Memorandum

To: Bethany Steiner and Jason Dedrick

From: Matthew Ragsdale, Finley Heeb, Grace Kaplowitz, Ophelia Cavill,
                    Alyssa Hinojosa

Date: December 13th, 2019

Re: Pop Up Urbanism Final Report

<u>Purpose</u>

The purpose of this memo is to share an overview of our Pop Up Urbanism project and findings as a whole. It details the project overview, our pop up urbanism installations, a community engagement summary, reflections from traffic engineers, notable differences between events, project costs, what worked well, considerations for the future, and feedback from our final presentation. The appendix of this document also includes all of our community outreach tools (flyers, surveys, one-pagers) and survey response raw data. We hope this information will help create a foundation on which to base a regional Pop Up Urbanism Program and help allocate funding towards more projects of a similar nature.

<u>Acknowledgments</u>

We would like to thank the following individuals for their support and efforts towards making this project possible.

- Ellen Currier - Lane Council of Governments (LCOG)
- Becky Gilliam - Safe Routes Partnership
- Andy Kading - City of Eugene
- Michael Liebler - City of Springfield
- Bethany Steiner - University of Oregon
- Jason Dedrick - City of Eugene
- Drew Pfefferle - Lane Council of Governments (LCOG)
- Additional LCOG and City of Eugene staff
  who supported this project.

Project Overview

The goal for this project was to implement cheap, fast, and efficient traffic safety improvements at two problematic intersections in the Cities of Eugene and Springfield.

The Problem

- Recent pedestrian fatality in Eugene.
- Dangerous conditions at the intersection of N. Adams and Clark streets and the W. D Street River Path Connection.
- Transportation changes happen very slowly.
- Infrastructure improvements are highly expensive.
- Lengthy community outreach processes can delay or halt projects.

Our Project

- Lane Council of Governments (LCOG) hopes to establish a regional Pop Up Urbanism program and saw this class as an opportunity to kickstart the project.
- This was an opportunity to pilot "rapid-response" changes.
- The short timeline of the class term forced the project to happen very quickly (much quicker than the average government project timeline).
- Incorporated the ethos of tactical urbanism into the framework of local government to make quick, affordable changes.

We divided the work between the sites and broke into two sub-teams, utilizing similar strategies for both cities to complete our project and engage with community members. In Eugene and Springfield we created online and paper surveys to distribute to residents near the intersections by mail. Flyers were also created to provide easy-to-read information for community members to quickly understand the project, where it was happening, when it was happening, and why it was happening. Both the flyers and surveys were distributed by LCOG staff member Ellen Currier, who handled the mailing for both events.

City of Eugene: N. Adams and Clark Streets

The intersection of N. Adams and Clark Streets was brought to the students by LCOG via the City of Eugene as the project site for Eugene. We found through initial observations that the intersection was extremely massive and had issues with poor visibility, fast car traffic (particularly heading North/South on Adams), and long pedestrian crossings (as seen in Figure 1).

Figure 1. Intersection of N. Adams and Clark Streets

The Eugene sub-team completed the following steps to prepare and execute their project:

1. Worked with City of Eugene Traffic Engineer to choose mini traffic circle design.
2. Informed the community about the project.
    a. Created a flyer (Appendix 1) to inform neighbors about the upcoming event at Clark and Adams. The flyer included details about the installation event including the date and time, location, City staff contact information, a link to the survey, and a description of what was happening at the intersection and why. LCOG distributed the flyers by mail to approximately 30 residences surrounding the intersection.
    b. Created a survey for neighbors (Appendix 2) which was posted on the Engage Eugene website in addition to physical copies getting mailed to the same immediate neighbors as the flyer. These surveys were intended to gauge neighbors' levels of comfort with the intersection and ask what they would like to see in the intersection regarding traffic safety improvements and how to utilize reclaimed public space. We received a total of 20 responses to the survey, including 14 online and six by mail.
    c. Drafted an email to send to the Whiteaker Community Council, River House, Active Transportation Committee (ATC), and Councilor Claire Syrett to inform them of the project (Appendix 3). Andy Kading contacted all of these stakeholders using our email as a template.
3. Planned and hosted Pop Up Event on Saturday, November 23rd from 10:00am - 2:00pm.
4. Compiled community feedback findings and event experience into summaries of what worked well and considerations for the future.

