

PORTLAND BUREAU OF TRANSPORTATION

# LLOYD TO WOODLAWN NEIGHBORHOOD GREENWAY

## Design Options Open House

## Summary Report

October 2018

Prepared by:

# PBOT

PORTLAND BUREAU OF TRANSPORTATION

Portland Bureau of Transportation  
1120 SW Fifth Ave, Suite 800  
Portland, OR 97204



JLA Public Involvement, Inc.  
1110 SE Alder Street, Suite 301  
Portland, OR 97214



# PBOT

PORTLAND BUREAU OF TRANSPORTATION

1120 SW Fifth Avenue, Suite 800 Portland, OR 97204 503.823.5185  
Fax 503.823.7576 TTY 503.823.6868 [www.portlandoregon.gov/transportation](http://www.portlandoregon.gov/transportation)

**Chloe Eudaly** Commissioner **Chris Warner** Interim Director

Date: October 16, 2018

From: Nick Falbo, Project Lead

Re: Lloyd to Woodlawn Design Options Open House Summary Report

In July 2018, PBOT introduced two design concepts for a new neighborhood greenway street in Northeast Portland connecting the Lloyd and Woodlawn neighborhoods with route options primarily on either NE 7<sup>th</sup> Ave or NE 9<sup>th</sup> Ave. From July to September 2018, PBOT conducted outreach in the community to help make an informed and community-supported decision about where and how to build the new neighborhood greenway. After engaging with dozens of businesses and community organizations and hundreds of community members, the PBOT project team prepared the attached summary report to capture the themes, preferences and concerns raised about the project proposals to date.

## The data misses what some community members – specifically the Black community – have told us about their concerns for this project.

North/ Northeast Portland is the center of Portland’s Black community. Within the area surrounding this project, 14% of the population identifies as Black (African American or African), and in the Woodlawn neighborhood 22% of the population is Black. While these numbers are far lower than they have been historically, they represent some of the highest concentrations of Black residents in Portland.

At the August 1<sup>st</sup> Open House event, project staff heard from many Black community members who expressed strong concerns about the NE 7<sup>th</sup> Ave route option and raised larger concerns about how the benefits and burdens of the proposal for a new neighborhood greenway are distributed across Portlanders based on race, income and geography. There was high attendance of Black Portlanders that lived in the neighborhood and/or frequented neighborhood destinations (including schools, churches, social services and family homes) regularly. They engaged project staff to understand project goals and proposals and to express concerns about the NE 7<sup>th</sup> Ave route option. Many expressed that the street provided connectivity and accessibility and that prioritization of 7<sup>th</sup> for a neighborhood greenway would impact their travel patterns, but would not increase their travel options – which is also a central goal of the project. PBOT staff also heard concerns about how Black families have been burdened by transportation and other City investments for the “greater good” and that there was little confidence that their input could actually influence the future of this and other transportation projects.



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The dialogue that occurred between and amongst PBOT staff and Black/ African American Portlanders was powerful, significant and has generated internal discussions about the City's outreach strategies and planning processes. This moment has led to increased efforts to better understand the unique perspectives and priorities of Black Portlanders with connections to the Historic Albina community.

Participants shared frustration about how information about the project had been previously disseminated and expressed concerns about the direction the project seemed to be going. Many community members view NE 7<sup>th</sup> Avenue as an arterial street for driving and as a crucial way to get around in a community they feel is less and less theirs; we heard concerns that making transformative changes to NE 7<sup>th</sup> Avenue will continue the decades-long trend of the City making changes for groups other than their own. Community members expressed the fear these changes could contribute to continued displacement of long-time community members from Northeast Portland.

We felt it was important to elevate this information because when the feedback from the in-person forum is combined with the responses from the Online Open House, some of the potency of messages we heard from this population can become diminished in this summarized format. While the summary report accurately describes the combined content heard in both in-person and online outreach efforts, we want to make it clear that the lessons learned at the in-person open house and the urgent need to better understand the perspectives of Black Portlanders will not be overlooked.

## What PBOT is doing to address Black Portlanders' concerns

In response to these comments, PBOT extended the feedback period for the project design concepts from mid-August until the end of September 2018 to invite more participation. Since then, PBOT has broadened its engagement approach for this and other projects in North and Northeast Portland; PBOT has initiated a number of conversations and focus groups with Black/ African American community members and organizations in the project area around what they feel the important transportation issues are in their communities.

The intent of this expanded phase of engagement is to understand if and how the Lloyd to Woodlawn Neighborhood Greenway project can work for the Black community. No final decision will be made about the project route and design until after continued engagement with Black community members and organizations has occurred.

Respectfully,

Nick Falbo  
Senior Transportation Planner  
Portland Bureau of Transportation

# PUBLIC FEEDBACK SUMMARY

Public Input Summer 2018

## Overview

The Portland Bureau of Transportation (PBOT) held the second Public Open House and Online event for the Lloyd to Woodlawn Neighborhood Greenway project. The purpose of these events was to present the potential design options being considered for the greenway on NE 7<sup>th</sup> and NE 9<sup>th</sup> Avenues, and gather feedback on preferred design alternatives.

