

LLOYD TO WOODLAWN NEIGHBORHOOD GREENWAY



PBOT
PORTLAND BUREAU OF TRANSPORTATION

AREA + PROJECT PLANNING
2022

PORTLAND CITY COUNCIL

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Public Involvement

Special thanks to our community partners, neighbors, and advocates serving the historic Albina Community;

Ron Herndon representing the voices and perspectives of the families and children of Albina Head Start, which provides invaluable early childhood education services to the greater Albina community.

John Washington of the Soul District Business Association representing the residents and businesses of NE MLK Jr Blvd.

The teachers, administrators, parents, volunteers, and custodial staff of Dr. Martin Luther King Jr School and NECN for hosting multiple events at their locations near NE 7th Ave and NE Alberta St.

And to the hundreds of people with current and historical ties to the greater Albina community who participated in this planning effort.

LLOYD TO WOODLAWN NEIGHBORHOOD GREENWAY

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A Note from the Director

Dear Portlanders,

This project report highlights the planning process, project recommendations and implementation approach to improve connections for people biking and walking from the Woodlawn Neighborhood to the Lloyd District. The recommended capital projects are important but are only part of the story of the Lloyd to Woodlawn project for the Portland Bureau of Transportation.

For the Bureau, much of the real work came in listening and learning from the Black community. There were difficult meetings and important conversations. The engagement effort became a moment for the Bureau to acknowledge the ways that urban development policies and programs have historically and, in many ways, continue to contribute to racial segregation, inequities, and the marginalization of the Black community in Portland. We must continually reckon with the way the residual effects of these practices persist today.

The project serves as a reminder of the transportation bureau's flawed history, our over-reliance upon formal power structures and processes, and of our delicate relationships within the communities we serve. It also offers us a chance for us to take a step forward and create a project that meets community needs in a way that respects history, place, and people. We learned that the best processes are led by and inclusive of the communities we serve.

Portlanders overwhelmingly support a vision of the future centered around sustainable, walkable, and equitable neighborhoods. We at PBOT move forward committed to building a more equitable transportation system that includes, values, and respects all Portland communities, especially those that have been historically underrepresented in our decision-making processes. We offer our gratitude to community members who have been and continue to be willing to travel this path with us.

Sincerely,

Director Chris Warner



A handwritten signature in black ink that reads "Chris Warner". The signature is fluid and cursive, written over a white background.

Chris Warner,
PBOT Director

Greater Albina History & Context

The Lloyd to Woodlawn planning process elevated the disconnect between the intent of citywide transportation policies and the impact and lived experiences of Northeast Portland's Black community members.

1995 | Metro Council adopts the 2040 Growth Concept, a long range plan for the region that encourages infill development, affordable housing and a balanced, multimodal transportation system. This framework becomes the foundation for the Portland Comprehensive Plan and Transportation System Plan.

1996 | Bike Plan
Portland's first bike plan identified a recommended network of bike routes across the city. Because of its directness and proximity to destinations NE 7th Avenue was an identified route and was eligible for investment.

PROJECT PLANNING & CONTEXT

NORTHEAST PORTLAND COMMUNITY HISTORY

1948 | From Vanport to Albina
In the spring of 1948, a major flood devastated the city of Vanport - home to many Black Oregonians. For those who stayed in Portland, many found home in the Albina area of NE Portland, the only neighborhood in the city where Black people were permitted to buy property.

1970's | Upper Albina & Emmanuel Hospital
In the 1970's the Emmanuel Hospital expansion further destabilized Black Portland by demolishing much of the historic Williams Ave Main Street - the commercial hub of Black-owned business and social life in Upper Albina.



1950's-60's: Lower Albina Urban Renewal & Displacement
During the mid-century, the heart of Black Portland was targeted for demolition to make way for regional-serving Interstates and entertainment venues, such as the Veteran's Memorial Coliseum.



2009 | Climate Action Plan
 Identifies objectives and actions to put Portland on a path to reduce carbon emissions 80 percent from 1990 levels by 2050. Includes an objective to provide safe walking and biking access to meet all basic daily needs.

2016 | Transportation System Plan Update
 As part of the update to the Transportation System Plan, City Council asked PBOT to conduct a future planning process to identify which street, NE 7th Ave or NE 9th Ave, should be designated as a Major City Bikeway and implemented as a neighborhood greenway.

2010 | Portland Bicycle Plan for 2030
 Both NE 9th and NE 7th were classified as bikeways as a part of the Bicycle Plan for 2030, Portland's long range plan for bicycle network implementation

2018 | Lloyd to Woodlawn
 PBOT initiates a two-year planning process to evaluate multiple alignment options and build a new Neighborhood Greenway in Northeast Portland.

