

# SE/NE 50s Bikeway Project

## Citizens Advisory Committee Meeting #5

### May 24, 2011

Café au Play, 5633 SE Division Street  
6:00 – 8:00 PM

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CAC Members attending:

Chase Ballew, Central Northeast Neighbors District Neighborhood Coalition  
Dave Crout, Rose City Park Neighborhood Association  
Matt Glynn, Woodstock Comm. Business Association  
Sandra Hay Magdaleno, South Tabor Neighborhood Association  
Kenny Heggem, Woodstock Neighborhood Association  
Seth Richardson, Foster Area Business Association  
Ian Stude, City of Portland Bicycle Advisory Committee  
Chris Yake, 'at large' citizen representative  
John Mulvey, 'at large' citizen representative  
Andrew Plambeck, Creston Kenilworth Neighborhood Association

City of Portland staff

Rich Newlands, PBOT Project Management  
Sarah Figliozzi, PBOT Transportation Planning  
Jennie Tower, PBOT Traffic Operations  
Roger Geller, PBOT Bicycle Coordinator

15 members of the public also signed in using the sign-in sheet. A number of these were neighbors opposing any diversion at SE Division/52<sup>nd</sup> Avenue. A portion of the agenda was set aside so that this group could address the CAC members and articulate their concerns.

Note: Further information from past meetings is available on the project website:  
<http://www.portlandonline.com/transportation/50sbikeway>

### Meeting Summary

This majority of this memorandum was prepared and distributed to CAC members prior to the meeting in order to serve as a basic outline of the agenda for the May 24<sup>th</sup> meeting. The overall intent of the meeting was to determine if the committee was ready to finalize their recommendation to project staff and City Council, such that the process can proceed to its final steps. Committee members present agreed that the recommendation details as presented, and summarized in **Attachment A**, was sufficiently fully developed so as to endorse as the CAC's final recommendation. The following is a combination of the previously prepared memorandum and a summary of discussion issues raised during the meeting.

*Question from audience: Who is representing from Mount Tabor NA.*

*Answer: Bruce Treat, former Mount Tabor NA President, has been representing the neighborhood association. While absent from the last few meetings due to work commitments he has been engaged on the issues via email and phone.*

### **E Burnside/ 53<sup>rd</sup> Ave signal**

The remaining primary technical issue is not if we signalize this critical intersection, but with what type of signal device. (The semi-diverters proposed via the Burnside-Glisan diversion meeting; discussed further below) will be part of the overall signal improvement of the intersection.) The Citizen Advisory Committee supports the use of Hybrid Beacon (aka 'HAWK' signal) over a regular traffic signal. Though the hybrid was initially approved by city staff, that tentative decision is currently being reconsidered. The City's Signal Engineer, Peter Koonce, was present to talk about his preference to use a full signal over a hybrid and to answer CAC member's questions.

*Question: Will a full signal induce more southbound traffic on the bikeway than a hybrid signal?*

*Answer: No. We can design the signal so that it is only triggered by bicycle or pedestrian activation. It is also possible to add a separate signal phase for bicycles, similar to SE Division and 87<sup>th</sup> Ave.*

*Question: What is the cost difference between full and hybrid signals?*

*Answer: \$25K; the full signal being more expensive.*

*Question: How does a full signal differ from a hybrid in regards to responsiveness?*

*Answer: No reason that a full signal cannot be as responsive as a hybrid; it depends on signal settings. Peter is looking for feedback from the community; his staff are currently working on making the City's existing 46 half-signals more responsive.*

### **54<sup>th</sup>/ Powell Crossing**

Discussions internally and with the Oregon Department of Transportation (ODOT) continue regarding the type of device approvable for improving the crossing safety at this location. Project staff and the City Traffic Engineer continue to support the original CAC recommendation of upgrading the crossing with a traffic signal (either HAWK or regular full traffic). The next meeting to formally review the City's request with representatives of ODOT occurred on Thursday May 19<sup>th</sup> and overall was a good meeting despite no approval for signalization of this intersection. This discussion could take awhile before it is finally resolved.

