Community Survey #1 | Summary Report

September 2018

122ND AVE PLAN
Safety, Access & Transit
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122nd Ave Plan
Safety, Access & Transit

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122ND AVE PLAN
Safety, Access & Transit

Project Background

PBOT is developing a plan to identify improvements on 122nd Ave, between SE Foster and NE Marine Dr. We will consider changes to the street cross-section, additional enhanced crossings, lighting, signal changes and more to meet the following goals.

Overarching Goals: Increase safety for all, improve pedestrian & bicycle access and support better transit while balancing needs of freight & other modes. Identify improvements to help eliminate serious injuries and fatalities and remove 122nd Ave from the Vision Zero High Crash Corridor network.

Objectives/Outcomes of this planning process:

• Develop a multi-modal conceptual investment plan.
• Identify any street cross-section changes.
• Apply the Enhanced Transit Toolbox to improve transit capacity, reliability and speed.
• Identify a subset of priority project improvements to build with the roughly $2M of Fixing Our Streets program funds for 122nd Ave in 2020, and any additional funding if secured.
• Identify other recommended improvements for future projects to seek funding.
Survey Background

The Portland Bureau of Transportation (PBOT) gathered input from the community through surveys in the spring and summer of 2018 to help shape development of the 122nd Ave plan. Survey results were gathered from a mix of in-person, online, and targeted language-based community outreach efforts. Initial paper-based survey work began in May 2018 at the East Portland Open House held at the Midland Library located near the intersection of 122nd Ave and SE Stark St.

Between June and early July 2018, PBOT worked with Community Engagement Liaisons (CELs) to survey people from Russian, Spanish, Vietnamese, Tongan and African communities to gain input on the 122nd Avenue Plan. Translated project factsheets and surveys were distributed to community groups and at community events and meetings to gather input from a diverse range of stakeholders. In addition to collecting individual survey responses, the CEL Liaison from each community provided a summary report on what they heard from community members. These summaries are provided at the end of this report.

PBOT conducted an online survey from July 18th to August 15th 2018 via the 122nd Ave Plan website. The online survey was provided in six different languages (English, Spanish, Vietnamese, Russian, Tongan, and Somali). Invitations to take the survey were shared via email through various distribution lists. Recipients were encouraged to help broadcast the survey through their networks. While this outreach effort was able to capture the perspectives, priorities, and aspirations of many Portland residents, PBOT recognizes that there may be limitations to the conclusions that can be drawn from this survey. A further discussion of survey limitations is included in the appendix.

Thank you to the over 1,000 people who participated in the 122nd Ave | Safety, Access & Transit Survey #1. This report summarizes all the survey responses received via in-person events, the Community Engagement Liaisons and online survey.
What we wanted to learn

In order to create a plan of improvements for 122nd Ave, it was essential that PBOT staff gained a nuanced and detailed understanding of how Portlanders experience 122nd Ave today, as well as what is important to them for the future investments.

As 122nd Ave is a defining corridor in the eastern portion of the City, it was important for the planning team to hear from a group of interested community members that reflect the unique transportation needs of East Portland.

Understanding the travel behavior of people who live, work and play in the area surrounding 122nd Ave was an essential component of what the survey sought to uncover. We also wanted to learn what safety and access concerns people have who use 122nd Ave on a regular basis. What we learned is summarized in summary report.

What we’ll do next

As PBOT staff begin to develop early concepts for 122nd Ave, we’ll use the information gained from this survey to inform the proposed changes we develop. The priorities expressed in this survey will guide our technical analysis and evaluation as we weigh the trade-offs, benefits and impacts of any proposed changes. These design proposals will be shared through a variety of mediums in the fall of 2018 through multiple engagement opportunities including both in-person and online open houses. To get involved, visit the plan website and join our email mailing list.

Plan website: portlandoregon.gov/transportation/122ndAve
Who we heard from

Through our multiple survey methods, we heard from over 1,000 people about their concerns, priorities, and hopes for 122nd Ave.

East Portland is the most racially diverse area of the city. Thus, it was important for the planning process to represent the diversity of Portlanders living East of 82nd Ave. Nearly 1 in 3 survey respondents identified as a Person of Color, compared to a citywide average of 27%.

What is your race?