5. Shared project and findings with relevant stakeholders at our community meeting and final presentation.

City of Springfield: West D Street and the River Path Connection

The City of Springfield highlighted the entire West D Street corridor as a potential location for a temporary installation/this project. The team focused on the location of West D Street at the River Path Connection (as seen in Figure 2) because it is a major point of conflict for users of all modes of transportation. There is no signage provided for users of the River Path entering the sidewalk/roadway indicating whether to make a hard right turn onto the widened sidewalk or to shoot out onto West D Street. In addition, the mixing of modes at this location is not made evident to drivers, pedestrians, or cyclists by signage or any other form of notice. Students chose to implement a temporary design to mitigate conflicts between modes and create a safer space for all users.

Figure 2: West D Street and River Path Connection
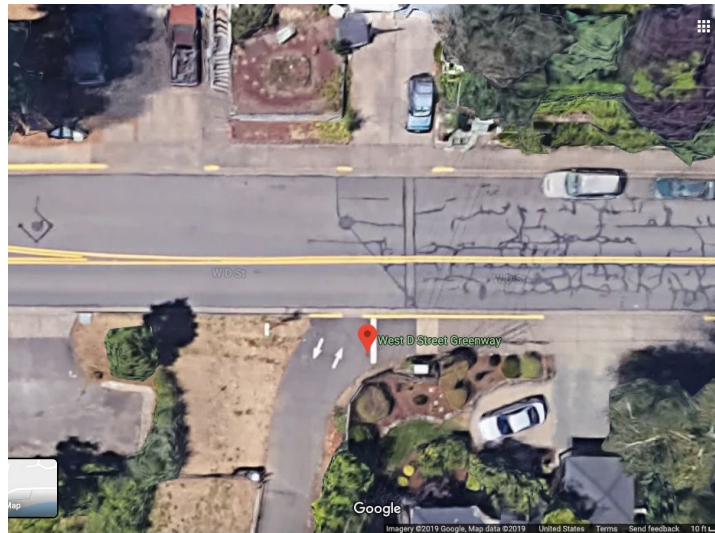
The Springfield sub-team completed the following steps to prepare and execute their project:

1. Informed the community about the project.
    a. Created and sent a flyer (Appendix 4) to inform and educate residents along West D Street about the project and event including information about what was happening, who was doing it, why it was happening, and what tactical urbanism is. LCOG mailed the flyers to 30 residences along D Street.
    b. Created and sent online and paper surveys (Appendix 5) intending to identify unique concerns for pedestrians, cyclists, and drivers in the area, as well as to allow for community members to voice their greatest concerns and any ideas they had to address them.

> i. The surveys were mailed to the same 30 residences along West D Street as the flyer and four were mailed back with responses.
>
> ii. The survey was also provided digitally and distributed online via a link on the flyer.
>
> c. Created a one-pager (Appendix 6) to share with the City of Springfield staff and elected officials. This one-pager was meant to summarize and inform the City of Springfield staff and relevant stakeholders what the team intended to do and where. It was sent to Michael Liebler and distributed by him.

2. Came up with zigzag design to use as a treatment for the event.
   a. The zigzag design is very commonly used in the UK to help draw the line of site to an incoming pedestrian intersection to caution drivers. Students sent a design proposal to Michael Liebler who approved the design with acceptable parameters for implementation.
3. Planned and hosted Pop Up Event on Friday, November 22rd from 12:00am - 3:00pm.
4. Compiled community feedback findings and event experience into summaries of what worked well and considerations for the future.
5. Shared project and findings with relevant stakeholders at our community meeting and final presentation.