PROJECT PLANNING & CONTEXT

NORTHEAST PORTLAND COMMUNITY HISTORY

1990's - | Displacement & Gentrification
 An influx of higher-income white residents alongside drastic increases in housing prices have forced many long-time community members to find more affordable housing options in further-out areas in the greater Portland region.



2020 - Present |
 The historic Albina area remains the center of Black Portland's civic, cultural, and spiritual life. Many Black-owned businesses line the storefronts on busy streets throughout the district. Black community based organizations like the Urban League, Albina Head Start, Soul District Business Association, and SEI are located in the area. And important places like parks, schools, churches, and other important places in the neighborhood continue to play a central role for many Black Portlanders.

Project Background

The life cycle of a planning project from idea to implementation spans years and decades. Building upon adopted plans, agencies rely on the work of the past to support the vision of the future. But what happens when the work of the past left people out? How true is the vision of the future? This project started with a solid basis of past planning and policy but turned out to have a more troubled foundation than expected.

The Lloyd to Woodlawn Neighborhood Greenway project began with a seemingly simple goal: to identify a community supported route to build a new, low-stress walking and biking route through Northeast Portland. To do this, we would need to answer a transportation policy question around whether NE 7th Ave or NE 9th Ave would be the primary north/south bikeway connecting the neighborhoods just east of NE MLK Jr Blvd.

This question remained unresolved in the 2030 Bike Plan (2010) which established the baseline bicycle street classifications and gave the City specific targets and goals around how bicycling as form of mobility could expand access, help manage congestion in a growing city, and contribute to the ambitious climate goals outlined in Climate Action Plan (2009). Both streets are largely residential in character, which made them both good candidates to become future Neighborhood Greenways - which are streets designed for slow speeds and low traffic volumes where all road users can share the road safely and comfortably with one another.

In the spring of 2016, following a set of Transportation System Plan (TSP) amendments, the Portland City Council directed the Portland Bureau of Transportation to finally resolve the transportation policy question about where the future neighborhood greenway would be located between these two streets. Leading up to that moment, PBOT received hundreds of letters from neighborhood residents, businesses and civic organizations making their case for one of the two routes.

While there was no broad consensus from community, one thing was clear - that whichever project we ultimately built would need to take more into consideration than just one street. A major change on the much busier NE 7th Ave would need to consider how to mitigate traffic impacts throughout the neighborhood. And alternatively, a neighborhood greenway on NE 9th Ave alone - which is already a very calm neighborhood street - would fail to address long-stranding neighborhood concerns about vehicles speeds, traffic, and the safety of people walking and biking along NE 7th Ave.

Later that year Portland voters passed the first Fixing Our Streets funding measure, which included funding for the planning and design of the Lloyd to Woodlawn Neighborhood Greenway.

OCT 2009:

CLIMATE ACTION PLAN

Includes an objective to provide safe walking and biking access to meet all basic daily needs, as a strategy to meeting reducing transportation-related carbon emissions.

FEB 2010:

PORTLAND BICYCLE PLAN FOR 2030

Both NE 9th and NE 7th were classified as bikeways as a part of the Bicycle Plan for 2030, Portland's long range plan for bicycle network implementation.

MAY 2016:

Transportation System Plan (TSP) Update

As part of the update to the TSP, City Council asked PBOT to conduct a future planning process to identify which street should be designated as a Major City Bikeway and implemented as a neighborhood greenway.

Portland Voters Pass Fixing Our Streets

The voter approved work plan for Fixing Our Streets includes funding for planning and design of the Lloyd to Woodlawn Neighborhood Greenway.

Public Engagement Journey

Plans rarely take a straight line from point A to point B, and public engagement means opening doors, asking questions, listening and acting on what is heard. Community partners are not always prepared to respond on government agencies' timelines, and those same agencies are not always prepared to hear hard truths. This effort was no exception.

In the first months of 2018, the planning team began would be become nearly two-year conversation that would move far beyond the limited topics related to transportation policy and embrace important community discussion centered on race, access, history, and the material and symbolic importance of our City's streets and transportation system.

The journey to the final project recommendation was an ongoing, fluid, and dynamic process that changed in scope and topic as more and more voices were invited to the table. However, this planning story can be divided roughly into four major sections, which are detailed in the following pages of this report.

STEP 1:
Exploring Route Options

STEP 2:
Developing Design Concepts

STEP 3:
Listening and Learning

STEP 4:
NE 9th Ave Greenway
and a Safer 7th Ave

NEIGHBORHOOD GREENWAYS IN NORTHEAST PORTLAND

Neighborhood greenways are low-traffic and low-speed streets where priority is given to people walking, bicycling, and rolling.

Neighborhood greenways form the backbone of the city's Safe Routes to School network and connect neighborhoods, parks, schools, and business districts.