*Question: Can we affect high speed issues south of Division with any signal tweaking?*

*Answer: It depends on the distance between each signal. For example this is feasible with the Downtown signal density.*

### **Diversion meetings**

Most of staff's attention since the last CAC meeting has been focused on preparation for the two community meetings to discuss how to reduce traffic volumes on NE 53<sup>rd</sup> Ave between Burnside and Glisan St, and SE 52<sup>nd</sup> Ave between Division and Lincoln St. A big component of preparing for the meeting has been the collection and analysis of origin and destination data and before volumes and speed counts within the assumed impact areas.

### *Division to Lincoln*

The SE Division to Lincoln meeting in the Mt Tabor neighborhood was held on May 5<sup>th</sup> at Cafe Au Play, conveniently located at 57<sup>th</sup> and Division. Approximately +30 residents attended the two hour meeting. The meeting was announced at the March 16<sup>th</sup> Mt Tabor Neighborhood Association meeting, via the associations website, and direct mail to the identified immediate impact area.

Five design options were presented, using tools ranging from passive to active diversion. While there was strong general support demonstrated for reducing volumes on SE 52<sup>nd</sup> Ave, much more concern was expressed over the potential to shift the volumes to adjacent residential streets here than at the Burnside to Glisan meeting. There was also significant concern expressed over the lack of additional volume and speed reduction measures south of Division, and how any proposed tools relates to safety issues at SE Lincoln/ 52<sup>nd</sup> Ave intersection.

Participants were polled at the end of the meeting and strong support was measured for Alternative C, which prohibits the north bound movement at 52<sup>nd</sup> Ave and Division. An apparent majority of attendees would also prefer to have Alternative E (semi-diverter at 50<sup>th</sup>/Lincoln) added to project if Alternative C does not produce sufficient volume reductions. A summary of the meeting can be found here.

<http://www.portlandonline.com/transportation/index.cfm?c=53345&a=349137>

The presentation itself can be seen on our project's web page:

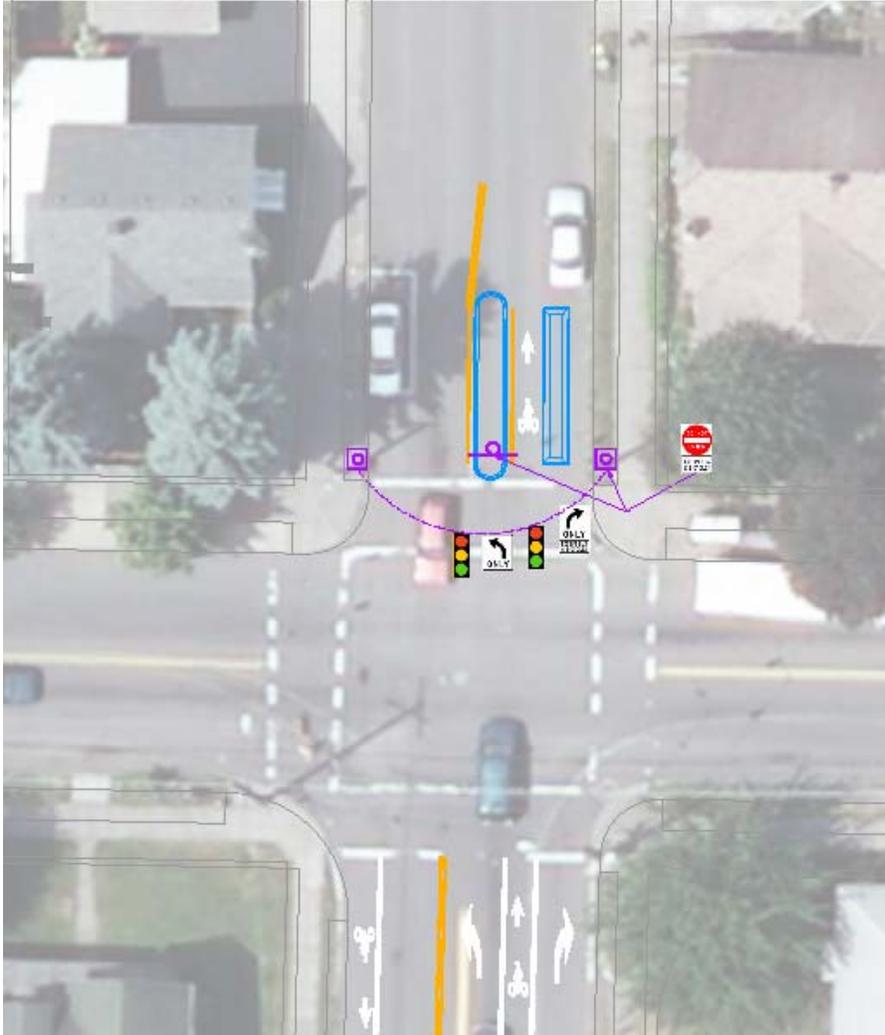
<http://www.portlandonline.com/transportation/index.cfm?c=53345&a=348073>

