (3.08.210); TSPs are required to establish performance targets (3.08.230) per RTFP	Fulfill RTFP requirements; Align Performance Measures with existing local and regional targets
	Design Guidance and Standards	RATP, TSP	TSP meets the Classifications requirement of RTFP	Review and Update TSP Classifications in relation to RATP to support vision and goals of PedPDX

## Mapping City Priorities

The Comprehensive Plan and other local plans define a series of geographies that are relevant to PedPDX as noted in the table of PedPDX implications. The following helps to clarify how these geographies relate to PedPDX and to each other. When considering the relationship of these plans to one another and to PedPDX, it is important to note that policies adopted by both the City and the state, such as the Comprehensive Plan, carry more weight than those adopted only at the local level, such as Vision Zero.

### **Twenty-Minute Neighborhoods Index and Centers and Corridors (Comprehensive Plan)**

A key element of the Comprehensive Plan is the Urban Design Framework: a system of centers and corridors that are the backbone of Portland's urban form. Future growth will be concentrated within centers and along these corridors and they will be the anchor to complete neighborhoods by providing walkable access to daily needs. Centers and corridors were identified, in part, through a GIS-based analysis of walkability termed the 20-Minute Neighborhoods Index (a concept analysis conducted in 2010). The index combined measures of proximity to destinations with measures of pedestrian infrastructure, with a goal of identifying and establishing neighborhoods "where you can walk to essential amenities and services in 20 minutes." To support this goal, the Comprehensive Plan calls for public facility investments to be focused in centers and corridors, which generally include concentrations of key destinations today and are expected to continue to function as the anchors to complete neighborhoods in the future. Thus, PedPDX must consider how to integrate centers and corridors into assessments of needs and prioritization of projects. This process should be informed by the methodology used for the 20-Minute Neighborhood Index; however, rather than simply producing a composite index, PedPDX should focus on diagnosing specific gaps in pedestrian infrastructure and investments that would improve access to key destinations.

### **Communities of Concern (Vision Zero Action Plan)**

Communities of Concern as defined by TriMet are census blocks in Portland that scored in the top quartile of ten equity indicators. While alternate equity matrices have been applied to other PBOT planning efforts, the TriMet Communities of Concern model has been embedded into the current Vision Zero Action Plan (2016), and will remain the matrix used by Vision Zero. Communities of Concern may need extra investment in street safety because people living these areas have fewer choices about how, when and where they travel, putting them at higher risk. Pedestrian improvements in Communities of Concern may receive additional priority and focus as they will contribute to achieving the City's transportation safety goals. Pedestrian improvements in centers and corridors, by contrast, should receive additional focus and priority because they can improve access to destinations and amenities and increase walk trips.

### **Pattern Areas (Comprehensive Plan)**

The Comprehensive Plan classifies Portland into five Pattern Areas that represent unique physical, social, cultural, and environmental qualities, including transportation-related features such as block size, street connectivity, and topography. The Pattern Area classification may not influence the identification of needs or prioritization of projects—the local pedestrian networks within each Pattern Area will vary greatly and they are not meant to be a tool for focusing investment. However, Pattern Areas may illustrate some shared challenges or opportunities within broad areas of the City. Further,

the Pattern Areas will influence the design of pedestrian infrastructure. For example, off-street trails or paths may be more effective and appropriate than full urban sidewalks in some locations in western and eastern neighborhoods.

## **Next Steps**

The policy direction summarized in this review will dovetail with the City's program review, the development of goals and objectives for PedPDX, and the forthcoming street classifications review. The synthesis of each of these reports will inform all aspects of PedPDX planning and provide the basis for recommended policy changes of the Implementation Memo.

## Summary of State Plans, Goals, and Requirements

### Oregon Crosswalk Statute

Under Oregon State Law, every intersection is a legal crosswalk (per ORS 801.220), permitting pedestrians to cross at any intersection whether a crosswalk is marked or not and requiring motorists to yield.

#### PedPDX Implication

A policy change or prioritization approach related to marked pedestrian crossings should take into account the prevalence, use, and legality of unmarked crossings as part of the overall pedestrian network, including their influence on pedestrian and driver behaviors.

### 2011 (Last Amended) Statewide Planning Goals

Nineteen statewide planning goals provide the foundation for Oregon's land use planning program. The goals serve as mandatory state policies to be carried out through local comprehensive planning processes. Guidelines described within the goals are not mandatory, but serve as suggestions for achieving goals. In relation to the PedPDX Citywide Pedestrian Plan, which extends from the goals and policies set forth by the Comprehensive Plan and Transportation System Plan, the following serve as the critical policy drivers:

- Goal 1: To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.
- Goal 12: To provide and encourage a safe, convenient, and economic transportation system.

#### PedPDX Implication

PedPDX is subject to the requirements associated with all plans that are adopted as part of a local government's Comprehensive Plan. The specific requirements associated with pedestrian planning are addressed below in relation to the Oregon Transportation Planning Rule.

### 2012 Oregon Transportation Planning Rule (TPR)

#### General Description

The TPR (OAR 660-012) defines the necessary elements of a local Transportation System Plan (TSP) and how to implement Goal 12. The TPR requires counties and cities to prepare local TSPs that are consistent with the OTP and, for jurisdictions within a metropolitan planning organization, with the regional transportation plan. The TPR directs TSPs to integrate comprehensive land use planning with transportation needs and to promote multi-modal systems that make it more convenient for people to walk, bicycle, use transit, and drive less and to include a bicycle and pedestrian plan and list of facility improvements. Many of the requirements in the TPR are implemented through a city's Development Code.

#### Specific Policy Direction

The following sections of the TPR include relevant policy direction or implementation guidance for PedPDX:

- OAR 660-012-0000 Purpose



- OAR 660-012-0020 Elements of Transportation System Plans
- OAR 660-012-0030 Determination of Transportation Needs
- OAR 660-012-0040 Transportation Financing Program
- OAR 660-012-0045 Implementation of the Transportation System Plan
- OAR 660-012-0060 Plan and Land Use Regulation Amendments

The following is a summary of the key requirements within each of these TPR sections that PedPDX must address. Note that some requirements apply to the process and methods for transportation planning, including pedestrian planning, and some apply to the implementation of the plan through development regulations.

- **General Pedestrian Planning Requirement:** In sections -0000(1)(c) and (3)(a), the TPR establishes that local transportation plans must provide for safe and convenient pedestrian circulation by planning a well-connected network of streets and supportive improvements for all modes.
- **Street Design Standards:** TPR section -0020(2)(b) requires that the standards for the layout of local streets provide for safe and convenient pedestrian circulation.
- **Funding Policies:** TPR section -0040(2)(d) requires that the policies that guide selection of transportation improvements for funding include policies that support or prioritize pedestrian-friendly development.
- **Needs of Transportation Disadvantaged Populations:** TPR section -0030(1)(b) requires that local transportation plans shall identify transportation needs of the transportation disadvantaged. Thus, the needs assessment completed as part of PedPDX should directly address how the needs to transportation disadvantaged populations have been identified and incorporated into the plan.
- **Sidewalk Requirements:** TPR section -0045(3)(b) requires that sidewalks be included on all arterial and collector streets, and most local streets. TPR section -00045(3)(c) requires that where off-street road improvements are required for development approval, they shall include pedestrian facilities.
- **General Pedestrian Connectivity Requirements:** TPR section 0045(3)(b) requires that on-site facilities shall be provided which accommodate safe and convenient pedestrian access from within new subdivisions, multi-family developments, planned developments, shopping centers, and commercial districts to adjacent residential areas and transit stops, and to neighborhood activity centers within one-half mile of the development. Additionally, TPR section -0045(3)(e) stipulates that internal pedestrian circulation is required in new office parks and commercial developments.
- **Transit-Supportive Pedestrian Facilities:** TPR section -0045(4) applies to cities (like Portland) with a population greater than 25,000 and served by public transit. It requires that new retail, office, or institutional buildings at or near transit stops provide for convenient pedestrian access to those stops, including through:
  - Walkways connecting building entrances and streets
  - Connections through adjoining properties

- At “major transit stops,” either locate buildings within 20 feet of a transit stop (or transit street) or provide a plaza, and also provide a reasonably direct pedestrian connection between the transit stop and building entrances
- **Pedestrian Planning Requirements:** TPR section -0045(6) directs cities, when developing a pedestrian circulation plan, to identify improvements to facilitate pedestrian trips to meet local travel needs in developed areas and specifies that appropriate improvements should provide for more direct, convenient, and safer bicycle or pedestrian travel within and between residential areas and neighborhood activity centers (i.e., schools, shopping, transit stops).
- **Significant Effect Provisions:** TPR section -0060(2) requires that any amendments to adopted plans or land use regulations result in a “significant effect” on an existing or planning transportation facility, the local government must mitigate against this effect. TPR section -0060(2) provides multiple options for how to address the significant effect. One of the options is to provide improvements to other modes other than the significantly affected mode. For example, if the significant effect is motor vehicle traffic congestion, the mitigation could be adding sidewalks and bicycle lanes. This provision will not apply to PedPDX directly as it is unlikely that adoption of the plan will result in a significant effect on any one transportation facility. However, should future plans or projects have a significant effect, then the pedestrian improvements identified in PedPDX could be used as a mitigating measure.