The goals for both events were to:

1. Provide a brief overview of the project and what we've heard from the public thus far.
2. Provide an overview of the overall design concepts and objectives, and specific design proposals for various intersections along NE 7<sup>th</sup> and 9<sup>th</sup>.
3. Gather feedback on each of the proposed design concepts.

The purpose of this summary is to provide overall key themes from feedback gathered at each event and to help inform further analysis of the route options as the project moves forward.

*Note: For a more detailed review of the public feedback, refer to the raw results, which include all individual results from survey questions, map comments, general comments, and demographics of participants.*

## Event Notification

The events were promoted in several ways, including:

**Mailer:** Information about the project was mailed to all properties within the project area, inviting neighbors to attend the open house event or participate online. Approximately 11,000 postcards were delivered to neighbors.

**Email invitations:** An email was sent to project stakeholders to inform them of both the in-person event and online event. The email was sent to several hundred community members who have requested to be included on the project mailing list.

**Social media** – PBOT's Facebook, Twitter, and Next Door pages were used to generate interest in the project, drive traffic to the project website, and remind followers of the Open House and Online Open House events.

**Promotion at Community Events and Meetings** – PBOT staff attended several community events and meetings throughout the summer to inform neighbors about the project and to promote both input opportunities. Those events included:

- June 22 – 24: Good in the Hood
- June 19: Juneteenth
- July 7 – 10: Woodlawn Farmers Market
- July 9: Soul District Business Association
- July 10: Portland Bicycle Advisory Committee
- July 13: Irving Park Community Conversation
- July 19: Coffee Talk with PBOT (Café TwentySix (NE Knott & 7<sup>th</sup>))
- July 25: Coffee Talk with PBOT (Café Eleven (Rosa Parks & Grand))

## About the Events

### Open House Event

The in-person Open House event was held on August 1, 2018 from 5 pm to 7 pm at Augustana Lutheran Church. In addition to the Lloyd to Woodlawn Neighborhood Greenway project, the event was a joint open house with the Tillamook Neighborhood Greenway Enhancement project and the Sullivan's Crossing project.

Over **150 people** attended the event. Participants could drop-in at any time during the scheduled event hours.

Participants were encouraged to sign-in as they arrived and were given an event guide and a survey to fill out as they browsed through the event. The team asked participants to provide input on how well each design concept worked by place dot stickers on the display boards.

### Online Open House Event

The purpose of the Online Open House event was to provide community members who were not able to attend the in-person event an opportunity to participate and provide feedback. The online event mirrored the in-person event and was organized in a series of stations with the same information and questions asked in the survey. The online open house presented a brief overview of the project and feedback received from previous outreach efforts, and an overview of the key design elements for the NE 7<sup>th</sup> and NE 9<sup>th</sup> routes. It also presented design concepts for different locations along both route options. Under each design concepts, participants were asked to:

- Indicate how well each design concept works; and
- Provide any general concerns and feedback about the option or the location.

A total of **253 people** participated in the online open house between early June and mid-August.

## Overall Key Themes

The following are key themes of the community input received at both events.

- The design concepts with the most varied viewpoints were on the NE 9<sup>th</sup> route options. The areas with the most divided comments include NE 9<sup>th</sup> and Ainsworth Option B, NE 9<sup>th</sup> and Going, NE 9<sup>th</sup> and Fremont, NE 9<sup>th</sup> and Irving Park, NE 9<sup>th</sup> between Broadway and Thompson, and the NE 9<sup>th</sup> and 7<sup>th</sup> transition. Those in favor of NE 9<sup>th</sup> overall cited that NE 9<sup>th</sup> is in need of traffic calming, it's already a low traffic residential street, and it wouldn't disturb NE 7<sup>th</sup> which residents rely on for their commute.
- Participant feedback and comments favor a NE 7<sup>th</sup> neighborhood greenway because it's already a heavily used bike route, and it would provide traffic calming and reduction, safer crossings for residents and children, and a direct route to Sullivan's crossing. However there are major concerns expressed from residents living on or near NE 7<sup>th</sup>, including the following:
  - There are major concerns about spillover traffic onto side streets and whether there are adequate plans to mitigate the issue.
  - There are concerns from neighbors living immediately adjacent to the design concept locations and impacts to accessing businesses that rely on passing traffic.

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### Event Highlights

- Event date: August 1, 2018, 5-7 pm
- Event location: Augustana Lutheran Church
- 151 participants