Note: Any discussion of diversion at SE Lincoln/50th would require notifying a larger impact area.

Since the meeting there has been a significant amount opposition to the proposal developing within the immediate area. A petition is currently being circulated with the intent to demonstrate to the Mt Tabor Neighborhood Association that the local community does not support the proposal. A second meeting with the public to discuss the May 5, 2011 proposal has been scheduled for Wednesday June 8<sup>th</sup>, 2011 at Café au Play from 6 to 8 pm. Project staff are scheduled to present and ask for project endorsement at the Mt Tabor NA June 15<sup>th</sup> meeting and the Richmond NA June 13<sup>th</sup> meeting.

A number of neighbors opposing any diversion at SE Division/52<sup>nd</sup> Avenue were present and addressed the CAC members articulating some of their concerns.

- Neighbors have circulated a petition, gathering 96 signatures to date from residents who are opposed to any diversion at SE Division/52<sup>nd</sup> Ave.
- A concern about queuing of cars on SE Division was raised.
- A concern about a number of vehicles using 51<sup>st</sup>, 53<sup>rd</sup>, and 54<sup>th</sup> Avenues in lieu of the arterials 50<sup>th</sup> and 60<sup>th</sup>.
- There were some neighbors present who supported the diversion and asked that the City at least implement the test phase to understand actual impacts of implementation.



**Alternative C**  
 SE 52<sup>nd</sup> Ave at Division St  
 Prohibits northbound  
 movements, except bus and  
 bikes

*CAC Comments/Questions:*

*Comment AP: Diversion at SE Gladstone/42<sup>nd</sup> Avenue has been very successful without increase in traffic volumes on adjacent streets.*

*Comment CY: Why are we pushing for this design option?*

*Answer: 2500 cars per day is too high for a local street and negatively impacts the quality of this section of the 50s Bikeway as well as a long segment of the Lincoln bikeway.*

*Question CY: Are there signal improvements available?*

*Answer: Yes. Design includes NB left turn lane at Division/52nd and signal timing adjustment to facilitate move from 52nd to 50th. Also includes WB right turn lane at Division/50th for the same reason. There is already a SB left turn lane at Division/50th.*

*Question: Can speed bumps and additional stop signs be added to adjacent streets to offer some peace of mind for residents?*