### **PedPDX Implication**

The majority of these requirements are implemented through the City’s Transportation System Plan, the proposed planning methods that will be part of the PedPDX process (public engagement, project prioritization, and the update to classifications), and Titles 17 and 33 of the City’s Development Code, as described below. The City currently meets or exceeds the state requirements.

## **2016 Oregon Bicycle and Pedestrian Plan**

### **General Description**

The Oregon Bicycle and Pedestrian Plan (OBPP) is one of the eight modal elements that make up the Oregon Transportation Plan. The OBPP guides decision-making and investment for walking and biking in Oregon.

### **Specific Policy Direction**

Policies in the OBPP are meant to encompass all transportation agencies unless otherwise stated. The entire plan is applicable to PBOT’s pedestrian planning efforts; some elements of the plan apply specifically to ODOT facilities. The policies listed here most directly affect PedPDX.

- Policy 1.1: Provide safe and well-designed streets and highways for pedestrian and bicycle users.
- Policy 1.2: Educate travelers on the rules of the road to promote understanding of legal rights and responsibilities and how all modes and users can safely and courteously interact with each other.
- Policy 1.3: Provide education and outreach to school children about walking and biking options and how to safely use those modes and develop safe walking and biking connections to schools.
- Policy 1.4: Improve pedestrians’ and bicycle users’ perceived safety by supporting personal security.

- Policy 2.2: Inventory and define walking and biking networks to aid in project prioritization.
- Policy 2.3: Add pedestrian, bicycle infrastructure, and street crossings to connect system gaps, understanding the unique needs of urban, suburban, and rural communities.
- Policy 2.4: Improve access to multimodal connections for bicyclists and pedestrians through planning, design, prioritization, and coordination.
- Policy 2.5: Support off roadway walkways and bikeways that help to connect communities, provide alternatives to motorized travel, or promote and support walking and biking tourism.
- Policy 3.1: Bring about a pedestrian and bicycle network that achieves ease of movement, especially considering the people using these modes are vulnerable users of the system.
- Policy 3.3: Balance pedestrian and bicycle needs and freight mobility needs through planning and design guidance and coordination.
- Policy 4.1: Encourage local land use policies and practices that support increased bicycling and walking and add to the overall livability and vitality of communities.
- Policy 4.2: Partner, collaborate, and disseminate information encouraging pedestrian and bicycle tourism to benefit Oregon's economy and that of individual communities and areas within the State.
- Policy 5.1: Identify and define geographic areas lacking transportation options, especially for transportation disadvantaged communities and people.
- Policy 5.2: Understand the disparities, barriers, and needs affecting the availability and use of walking and biking options for all Oregonians.
- Policy 5.4: Engage transportation disadvantaged populations in decision making.
- Policy 6.1: Promote walking and biking to help achieve public health goals to improve air quality, and provide opportunities for physical activity to help reduce risk of chronic diseases and other health issues.
- Policy 7.1: Promote walking and biking to help achieve local, regional, state, and federal environmental goals to reduce vehicle miles traveled, reduce greenhouse gas emissions, and improve air and water quality.
- Policy 7.2: Consider climate change adaptation, walking and biking needs, and system redundancy in the face of natural disasters.
- Policy 8.1: Seek funding to address pedestrian and bicycle transportation needs.
- Policy 8.2: Invest strategically in the overall pedestrian and bicycle system (state and local) by preserving existing infrastructure, addressing high need locations, and supporting programmatic investments.
  - Priorities for planning, identifying, and investing in pedestrian and bicycle projects are, in order: 1) protect the existing system and address significant safety issues, 2) add critical connections and address other safety issues, 3) complete the system, and 4) elaborate the system.
- Policy 8.4: Be opportunistic in leveraging funding for pedestrian and bicycle investments improvements through various funding mechanisms or project coordination.

## Goals and Objectives

All of the broad goals of the Oregon Bike and Pedestrian Plan relate to the broad vision of PedPDX. Objectives of the Plan that reflect more specific guidance for PedPDX include:

- Preserving bicycle and pedestrian capacity
- Increasing data collection to support decision-making
- Creating opportunities to address speed concerns
- Filling system gaps to address critical connections

### **PedPDX Implication**

The scope of the PedPDX project reflects the goals and policies outlined in the plan. PedPDX will need to reflect the policy guidance with regard to prioritization and performance measures.

## **2016 Oregon Transportation Safety Action Plan**

### **General Description**

The Oregon Transportation Safety Action Plan (TSAP) provides long-term goals, policies, strategies, and near-term actions to eliminate deaths and life-changing injuries on Oregon's transportation system by 2035. It serves as the Oregon Strategic Highway Safety Plan (SHSP), which is a federally-required document and the primary planning tool to address transportation safety planning issues and needs in every state. The SHSP identifies safety priorities, also called emphasis areas, and guides safety program and project investments using strategies and actions as a framework.

The TSAP is a Topic Plan of the Oregon Transportation Plan (OTP), with the purpose of implementing OTP safety goals and providing a resource for transportation safety direction as state, regional, tribal, county, and city plans are updated or new plans are developed. Safety elements of local plans, including the PedPDX Portland Citywide Pedestrian Plan, should be consistent with TSAP in order to access safety funding administered through the Transportation Safety Division and other resources for safety planning and improvements.

### **Specific Policy Direction**

The TSAP establishes the statewide vision of "no deaths or life-changing injuries on Oregon's transportation system by 2035." A range of broad-reaching goals, policies, and strategies are provided to support this vision. The policy drivers most relevant to the PedPDX Portland Citywide Pedestrian Plan are found within the four Emphasis Areas. Emphasis Areas are the Plan's near-term implementation focus areas and include: Risky Behaviors, Infrastructure, Vulnerable Users, and Improved Systems.

#### **Relevant Emphasis Area Actions:**

- Action 6.5.3: Support multimodal safety considerations during local Transportation System Plan development, and other planning efforts (e.g., local Transportation Safety Action Plans) to guide project planning, operations and maintenance for safer transportation facilities.
- Action 6.8.1: Evaluate the safety performance of innovative pedestrian facilities. Continue implementing the most effective.
- Action 6.8.2: Provide safe facilities and crossings in areas where pedestrians are present or access is needed. Prioritize transit corridors, school areas, multilane streets and highways and other high-risk areas and facilities.
- Action 6.8.3: Improve maintenance of existing pedestrian facilities.

- Action 6.12.2: Identify risk factors for older walkers and implement treatments, within current law.
- Action 6.16.1: Evaluate pedestrian and bicycle high crash locations and risk factors through analysis of existing data and development of new data sources.
- Action 6.17.1: Implement education and training related to new types of infrastructure (e.g., signal heads, safety edge, crosswalks, bike lanes, or roundabouts) and related traffic laws.

TSAP Performance Measures are established based on requirements of National Highway Traffic Safety Administration and Federal Highway Administration. Relevant to PedPDX, a target of zero by 2035 is set for the performance measure of Non-Motorized Fatalities and Series Injuries.

### **PedPDX Implication**

Aligning with the vision and relevant Emphasis Area Actions is necessary to position the City of Portland for state-administered transportation safety funds. Action 6.5.3 is accomplished through the development of PedPDX as a component of the TSP. Actions 6.8.2, 6.12.2, and 6.16.1 should be addressed through the Infrastructure Inventory and Network Needs Analysis and the Classification and Prioritization Framework of PedPDX. Actions 6.8.1, 6.8.3, 6.17.1 should be recommended within the strategies and actions of the PedPDX implementation toolkit.

# Summary of Regional Plans, Goals, and Requirements

## 2014 Regional Transportation Plan

Metro’s Regional Transportation Plan (RTP), adopted in 2014, provides a framework for considering how communities relate to the region at large. The RTP recognizes the importance of walking and biking in the regional transportation system and the regional economy. State law establishes requirements for consistency of plans at the state, regional and local levels. The RTP serves as the region’s regional transportation system plan (TSP), consistent with Oregon Transportation Planning Rule (TPR) requirements. The RTP must be consistent with the Oregon Transportation Plan, state modal and facility plans that implement the Oregon Transportation Plan, and the Oregon Transportation Planning Rule. Local plans must be consistent with the RTP.

Projects and programs must be in the RTP’s Financially Constrained System in order to be eligible for federal and state funding.

The RTP is the parent plan of the Regional Active Transportation Plan (RATP) and both are implemented through the Regional Transportation Functional Plan (RTFP). These plans give policy direction to the City’s TSP, of which PedPDX is a component. Thus, PedPDX must align with (and not contradict) relevant policy guidance and recommendations.

Metro is currently developing the 2018 RTP to establish regional priorities for investing in the transportation system through the year 2040. The process includes rigorous evaluation of a draft set of project priorities, as submitted for consideration by local jurisdiction. The final 2018 RTP will include a financially constrained project list based on committed and anticipated funding, as well as a strategic priorities list for unfunded projects. The plan is expected to be complete in the summer of 2018.

### Goals

The 2014 update of the RTP strengthened and more clearly defined biking and walking goals and policies to reflect direction from the Regional Safety Plan and the Regional Active Transportation Plan. Table 2 presents the RTP goals.