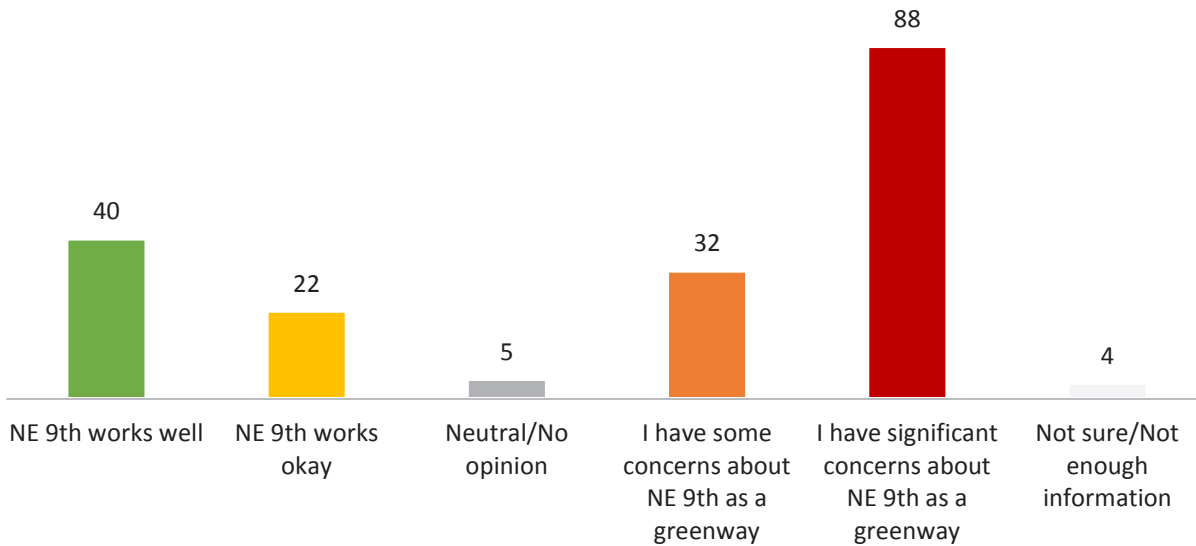
### Survey Highlights

- 94 surveys and 29 demographic forms completed

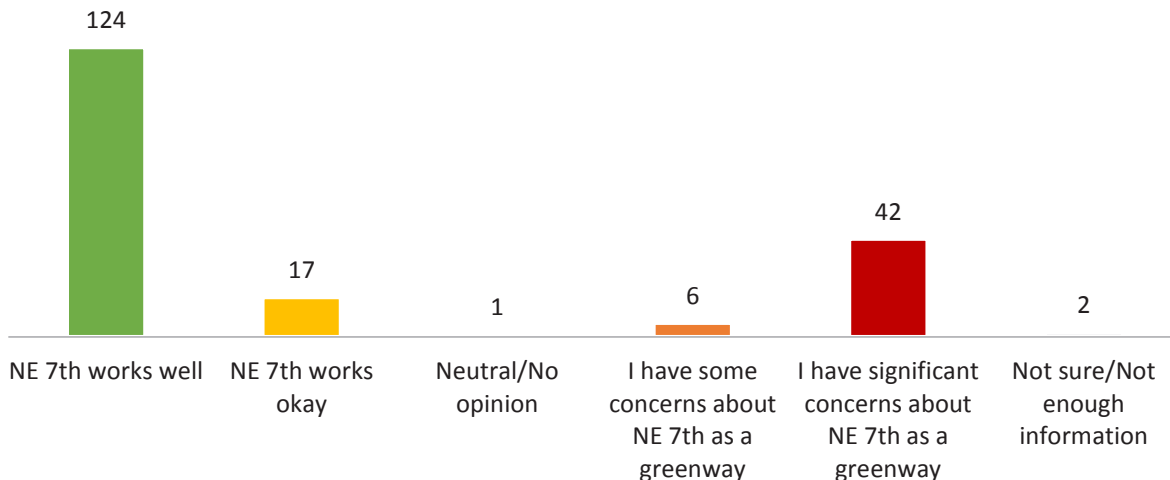
- Neighbors expressed need for more notification and project information made available to all project neighbors.
- Some neighbors have concerns that adding a neighborhood greenway in this area will lead to further gentrification of northeast Portland.

Participants were asked at both events (on comment cards or with survey questions) how they feel about neighborhood greenway options on NE 7<sup>th</sup> Avenue and NE 9<sup>th</sup> Avenue. Overall, participant input indicates a higher level of support for a neighborhood greenway located on NE 7<sup>th</sup> Avenue.

How do you feel about the NE 9th Neighborhood Greenway option?



How do you feel about the NE 7th Neighborhood Greenway option?



**Input on NE 9<sup>th</sup> Design Options**

Participants were asked, “What do you think about this option?” for each design concept being considered. The answer choices were on a Likert scale of “works well”, “works okay”, “neutral”, “some concerns”, “major concerns”, and “not sure”. Participants were also asked to explain any concerns and tell us if there is anything else to consider about each design concept. Below are key themes for each design option.

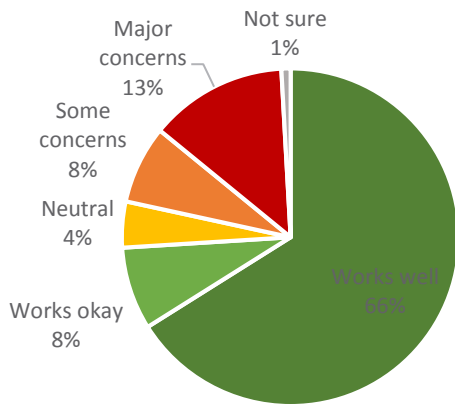
**Note:**

- The comments summarized below were provided as additional open-ended comments. Many of these comments provided suggestions for how to improve design ideas or other important considerations.
- The following include feedback received at both events.