These routes represent the majority of the network in Northwest Portland providing safe passage away from busier streets and arterials with high volumes of vehicles.

The Lloyd to Woodlawn project sought to identify a major north/south gap east of NE MLK Jr Blvd connecting Northeast neighbors to the Central City.



Step 1 | Exploring Route Options

January 2018 to March 2018

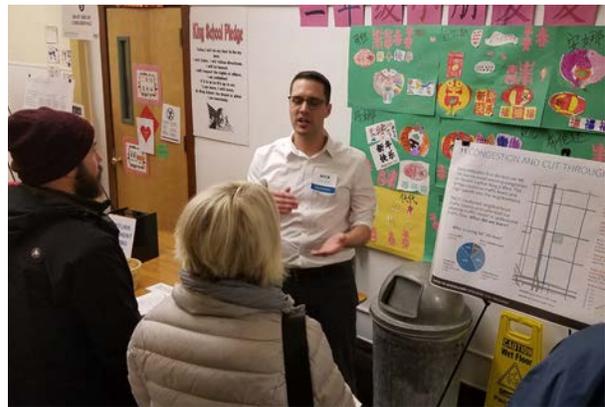
The first open house marked the beginning of bigger conversation. Prior to kicking off this project, we heard strong support for the NE 7th Ave route from established neighborhood associations. This provided momentum for initial design options, but we knew we needed to hear more. The Bureau struggled to connect with Black community organizations early on, giving an incomplete picture of the community interests at play.

The first step in the Lloyd to Woodlawn planning process was the project kick-off open house, held in-person in February 2018 at Dr Martin Luther King Jr Elementary School in the King Neighborhood of Northeast Portland, and online through March.

First and foremost, the goal of these open houses were to begin a conversation and hear from neighbors about which route showed the most promise for a future neighborhood greenway. To do this, the project team shared two high-level project bundles to get input on:

- The first option was a neighborhood greenway on NE 9th Ave and traffic calming and safety improvements on NE 7th Ave.
- The second option placed the neighborhood greenway route on NE 7th Ave, and came with a neighborhood-wide look at traffic calming to help to mitigate the larger change in vehicle traffic flows.

Through this engagement effort, we heard from more than 350 participants with over 250 map-based comments. Many of those we reached through these open houses expressed a high-level of enthusiasm about the NE 7th Ave route option, though some cited concerns about spill over traffic. Participants expressed much more mixed feelings about bikeway improvements on NE 9th Ave, many citing concerns about route directness and conflicts with a pathway through Irving Park.



Project manager Nick Falbo speaks with attendees of the first open house at Dr Martin Luther King Jr Elementary.

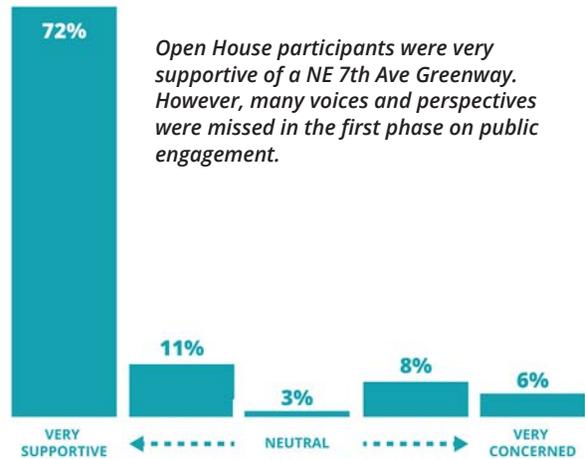


The first open house was an opportunity to begin a conversation about expanding the neighborhood greenway network.



A young person shares comments on a large roll-out neighborhood map.

While nearly 90% of the participants at this stage in the planning process had a direct connection to North and Northeast Portland, the overwhelming majority of participants self-identified as non-Hispanic White, with only about 1% of participants identifying as Black. This gap was especially concerning due to the historic and present-day role the greater Albina community has played in the lives of Black Portlanders. And so while these initial survey findings showed a strong preference for NE 7th Ave, these findings also came with a major caveat and in need of verification through specific outreach to Black neighborhood and community institutions.