Answer: Yes

### *Burnside to Glisan*

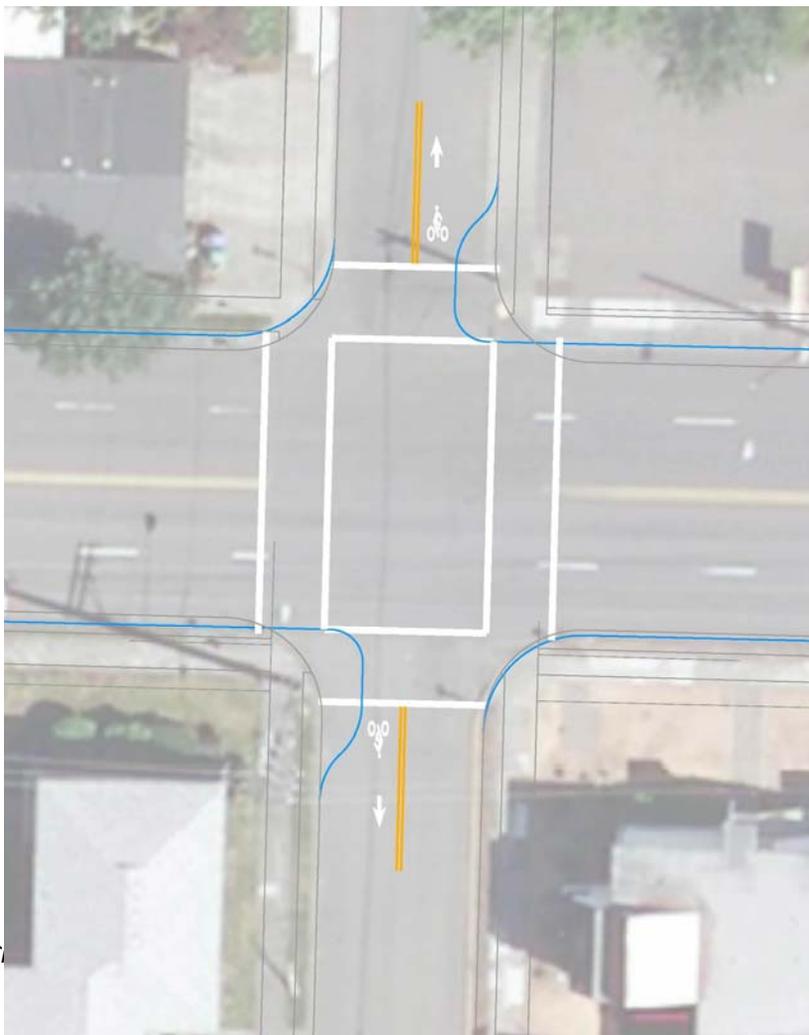
The first diversion meeting was held on April 26<sup>th</sup> at Providence Hospital to discuss NE 53<sup>rd</sup> Ave between E Burnside and NE Glisan St. Notification of the event was announced at a prior North Tabor Neighborhood Association meeting (March 22<sup>nd</sup>) and via direct mail to addresses within the defined study area.

Approximately 25-30 residents attended the meeting. Of the four design alternatives, Alternative B was chosen by a strong majority of the attendees, most of which identified themselves as residents living on 53<sup>rd</sup> Ave. This alternative consists of a semi-diverter at the southbound and north bound entrances to 53<sup>rd</sup> Ave off of E Burnside. The option theoretically provides the highest level of reduction of non-local volumes, based on the origin and destination survey, of the four options evaluated. A summary of the meeting can be found here. <http://www.portlandonline.com/transportation/index.cfm?c=53345&a=347734>

The presentation itself can be seen on our project's web page:

<http://www.portlandonline.com/transportation/index.cfm?c=53345&a=346730>

The next step in this particular process is to present the recommendation to the North Tabor Neighborhood Association for comment and endorsement. That meeting scheduled for May 17<sup>th</sup>.



### **Alternative B**

At E Burnside and 53<sup>rd</sup> Ave: a pair of semi-diverters would prohibit northbound and southbound movements onto 53<sup>rd</sup> Avenue in conjunction with the proposed signalized crossing treatment.

## **Bike Box criteria**

At the last CAC meeting we discussed the status of the recommendation to implement bike boxes as a safety enhancement at numerous signalized intersections within the project area. Though this had been identified early on as a recommended tool, issues associated with the City's overall criteria for implementation has been pending. Recall, bike boxes are another example of a relatively new tool, both to Portland and the Federal Highway Administration (FHWA). As a result, their use in Portland has been limited to an on-going experiment (in conjunction with PSU and sanctioned by FHWA). We are confident that our experience, and that of other jurisdictions across the country, will ultimately support their acceptance as a traffic engineering tool in the all important Manual of Uniform Traffic Control Devices (MUTCD).

That being said, over the past year, PBOT staff have been working on interim standards for their use as part of any City of Portland project. **Attachment B** contains the latest iteration of the draft criteria and how they apply to the locations we originally identified for their use. Though still a draft, these criteria have gone through several revisions which have progressively loosened certain standards, such as right turn volumes, unfortunately they still have not come close to supporting their use at all the proposed by the project with the exception of NB approach at SE Division and SE Powell (which is the most complicated due to it being a State facility).

Further, as discussed earlier in the process, until bike boxes are approved for use from FHWA, we cannot use the existing federal funds for implementation as part of this project. Our assumption all along then has been that we would recommend that any use of them via this project would be as part of separate implementation phase, most likely with non-federal funds.