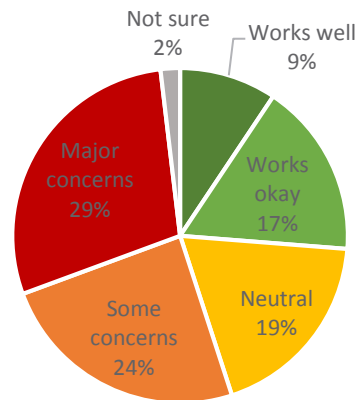
**NE 9<sup>th</sup> & Ainsworth Option A and B**

- Option A is much more favored than Option B. Respondents cited that option A is a more comfortable and safer than option B. Participants also stated that Option A allows space for landscaping and stormwater management.
- A few respondents suggested designating lanes for cyclists turning left or right to allow others to bike through.
- Those that favored option B expressed concern about diverters pushing traffic to side streets, and lack of landscape maintenance.

NE 9th & Ainsworth Option A

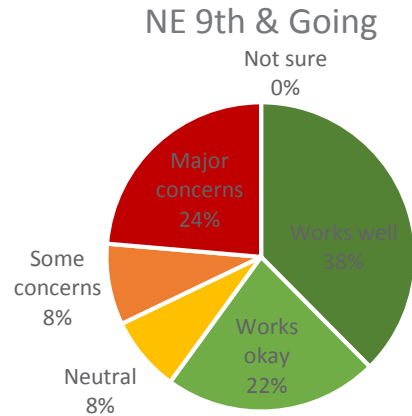


NE 9th & Ainsworth Option B



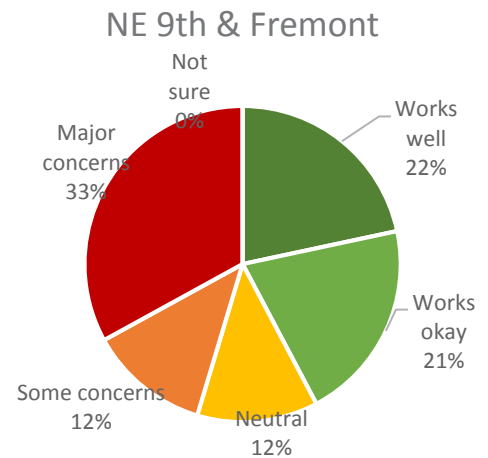
**NE 9<sup>th</sup> & Going Street**

- Responses to the NE 9<sup>th</sup> and Going Street design option were largely mixed.
- Those with concerns cited a general sense of danger riding through roundabouts due to poor visibility and narrow roads to share with cars.
- Those who felt the concepts worked well or okay cited that traffic circles are a way to keep traffic flowing, but reduce speeds and discourage traffic.



**NE 9<sup>th</sup> & Fremont**

- Many respondents had safety concerns regarding crossing Fremont since cars travel at high speeds on Fremont despite traffic signs. They expressed the need for some type of flashing crossing lights.
- Eliminating parking alongside the park is a concern particularly for families who use the parks for sports tournaments and persons with disabilities.



**NE 9<sup>th</sup> & Irving Park**

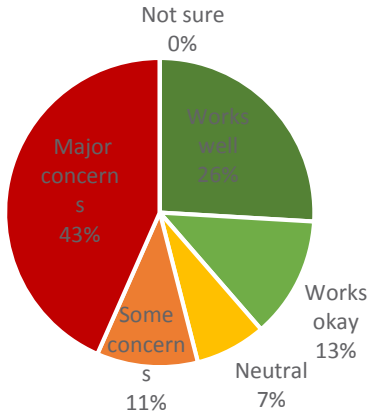
- There were many concerns about the indirect route and that bicyclists will cut through the park anyway.
- Respondents were concerned about additional impacts to an already heavily used park if bikes are rerouted to go around the park.

**NE 9<sup>th</sup> & Knott Street**

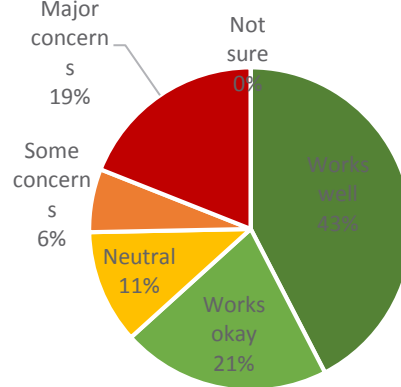
- Many respondents supported making this intersection a 4-way stop due to high travel speeds for cars.



NE 9th & Irving Park



NE 9th & Knott



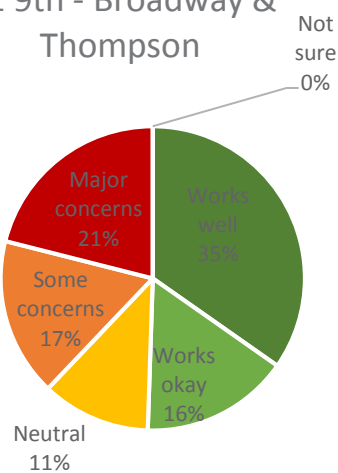
**NE 9<sup>th</sup> between Broadway and Thompson**

- Concerned respondents were unclear about how bikes and cars would pass each other if the smooth pavement is down the middle of the road. Many supported repaving the whole street.