[Graph showing race distribution: White - 63%, Black or African American - 5%, Hispanic or Latino - 5%, Multiracial - 6%, American Indian / Native American - 1%, Prefer not to say - 1%, Slavic - 4%]

What is your gender?

[Graph showing gender distribution: Male - 35%, Female - 64%, Non-Gender, Transgender, Other - 2%]

What is your age?

[Bar chart showing age distribution: 35-44 years old - 30%, 25-34 years old - 20%, 45-54 years old - 15%, 55-64 years old - 10%, 65+ years old - 5%, 18-24 years old - 10%, Under 18 years old - 5%]

Overall, the survey garnered more responses from Portlanders who identify as female than the city as a whole. The age of survey respondents reflected a core group of people between the ages of 25 and 64, with less representation from both youth and older adults. Ability is a major factor in how people navigate urban environments. Roughly 1 in 10 participants reported having some kind of disability, with the most common being mobility-related.
Capturing the perspective of Portlanders whose first language is one other than English was a major priority for the bureau’s engagement strategy. To achieve this, PBOT partnered with Community Engagement Liaisons (CELS), who served essential roles in our multi-lingual engagement strategy. Each CEL convened a group of 30 to 40 community members to conduct engagement through in-person and translated surveys and project materials. Participants were able to engage with each CEL at a variety of locations in East Portland that were strategically chosen by each CEL. While some participants who were engaged through CEL outreach chose to take the survey in English, 143 surveys were collected in five different languages including: Vietnamese, Spanish, Tongan, Russian and Somali.
Where People Live & Work

East Portlanders are traveling throughout the City and region on a daily basis. More than two-thirds of survey respondents live in East Portland (east of 82nd Ave). However, when looking at where people live and work, we noticed that East Portlanders work and go to school all over the city. Notably, besides local commutes to other parts of East Portland, the second highest work location for East Portland residents is in the Central City. Additionally, the largest share of workers from outside the city limits is in East Portland.

Do you live within five minutes of 122nd Ave?

- Yes (75%)
- No (25%)
How do you travel on 122nd Ave?

[Bar chart showing the share of respondents by mode of travel: Car 93%, Walk or Mobility Device 33%, Bike 21%, Bus 19%.]

44% of respondents who reported using a car to travel on 122nd Ave also selected an additional mode of travel.

How often do you use 122nd?

Circles chart showing the frequency of use: Every day 47%, A few times a week 31%, A few times a month 15%, A few times a year 6%, Never 1%.

How people use 122nd Ave today

Nearly all survey respondents reported using a vehicle to travel on 122nd Ave. However, nearly half of those who drive on 122nd Ave also reported using an additional mode of transportation to travel along the corridor.

From top to bottom, 122nd Ave is lined with a variety mix of uses from large commercial centers where people shop and work, to schools, places of worship, and some of the most dense residential areas outside of the Central City.

122nd Ave plays an essential role in the daily mobility needs of Portlanders. Almost 80% of respondents reported traveling on 122nd Ave at multiple times per week, with nearly half reporting that they used 122nd Ave every day.
In order to develop a multimodal corridor plan for future investments and improvement along 122nd Ave, it was essential for PBOT staff to learn what priorities are most important to Portlanders. The survey asked respondents to choose their ‘top 3’ priority criteria for 122nd Ave.

Avoiding unnecessary Traffic Impacts and improving Safety emerged as the top two priorities from this survey. 122nd Ave is on the Vision Zero High Crash Network and contains 6 of the 30 most dangerous intersections throughout the city.

Pedestrian Access + Comfort, Transit Performance, and holistic improvements to the streetscape as a whole emerged were nearly tied in a clustering of priorities. Equity investments that serve priority groups such as Portlanders of Color, lower-income households, or those with limited English language proficiency followed closely behind these.

While all of these priorities are essential components of a successful multimodal plan for 122nd Ave, respondents input will be considered as we begin to develop concepts and alternatives.
What People Shared About 122nd Ave

Please share any additional thoughts and feedback about 122nd Ave:

Survey participants were asked to share additional thoughts about 122nd Ave. We received over three hundred comments in all languages about specific concerns about 122nd Ave on a wide range of topics. Below are some of the key themes that emerged from these comments:

**Key Themes:**

**Crossing Safety:**
Survey participants noted difficulty crossing street while walking, biking, and accessing transit. Comments of this type centered on the long distances between signalized or enhanced crossings. People using vehicles noted that the placement of enhanced crossings made it difficult to turn off of 122nd Ave.