*Comment JM: Believes that bike boxes provide other benefits which are not available through other tools. Feels these benefits, specifically increasing visibility of cyclists, are still badly needed near the intersections of Foster and Powell.*

*Comment IS: Bicycle Advisory Committee is concerned about installing bike boxes where they are not needed and therefore reducing efficacy of bike boxes. Advocated for retrofitting bike boxes along this route when they are needed later.*

*Question CB: Is visibility by left hand turning vehicles par to of the bike box criteria?*

*Answer: No.*

*Question LH: Does a location's merit for a bike box increase if an accident occurs?*

*Answer: yes.*

*Question JH: Can colored bike lanes be used in the approaches to Powell and Foster intersections? (Not just between them)*

*Answer: We are still investigating technical feasibility of colored lane markings for this segment but we will include the intersection approaches, north and south, as part of the request.*

## **Fire Bureau review**

Staff has met twice with John Harding, the Fire Bureau's new liaison to the Bureau of Transportation, to discuss potential impacts of the proposed project on emergency response routes. The conversation regarding proposed speed bumps are discussed further below.

The Fire Bureau's review of the other project elements, primarily crossing improvements that may restrict turning radius and access focused on diversion options at E Burnside/ 53<sup>rd</sup> Ave and concerns about turning radius at SE Stark/53<sup>rd</sup> Ave and SE Holgate/SE 58<sup>th</sup> Ave with the proposed median island. Because they have a relative preference for semi-diverts over the median island ('snake') at E Burnside/ 53<sup>rd</sup> Ave, the recommendation coming out of the April 26 meeting should not be a problem.

Staff will review the design of the median at SE Stark and SE Holgate designs to improve the radius, our sense was though that regardless, this would not be a deal killer for them.

## **Other Pending Design Elements**

There are four additional design loose ends that we are still working on would like to discuss at the upcoming CAC meeting:

*A. NE Thompson/ 57<sup>th</sup> Ave crossing improvements & Proposed north end connection to bike network:*

**Proposed bike network connections attached as Attachment C.**

**Proposed NE 57<sup>th</sup> Ave crossing treatment attached as Attachment D.**

By routing the 50s Bikeway Project up NE Thompson rather than NE Hancock, project staff have had to evaluate how to connect cyclists back to the existing bike route network. A handout was distributed (available here) which provide a series of options. Staff recommend Option A which connects southbound cyclists from NE Alameda St to NE Hancock using NE Alameda/NE 61<sup>st</sup> Ave/ NE Hancock. Alternate routes using NE 60<sup>th</sup> and NE Thompson were criticized due to steep grade issues.

A proposed crossing treatment for NE 57<sup>th</sup> at NE Thompson was distributed. The design includes a two way cycletrack on the west side of NE 57<sup>th</sup> Ave to bring cyclists to existing signal. NE 57<sup>th</sup> Ave currently has average daily traffic volumes of 9,000 cars per day. Design would remove on-street parking in front of two properties.

*Comment JM: This design appears over engineered for the location.*

*Answer: Staff does not think so. The crossing gap analysis for 57<sup>th</sup> Ave shows 33 gaps – this is half the ideal rate; similar to gap analysis for Burnside where CAC members are advocating for a signalized crossing.*

*B. SE Woodward/ 52<sup>nd</sup> Ave crossing improvements (Woodward Bikeway connection)*

**Proposed design attached as Attachment E.**

Design includes removing existing crosswalk in the middle of the intersection and replacing with two marked crosswalks on either side to take advantage of existing and new curb extensions.

This will remove conflicts between bicycle and pedestrian crossings and reduce crossing distance for pedestrians. The bike crossing will be facilitated by left turn bike boxes. Signage will be replaced with pedestrian and bike crossing signs. Curb extension on east side, south of Woodward is moved to the west side. This design will remove two additional parking spaces on the west side of SE 52<sup>nd</sup> Ave. Additional technical details to be resolved are the details related to the needed retaining wall and the potential need to shift or relocate the high school sign.

C. SE Woodstock/ 57<sup>th</sup> crossing improvements (as part of the 'Neighborhood Route')

**Proposed design attached as Attachment F.**

Design includes the additional of 4 curb extensions, two marked crosswalks, and a left turn box to assist eastbound cyclists turning north from Woodstock.