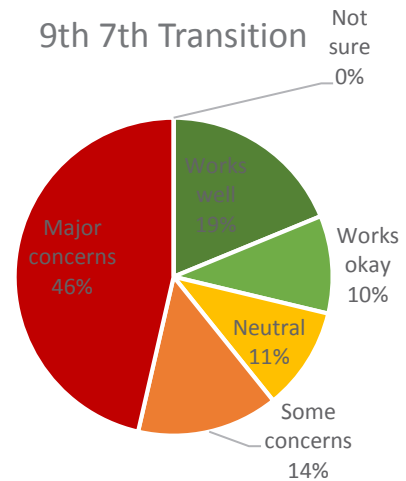
**NE 9<sup>th</sup> & NE 7<sup>th</sup> Transition**

- Most respondents had major concerns about safety on Broadway and Weidler Streets because they are both major streets for cars and transit. Many suggested either transitioning on a calmer street, such as NE Tillamook, to link NE 7<sup>th</sup> and NE 9<sup>th</sup>, or keeping the greenway on NE 7<sup>th</sup> continuously.

NE 9th - Broadway & Thompson



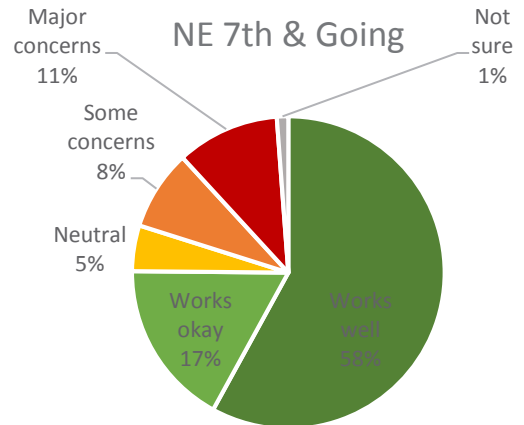
9th 7th Transition



Input on NE 7<sup>th</sup> Design Options

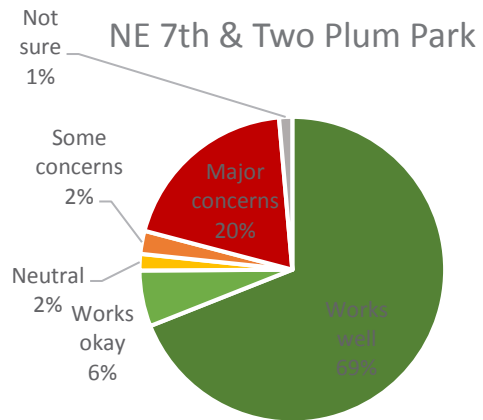
**NE 7<sup>th</sup> & Going**

- Most respondents feel this concept worked well, although some had major concerns about sharing a roundabout with cars and lack of trust that cars will use the roundabout correctly.



**NE 7<sup>th</sup> & Two Plum Park**

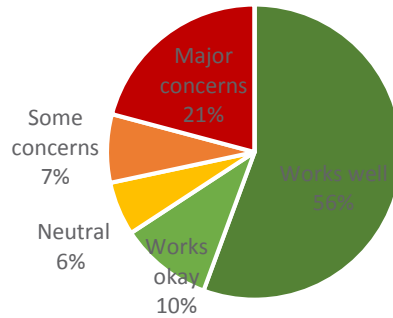
- The majority of respondents were enthusiastically in favor of this design option.
- Major concerns were regarding spillover traffic as a result of the diversion, and the access impacts to neighbors immediately adjacent.
- Some responses favored a straight bike path through the park, not a meandering path.



**NE 7<sup>th</sup> & Fargo Street**

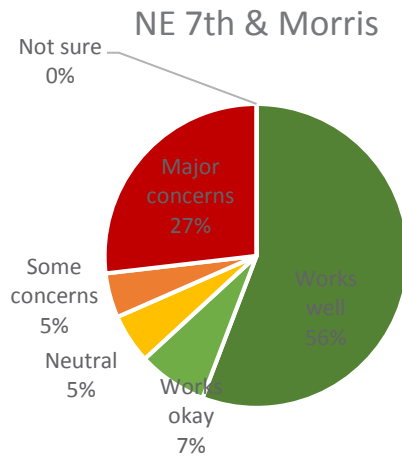
- Participants expressed concerns about where traffic on NE 7<sup>th</sup> will get diverted especially during rush hour on MLK Blvd.
- There were some concerns expressed by a resident living on NE Fargo about restricting access within their neighborhood.
- Some respondents cited that this is a well-used entrance to Irving Park, therefore signage warning vehicles of pedestrians should be added if implemented.