Step 2 | Developing Design Concepts

April 2018 to October 2018

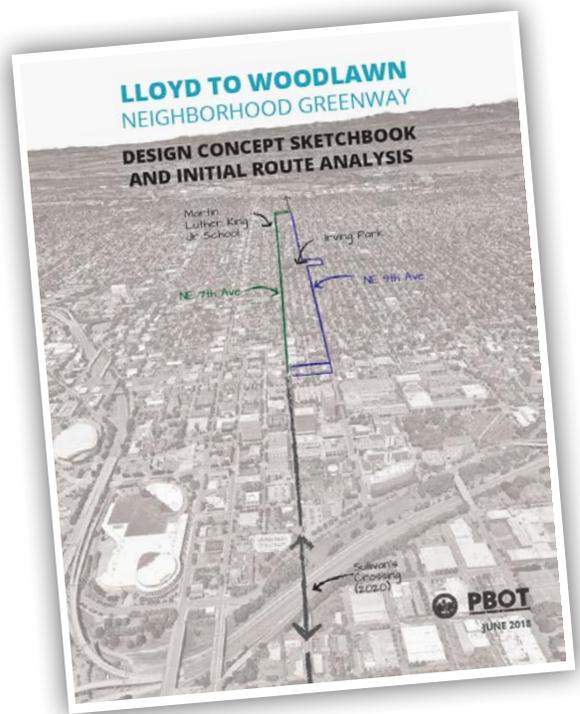
It is hard to imagine something you've never seen before. The team developed design concepts to show what features and impacts might come with potential changes to our streets. Visualizations of pocket parks, crossings, and other enhancements helped our communities more deeply understand what the project might mean to them. It wasn't until people could see the change, that they could fully embrace or reject the proposal under exploration. Responses to the proposals were sharply divided, and largely along racial lines.

The next phase of the project focused on developing viable design concepts for both route options and vetting and soliciting feedback about these initial ideas with community members.

The need to engage more closely with Portland's Black community was a key priority coming out of the first phase of engagement. The planning team began to engage closely with leaders of important Black neighborhood institutions with deep ties to the project area such as the Soul District Business Association and Albina Head Start. Throughout the summer, the project team engaged community members at neighborhood events such as Good in the Hood and Juneteenth.

Design concepts for neighborhood greenways on both NE 7th Ave and NE 9th Ave were developed in consultation with neighborhood stakeholders.

- The concept for NE 9th Ave represented a smaller degree of change - emphasizing safe crossings of busier streets, design for a safe shared street environment, and creating an accessible path through Irving Park.
- The concept for NE 7th Ave represented a much more transformational change on the street, and included a sequence of traffic diverters to push long-distance trips off NE 7th Ave and drastically reduce vehicle speeds and volumes.

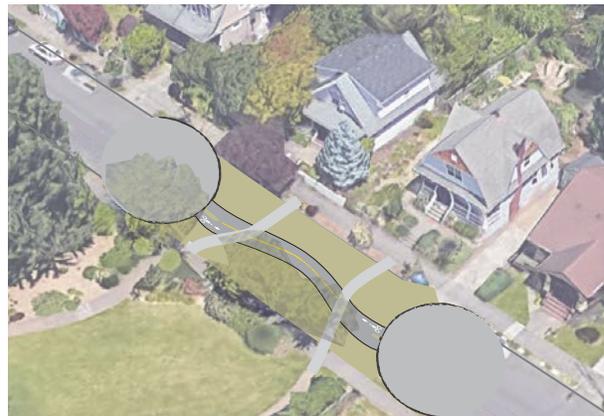


In the summer of 2018, the Lloyd to Woodlawn planning team developed a "design sketchbook" which presented early ideas and a high-level analysis of route options.



These two design concepts were both shared at an in-person open house held at Augustana Church in August of 2018. This open house was attended by over 150 people, and represented a much more diverse representation of Portlanders with current and historical ties to the neighborhood. The majority of Black participants raised new and broadly shared concerns about the design concepts for a NE 7th Ave neighborhood greenways. Conversations at that open house centered new, important considerations about how the benefits and impacts of the proposals would be distributed across lines of race, income and geography.

The general consensus amongst Black participants and Black community-based organizations opposing a future neighborhood greenway on NE 7th Ave stood in stark contrast to the relatively unanimous support amongst primarily institutional voices such as the nearby neighborhood associations and transportation advocacy groups. This dynamic revealed more than a disagreement about the route of a neighborhood greenway project - it represented a fundamental structural disconnect between governance and representation. With this fundamental disconnect in mind, the project team decided to pause moving forward, and fundamentally reassess the project goals, designs and engagement approach.



An early concept for NE 7th Ave expanded Two Plum park across NE 7th Ave and included an accessible path for walking and biking.



The Skanner newspaper played a major role in expanding the conversation and helping bring more community attention to the project.

Loving, L. (2018, Aug 23). New Greenway in NE - But Where?. *The Skanner*.
<https://www.theskanner.com/news/northwest/27340-new-greenway-in-ne-but-where>

Step 3 | Listening and Learning

November 2018 to March 2019

The deep division in the communities gave us pause. We sought deeper understanding of interests and opportunities in the hope of finding a common ground. Lessons learned from the community continue to inform PBOT's latest work in the greater Albina community and beyond.