*Question MG: Is the left turn box necessary? Would cyclists use it?*

*Answer: Mixed response from CAC members present. Some felt that the crosswalk was a sufficient aid. Some members showed interest in a median island.*

*Question: What about westbound cyclists turning south?*

*Answer: the bikeway does not continue south on SE 57<sup>th</sup> Ave.*

D. NE Hoyt/53<sup>rd</sup> Ave (Visibility issues related to exit from garage and barrier on I-84 overcrossing)

PBOT is working with Providence on developing a proposed design solution. This area has seen 7 crashes in the past 5 years. An ideal design will move bikes further away from the driveway exist to improve visibility, this would suggest that sharrows should be marked on the southbound lane with the bike lane for the northbound travel (there is only sufficient ROW to mark a bike lane in one direction or the other).

*Question: Can Providence investigate opportunities to encourage vehicles to exit using 52<sup>nd</sup> Ave?*

*Answer: PBOT will follow up with Providence on this issue?*

E. Use of speed bumps and criteria

At the CAC #4 mtg the CAC Draft Proposal was modified to include a proposed speed reduction request to ODOT for the southern segment of SE 52<sup>nd</sup> Ave between SE Division and SE Woodstock to ODOT.

As discussed above, staff has met twice with John Harding, the Fire Bureau's new liaison to the Bureau of Transportation, to discuss potential impacts of the proposed project on emergency response routes. This include all of the civil (non striping)improvements, but of primary concern is whether speed bumps on 52<sup>nd</sup> Ave between Powell and Division are acceptable, and what concerns they may have with any of the design options under consideration at the two diversion areas.

*Speed bumps on SE 52<sup>nd</sup> Ave, Powell to Division*

Recall, the draft recommendation includes speed bumps along this section of the route to address the identified issue of excessive traffic speeds. Our traffic data indicates speeding is indeed a significant problem, which is supported by many comments received through the public involvement process. Transportation System Plan (TSP) policy seems to as well, in that it's not a designated Emergency Response Route.

However, we were not necessarily surprised when the Fire Bureau did object to the use of speed bumps, based on the contention that the TSP needs to be amended to extend the Emergency Response Route designation north to Powell to Division. This is currently a regularly used feeder route from the station located at 52<sup>nd</sup> and Mill to incidences north of Division.

Additional posted speed reductions may also be an option for northern sections of the route if the House Bill 3150 passes. HB 3150 would give cities in Oregon the authority to reduce speed limits on neighborhood greenways to 20 mph, as long as average daily motor vehicle volumes are less than 2,000 and more than 85% of motor vehicles are travelling less than 30 mph. More information about HB3150 can be found here: <http://gov.oregonlive.com/bill/2011/hb3150/>. In conclusion, PBOT staff recommended that any decisions to install speed bumps along the route, on local streets, be pushed to a phase two of this project.

### **Cost Estimate**

As indicated at the last CAC meeting, we are also working on an updated cost estimate based on the current recommendation. However, this has been set aside recently to focus on higher priority work tasks. A more 'back of the envelope' calculation indicates that we most likely will not have sufficient funds with the grant to cover all of the elements identified in the draft recommendation. Assuming the actual cost estimate bares this out, it indicates the overall project recommendation coming out of this process needs an implementation strategy that identifies implementation priorities.

A proposed implementation strategy was distributed for comment. No changes were suggested in the meeting. One suggestion from an absent CAC member is to implement the southern direct and neighborhood route components as phase 1 and delay the northern improvements for phase 2. Thus far there has been no additional support for this idea.