NE 7th & Fargo



**NE 7<sup>th</sup> & Morris Street**

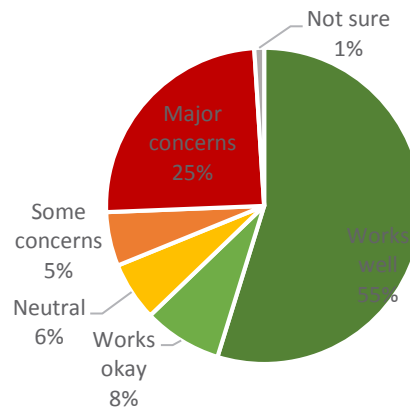
- Similar to the NE 7th and Fargo design concept, participants expressed concerns regarding spillover traffic, particularly onto Siskiyou Street.



**NE 7<sup>th</sup> & Brazee Street**

- Several respondents supported this design concept because of its importance to Safe Routes to School.
- There were concerns about spillover traffic.

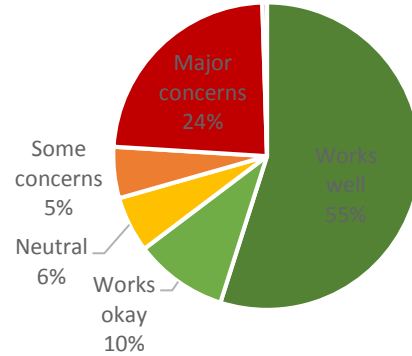
NE 7th & Brazee



**NE 7<sup>th</sup> & Hancock Street**

- There was concern about conflict with bicyclists going south on NE 7<sup>th</sup> and vehicles turning left onto NE Hancock if there's no stop sign for vehicles or clear warning to be on the lookout for oncoming bicyclists.
- There were concerns about spillover traffic.
- A respondent was concerned about access to businesses such as Les Schwab Tires since their business is built around car traffic.

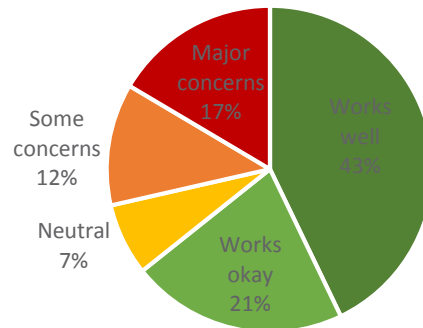
NE 7th & Hancock



**NE 7<sup>th</sup> between Hancock and Broadway Streets**

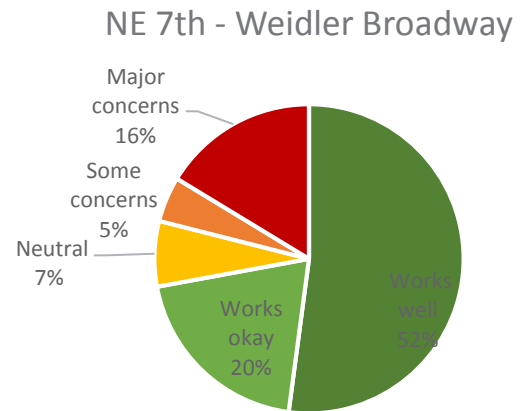
- Many respondents favored protected bike lane infrastructure over standard bike lanes.
- Many respondents had concerns about the sharing southbound lane with cars, since it is an especially dangerous area for bikes along NE 7th. Participants advocated for removing street parking and adding a southbound protected bike lane as well.
- There's also some concern about the lack of visibility from parked car on protected bike lanes.

NE 7th - Hancock Broadway



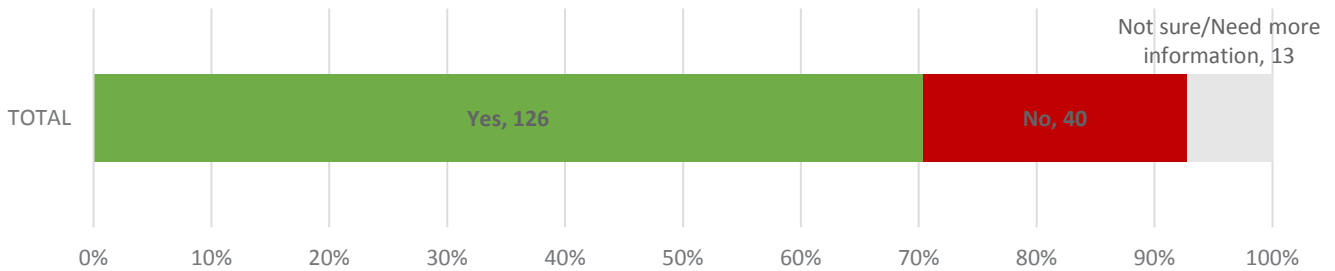
**NE 7<sup>th</sup> between Weidler and Broadway Streets**

- There's a general disagreement about the use of bike boxes and its purpose. Some respondents are not confident that it will help with safety if not used properly, and others welcome the design idea.
- Some feel additional cyclist protection is needed, such as posts or a curb.