**Table 2: Goals of the 2014 Regional Transportation Plan**

Title	Goal
Goal 1: Foster Vibrant Communities and Efficient Urban Form	Land use and transportation decisions are linked to optimize public investments and support active transportation options and jobs, schools, shopping, services, recreational opportunities and housing proximity.
Goal 2: Sustain Economic Competitiveness and Prosperity	Multi-modal transportation infrastructure and services support the region’s well-being and a diverse, innovative, sustainable and growing regional and state economy.
Goal 3: Expand Transportation Choices	Multi-modal transportation infrastructure and services provide all residents of the region with affordable and equitable options for accessing housing, jobs, services, shopping, educational, cultural and recreational opportunities, and facilitate competitive choices for goods movement for all businesses in the region.
Goal 4: Emphasize Effective and Efficient Management of the Transportation System	Existing and future multi-modal transportation infrastructure and services are well-managed to optimize capacity, improve travel conditions and address air quality goals.
Goal 5: Enhance Safety and Security	Multi-modal transportation infrastructure and services are safe and secure for the public and goods movement.

Title	Goal
Goal 6: Promote Environmental Stewardship	Promote responsible stewardship of the region's natural, community, and cultural resources.
Goal 7: Enhance Human Health	Multi-modal transportation infrastructure and services provide safe, comfortable and convenient options that support active living and physical activity, and minimize transportation-related pollution that negatively impacts human health.
Goal 8: Ensure Equity	The benefits and adverse impacts of regional transportation planning, programs and investment decisions are equitably distributed among population demographics and geography, considering different parts of the region and census block groups with different incomes, races and ethnicities.

### Specific Policy Direction

- Arterial and Throughway Policy 1: Build a well-connected network of complete streets that prioritize pedestrian and bicycle access.
- Arterial and Throughway Policy 2: Improve local and collector street connectivity.
- Transit Policy 6: Improve pedestrian and bicycle access to transit.
- Bicycle Policy 1/Pedestrian Policy 1: Make walking and bicycling the most convenient, safe and enjoyable transportation choices for short trips less than three miles.
- Pedestrian Policy 2: Build a well-connected network of pedestrian routes, including safe street crossings, integrated with transit and nature that prioritize seamless, safe, convenient and comfortable access to urban centers and essential daily needs, including schools and jobs, for all ages and abilities.
- Pedestrian Policy 3: Create walkable downtowns, centers, main streets and station communities that prioritize safe, convenient and comfortable pedestrian access.
- Pedestrian Policy 4: Improve pedestrian access to transit.
- Pedestrian Policy 5: Ensure that the regional pedestrian network equitably serves all people.

### Objectives

Many of the objectives identified in the RTP relate to pedestrian planning and prioritization of projects. Table 3 presents these objectives.

**Table 3: Relevant Objectives from the 2014 Regional Transportation Plan**

Title	Objective
Objective 1.1: Compact Urban Form and Design	Use transportation investments to reinforce growth in and multi-modal access to 2040 Target Areas and ensure that development in 2040 Target Areas is consistent with and supports the transportation investments.
Objective 3.1 Travel Choices	Achieve modal targets for increased walking, bicycling, use of transit and shared ride and reduced reliance on the automobile and drive alone trips.
Objective 3.2 Vehicle Miles of Travel	Reduce vehicle miles traveled per capita.
Objective 3.3 Equitable Access and Barrier Free Transportation	Provide affordable and equitable access to travel choices and serve the needs of all people and businesses, including people with low income, children, elders and people with disabilities, to connect with jobs, education, services, recreation, social and cultural activities.
Objective 5.1 Operational and Public Safety	Reduce fatal and severe injuries and crashes for all modes of travel.
Objective 6.5 Climate Change	Reduce transportation-related greenhouse gas emissions.
Objective 7.1: Active Living	Provide safe, comfortable and convenient transportation options that support active living and physical activity to meet daily needs and access services.



Title	Objective
Objective 8.1 Environmental Justice	Ensure benefits and impacts of investments are equitably distributed by population demographics and geography.
Objective 8.4 Transportation and Housing Costs	Reduce the share of households in the region spending more than 50 percent of household income on housing and transportation combined.

## Planning and Implementation Guidance

The RTP provides guidance on regional prioritization of walking and biking infrastructure, stating that “emphasis should be given to filling gaps and providing safe crossings of the busiest streets. Access to schools, parks, and community centers that are active parts of the community is important for influencing a healthy lifestyle that includes walking” (page 153). Priority should also be given to sidewalk improvements that access major transit routes and those that improve the lives of underserved communities (page 155).

### PedPDX Implication

PedPDX must adhere to the specific policy directions of the RTP as defined through the RTFP. Changes to projects, classifications, or maps are allowed, but the City will be required to incorporate these into the next RTP update.

## 2012 Regional Transportation Functional Plan

The Regional Transportation Functional Plan (RTFP) is part of the Metro Code and provides policies and guidelines to help jurisdictions implement the Regional Transportation Plan. The plan contains specific language regarding what to include in a pedestrian plan. If a TSP is consistent with this RTFP, Metro deems it consistent with the RTP.

### Goals and Objectives

The RTFP implements the goals and objectives of the Regional Transportation Plan. The RTFP specifically dictates that cities and counties of the region should carry these out in “their comprehensive plans, transportation system plans (TSPs), other land use regulations and transportation project development” with the goal of a more comprehensive approach for implementing the regional 2040 Growth Concept (3.08.010 B). To that end, PedPDX must conform to the policy direction of the RTFP.

### Specific Policy Direction

The following are specific policy directives that present the greatest nexus with the development of the PedPDX Portland Citywide Pedestrian Plan.

The City of Portland must provide street design regulations that allow (3.08.110):

- Adherence to adopted guidelines for livable, green, and transit-supportive streets (A 1-3)
- Implementation of sidewalks with five feet of pedestrian through zone (B 2)
- Implementation of landscaped or paved pedestrian buffers of at least five feet, that include street trees (B 3)
- Short and direct right-of-way routes and shared-use paths to connect residences with commercial services, parks, schools, hospitals, institutions, transit corridors, regional trails and other neighborhood activity centers (B 5)

- If proposed residential or mixed-use development of five or more acres involves construction of a new street, the city and county regulations shall require the applicant to provide a site plan that provides full street connections with spacing of no more than 530 feet between connections (E 2)
  - Provides for bike and pedestrian accessways that cross water features protected pursuant to Title 3 of the UGMFP at an average of 530 feet between accessways unless habitat quality or the length of the crossing prevents a connection; (E 5)

The City of Portland must integrate pedestrian planning with transit system access through (3.08.120):

- Investments, policies, standards and criteria to provide pedestrian.... connections to all existing transit stops and major transit stops designated in the RTP (A)
- Specific site design standards for new retail, office, multi-family and institutional buildings located near or at major transit stops identified in the RTP (B 2)

The City of Portland must address pedestrian system design through a TSP pedestrian plan, with implementing land use regulations, for an interconnected network of pedestrian routes within and through the city. The plan shall include (3.08.130):

- An inventory of existing facilities that identifies gaps and deficiencies in the pedestrian system;
- An evaluation of needs for pedestrian access to transit and essential destinations for all mobility levels, including direct, comfortable and safe pedestrian routes.
- A list of improvements to the pedestrian system that will help the city... achieve the regional Non-SOV modal targets in Table 3.08-1 and other targets established pursuant to section 3.08.230;
- Provision for sidewalks along arterials, collectors and most local streets, except that sidewalks are not required along controlled roadways, such as freeways; and
- Provision for safe crossings of streets and controlled pedestrian crossings on major arterials.

The RTFP also permits the establishment of pedestrian districts through the City Comprehensive Plan or land use regulations (3.08.130 B). Specific elements to define for a pedestrian district are outlined in the RTFP.

The RTFP also requires that City land use regulations require new development to provide on-site streets and accessways that offer reasonably direct routes for pedestrian travel. (3.08.130 C)

The City of Portland must identify pedestrian transportation needs through the TSP in accordance with the following process requirements (3.08.210):

- Incorporate regional and state transportation needs identified in the 2035 RTP;
- Determine local transportation needs based upon:
  - System gaps and deficiencies identified in the inventories and analysis of transportation systems
  - RTP's system maps and functional classifications for street design... [and] pedestrians
  - Consideration for the mobility corridor strategies of the RTP (cross-referencing the Atlas of Mobility Corridors)

## **Planning and Implementation Guidance**

The RTFP specifies the importance of access to “essential destinations” and defines these as hospitals, medical centers, grocery stores, schools, and social service centers with more than 200 monthly LIFT

pick-ups. Table 3.08.01 of the RTFP provides Non-SOV modal targets for 12 distinct 2040 Design Types, with percentage targets that range from 40 to 70 percent.

### **PedPDX Implication**

RTFP Policy 03.08.130 requires that the City of Portland develop a pedestrian plan through the TSP process, which the completion of PedPDX will satisfy. Implementing land use regulations must accompany that plan and will need to be an action item identified within PedPDX strategies and actions. RTFP Policy 3.08.210 sections A and B define the process that PedPDX must follow to be included in the TSP. PedPDX will need to establish consistency with the regional maps, functional classifications, and modal targets. Regional maps include RTP Pedestrian Network Map (Figure 2.20), as well as RATP maps noted below.

## **2014 Regional Active Transportation Plan**

### **General Description**

The Regional Active Transportation Plan, adopted in 2014, provides guidance on creating bike and pedestrian networks, concepts, and policies that inform active transportation planning in the Metro region. The plan's vision is to create a region where people have safe and convenient access to active transportation regardless of age, ability, income level, and background. The outcomes of this vision are increased economic prosperity, increased environmental benefits, and decreased transportation costs.