Pop Up Urbanism Events and Installations

We planned and hosted pop up events in both cities in less than eight weeks. Accomplishing this entailed extensive collaboration with city staff and LCOG. Due to our time, financial, locational, and regulatory restrictions we quickly created a scope of work and had our project partners approve our plans. After this we were able to quickly plan and implement our events and designs. As stated above, prior to the events both teams reached out to community and residents living nearby each location for feedback through surveys and flyers in the mail, email, and community meetings and councils. We were able to develop plans that would both change the space and get the communities' attention. With our city partnerships, both teams accomplished their goals to implement pop-up urbanism installations to help make both intersections safer.

Eugene Event Photos:

City of Eugene Event
1. Students arrived at the intersection and met LCOG staff and the City of Eugene traffic engineers at 9:30am to set up. The event was held between 10:00am and 2:00pm.
2. We set up a table with coffee, bagels, and fruit, set up poster paper on an easel to gather community feedback, and made roundabout signs to attach to the cones in the mini traffic circle in the middle of the intersection.
3. The Eugene transportation engineers provided cones and safety vests for students to use to create the design in the intersection. Students choose the type of cones and where to place them in the intersection which was then approved by the traffic engineers.
4. Two traffic engineers were stationed along the four-way stop to guide cars while students and staff set up the roundabout in the middle of the intersection.
5. Bigger cones were placed in the middle of the intersection with smaller cones lining them. Regular traffic cones were placed at the four corners of the crosswalk to reclaim public space and smaller cones were placed to divide each corner so cars entering the intersection would drive on the correct side of the road.
6. After cones were set up, the students and staff were able to make the space unique by using chalk to draw on the reclaimed public space in the middle of the roundabout and in the four corners of the crosswalks.
7. After the event ended at 2:00 pm we helped city staff remove the cones around the intersection which took about 10 minutes.

Springfield Event Photos:


City of Springfield Event

1. Students arrived at the intersection, met by LCOG and City of Springfield staff. A table of snacks and drinks was already set up by LCOG. The event was held between 12:00pm and 3:00pm.
2. Poster paper and easel were set up to gather community feedback.
3. Flaggers were stationed on both sides of the road about 150 feet out from the intersection to protect students as they were placing the treatment.
4. The team (including Eugene members) helped place pavement marking tape with the City of Springfield staff in a zigzag formation. It was placed in 100 foot approaches to the intersection on either side of the yellow striping in the middle of the road. This took about 5-7 minutes for each side of the road.
5. After the event ended at 3:00pm, students helped city staff remove the tape from the road. Flaggers were stationed on both sides of the road about 100 feet out from the intersection to protect students as they were removing the treatment.
6. Removing the tape took 3-5 minutes for each side of the road.

Community Engagement Summary

Eugene Survey Feedback

The Eugene survey was sent to 30 addresses and generated a total of 20 responses including 14 online (Engage Eugene) and six paper surveys mailed to LCOG. One of the questions we asked on the survey was whether or not respondents had attended a community meeting related to transportation planning. We asked this question to get an idea of whether we were reaching out to similar or different audiences from the usual folks who are involved in public processes and to examine our outreach process using an equity lens. Out of the total respondents, 65% had never attended a community meeting related to transportation planning (as seen in Figure 3).

Figure 3: If Respondents Had Been to Community Meeting Related to Transportation Planning.
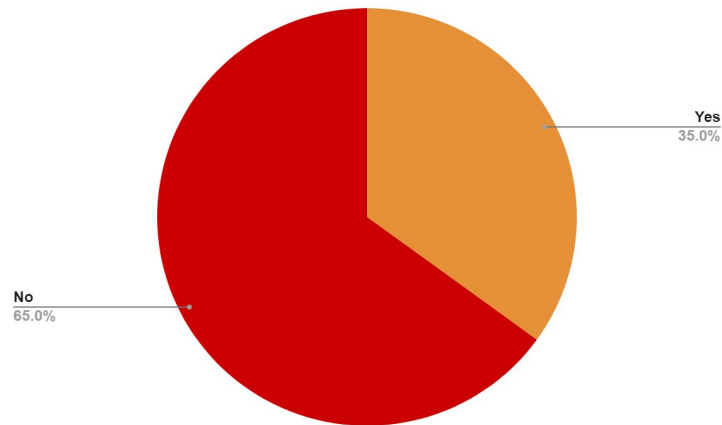
On a typical day, 95% of respondents walk, 70% use bicycles and cars, and 20% use public transportation (as seen in Figure 4).