**Biking and Walking Conditions:**
Numerous survey participants stated that the current conditions on 122nd Ave make it so uncomfortable to walk and bike along this corridor that they either choose to avoid it altogether, or use a vehicle instead.

**Enforcement:**
Participants who hold varying perspectives on how to improve 122nd Ave both appeared to agree that traffic safety enforcement is lacking along this corridor. From the perspective of people not driving or riding in vehicles, they witness regular speeding, running of red lights, and other high-risk behaviors. From the perspective of people inside of vehicles, multiple people noted that people walking often will not use enhanced crossings, choosing instead to ‘jaywalk’ across 122nd Ave.
**Safety:**
Safety emerged as a central theme from the open ended comments. Primarily, safety concerns focused primarily on the most vulnerable roadway users including people walking, biking and accessing transit. In particular, many participants noted concerns about the safety of people trying to access the MAX Light Rail station at 122nd Ave and E Burnside St. Safety concerns were also noted at the major intersections along the corridor, including SE Division, SE Powell, SE Stark, and NE Glisan St.

**Roadway Reorganization:**
Many participants shared their thoughts on what a potential reorganization of the roadway space on 122nd Ave could look like. Strong opinions about what should be prioritized varied between maintaining the existing space dedicated for vehicle travel, and others who suggested that space should be reprioritized for other modes - specifically biking and transit service.

Concerns around prioritizing travel lanes for other modes centered on the fear of increased congestion on this already heavily traffic arterial. Some participants noted concerns about cut-through traffic as a result of removing a travel lane.

Alternatively, many participants expressed excitement about the prospect of reimaging 122nd Ave as a multimodal boulevard with protected bikeways and transit-only or transit-priority lanes. In order to fit these enhancements into the existing right of way, participants suggested removing underutilized space currently dedicated to on-street parking, and in some cases, assigning vehicle lanes to other modes.

“I avoid this street if at all possible but travel along the corridor frequently by bike. I would love to see it have lower car speeds, better transit access, and increased safety for pedestrians so that I feel safe biking on it and it serves the community better.”

“Please do not make it so it is more congested by taking away lanes for bikes or adding medians. Eastsider’s (most who commute to work by car because they can’t afford to live closer in town) need roadways to get there.”

“People drive too fast... I’ve never seen enforcement. Long stretches without easy crossings... Biking is terrifying and not accessible as a family; no way I will ride with my child which is especially problematic when needing to ride north/south. If I ride I feel like I could be hit at any moment...”

‘I hate driving on 122nd! Most do not observe the speed limit. Nor do they understand bike lanes. Cars drive down the bike lane like it is a third lane for traffic. Bikes drive on the wrong side of the road or on the sidewalks not looking out for pedestrians. I regularly see people on their phones and see police cars passing them without doing anything. In short, 122nd is a mess!’
“All of it really. Most major intersections along 122nd as drivers run lights all the time.”

“Take your pick. I currently won’t ride by bike on 122nd because of the unsafe conditions.”

“It seems the most unsafe between Division and Glisan.”

“Halsey all the way to Powell, however, I think it is the worst on Burnside or Stark.”

“122nd is most congested and feels least safe from Powell all the way to San Rafael. I avoid it if I can.”

“Between the freeway and San Rafael on 122nd those pedestrian walkways leave no where for the cars turning left to get into the middle of street and out of the way of traffic.”

“The least safe space in this section is the intersection with Burnside. Pedestrians jaywalk in front of traffic and almost get hit frequently when I’m driving through there.”

Where on 122nd is it most difficult or feel unsafe while traveling?

Survey participants were asked to share locations along 122nd Ave where they find traveling most difficult. Some participants shared specific intersections where congestion and safety concerns were most prevalent. Others shared details about specific stretches of 122nd Ave. The map on the opposite page captures the patterns that emerged through an analysis of public comment shared. Large circles represent a higher frequency of participants noting specific locations, while thicker red lines along the corridor represent high frequency of street segments noted.