In response to broadly shared concerns expressed by Black community members and neighborhood institutions, the project team decided to extend the engagement phase indefinitely to make space for deeper engagement with Black Portlanders with current and historical ties to the project area.

Through this phase of engagement, the project team held several meetings to consult Black organizations in the historic Albina area including Self Enhancement, Inc (SEI), Portland Community Reinvestment Initiative (PCRI), Albina Head Start (AHS), the Soul District Business Association and parents with children attending Dr Martin Luther King Jr School. Through these meetings, deeper and more detailed concerns about the NE 7th Ave design concept were elevated and new pathways to connect directly with Black Portlanders in the area were illuminated.

In partnership with PCRI and SEI, the project team hosted two focus group workshops with Black Portlanders focused on the project proposals and larger transportation issues in the historic Albina area. Through the workshops, we came to better understand the most important issues to Black Portlanders in the area and the ways in which current project proposals for Lloyd to Woodlawn Neighborhood Greenway did and did not work for them



Black Community Focus Group - January 2019

“We know change will happen; that’s life. But the change has to be tailored to the community, not just an individual group without regard for others.”

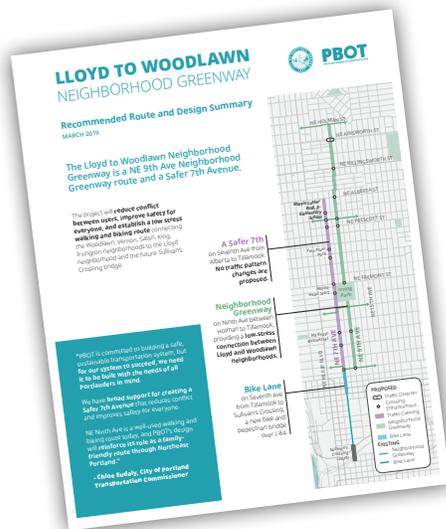
-FOCUS GROUP PARTICIPANT

“Throughout the process, PBOT was open to listening, learning and responding to community concerns. As a result, these projects are a fair representation of the community and neighborhood’s interests.”

-RON HERNDON, ALBINA HEAD START

During two focus group sessions, Black Portlanders shared many concerns about how the NE 7th proposal could hurt the Black community left in North and Northeast Portland, impacting their travel patterns without expanding their viable travel options; there was also concern the project could frustrate efforts for displaced community members to maintain ties with and return to that part of Portland.

After listening to the shared concerns of Black Portlanders and Black community institutions, the project team decided to pursue a NE 9th Ave neighborhood greenway alongside a Safer 7th Ave. In March of 2019, PBOT released a brief route recommendation booklet which provided a high-level summary of the Lloyd to Woodlawn project recommendation. This recommendation received strong support from former PBOT Commissioner Eudaly's office, and community based organizations including the Street Trust, Albina Head Start, and the Soul District Business Association.



In the spring of 2019, PBOT released a project recommendation for Lloyd to Woodlawn which included both a NE 9th Ave Neighborhood Greenway and a Safer 7th Ave.

KEY TAKEAWAYS FROM FOCUS GROUPS

A lack of representation in citywide transportation goals and policies

Community members felt that they weren't invited to participate when plans were set in motion years ago and have little control over them now. Among some, the community's loss of control over its future has created despondency and a lack of trust and willingness to engage with the City and City initiatives.

Transformative change often comes with unintended consequences.

Participants highlighted that theirs was a community that time and again has been asked to weather the impacts of change for the 'Greater Good' and that the 'Greater Good' never seems to include the Black community.

Agreement that NE 7th Ave can and should be made safer

Focus group participants consistently mentioned King Elementary School as a location that could use safety improvements, as well as other locations along the corridor where pedestrians cross and congregate.

Strong opposition to traffic pattern changes on NE 7th Ave

This was primarily related to very practical traffic flow concerns, but also symbolic concerns about who the proposal is designed to serve. The proposed physical barriers are seen as literally excluding community groups from easy access to homes and destinations.

Step 4 | A NE 9th Ave Greenway and a Safer 7th Ave

April 2019 to November 2019

Community members and organizations did share interests in key areas. Everyone wanted to create streets where children can safely walk to school, where businesses and institutions can thrive, and where people can get where they need to go, no matter how they get around. These shared interests opened the door to a hybrid proposal that could meet everyone's needs.

With a final alignment decided on, the project team moved into the final phase of the Lloyd to Woodlawn planning process: designing a NE 9th Ave Neighborhood Greenway and identifying community-supported changes to improve safety and reduce conflicts on NE 7th Ave. With the option of a NE 7th Ave neighborhood greenway no longer being considered, the project team turned their attention on developing a NE 9th Ave neighborhood greenway. While the majority of NE 9th Ave is a calm, neighborhood street, there were a few notable design challenges to address.