### **Specific Policy Direction**

The Regional Active Transportation Plan (RATP) is an element of the Regional Transportation Plan (RTP). Portions of it are incorporated into the RTP and adopted by Ordinance, while others are not. The RATP offers greater detail than the RTP regarding existing conditions, needs, classifications, and implementation. Therefore, PedPDX should reflect requirements and policy guidance of both the RTP and the RATP, where relevant. The following lists policies and objectives that apply to the process and outcomes of PedPDX:

#### **Policies**

- Policy 1: Make walking and bicycling the most convenient, safe and enjoyable transportation choices for short trips less than three miles.
- Policy 3: Ensure that the regional active transportation network equitably serves all people.
- Policy 4: Complete the regional pedestrian and bicycle networks.

#### **Objectives**

- Objective 1.2: Support adding pedestrian and bicycle projects to the Regional Transportation Plan that improve safety and connect people to destinations that serve daily needs, especially in areas where there is high demand for walking, bicycling and transit service and/or in underserved communities.
- Objective 1.3: Encourage inclusion of wayfinding, street markings and other elements in projects and plans that enhance connections and make the regional pedestrian and bicycle networks consistent, integrated and easy to navigate on foot, by bicycle and transit.
- Objective 1.6: Support projects and programs in opportunity areas where short trips made by auto might be easily replaced by walking, bicycling and transit.

- Objective 1.7: Encourage bicycle, pedestrian and transit integration by supporting development of bicycle parking plans, transit access analysis, and processes to prioritize bus stop shelter improvements and safe crossings at transit stations and stops.
- Objective 3.3: Encourage the implementation of pedestrian and bicycle projects that increase safety and access to transit and other destinations that meet daily needs in areas where people of color, people with low-incomes, youth and seniors, people with disabilities, and people with low-English proficiency live.
- Objective 4.5: Work with cities, counties, agencies and other stakeholders to develop a policy in the Regional Transportation Plan and Regional Transportation Functional Plan to complete pedestrian and bicycle networks through roadway maintenance projects.

### **Planning and Implementation Guidance**

The RATP identifies the need to map Regional Destinations and plan for access to such sites. Regional Destinations are identified as: Regional Park, Businesses (sites with 300 or more employees), Schools (High schools, colleges, and universities), Services (LIFT Paratransit), Shopping Center, High Ridership Bus Stop (as identified by TriMet), Hospital, Airport, City Hall, and Library. The RATP specifically cites the need for local plans to support local connections for first/last mile access to these regional destinations that are not fully serviced by the regional active transportation network (page 5-70).

The plan provides prioritization and implementation guidance for pedestrian infrastructure and states:

- Fill sidewalk and trail gaps within a mile of transit stops and stations, this is a top priority.
- Fill sidewalk gaps and improve deficient facilities, with priority on areas with high levels of walking.
- Prioritize improvements along arterials, at intersections, and where connectivity can be improved.
- Provide separation between people walking and motor vehicle traffic.
- Create facilities that are safe and comfortable for people of all ages and abilities.

Performance Measures of the RATP are based on the targets set by the RTP, RTFP, and the Regional Transportation Safety Plan (RTSP). Relevant RATP targets include:

- By 2040, triple the walking, biking and transit mode shares for all trips compared to 2010 modeled mode shares within the urban growth boundary compared to 2010 modeled mode shares.
- By 2040, reduce the number of pedestrian, bicyclist, and motor vehicle occupant fatalities plus serious injuries each by 50 percent compared to five year levels based on data in the in the Metro State of Safety Report.
- By 2040, increase by 50 percent the miles of sidewalks, bikeways and trails compared to the regional pedestrian and bicycle networks in 2010.
- Pedestrian miles traveled (total and per capita)
- Percent of regional pedestrian network with low Pedestrian Comfort Index improved.
- Increase in connectivity of regional pedestrian networks.

### **PedPDX Implication**

PedPDX network needs and classifications must align with the RATP, as directed by the RTFP. This includes consistency with the Regional Pedestrian Network Functional Classifications Map and the Regional Pedestrian Network On-Street/Off-Street Network. PedPDX is further informed by RATP's vision and goals, identified regional destinations, recommended prioritization criteria, and relevant performance targets.

## **2012 Regional Transportation Safety Plan**

### **General Description**

The Regional Transportation Safety Plan (RTSP) serves as a data-driven framework and specifically urban-focused safety plan to build upon ODOT's statewide success and reduce fatalities and serious injuries in the Portland Metropolitan region. The RTSP recommends a suite of strategies and actions to support the region's target for reducing fatalities and serious injuries for all crashes by 50 percent, as identified in the RTP. Metro identified local governments and ODOT as partners in implementing the strategies and actions.

### **Specific Policy Direction**

Actions that can be addressed through PedPDX network needs assessment and implementation toolkit are:

- Research pedestrian/bicycle facility lighting best practices
- Ensure bike routes and crosswalks – marked and unmarked – are adequately lit
- Develop safe crosswalks on arterials and multilane roads, generally adhering to the region's maximum spacing standard of 530 feet and at all transit stops
- Enforce existing laws through crosswalk enforcement actions
- Use strategies including Highway Safety Manual strategies to address safety on multilane roadways, such as medians, speed management, access management, improved pedestrian crossings, roundabouts, and road diets

### **PedPDX Implication**

The City's TSP and Comprehensive Plan prioritize safety over motor vehicle capacity as recommended in the RTSP. While the RTSP has no binding requirements to PedPDX, its recommended actions in support of the RTP safety performance measures can inform PedPDX implementation strategies.

## **2012 TriMet Pedestrian Network Analysis**

### **General Description**

The Pedestrian Network Analysis Project provides TriMet and its partners a way to objectively assess areas of its service district for needs and opportunities, communicate priorities, and eventually work with partners to program investments that provide better pedestrian access to transit stops. Moving beyond this study, TriMet will work with cities, counties, and the state to incorporate existing conditions information and findings into community plans, project designs, and funding decisions. Ultimately TriMet wants to find ways to build high quality sidewalks, make street crossings safer and easier, and to generally make the walk to a transit stop a positive and desirable experience for

everyone with the help of its city, county, and state partners. The plan includes a three-tiered prioritization methodology, identification of ten priority focus areas with recommended pedestrian projects, and a set of three performance targets.

### **Specific Policy Direction**

The TriMet Pedestrian Network Analysis provides the recommendations for completing TSP, of which PedPDX is a component. The following are relevant to PedPDX:

- Avoid calling walking, biking, and taking transit “alternative modes”
- Complete facilities that feel safe and allow many people to choose walking, bicycling, and taking transit
- Collect data that help identify meaningful and complete pedestrian, bicycle and transit needs
- Make improvements where they are most needed and most effective at achieving policy goals
- Match funding sources with types of projects
- Unbundle pedestrian and cycling needs from larger road projects
- Strongly encourage broad participation
- Support data-driven modeling with field investigation

### **Planning and Implementation Guidance**

The TriMet Pedestrian Network Analysis included a prioritization methodology based on:

- Walkability of the environment (such as street connectivity) and the transit stop location (including proximity to trip attractors)
- Network opportunities (such as funding) and deficiencies (such as high traffic volumes or speeds)

Scores from each of these layers of analysis were weighted and combined to form a composite score.

### **PedPDX Implication**

While the TriMet Pedestrian Network Analysis has no binding requirements to PedPDX, its recommendations for TSP and approach to prioritization can inform the planning process.

## Summary of City Plans, Goals, and Requirements

### 2012 Portland Plan

#### General Description

The Portland Plan is a strategic plan intended to guide the actions of the City of Portland and a wide range of partner institutions. The plan is distinct from the Comprehensive Plan due to its focus on a broader vision and goals and its role in coordinating the actions of many institutions and agencies that work in the city, not only the government of the City of Portland. The plan was adopted in 2012 and served as the foundation for the state-mandated 2035 Comprehensive Plan update. Equity is a central focus of the Portland Plan. The policies and strategies associated with each goal were specifically formulated to achieve more equitable outcomes. The Portland Plan is a high-level, strategic plan that is implemented through the Comprehensive Plan; thus, the plan does not provide specific implementation guidance for the PedPDX plan.

#### Goals and Objectives

The Portland Plan establishes three broad goals for the city:

1. **Thriving, Educated Youth:** Ensure that youth (ages 0–25) of all cultures, ethnicities, abilities and economic backgrounds have the necessary support and opportunities to thrive — both as individuals and as contributors to a healthy community and prosperous, sustainable economy.
2. **Economic Prosperity and Affordability:** Expand economic opportunities to support a socially and economically diverse population by prioritizing business growth, a robust and resilient regional economy, and broadly accessible household prosperity.
3. **Healthy, Connected City:** Improve human and environmental health by creating safe and complete neighborhood centers linked by a network of city greenways that connect Portlanders with each other. Encourage active transportation, integrate nature into neighborhoods, enhance watershed health and provide access to services and destinations, locally and across the city.

The plan calls for each of these three goals to be achieved within a Framework for Equity. The Framework defines equity, discusses why it matters, and outlines specific actions for prioritizing equity.

#### Specific Policy Direction

The specific actions associated with Portland Plan's Framework for Equity and Healthy, Connected City goal are relevant to the PedPDX plan.