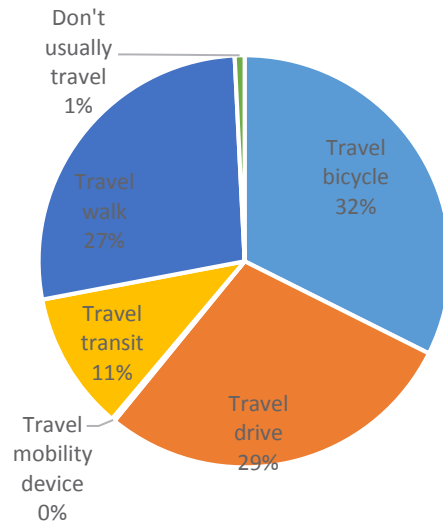
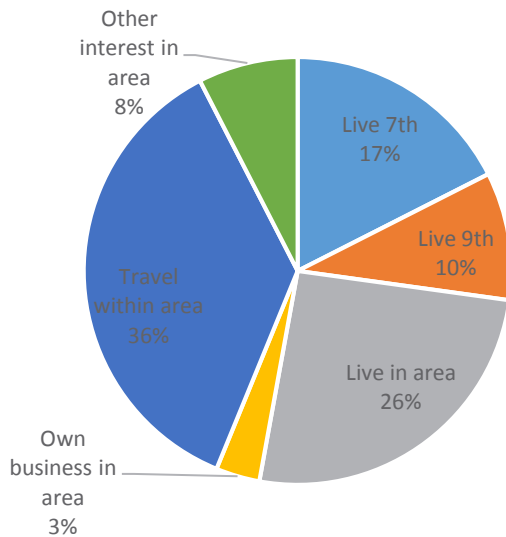


**Do you agree with the initial results of the route analysis?**

An initial route analysis was shared at both events that showed that the NE 7<sup>th</sup> alignment option is better aligned with the project goals. Participants were asked if they agreed with the initial results of this analysis. 126 respondents agreed with the results, while 40 disagreed. 13 respondents felt they need more information or were still unsure.



**What is your interest in the project?**

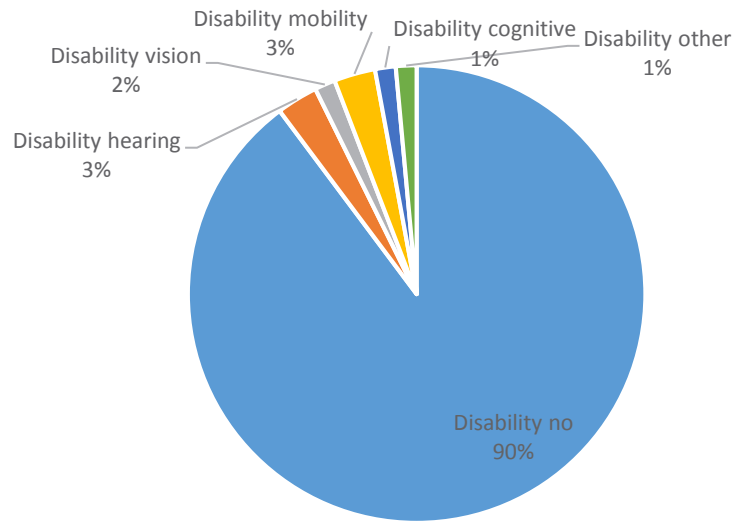


**How do you travel in the project area today?**

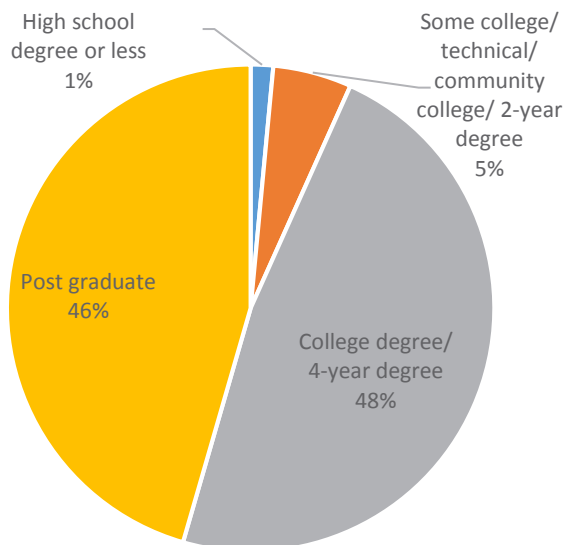
## Demographics

The following is a summary of the demographics information collected from participants at the online open house events.