One of the reasons NE 9th Ave is such a calm street south of NE Alberta is because of Irving Park - a beloved community destination and sits at the nexus of multiple neighborhood greenways. To succeed as a future neighborhood greenway, an accessible, shared-use path through or around Irving Park will be required to better connect these routes.

At the northern end of NE 9th Ave in the King Neighborhood, traffic volumes are the highest due to an irregular grid pattern. In order to meet neighborhood greenway guidelines, the project team realized that some traffic diversion would likely be required in this area to keep traffic volumes and speeds low. The project team brought an initial design concept to a well attended King Neighborhood meeting, which was met with similar concerns about access, impacts, and concerns that echoed earlier sentiments about trade-offs falling inequitably along lines of race and class.



The project team partnered with the Soul District Business Association to help get the word out for the final open house.



A well attended final community meeting was held in October 2019 at Dr Martin Luther King Jr Elementary School for the community to weigh in on the final design decisions.



In response, the project team partnered with King Neighborhood Association and the Soul District Business Association to host a larger, final neighborhood meeting where the community could weigh in on the design elements of the neighborhood greenway as it moved through the King Neighborhood. At this meeting, we heard broad support for safer speeds and improved crossings and lighting at busier streets. However, we did not hear broad community support for any traffic pattern changes along NE 9th Ave.



Deputy Director Millicent Williams, then PBOT Capital Projects manager, played a major role in facilitating the final open houses where the NE 9th Ave design was finalized.



A collection of readings and background information was provided for to honor and raise awareness about the history the historic Albina area and Black Portlanders' experience.



Project Recommendation

The Lloyd to Woodlawn Neighborhood Greenway is a NE 9th Ave Neighborhood Greenway and a Safer 7th Avenue. Together, these two complimentary routes improve safety for everyone, respect the history and context of the neighborhood, and establish a low stress walking and biking route between Northeast Portland neighborhoods and the future Blumenauer Bridge.

Key design features include:

Improved lighting at crossings

New pedestrian-oriented lighting will be installed Where lighting levels are deficient at marked crossings. The new lighting will be paired with enhancements to crosswalks and curb ramps

New crosswalks and curb ramps

Key Safe Routes to School crossings will be marked, and curb ramps will be reconstructed for improved accessibility for all.

Safer crossings of busy streets

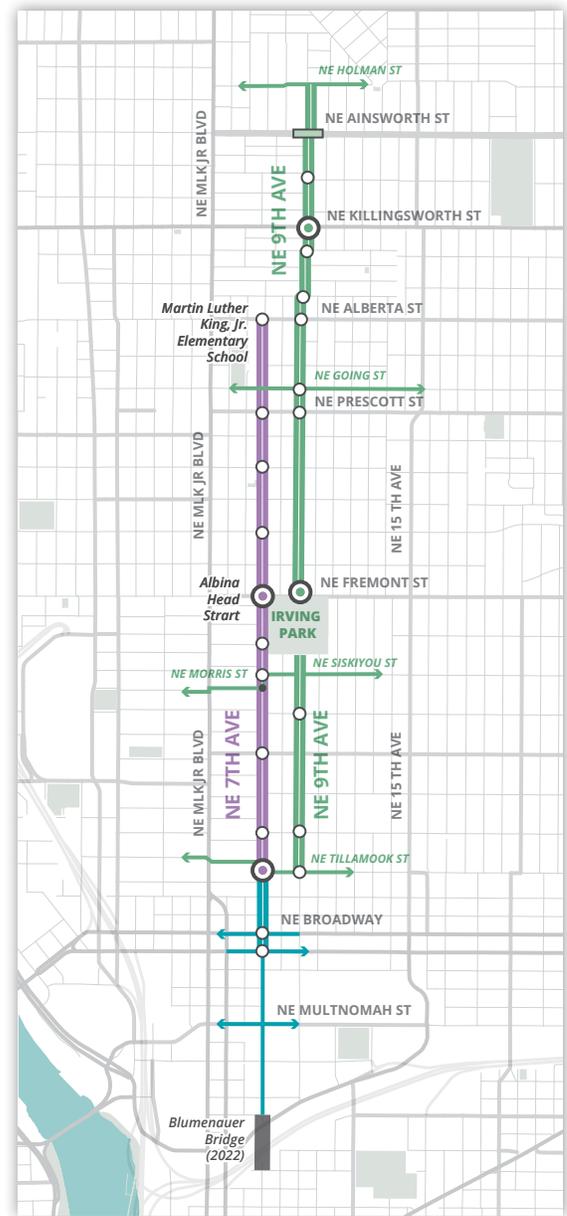
On NE 9th Ave, upgraded marking and signs will clarify priority for people walking and biking across busier streets. Drivers must yield to pedestrians, and these markings will encourage everyone to keep an eye out for each other.