**Framework for Equity.** The following elements of the Framework for Equity are relevant to PedPDX:

- **Close the Gaps (Element 1)** - This policy calls for the City and partners to collect and track information needed to understand disparities in access, evaluate equity impacts of infrastructure investments, and mitigate disparities in access.
- **Increase Focus on Disability Equity (Element 5)** - The primary focus of this policy is for the City to implement its ADA Title II Disability Transition Plan. PedPDX should be coordinated with and informed by this plan. Additionally, the project may consider other ways to address disability equity through the needs assessment or project prioritization.



**Healthy, Connected City.** The following actions under the Healthy, Connected City goal are relevant to PedPDX and were identified as having an impact of equity goals.

- **Collaboration with health partners (Action 93)** - This action calls for the City to collaborate with health partners to elevate integration of public health impacts in planning decisions.
- **Neighborhood greenways (Action 122)** - This action calls for implementation of the City's neighborhood greenways network, and identifies several specific routes.
- **Alternative right-of-way projects (Action 124)** - This action calls for a pilot program to test alternative street designs for unimproved streets, where traditional approaches are not feasible.
- **Pedestrian facilities (Action 126)** - This action calls for the City to consider alternative treatments (that do not meet City standards) for pedestrian facilities where infrastructure is lacking, to accelerate implementation of improvements.
- **Sidewalk infill and pedestrian facilities (Action 129)** - This action calls for the City to build sidewalks on all arterials that are classified "streets of citywide significance" and to focus first on those high-need arterials in east and southwest Portland.

### **PedPDX Implication**

The Portland Plan is implemented by the Comprehensive Plan. As such, the Comprehensive Plan offers more detailed and articulated policy directives and implementation guidance. However, the Portland Plan is a useful reference for understanding how the Comprehensive Plan conceptualizes equity. A critical directive of the plan is that equity not be treated as a goal that competes with other goals for prioritization. Rather, advancing equity is a necessary outcome of any decision or action; equity is a lens or perspective to apply to every project, policy, or program. The Portland Plan is a useful resource should the PedPDX plan need further guidance on how to interpret or apply equity, in addition to the goals and policies of the Comprehensive Plan.

## **2018 City of Portland 2035 Comprehensive Plan**

### **General Description**

The Comprehensive Plan is a long-range land use and public facility investment plan intended to guide future growth and the physical development of Portland. The Comprehensive Plan is Portland's primary tool to implement the Portland Plan. It is built on the 2012 Portland Plan, the Climate Action Plan and Portland's 1980 Comprehensive Plan. Elements of the TSP — the goals and policies, the projects included in the List of Significant Projects, street classification maps, and master street plans, and financial plan — are adopted as part of the Comprehensive Plan. The TSP itself is adopted concurrently with the Comprehensive Plan but is published under a separate cover. The Comprehensive Plan was adopted in 2016, and is pending approval by the state for implementation in 2018. The Comprehensive Plan establishes broad goals and policy that can be implemented by the pedestrian plan, and includes a transportation chapter with specific policies for pedestrian planning.

## Goals and Policies

The Comprehensive Plan establishes six guiding principles for overall growth and development in the City:

- Economic prosperity
- Human health
- Environmental health
- Equity
- Resilience

These guiding principles are applied to each citywide system and policy area to articulate more specific goals and policies. Two chapters of the Comprehensive Plan are most directly related to pedestrian planning: Chapter 3 – Urban Form and Chapter 9 – Transportation. The Urban Form chapter defines how the city will physically develop in order to realize the vision and guiding principles of the Comprehensive Plan. The foundation for the chapter is an Urban Design Framework (UDF), which defines system of land use, transportation, and environmental concepts that will guide development throughout the city. The Transportation chapter defines how the transportation system will function to serve the city as envisioned by the UDF. The overall goals and policies of each chapter are summarized below.

**Chapter 3 – Urban Form:** Chapter 3 defines policies for citywide design and development and for a series of specific geographies, as summarized below. For a discussion of how the UDF affects pedestrian planning, in conjunction with other important geographies identified in other plans, see the Key Findings section of this memo.

- Citywide Design and Development - The Urban Design Framework is the key citywide development goal that is relevant to PedPDX. Elements of the UDF are summarized below. Additionally, the plan establishes a citywide goal for equitable development. Policy 3.3, Equitable Development, includes seven sub-policies that help define the meaning and responsibilities of the City to promote equity. Two of the sub-policies define equitable development in relation to public facility investments, including pedestrian infrastructure:
  - *Mitigate negative impacts:* Address the potential negative impacts of public facility investments (such as displacement or loss of housing affordability) on communities of color, under-served and under-represented communities, and other vulnerable populations.
  - *Reduce disparities:* Make needed investments in areas that are deficient in public facilities to reduce disparities and increase equity.
- Centers - Centers are compact and pedestrian-oriented urban places. They are connected to public transit and active transportation networks and they anchor complete neighborhoods. Centers will be the primary areas for growth and change. Focusing new growth in centers helps achieve goals of having more Portlanders live in complete neighborhoods, use public transit and active transportation. The UDF identifies four types of centers that vary in size, scale, service area, local versus regional role, and density of residents and businesses: Central City, Regional Center (Gateway), Town Center, and Neighborhood Center. Two other subareas are defined by the UDF that work in conjunction with Centers:

- *Inner Ring Districts:* Inner Ring Districts include some of Portland's oldest neighborhoods, with several historic districts and a broad diversity of housing types. These areas include distinct districts, such as Albina and Northwest Portland, which have multiple mixed-use corridors in proximity. Inner Ring Districts play a similar role to Town Centers in accommodating growth.
- *Transit Station Areas:* Transit stations provide access to high-capacity transit. Housing and employment growth in transit station areas is encouraged to maximize people's ability to benefit from the regional connections. Priority is given to growth in station areas located in centers since they provide more opportunities to be close to both transit and to commercial and public services.
- **Corridors** - Corridors, like centers, are areas where Portland will grow and change much over the next 20 years. They are busy, active streets with redevelopment potential. They are close to neighborhoods and are places with transit, stores, housing, and employers. They need to be planned, designed, and improved to be places that benefit and become successful additions to surrounding neighborhoods. There are two types of Corridors: Civic Corridors and Neighborhood Corridors. Additionally, Regional Truck Corridors maintain the primary truck routes into and through the city to support Portland's role as an important West Coast trade hub.
- **Greenways** - Greenways are a system of distinctive pedestrian- and bicycle-friendly streets and trails, enhanced by lush tree canopy and landscaped storm water facilities that support active living by expanding transportation and recreational opportunities and making it easier and more attractive to reach destinations across the city. There are four types of Greenways: Enhanced Greenway Corridors, Trails, Heritage Parkways, and Neighborhood Greenways.
- **Pattern Areas** - Portland has five distinct Pattern Areas: Rivers, Central City, Inner Neighborhoods, Western Neighborhoods, and Eastern Neighborhoods. Each Pattern Area has unique physical, social, cultural, and environmental qualities that differentiate them and create their sense of place. To maintain and enhance the positive qualities and sense of place in each pattern area, it is desirable to have policies and regulations that respond to each area's unique natural and built assets.

**Chapter 9 – Transportation:** The Transportation Chapter establishes the following overall goals for transportation, as summarized below:

- **Safety** - Comprehensive efforts to improve transportation safety will be used to eliminate traffic-related fatalities and serious injuries.
- **Multiple goals** - Portland's transportation system is funded and maintained to achieve multiple goals and measurable outcomes for people and the environment.
- **Great places** - Portland's transportation system enhances quality of life for all Portlanders, reinforces existing neighborhoods and great places, and helps make new great places in centers and corridors.
- **Environmentally sustainable** - The transportation system uses active transportation and renewable energy, achieves adopted carbon reduction targets, and reduces pollution and reliance on private vehicles.
- **Equitable transportation** - There are two components to the equitable transportation goal:

- *Equitable outcomes*: all Portlanders have access to safe, efficient, convenient, and affordable transportation.
  - *Equitable investments*: Transportation investments respond to distinct needs of each community.
- Positive health outcomes - The transportation system promotes positive health outcomes and minimizes negative impacts by supporting active transportation, physical activity, and community and individual health.
- Opportunities for prosperity - The transportation system supports a strong and diverse economy,
- Cost effectiveness - The City analyzes and prioritizes investments to cost effectively achieve the above goals.

### **Specific Policy Direction**

The following specific policies were identified as important directives for the PedPDX plan. The policies are provided below in full.

#### **Chapter 3 – Urban Form**

- Policy 3.3 Equitable Development: Guide development, growth, and public facility investment to reduce disparities; encourage equitable access to opportunities, mitigate the impacts of development on income disparity, displacement and housing affordability; and produce positive outcomes for all Portlanders.
  - *Policy 3.3.a*: Anticipate, avoid, reduce, and mitigate negative public facility and development impacts, especially where those impacts inequitably burden communities of color, under-served and under-represented communities, and other vulnerable populations.
  - *Policy 3.3.b*: Make needed investments in areas that are deficient in public facilities to reduce disparities and increase equity. Accompany these investments with proactive measures to avoid displacement and increase affordable housing.
- Policy 3.4 All Ages and Abilities: Strive for a built environment that provides a safe, healthful, and attractive environment for people of all ages and abilities.
- Policy 3.15 Investments in Centers: Encourage public and private investment in infrastructure, economic development, and community services in centers to ensure that all centers will support the populations they serve.
- Policy 3.19 Center Connections: Connect centers to each other and to other key local and regional destinations, such as schools, parks, and employment areas, by pedestrian trails and sidewalks, bicycle sharing, bicycle routes, frequent and convenient transit, and electric vehicle charging stations. Prepare and adopt future street plans for centers that currently have poor street connectivity, especially where large commercial parcels are planned to receive significant additional housing density.
- Policy 3.45 Connections (Corridors): Improve corridors as multimodal connections providing transit, pedestrian, bicycle, and vehicle access and that serve the freight needs of centers and business districts.