Figure 4: Transportation Mode Use During Typical Day
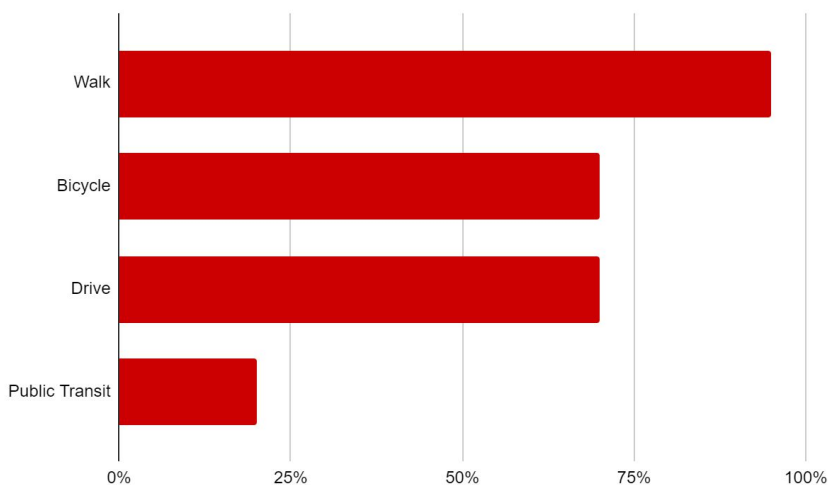
- In addition, 55% of respondents indicated that they were somewhat to very uncomfortable with the current level of comfort at the intersection of N. Adams and Clark Streets.
- Based on a Likert scale, the respondents were neutral to unsatisfied with the current level of traffic safety in their neighborhood and do not feel safe allowing their children to walk or bike in their neighborhood.
- Almost all respondents indicated that they strongly agreed with the following statements: "I would like to see changes in my neighborhood to improve traffic safety" and "faster car traffic makes me feel unsafe in my neighborhood".
- Overall, respondents were most interested in having planters/greenery and public art/mural in the reclaimed public space and felt that lower vehicle speeds would be most helpful for making the intersection safer.
- Survey respondents also wrote in that they would like to see: traffic circles, crosswalk markings, more signals, or a roundabout and mentioned the lack of visibility in the intersection and feeling unsafe driving through it.

In addition to the preceding summary of the Eugene survey responses, all of the survey response raw data can be found in Appendix 7.

Eugene Event Feedback

We estimate that 50 people attended our event on foot, bicycle, and via car to engage with us during the event. In addition, at least 10 drivers stopped at the intersection to talk with us. There were traffic cameras installed at the event so specific counts can be analyzed at a later date. The feedback we received at the event falls into three general categories which we've included below with a few comments highlighted that reflect the feeling of the overall comments we received.

1. *Safety Improvement*
   ○ "This is very much needed for the safety of all of us including our kids & pets & wildlife. The bad driving must be stopped."
   ○ "Definite need for a better traffic flow (and safer!) roundabout nicer option than 4 way stop."
   ○ "I feel this is an opportunity for safer transportation & ART."
2. *Incorporating Art*
   ○ "One lane roundabout would be great! Love incorporating art."
   ○ "Love the art too!!"
3. *Appreciation*
   ○ "This is wonderful! (This intersection is insane)"
   ○ "This is a wonderful idea. Thank you!!!"
   ○ "I'm down", "Nice", "Right on!"