**The recommended implementation phasing schedule is included as Attachment G.**

### **Public Involvement since last CAC meeting**

Though some design details have not yet been finalized, we have none the less started the lengthy process of soliciting letters of endorsement from all the neighborhood and business associations within the project area. It is our intent to use these, along with the CAC's endorsement, as the primary means of demonstrating public support to City Council. We have presented the draft recommendation coming out of the last CAC meeting to the following neighborhood and business associations along with the request that the organization endorse the recommendation:

- Rose City Neighborhood, though will revisit 57<sup>th</sup> Ave crossing treatment

- Foster Business
- Woodstock Neighborhood
- Woodstock Business
- Central NE Neighborhoods (District Coalition)
- Richmond Neighborhood
- Creston Kenilworth Neighborhood
- North Tabor Neighborhood

The project has generally been well received at all these meetings. Rose City and Creston Kenilworth so far have followed through with endorsements. However, there has been no indication at the other meetings that these organizations do not intend to support the project. The Richmond Neighborhood has requested a follow-up meeting to discuss further before they are prepared to provide an endorsement (meeting scheduled for June 13th). The Mount Tabor Neighborhood has requested a second public meeting regarding the diversion at SE Division/52<sup>nd</sup> Avenue prior to voting on endorsement at their June 15<sup>th</sup> meeting.

A second open house is currently being planned for June 29<sup>th</sup>, 2011 at SE 52<sup>nd</sup> Ave and SE Woodstock Blvd at Our Lady of Sorrows Church. This is the same venue as the first open house and staff feels that while it would have been ideal to find a location further north, this venue has lots of benefits.

### **Finalizing Draft CAC Recommendation and Discussion**

Project staff asked CAC Members to discuss their level of support for finalizing the current draft recommendation or whether CAC members felt that they needed another meeting.

*Comments from CAC members:*

**SR (Foster Business):** *Supports continuing with testing diversion at SE Division/52<sup>nd</sup>.*

*Question: Can sharrows be included along neighborhood route as part of Phase 1.*

*Answer: Staff will evaluate and report back.*

**JM (at-large rep):** *Supportive of adding stronger tools to improve visibility at Powell and Foster intersections. Feels that recommendation to Council also needs to come with a strong pitch to secure funding for phase 2. Wants staff to continue to pursue signalization at 54<sup>th</sup>/Powell.*

**KH (Woodstock NA):** *Happy with new Woodward St/52<sup>nd</sup> Ave design. Supports requesting speed reduction from ODOT on SE 52<sup>nd</sup> south of Powell. Supports requesting that SE 52<sup>nd</sup> (south of Powell) be included as a pilot for fire-friendly speed bumps. Supports hybrid signal at E Burnside/53<sup>rd</sup> Ave. Supports testing diverter at SE Division/52<sup>nd</sup> but doesn't feel it is worth losing significant political capital on.*

**MG (Woodstock Business):** *Wants staff to continue to put pressure on ODOT for Powell/54<sup>th</sup> signalization. Is okay with phasing in bike box locations as they meet warrants. Wants to continue with testing of diversion at SE Division/52<sup>nd</sup>.*

**JC (Richmond):** *Supports testing diversion at SE Division/52<sup>nd</sup>.*

**DC (Rose City Park):** Feels its important to test diversion at SE Division/52<sup>nd</sup>. Concern about proposed north end routing recommendation. Not sure if cycletrack design at NE 57<sup>th</sup> is the best design. Does not think bike box at Halsey should be included in recommendation.

**CB (CNN rep):** Supports testing diversion at SE Division/52<sup>nd</sup>. Supports hybrid signal at Burnside/53<sup>rd</sup>. Supports adding sharrows on neighborhood route as part of phase 1. Disappointed about loss of bike lanes on NE 57<sup>th</sup> Ave.

**SHM (South Tabor):** Happy with community outreach and involvement process to date.

Question: Can proposed left turn lane (southbound turns) at SE 50<sup>th</sup>/Division be implemented as part of testing related to SE Division/52<sup>nd</sup>?

Answer: Yes, staff will look at feasibility of including this in testing.

**LH (SEUL rep):** Supports testing diversion at SE Division/52<sup>nd</sup>. Supports continuing pressure for signalization at 54<sup>th</sup>/Powell. Also happy with outreach and involvement process to date.

**AP (Creston Kenilworth):** Supports testing of diversion at SE Division/52<sup>nd</sup> Ave and continuing for signalization at Powell/54<sup>th</sup>.

Based on the above presentations from each of the CAC members, project staff concluded that their was sufficient support to finalize the current recommendation. The CAC members agreed that the remaining outstanding issues could be handled via email and that another meeting would only be necessary if it looked as if any of the recommended design elements was not feasible for technical or other reasons.

The meeting was adjourned approximately at 8:45pm.