- Policy 3.54 Community connections (Transit Station Areas): Integrate transit stations into surrounding communities and enhance pedestrian and bicycle facilities (including bike sharing) to provide safe and accessible connections to key destinations beyond the station area.
- Policy 3.60 Connections (Greenways): Create a network of distinctive and attractive City Greenways that link centers, parks, schools, rivers, natural areas, and other key community destinations.
- Policy 3.63 Design (Greenways): Use design options such as distinctive street design, motor vehicle diversion, landscaping, tree plantings, scenic views, and other appropriate design options, to create City Greenways that extend the experience of open spaces and nature into neighborhoods, while improving storm water management and calming traffic.

## Chapter 9 – Transportation

- Policy 9.2: Street Policy Classifications: Maintain and implement street policy classifications for pedestrian, bicycle, transit, freight, emergency vehicle, and automotive movement, while considering access for all modes, connectivity, adjacent planned land uses, and state and regional requirements.
  - *Policy 9.2.b:* Designate district classifications that give priority to pedestrian access in areas where high levels of pedestrian activity exist or are planned, including the Central City, Gateway regional center, town centers, neighborhood centers, and transit station areas.
- Policy 9.9: Accessible and Age-Friendly Transportation System: Ensure that transportation facilities are accessible to people of all ages and abilities, and that all improvements to the transportation system (traffic, transit, bicycle, and pedestrian) in the public right-of-way comply with the Americans with Disabilities Act of 1990. Improve and adapt the transportation system to better meet the needs of the most vulnerable users, including the young, older adults, and people with different abilities.
- Policy 9.17: Pedestrian Transportation: Encourage walking as the most attractive mode of transportation for most short trips, within neighborhoods and to centers, corridors, and major destinations, and as a means for accessing transit.
- Policy 9.18: Pedestrian Networks: Create more complete networks of pedestrian facilities, and improve the quality of the pedestrian environment.
- Policy 9.64: Education and Encouragement: Create, maintain, and coordinate educational and encouragement programs that support multimodal transportation and that emphasize safety for all modes of transportation. Ensure that these programs are accessible to historically under-served and under-represented populations.
- Policy 9.6: Transportation Strategy for People Movement: Implement a prioritization of modes for people movement by making transportation system decisions according to the following ordered list: walking, bicycling, transit, taxi / commercial transit / shared vehicles, zero emission vehicles, other single-occupant vehicles.

## Implementation Guidance

The Comprehensive Plan provides guidance for implementation that is relevant to PedPDX. This guidance includes methods for measuring pedestrian accessibility, prioritizing pedestrian investments,

producing context-sensitive design, and assessing equity impacts. The implementation guidance is summarized below:

- **20-Minute Neighborhood Analysis** - The 20-minute neighborhoods analysis was a GIS-based analysis of walkability completed by the City in 2010 to inform the Comprehensive Plan. The analysis combined measures of accessibility to key destinations (parks, schools, commercial services, etc.) with measures of pedestrian infrastructure (sidewalk area, street connectivity) to calculate a sum score that approximates the walkability of every location in the city. This data informed the identification and classification of centers and corridors in the Comprehensive Plan. The 20-minute neighborhoods analysis represents existing conditions (as of 2010); the centers and corridors represent the anticipated future conditions and City policies. As 20-minute neighborhoods methodology was informed by community input and influenced the Comprehensive Plan, any similar analyses performed for PedPDX should build on this methodology, particularly the selection and weighting of destinations. More recent data will need to be obtained as conditions have changed since 2010. The PedPDX analysis may take a more diagnostic and detailed approach that would identify the specific gaps that constrain accessibility in different locations.
- **Centers Investment Typology** - The Executive Summary of the Comprehensive Plan includes a discussion of infrastructure investment strategies for complete centers (see p. I-37). The typology presents four investment strategies that depend on the level of need and the projected future population size. PedPDX may consider building on this approach when prioritizing pedestrian investments. In general, the Comprehensive Plan calls for prioritizing investments that support centers. Additionally, this typology calls for PedPDX to consider whether any particular investment—or the entire package of investments in any particular center—is aligned with the identified investment strategy for that center.
- **Pattern Areas** - The Pattern Areas identified in Chapter 3 (Urban Form) of the Comprehensive Plan should influence the implementation and design of pedestrian infrastructure. The Pattern Areas classify areas by characteristics such as block sizes, street connectivity, and topography. For example, pedestrian infrastructure in Eastern and Western Neighborhoods may be more likely to take the form of off-street connections or mid-block crossings, given irregular and larger block sizes and a disconnected street grid. Residents of Western Neighborhoods may prefer design treatments that look more like trails or pathways than urban sidewalks. The Pattern Areas will be considered as a factor in the identification of needs and prioritization of projects for PedPDX, as well as for the development of context-sensitive alternative design standards.
- **Equity Assessment** - Multiple goals and policies in the Comprehensive Plan underscore the critical importance of assessing the equity impacts of investments. Generally, the plan calls for the City to assess and integrate equity impacts into public programs and investments in three ways:
  - *Reduce disparities*: Will the investment close gaps and reduce disparities in pedestrian infrastructure for underserved populations? This assessment primarily influences identification of needs and prioritization of investments.
  - *Mitigate negative impacts*: To what degree will the investment affect neighborhood affordability, and how can undesired impacts such as gentrification and displacement

be mitigated? This assessment may not influence whether a project is prioritized or included in PedPDX, but can help to anticipate unintended consequences and flag opportunities to coordinate the investment with anti-displacement efforts, such as affordable housing construction.

- Extend community benefits: How can the investment extend benefits to communities of color, low-income populations, and other under-served or under-represented groups? In the fall of 2017, the City Council passed a resolution to require that all public improvement contracts be procured through the process defined by the Subcontractor Equity Program, Community Equity and Inclusion Plan, or Community Benefits Agreements, depending on the size of the contract. The goal of this policy is to increase the utilization of women and minority workers on City construction contracts. Public investments identified in the PedPDX plan can advance equity by applying these procurement processes.

### **PedPDX Implication**

In summary, the Comprehensive Plan primarily defines the role of pedestrian infrastructure in achieving the City's goals for urban form and equitable development. The PedPDX plan will need to consider how pedestrian projects and programs are contributing to the system of centers, corridors, and greenways that make up the Urban Design Framework. Further, the design of pedestrian infrastructure may be influenced by the Pattern Area classifications identified in the Comprehensive Plan. Lastly, the PedPDX process and outcomes will need to be consistent with the Comprehensive Plan's goals for equitable development by reducing disparities and mitigating negative impacts on underserved populations.

## **2017 (Pending) City of Portland Transportation System Plan (TSP)**

### **General Description**

The City updated its TSP following adoption of the updated Comprehensive Plan. Council adopted updated TSP goals and policies in 2016, as part of the Stage 1 package of amendments. Street design classifications were adopted in 2016 as part of the Stage 2 package. Stage 1 and 2 Updates were completed as part of the Comprehensive Plan update work program. The Stage 3 Update package, which includes policies (as a replacement of the previously termed "objectives") and TSP updates not related to the Comprehensive Plan, are pending adoption in 2018. This process explicitly defers to PedPDX to address pedestrian network needs, priorities, classifications, and policies, underscoring the purpose and weight of this process. PedPDX is a planning process that can provide recommendations of pedestrian-related projects, but the outcomes of PedPDX will not influence the TSP's project prioritization. The City's Pedestrian Network Completion Program is a funding program that is a complement to the TSP program.

### **Goals**

The City's goals for transportation support the vision for a city in which people of all ages and abilities can safely walk within any neighborhood and to key destinations (such as employment and schools). Goals from the TSP Stage 1 Amendments that most directly establish policy direction for the Pedestrian Master Plan are shown in **Table 4**.



**Table 4: Goals of the City of Portland Transportation System Plan (adopted as part of Comprehensive Plan)**

Goal	
Goal 9.a Safety	The City achieves the standard of zero traffic-related fatalities and serious injuries. Transportation safety impacts the livability of a city and the comfort and security of those using City streets. Comprehensive efforts to improve transportation safety through equity, engineering, education, enforcement and evaluation will be used to eliminate traffic-related fatalities and serious injuries from Portland's transportation system.
Goal 9.c Great Places	Portland's transportation system enhances quality of life for all Portlanders, reinforces existing neighborhoods and great places, and helps make new great places in town centers, neighborhood centers and corridors, and civic corridors.
Goal 9.e Equitable Transportation	The transportation system provides all Portlanders options to move about the city and meet their daily needs by using a variety of safe, efficient, convenient, and affordable modes of transportation. Transportation investments are responsive to the distinct needs of each community.
Goal 9.F Positive Health Outcomes	The transportation system promotes positive health outcomes and minimizes negative impacts for all Portlanders by supporting active transportation, physical activity, and community and individual health.