Key Considerations:

Safety concerns were clustered primarily in the stretch of 122nd Ave between NE Glisan St and NE Powell Blvd. This stretch of 122nd Ave contains both the highest traffic volumes along the corridor, as well as the highest concentration of commercial development. In and around this area are two ‘centers’ (Hazelwood/122nd and Division Midway) as identified in the 2035 Comprehensive Plan.

Within this identified stretch of 122nd Ave, the intersections of NE Glisan, E Burnside, SE Stark, SE Division, and SE Powell were the most frequently noted intersections.

Specifically, the area around the MAX station at E Burnside St. was mentioned with the highest frequency. Common concerns noted included people crossing the street outside of crosswalks to access the train.
The highest concentration of safety concerns was noted along 122nd Ave between NE Glisan St and SE Powell Blvd.

The intersection of E 122nd Ave and E Burnside received the highest level of safety concern of any specific point.

SE Division St & SE Powell Blvd received the the second and third highest level of safety concerns.
Background

Between June and early July 2018, Portland Bureau of Transportation (PBOT) worked with Community Engagement Liaisons (CELs) to survey people from Russian, Spanish, Vietnamese, Tongan and African communities to gain input on the 122nd Avenue Plan. Translated project factsheets and surveys were distributed to community groups and at community events and meetings to gather input from a diverse range of stakeholders. This information will help PBOT decide what improvements to make on 122nd Avenue between SE Foster Road and NE Marine Drive.
Overview

The survey and a two-page factsheet about the project were translated from English into Russian, Spanish, Vietnamese, Somali, and Tongan to connect with community members living and working along 122nd Avenue. Community Engagement Liaisons connected with 197 individuals who completed surveys in these languages, as well as in English (many people under 30 years old preferred to complete the survey in English instead of their community/native language). They answered basic questions about the project and were provided copies of the factsheet, which had other options for connecting to the project team.

197 surveys were collected at the following locations, by the community liaisons:

**Spanish groups/activities, 40 surveys**
- Pathfinders
- Faby's Salon
- Midland Library
- El Programa Hispano Catolico
- People who live by 122nd Avenue

**Russian and Ukrainian groups/activities, 35 surveys**
- Spring Mountain Christian Academy
- Revival Baptist Church
- Gloria Chamber choir members
- Piano Recital in Clackamas
- Phone interviews (Russian, Ukrainian, Moldovian, Romanian)

**Vietnamese groups/activities, 42 surveys**
- Church (2910 N Williams)
- Parent Group Meeting at Lent School
- Party at friend's house
- Cherry picking

**African languages/Somali groups/activities, 40 surveys**
- Redeem Church (Sandy)
- Somalian shopping center on 122nd Avenue
- Stopped some participants on the street
- Phone interviews

**Tongan groups/activities, 40 surveys**
- Columbia Park
- Lent Tongan Fellowship Church
- IRCO
- Namaste (NE 104th & Halsey)
What We Heard - Key Messages

All liaisons reported their communities had safety concerns for pedestrians and motorists at Burnside and a desire for more police presence for ticketing jaywalkers. The following messages were collected from survey respondents and in conversation with the community liaisons:

**Spanish Language Outreach:** Participants expressed a desire for fewer auto crashes, more street lights, and increased police presence/visibility to address drug dealing and speeding. A few respondents were concerned about adding new flashing light crossings because cars don't always stop for pedestrians, even though they hit the button and cross with the lights.

**Russian/Ukrainian Language Outreach:** Participants in this forum did not know that 122nd Avenue was a high crash corridor and were interested to know more about the reason for so many crashes. Most said the road has nice and smooth pavement; therefore, people tended to speed. Additionally, many could not recall the speed limit, and only some suggested reducing it. Most drivers did not want the speed limit increased. Many respondents confessed that they had received traffic tickets (via speed cameras) on 122nd Avenue and were not sure if camera detection of speeding vehicles would lead to fewer crashes. Some brief comments were made regarding reducing the width of the road for pedestrians (with islands, not removing travel lanes), adding more light to the street, having a police officer on duty patrolling and controlling illegal street crossing. Some respondents said they would like to hear from the City of Portland about the changes and where the traffic/radar cameras will go.
Vietnamese Language Outreach: Participants reported not liking Division because of the number of people and narrow lanes (especially the right turn lanes). There was confusion about the two pedestrian overcrossings built close together near Harold. Comments were made about the photo radars being in a bad spot (at the bottom of a hill where there isn't enough time to stop/reduce speed) between Foster and Harold. However, most said they were scared to get a ticket and that encouraged them to drive slower and stop for pedestrians.