Springfield Survey Feedback

The Springfield survey was mailed to 30 addresses and generated four responses in the mail and two online responses for a total of six responses. LCOG mailed the surveys with flyers to residents near the intersection along West D Street. This survey collected qualitative data and did not include any demographic questions. It asked what participants believed were the most dangerous aspects of the selected intersection which was intended to inform the City of Springfield about the types of changes the community was looking for at the West D St and River Path connection. Some key survey feedback that summarizes the overall responses includes the following:

- "Current situation is a poor way to end a bike path"
- "A speed bump like the ones west of here would help slow down eastbound cars"
- "Cyclists sometimes don't slow down sufficiently to make a quick turn to the right at the end of the path and end up shooting out into the traffic lane. I am very aware of this area and drive more slowly so I can better watch for cyclists, but not everyone does so. Since there is no bike lane here, would sharrows help?"
- "There are not enough visual cues to know that this is an intersection for bikes and peds"
- "Thanks for doing this research, it's a high need intersection! Excited to see what you come up with"

In addition, all of the survey response raw data can be found in Appendix 8.

Springfield Event Feedback

We estimate that 25-30 people attended our event to engage with the project. Attendees were primarily older individuals on foot or bike—no car users stopped to discuss the treatment with students. Traffic cameras were installed at the event so specific counts can be analyzed at a later date. Overall, the Springfield event generated very positive feedback and appreciation for the project as well as identifying that the public is ready for a change at this intersection. The feedback we received at the event falls into three general categories which we've included below with some of the comments that reflect the feeling of the comments we received.

1. *Changes to the feeling of the intersection*
    - "Made me want to slow down in a cautious way"
    - "Made me feel like I was at an arrival point"
    - "I like it! It gets drivers' attention that something is happening here! Much better than more lights"
2. *Further changes inspired by this event*
    - "What about lines directing bikes to turn onto the wide sidewalk instead of directing them out on the street? Then bike people can decide when the street is clear to turn out on"
    - "Add signage for cyclist to know they're entering traffic before exiting pathway"

- ○ "Lines are a great start, but a better entry point to the roadway would be great"
- ○ "Paint zig zag stripe on the end of the bike path as well!"

3. *Appreciation*
   - ○ "Hopefully it will stay permanent!"
   - ○ "Lines are a great start to a safer connection"

Notable Differences between Projects and Events

The following table illustrates the most notable differences between the projects and events based on our experience. Testing "Pop Up Urbanism" in both locations with very different types of projects gave us an inside look into the intricacies of working with various locations, stakeholder groups, and local jurisdictions which is a key element to developing regional programs. The differences between both installations and events will be helpful to keep in mind for further developing this type of program in the future.

Springfield	Eugene
One-day only installation	One-day installation followed by more permanent installation
Students created design	City had mini traffic circle design in mind at beginning of project
Minimal design in Springfield (some cyclists and drivers didn't notice or react to design)	Bigger impact design with space for chalk art and placemaking
Drivers didn't slow down or stop during event to provide input	Most drivers, cyclists, and pedestrians slowed or stopped to provide input

Reflections from Traffic Engineers

Have not received response from Andy Kading at the City of Eugene yet, will incorporate his reflection once we do

Michael Liebler, the City of Springfield Traffic Engineer who assisted us with this project reflected on the work of the students by saying that he "appreciated the group's attendance and professionalism in installing the treatment and running the event." He informed us that he was pleased with the process overall.

Michael addressed one concern related to the flyers, which we edited to better reflect the message that the City of Springfield was looking for. The students believe this is a testament to the unique parameters of a project like ours: the partnership of tactical urbanism-type projects with the involvement of city government. It is important to align with the goals of the City in order to make productive changes through this type of program.

Project Costs

The total cost for both events was less than $900, with the Springfield event costing more due to the cost of tape and flaggers. Overall, the low cost for the two pilot events shows the feasibility of these projects as low-cost efforts to simply try out a design. They are much less costly than permanently implemented designs and allow cities to test a design quickly and make changes before installing more expensive treatments. It is also important to note that the following table does not include the labor costs/staff time that LCOG, Safe Routes Partnership, staff at the Cities of Eugene and Springfield and the students put into this project.