**Specific Policy Direction**

The current TSP Update includes the following relevant policies. These provide a basis for establishing PedPDX goals and objectives and for recommending modifications and additions to TSP policies related to the pedestrian network.

- Performance Measures. Establish multimodal performance measures and measures of system completeness to evaluate and monitor the adequacy of transportation services based on performance measures in goals 9.A. through 9.I. Use these measures to evaluate overall system performance, inform corridor and area-specific plans and investments, identify project and program needs, evaluate and prioritize investments, and regulate development, institutional campus growth, zone changes, Comprehensive Plan Map amendments, and conditional uses. (Policy 9.49)
- Street Design Classification. Maintain and implement street design classifications consistent with land use plans, environmental context, urban design pattern areas, and the Neighborhood Corridor and Civic Corridor Urban Design Framework designations. (Policy 9.1)
- Transportation Strategy for People Movement. Implement a prioritization of modes for people movement by making transportation system decisions according the following ordered list:
  1. Walking
  2. Bicycling
  3. Transit
  4. Fleets of electric, fully automated, multiple passenger vehicles
  5. Other shared vehicles
  6. Low or no occupancy vehicles, fossil-fueled non-transit vehicles (Policy 9.6)
- 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)

- Pedestrian networks. Create more complete networks of pedestrian facilities, and improve the quality of the pedestrian environment. (Policy 9.18)
- Pedestrian safety and accessibility. Improve pedestrian safety, accessibility, and convenience for people of all ages and abilities. (Policy 9.19)
- Connectivity. Establish an interconnected, multimodal transportation system to serve centers and other significant locations. Promote a logical, direct, and connected street system through street spacing guidelines and district-specific street plans found in the Transportation System Plan, and prioritize access to specific places by certain modes in accordance with policies 9.6 and 9.7. (Policy 9.47)

## Policies

Street Design Classifications provide general design guidance based on the land use context. Classification maps are included in the TSP and online<sup>1</sup> and will provide the basis for an update to classifications as part of PedPDX *Task 4 Classifications and Recommendations Framework* (Deliverable 4E).

## Performance Measures

The following two performance measures included in the adopted Stage 2 Update of the TSP are relevant to PedPDX:

- 9.26.g: By 2035, reduce the number of miles Portlanders travel by car to 11 miles per day on average and 70 percent of commuters walk, bike, take transit, carpool, or work from home at approximately the following rates:
  - Walk 7.5 percent
  - Bicycle 25 percent
  - Transit 25 percent
  - Carpool 10 percent
- 9.26.h: By 2035, increase the mode share of daily non-drive alone trips to 70 percent citywide and to the following in the five pattern areas:
  - Central City 87 percent
  - Inner Neighborhoods 71 percent
  - Western Neighborhoods 65 percent
  - Eastern Neighborhoods 65 percent
  - Industrial and River 55 percent

## PedPDX Implication

The TSP Update identifies safety as the City's highest priority and confirms a "pedestrians first" approach to the "strategy of the movement of people" (an update to the "modal hierarchy" of the Portland Plan). This affirmation gives additional weight to the PedPDX planning process and outcomes. The TSP Updates are intended to meet requirements of the RTFP. PedPDX will serve as the pedestrian element to this TSP Update, as required by RTFP policy 3.08.130. As such, PedPDX must align with

---

<sup>1</sup> City of Portland Map App:

<https://www.portlandmaps.com/bps/mapapp/maps.html#mapTheme=cc2035TSPClass>.

approved updated goals and policies of the TSP, must recommend new or revised pedestrian goals and policies for the TSP, and must adhere to RTFP's requirements of a TSP pedestrian plan.

## 1998 Pedestrian Master Plan

### General Description

This 1998 Pedestrian Master Plan was the first pedestrian plan of the City of Portland, and one of the first of its kind in the country. The Plan established a 20-year framework for creating a more walk-friendly City and served as the Pedestrian Element of the City's Transportation System Plan (TSP). The Plan is structured to reflect the goals, policies, and objectives formally adopted by City Council ordinance and to identify action items that facilitate achieving those goals. The Plan has guided network development through its Pedestrian Street Classifications, tied to the TSP, list of 146 prioritized pedestrian projects, pedestrian design guidelines.

### Goals

- City goals furthered by the Pedestrian Master Plan included:
  - Reducing reliance on the automobile
  - Developing a balanced, affordable, and efficient transportation system
  - Preserving the quality of the City's capital investment in the transportation system
  - Enhancing and extending Portland's attractive identity
- City policy related to achieving those goals is to:
  - Complete a pedestrian network that serves short trips and transit
  - Improve the quality of the pedestrian environment
  - Increase pedestrian safety and convenience
  - Encourage walking
  - Explore a range of funding options for pedestrian improvements

### Specific Policy Direction

- Determining pedestrian project prioritization based on policy factors, proximity factors (trip attractors within a walkshed), and environmental variables (physical context) (pages 21-23).
- Every project that is designed and built in the City of Portland should conform to the Pedestrian Design Guide, as issued by the City Engineer (page 14).
- Work with the state legislature to successfully increase state funding for transportation; and as funding becomes available, increase funding for pedestrian improvements (page 48).
- Encourage regional decision makers to use the full flexibility of federal transportation funding (page 48).
- Provide greater support for partnerships with business districts, urban renewal districts, and property owners (page 48).
- Dedicate resources to actively pursuing grants and other funding sources for pedestrian projects (page 49).
- Investigate the possibility of seeking a General Obligation Bond Initiative for pedestrian improvements (page 50).
- Give priority to projects on the System Development Charge list that are also in the Pedestrian Master Plan (page 50).

## PedPDX Implication

PedPDX will replace the 1998 Pedestrian Master Plan as a City of Portland policy document. This includes updating the design principles and pedestrian street classifications and updating the network needs and priorities. The factors included in the deficiency index and the prioritization methodology of the 1998 plan provide a basis for informing PedPDX adequacy criteria and prioritization criteria. PedPDX can carry forward the policy of conforming projects to the Pedestrian Design Guide.

## 2017 City of Portland Code of Ordinances

The City of Portland Code of Ordinances regulates certain elements of pedestrian network. The following highlights relevant portions of the Code.

- **Title 16: Vehicles and Traffic:** Title 16 generally includes regulations addressing the use and operation of vehicles and other travel modes in public right-of-way. Title 16 regulations are generally not relevant to the goals and outcomes of the PedPDX plan. However, this Title includes the City's definition of a pedestrian. The definition, quoted below, includes both people walking and people traveling using a variety of non-motorized vehicles or aids. It is important to note that the definition does not explicitly include people using a power-assisted or motorized mobility device or wheelchair, though these people are frequent users of pedestrian infrastructure and have needs that are distinct from other types of pedestrians. The PedPDX plan will consider the needs of these users; therefore, the plan may consider recommending an amendment to this Title 16 definition to include users of mobility devices. Alternatively, if the definition is not amended, the plan will need to clarify that the use of the term "pedestrian" in the plan will differ from the City's definition of pedestrian in Title 16.

*16.90.250 Pedestrian. (Amended by Ordinance No. 177028, effective December 14, 2002.) A person afoot; a person operating a pushcart; a person riding on or pulling a coaster wagon, sled, scooter, tricycle, bicycle with wheels less than 14 inches in diameter, or a similar non-motorized vehicle; or on roller skates, skateboard, wheelchair, or a baby in a carriage.*

- **Title 17: Public Improvements:** Title 17 addresses a wide range of public works projects. The Portland Bureau of Transportation (PBOT) is the agency responsible for management of the public right-of-way and no person may occupy or encroach on a public right-of-way without the permission of the City (Jurisdiction and Management of Public Right-of-Way, 17.24.005). The key regulations in Title 17 related to the construction, maintenance and operation of pedestrian facilities are noted below:
  - Funding tools include pedestrian facilities:
    - Transportation System Development Charges (TSDC) apply to new development and can be used to fund a portion of the needed capacity increases for transportation facilities including sidewalks, bicycle and pedestrian facilities (Transportation System Development Charge Scope and Purposes, 17.15.010)
  - Permit requirements help ensure that pedestrian facilities remain usable:
    - No person may occupy or encroach on a public right-of-way without the permission of the City (Transportation System Development Charge Scope and Purposes, 17.15.010)