African Languages/Somali Language Outreach: The high number of shopping areas is seen as the major problem and reason for the high traffic. Many said the current bus system is not running correctly and want to see improvements. The Somali community feels overwhelmed by all of the projects they are asked to participate with, they want to have the City talk to other non-English speaking groups (Swahili, Ethiopian, Congolese). Additionally, almost everyone surveyed expressed concern about homeless people in the area. Several suggested spending tax dollars to provide shelters for the homeless.

Tongan Language Outreach: Desire for more police presence or photo radar at Halsey and Glisan, with high speed traffic between Glisan and Prescott. Desire for more flashing light pedestrian crossings. Most did not want a lower speed limit, just need more police presence. Several respondents felt that permanent photo radar was more effective than the mobile photo radars. They also would like more frequent bus service and more flashing beacon crosswalks. Someone expressed that the street signs are hard to see at night (for residential cross streets).
How do people in your community use 122nd Avenue today?

Spanish Language Outreach: Participants shared that they mostly drive their own vehicle, while a few take the bus and most travel on 122nd Avenue every day for work and shopping. Some also live nearby.

Russian/Ukrainian Language Outreach: All participants in this outreach effort shared that they drive and use their own vehicle, while two respondents are riders (with someone else). Most use 122nd Avenue to avoid traffic on I-205. About half of the respondents live close to 122nd Avenue; therefore, they use this route daily commuting to and from work, school, stores, and church. Several use 122nd Avenue to get to three major Russian grocery stores that are located in the area of 122nd Avenue and Division, Powell, and East Division (at 135th).

Vietnamese Language Outreach: Most participants shared that they use a car to travel on 122nd Avenue on a daily, weekly, or monthly basis to visit friends/family, go to work, school, or home. A few said they drive only a few times per year, and only a few bike or take transit.

African Languages/Somali Language Outreach: About half of participants take the bus and half drive personal vehicles on 122nd Avenue to get to work, school, visit friends/families, and shop (Somalian shopping center on Glisan).

Tongan Language Outreach: Most participants use a car to travel daily on 122nd Avenue to get to school, shopping, church, work and visit families. There are Island stores and church on 122nd Avenue.

What did your community think was important to think about when making changes to 122nd Avenue?

The Community Liaisons asked which of the following items were important to think about when making changes (the top 2-4 messages for each community group is noted below).

- **SAFETY**: Spanish, Russian, Somali, Vietnamese, Tongan
- **TRAFFIC IMPACTS**: Russian, Somali, Vietnamese, Tongan
- **EQUITY**: Spanish, Vietnamese
- **PEDESTRIAN ACCESS AND COMFORT**: Spanish, Somali
- **TRANSIT PERFORMANCE**: Spanish, Somali
- **POTENTIAL FOR PLACEMAKING, LIVABILITY, & HEALTHY CONNECTED NEIGHBORHOODS**: Spanish
- **BICYCLE ACCESS AND COMFORT**: [none]
- **FREIGHT ACCESS**: [none]
Where on 122nd is it most difficult or feel unsafe while traveling?

All of the liaisons heard that the MAX stop on Burnside/122nd Avenue was an area of concern because of jaywalking/running to catch the MAX/bus makes driving dangerous, as well as drug dealers and homeless people that make it unsafe for pedestrians. There were also comments about homelessness and activity around Springwater Corridor that make people feel unsafe. Specific areas that feel unsafe and hard to navigate included:

**Spanish Language Outreach**: Division and Powell

**Russian/Ukrainian Language Outreach**: Generally felt safe on 122nd Avenue, but many admitted they did speed on 122nd Avenue and received traffic tickets.

**Vietnamese Language Outreach**: Division to Powell (lots of jaywalking), Halsey, Harold, and between Powell and Glisan.

**African Languages/Somali Language Outreach**: Division, Glisan (lots of homeless people) and the crossing on Powell is narrow.

**Tongan Language Outreach**: Sandy to Prescott and Halsey to Glisan has high traffic speeds and accidents; near the Winco grocery store.