Designing for safe speeds

PBOT will install speed bumps on both NE 9th and NE 7th to reduce speeding on these neighborhood routes. Speed bumps are designed to keep driver speeds at 20 miles per hour, and discourage use of the streets for long-distance driving trips

Bike lane connections

Short segments of bike lanes will help close gaps and connect users to the rest of the bikeway network. New bike lanes from NE Tillamook to NE Weidler will close the connection to the new Blumenauer Bridge crossing Interstate 84.

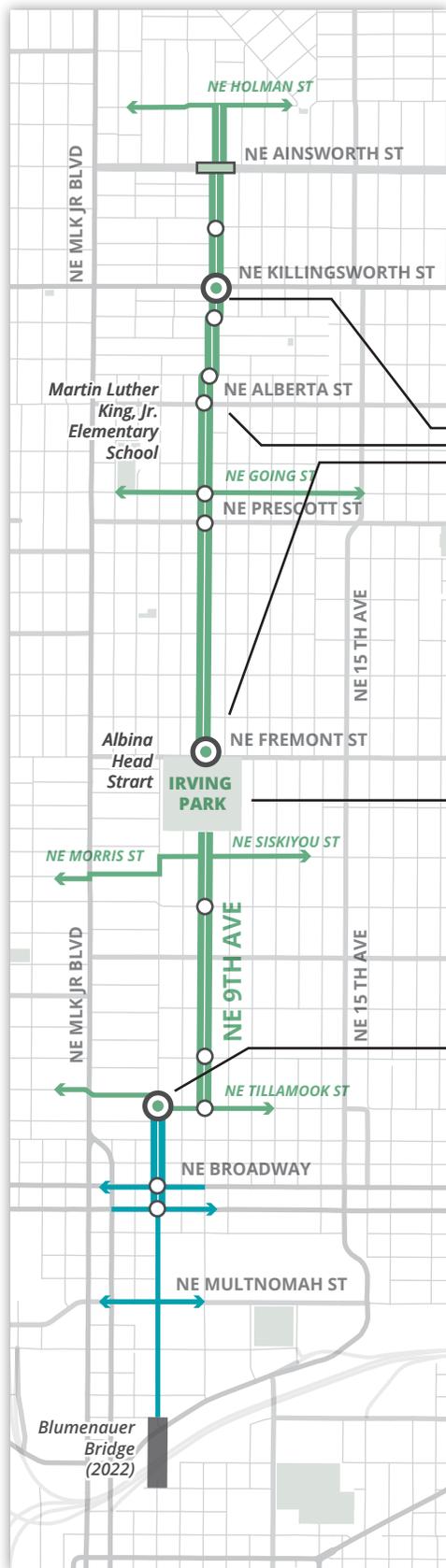


PROJECT ELEMENTS:

- NE 9th Ave Neighborhood Greenway
 - NE 7th Ave Traffic Calming
 - NE 7th Ave Bike Lane Connection
 - ⊙ Major Crossing Improvement
 - Marked Crossing
 - Extended Center Median
-
- Existing Bike Lanes
 - Existing Neighborhood Greenway

NE 9th Ave Neighborhood Greenway

Connecting the NE Holman Neighborhood Greenway to the NE Tillamook Neighborhood Greenway, the proposal will strengthen the role of NE Ninth Avenue as a low-stress neighborhood connection.



Major crossing improvements at busy east-west corridors will improve the safety and comfort of people walking and biking by adding median islands, high visibility crosswalks and pedestrian scale lighting.

An accessible path through or around Irving Park is a desirable element of this proposed neighborhood greenway. A future feasibility study and additional collaboration with PP&R is needed to determine whether there is a feasible and mutually agreeable alignment.

An improved connection to the NE Tillamook Neighborhood Greenway and NE 7th Ave Bikeway.

PROJECT ELEMENTS:

- █ NE 9th Ave Neighborhood Greenway
- Existing Neighborhood Greenway
- ⊙ Major Crossing Improvement
- Marked Crossing
- ▬ Extended Center Median (Circulation Change)
- █ NE 7th Ave Bike Lane Connection
- Existing Bike Lanes

RECOMMENDED DESIGN

NE 9th Ave | NE Ainsworth St

The NE 9th Ave Neighborhood Greenway envisions a future extension of the NE Ainsworth linear arboretum across NE 9th Ave. This design would facilitate a safe, legible crossing for people walking and biking, as well as increase opportunities for additional green space and placemaking.