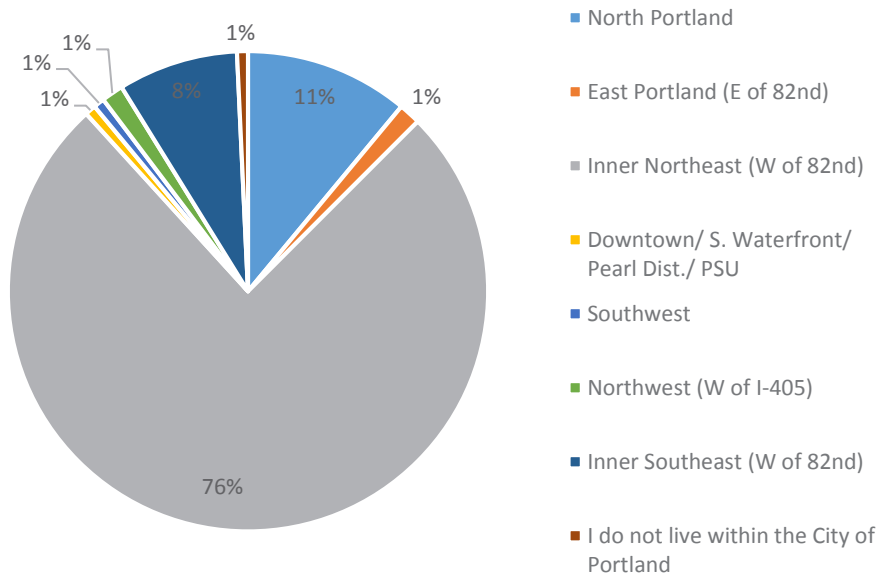
### Do you have a disability?



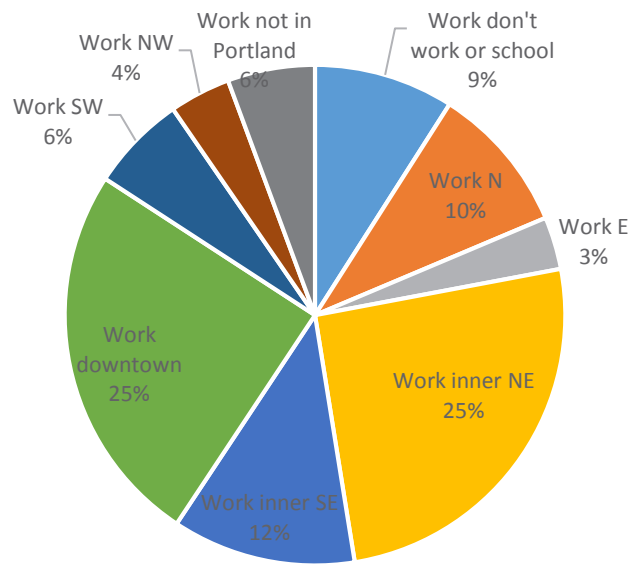
### What is your highest level of education?



In which area of the City do you live?

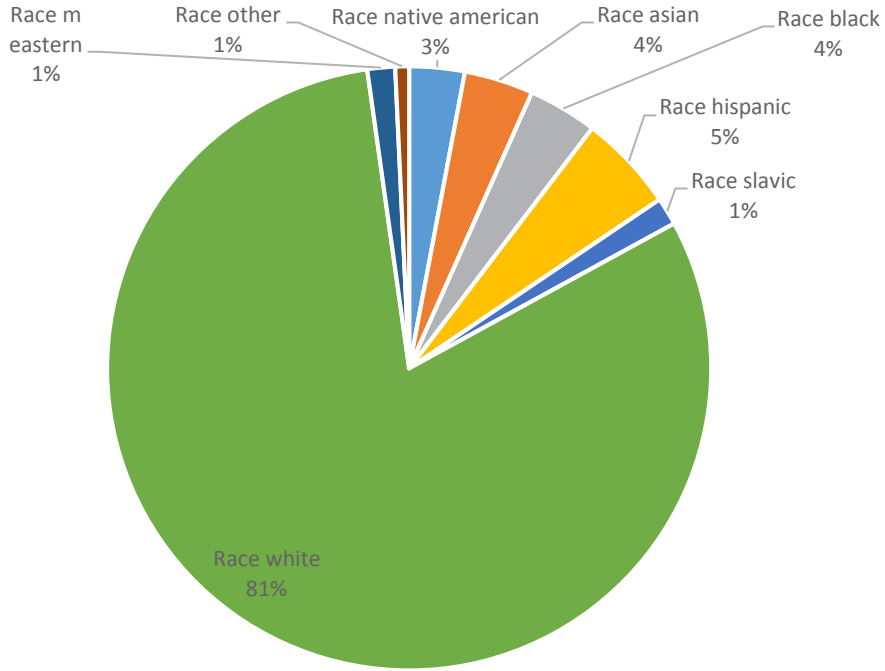


In which area(s) of the City do you work or go to school?

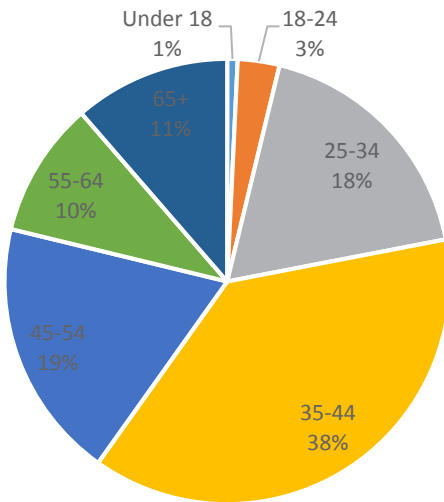




What is your race or ethnicity?



Age



Gender