ITEM	COST
Mailings	$30
Flaggers	$260
Tape	$130
Food	$329
Coffee	$110
Total	**$859**

Tips for Planning Pop Up Urbanism Projects

Determine why a project is important/what issue it will be addressing.
For the future, when starting a project of this magnitude it is helpful to have a reason why the project is important and what problem it will be addressing. This pop up urbanism project came

about due to a recent pedestrian fatality which brought to light safety issues in the transportation network. Having a clear issue to address helps establish the importance of a project and gain community buy in.

Discuss how to create a process of meaningful change.
For a team project it is important to talk about the process of meaningful change that the team is hoping to participate in. This includes defining the limits and boundaries the team is working within and discussing how much capacity the project will require. Our teams had to split into two sub-teams working with different community partners who were each working with unique limitations due to the locations of the projects and the cities they represented. Understanding the context of the project is important for a team to know so they can anticipate barriers and respond to them accordingly to overcome challenges and create meaningful change.

Decide who is responsible for what aspects of the project.
When planning a solution and determining the capacity and workload for a team, clearly understanding the decision making process will make for efficient planning and time management. Clear communication about which decisions and tasks will be handled by which parties/partners will allow team time and efforts to be spent efficiently and wisely. Since our project entailed helping to pilot a process that utilizes quick and affordable changes using the ethos of 'short term changes for long term progress' associated with tactical urbanism, clear information regarding capacity, limits, and direction would have been helpful at the outset to avoid a slower start to the project.

What Worked Well

- This process is cheap and fast.
- We got really good feedback!
- The community seemed more receptive when a clear plan for the future exists.
- Allows people to actually see and feel changes rather than trying to conceptualize them looking at an engineering diagram.
- The process is scalable.
- Many tactical urbanism design resources are available.

Having a tight timeframe for this project worked well because it kept everyone on track and getting things done as quickly as possible. We were also able to create two pop up urbanism events and installations with a relatively small budget. Government processes are often slowed or even halted because of the many levels of approval and processes that need to be completed before staff can move forward and the financial burdens of large projects. Using the lens of tactical urbanism allowed our team to make quick changes by doing temporary installations (to be followed by a semi-permanent installation in Eugene) which the community seemed highly receptive too.

This type of pop up project allows community members to actually see and feel the changes that a traffic safety improvement design makes rather than having to try and conceptualize it in an

abstract way while looking at an engineering diagram. We think this helps people to understand the bigger vision behind a project and be more receptive to change. Overall, we received great feedback and community members seemed even more engaged in Eugene when they heard future developments were going to occur in the area.

Our project was also very scalable because the community engagement and planning process we went through worked well with both sites. We were able to do community outreach, collaborate with community partners, plan events, gather information and materials, and share our findings during the process we went through. Finally, for this type of project there are many resources to refer to since regular people are engaging in tactical urbanism all over the world. There are many tactical urbanism guides that serve as a free toolkit to refer to when initiating a similar project of meaningful change.

Considerations for the Future

This project has shown us that this type of process can be an effective option for creating fast, efficient, and affordable changes in neighborhoods and cities. We have distilled some of what we learned into the following considerations and hope that those involved in this type of project will consider the following:

1. *What should this type of rapid-response, sanctioned project be called?*

While a name may not seem like it has a huge impact, it can help guide the project in a similar way to a mission statement. Consider how the project will be shaped and what title will be most fitting. Some questions to ask that might clarify a title might include who is leading the project, who is assisting, and what is the end goal. Though these types of projects are inspired by the guerilla, D-I-Y aspects of tactical urbanism, because we went through the government framework in order to implement these designs we felt the term "**Pop Up Urbanism**" was more reflective of that. The term "Pop Up Urbanism" reflects the importance of community events where people can interact with temporary tactical urbanism-style treatments in their own neighborhoods. If incorporated into a broader program, Pop Up Urbanism should maintain these scalable community engagement tactics.