- Permits for sidewalk vendors require a minimum width of the Clear Pedestrian Zone (Sidewalk Cafes, Chapter 17.25) and the use of the permit operating area for sidewalk vending must be compatible with the public interest in use of the sidewalk areas as public right-of-way (Sidewalk Vendors, Chapter 17.26)
- In no case may bicycle parking, installed through the Bicycle Parking Fund be placed in a sidewalk corridor of less than 10 feet in width (Bicycle Parking, 17.28.065)
- Requirements work in conjunction with Title 33 (see below) to help ensure that sidewalks are constructed (typically at time of development) and maintained thereafter:
  - The owner(s) of land abutting any street in the City are responsible for constructing, reconstructing, maintaining and repairing the abutting sidewalks, curbs, driveways and parking strips, except in certain circumstances (Sidewalks, Curbs and Driveways, Chapter 17.28). In cases where a sidewalk is required to be constructed, but the property owner disagrees, the current requirements outline the process to remonstrate to the City Council (Construction Alternatives, 17.28.040)
  - The width of the improved sidewalks, the grade thereof, materials for construction or reconstruction, and the location and size of curbs are designated by the City Engineer and specifications for the temporary improvement, where required (Location, Size and Materials of Sidewalks and Curbs, 17.28.060)
- The requirements for a transportation impact study are also specified to ensure an adequate level of street connections to serve land uses (Street Access, Chapter 17.88)
- Supplementing Title 17 are the Portland Policy Documents and Administrative Rules (PPD) related to parking, right-of-way, street lighting, streets and sidewalks, traffic, transportation engineering, transportation options, transportation planning.
  - These policies and rules vary significantly in terms of age. Some will need to be updated as a part of this project (e.g., TRN-1.09: Design Standards for Public Streets references the Pedestrian Design Guidelines of the Pedestrian Master Plan (adopted 1998))
  - A number of transportation planning documents and streetscape plans are included in the PPD. The 1998 Pedestrian Master Plan itself is a Non-Binding City Policy (NCP-TRN-6.02)
  - Rules related to the maintenance and operation of sidewalks are included in the PPD (TRN-1.11: Sidewalk Maintenance Program Policy and Operating Guidelines)
  - The Infill Development Rule establishes a clear and objective set of criteria Administrative Exceptions to the City's sidewalk design requirements, including an exception for the replacement of single-family dwellings (TRN-1.22: Infill Development on Streets with an Existing Sidewalk Corridor). Similarly, the PBOT has implemented a temporary suspension of frontage improvement requirements (including sidewalks) for qualifying infill development on dirt and gravel and substandard streets (TRN-1.22: Infill Development on Streets with an Existing Sidewalk Corridor)

- **Title 33: Portland Zoning Code:** Title 33 regulates private property and land within private rights-of-way. Land within public rights-of-way is regulated by Title 17, Public Improvements. Title 33 is typically applied at time of development. While standards vary by zone, Title 33 includes:
  - Standards related to the orientation and design of development which are intended to create a pedestrian-friendly environment (Single-Dwelling Zones, 33.110; Multi-Dwelling Zones, 33.120; and Commercial Zones, 33.130)
    - Main Entrance standards can help ensure that the pedestrian entrance is visible or clearly identifiable from the street by its orientation or articulation
    - Street-Facing Facade standards can help prevent large expanses of blank facades along streets
    - Maximum building setbacks on a Transit Street or in a Pedestrian District or in CM or CS zones (10 feet). Alternative maximum setback option for large retailers requires internal accessways
    - Required ground Floor Windows in some locations
    - Direct pedestrian connection between abutting streets and buildings on the site, and between buildings and other activities within the site
    - Transit Street Main Entrance for convenient pedestrian access between the use and public sidewalks and transit facilities
  - Parking requirements which are balanced with an active pedestrian network to minimize pedestrian, bicycle and vehicle conflicts as much as possible (Parking And Loading, 33.266)
  - Pedestrian connectivity requirements including:
    - Designated Public Recreational Trails (Public Recreational Trails, 33.272)
    - Walkways within “superblocks” which linking buildings to public sidewalks, adjacent superblocks, and nearby transit facilities (Superblocks, 33.293)
    - Within some plan districts, special development guidelines and bicycle-pedestrian connections (Cascade Station/Portland International Center Plan District, 33.508)
    - Within new subdivisions (in all but industrial zones) pedestrian connections generally provided no more than 330 feet apart and along the most direct route practicable. In industrial zones, pedestrian connections to all Regional Transitways, Major Transit Priority Streets, Transit Access Streets, Community Transit Streets, Off-Street Paths, and recreational trails within 1,300 feet of the site are required where appropriate and practicable (Rights-of-Way, 33.654)
    - Required pedestrian connections are required to be dedicated to the public or to have a public access easement (Rights-of-Way, 33.654)
    - Pedestrian connections that are self-contained streets created solely for the use of pedestrians and bicyclists are not considered streets for the purposes of calculating the density of a residential subdivision so the density is not impacted by providing such a facility (NOTE: a similar allowance is not provided in the multifamily zones) (Lots in RF Through R5 Zones, 33.610)

## PedPDX Implication

The City Code establishes regulations that apply at the time of development and will provide a mechanism for implementing the completed PedPDX Citywide Pedestrian Plan. Title 33 of the City Code establishes pedestrian-friendly design standards that apply in much of the City. These standards appear to meet the current TPR implementation requirements in OAR 660-012-0045. Upon completion, the PedPDX Citywide Pedestrian Plan will be considered for adoption as a PPD, and will contribute specific amendments to the TSP (such as updated street classifications) which is implemented by Title 17.

## 2016 Vision Zero Action Plan

The Vision Zero Action Plan, adopted in 2016 by the City's Bureau of Transportation, sets a goal of eliminating all traffic deaths and serious injuries by 2025.

### Goals and Objectives

The main goals of the plan are safety and equity. The objectives of the plan are to:

- Reduce "serious injury" and fatal crashes for all roadway users
- Focus on "communities of concern", defined as Census blocks in the top quartile of ten equity indicators and High Crash Corridors

### Specific Policy Direction

While majority of the Vision Zero plan relates to pedestrian-related policy and programs, there is specific policy direction that is most relevant to the update of the Pedestrian Master Plan.

- Secure a stable state-level transportation funding source dedicated to safety (Street Design Action: SD. 2).
- Develop guidelines for installation criteria for marked pedestrian crossings (Street Design Action: SD.4).
- Improve safe pedestrian and bicycle access to transit stops along key bus routes, prioritizing the High Crash Network in Communities of Concern, and where appropriate, in conjunction with increases in bus service frequency (Street Design Action: SD 7).
- Improve street design to support safe speeds in conjunction with posted speed reduction on four to six streets (not including SD.1 improvements) annually in the High Crash Network, prioritizing improvements in and engaging with Communities of Concern (Speed Action: S.3).

### PedPDX Implication

Vision Zero Action Plan informs PedPDX vision and goals, network needs, prioritization, and performance measures as they relate to safety and equity. While the Vision Zero Action Plan does not place any specific requirements on PedPDX, it is an adopted policy document of the City, and provides useful data and analysis to incorporate into the PedPDX planning process.

## 2017 PBOT 5-Year Racial Equity Plan and Citywide Racial Equity Goals and Strategies

PBOT's five-year racial equity plan, launched in January of 2017, reflects PBOT's aspirational goals to advance racial equity. The plan is part of a citywide initiative to promote racial equity, coordinated by

the City of Portland Office of Equity and Human Rights. The citywide initiative is guided by the Citywide Racial Equity Goals and Strategies. The three goals are:

- Equity Goal #1. We will end racial disparities within city government, so there is fairness in hiring and promotions, greater opportunities in contracting, and equitable services to all residents.
- Equity Goal #2. We will strengthen outreach, public engagement, and access to City services for communities of color and immigrant and refugee communities, and support or change existing services using racial equity best practices.
- Equity Goal #3. We will collaborate with communities and institutions to eliminate racial inequity in all areas of government, including education, criminal justice, environmental justice, health, housing, transportation, and economic success.

There are six overall Citywide Equity Strategies to be used to achieve the goals:

1. Use a racial equity framework
2. Build organizational capacity
3. Implement a racial equity lens
4. Be data driven
5. Partner with other institutions and communities
6. Operate with urgency and accountability

Given this strategic framework, PBOT used an inclusive process to develop the 5-year racial equity plan. The plan identifies 45 action items that fall under the following six themes. Each of these six themes have a five-year objective that outlines the desired racial equity outcome to be achieved by the end of the five-year plan.

1. Planning and Evaluation
2. Training
3. Human Resources
4. Tools and Resources
5. Community Access and Partnership
6. Contracting

Specific action items that may be relevant to PedPDX include:

- *Action 1.5: Design and use a capital improvement project racial equity impact assessment tool for large infrastructure projects.*
- *Action 1.6: Prioritization of implementation of projects on lists uses an equity matrix, and individual funding requests for projects uses a standard template which includes a racial equity evaluation metric, to help address infrastructure deficiencies in communities of color.*
- *Action 4.3: Standardize an equity matrix for PBOT to address transportation infrastructure deficiencies in communities of color.*
- *Action 5.1: Create consistent best practices for recruitment and retention of people of color on advisory committees and groups, and embrace and enforce citywide policies and best practices for all advisory committees. Do a baseline analysis of advisory committee membership including demographic information about the racial composition of every group. This could include surveying all advisory committee staff and also all advisory committee member*



- *Action 5.4: Design a process for regularly informing communities of color about the eligibility process for how projects get on our lists (such as SDC lists) and how they can help inform prioritization (such as advisory committees, public comment periods), and how the equity matrix is used.*
- *Action 5.5: Build leadership capacity among communities of color to participate in and be passionate about transportation issues that impact them.*
- *Action 5.11: Shape and advance standard practices to increase outreach and engagement with Limited English Proficient (LEP) communities.*

### **PedPDX Implication**

The relevant action items identified above generally fall into two categories: (1) integrating racial equity into project evaluation and prioritization and (2) integrating racial equity into public involvement processes. Most of the action items call for PBOT to develop best practices and standards for the integration of racial equity into plans and projects. Thus, PedPDX should apply the most up-to-date best practices, tools, and standards for racial equity planning that have been developed by PBOT staff and approved by PBOT leadership. The racial equity plan identifies staff to lead each action item; these staff people can be consulted to ensure PedPDX is using appropriate racial equity tools and practices.