2. *How should sites be selected?*

It is important to consider the pros and cons associated with having sites be selected by community members or city staff. Staff will have insight into which sites may be in desperate need of changes and which sites may work best to host these types of events. However, community members may have insight into sites that are in need of changes that may otherwise be overlooked by city staff due to their location, demographics, socioeconomic makeup, or other factors. Our team is aware that the demographics of people that have the resources and time to dedicate to creating change in their neighborhood (via neighborhood associations, petitions, etc.)

are not always representative of the demographics of that neighborhood or community as a whole. Therefore, more research is needed in order to determine how best to structure this type of program in regards to site selection. It is important that the community has the opportunity to advocate for "Pop-Up Urbanism" in their neighborhood, but it is equally important that meaningful, much-needed change can occur for all individuals within our community regardless of socioeconomic status.

   3. *What are the best ways to engage community members?*

Our team does not have a right or wrong answer to this question, but it is something we recommend considering with further projects of this type. Community members and neighbors can play a role in shaping their environment, but city staff likely have the most experience and expertise in the planning and engineering aspects of transportation systems. Effective community outreach can include ways for the neighbors to help influence designs early on through surveys and outreach, or it can rely more on city staff to present mature designs to neighbors that they can then tailor the final details to meet community needs. Our project used more of the second approach of creating the designs and presenting them to the community once they were mostly complete but had final details with room for change. Different community engagement strategies have different advantages, so it is important to consider what combinations of approaches will provide the best platform to engage with community members and receive meaningful, actionable feedback.

   4. *Further questions:*
       ● What is the best way to work within the long range plans of a city government while also accomplishing progressive, community-supported change?
       ● How do we overcome the tension of wanting community members to be able to apply for funding and take the initiative on these projects while being cognizant of the equity issues associated with the community members who most need changes often lacking the resources to make change happen or bring issues to public officials attention.

Feedback from Final Presentation

In response to the question: What else should we be considering?

   ● "Diverse community engagement? How can you make Tactical Urbanism relevant cross-culturally?"
   ● "Pairing outreach events with bike safety education, safe driver education, etc."

In response to the question: How do you feel about pop up urbanism?

   ● "Great rapid response approach"

- "Grassroots"
- "Great way to test the waters before a long-term commitment. Helpful with those who may be resistant to change."
- "Good way to respond quickly when safety concerns are identified."
- "Gets people to think outside the box!"
- "Good if it prompts more long-term/structural changes. Otherwise could appear as a temporary fix to a very real issue."

Conclusion

This project aimed to alleviate safety concerns at two intersections in Eugene and Springfield through fast, cheap, and effective changes using a pop-up urbanism approach. Students worked with city staff and LCOG to engage community members and host pop up events with temporary design installations that addressed safety concerns in innovative ways. In Eugene, we addressed the massive intersection of N. Adams and Clark Streets using a mini traffic circle made of cones with sections of the intersection being reclaimed to be used as art spaces by the community. In Springfield, we addressed the W. D Street and River Path Connection using a zigzag design on either side of the street to call attention to the abrupt start/end of the bike path.

Overall, the feedback we received about both installations and events was positive and survey responses drew attention to the fact that community members are ready to see transportation safety changes in both spaces. The students and the community partners we worked with all feel that the project was a great success, illustrating that this type of project is feasible and should be seriously considered moving forward. We hope this report can help LCOG establish a regional Pop Up Urbanism Program to continue to improve the safety of our transportation network and **we feel this project was a great model for making fast, cheap, and effective transportation safety improvements.**

Thank You!

Appendices

Appendix 1: Eugene flyer

Appendix 2: Eugene survey

Appendix 3: Email to WCC, River House, ATC.

Appendix 4: Springfield flyer

Appendix 5: Springfield survey

Appendix 6: Springfield one-pager

Appendix 7: Eugene Community Feedback Summary, Engage Eugene survey response raw data, and surveys received by mail.

Appendix 8: Springfield Community Feedback Summary and surveys received by mail.