LONG-TERM RECOMMENDED DESIGN: NE 9TH AVE AT NE AINSWORTH ST

RECOMMENDED DESIGN

NE 7th Ave | NE Tillamook St

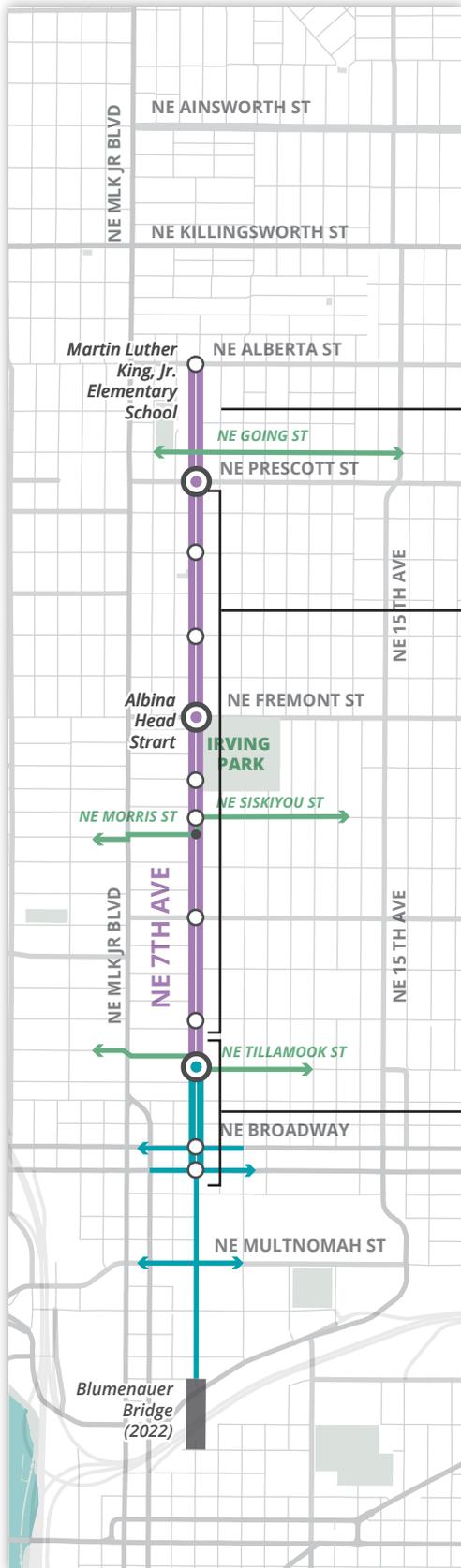
Connecting to the NE Tillamook Neighborhood Greenway and NE 7th Ave Bikeway are essential elements of this neighborhood greenway proposal. This concept recommends a design that separates vulnerable roadway users and reduces conflicts between cyclists and motorists at this busy offset intersection.



RECOMMENDED DESIGN: NE 7TH AVE AT NE TILLAMOOK ST

Safer 7th Ave

The full length of NE 7th Avenue will receive design changes to reduce conflict and improve safety, particularly where children and pedestrians activity is highest. No traffic pattern changes are proposed.



Focused traffic calming to improve safety near Martin Luther King Jr Elementary School

New speed bumps, marked crosswalks, improved street lighting, and centerline removal to help slow traffic and reduce conflict for people traveling along NE 7th Ave.

Improved, continuous buffered bike lane connection to NE 7th Ave Bikeway and the Blumenauer Bridge across I-84.

PROJECT ELEMENTS:

-  NE 7th Ave Traffic Calming
-  NE 7th Ave Bike Lane Connection
-  Major Crossing Improvement
-  Marked Crossing
- 
-  Existing Bike Lanes
-  Existing Neighborhood Greenway

RECOMMENDED DESIGN

NE 7th Ave - NE Tillamook to NE Alberta Ave: The Safer 7th Ave project recommends a range of traffic calming tools to help reduce speeds and improve safety along NE 7th Ave. This includes treatments like speed bumps, high-visibility marked crosswalks, new lighting, accessibility improvements, and removal of the double-yellow centerline. Taken altogether, these changes will improve safety for all roadway users while maintaining access to important destinations.



RECOMMENDED DESIGN

NE 7th Ave | NE Tillamook to NE Weidler: As NE 7th Ave approaches the NE Broadway and intersects the well-used NE Tillamook Neighborhood Greenway, this project recommends creating separated buffered bike lane. This design facilitates an improved, safer connection to existing protected and buffered bike lanes in the Lloyd and improves access for people cycling to the upcoming Blumenauer Bridge across Sullivan’s Gulch.





Implementation, Funding, & Future Opportunities

Following nearly two years of planning and outreach, **the NE 9th Ave Neighborhood Greenway and Safer 7th Ave projects will be implemented in multiple phases over the next several years.**

Some improvements such as speed bumps on NE 7th Ave and crossing improvements on NE 9th Ave have already been completed. Other elements will arrive in two primary phases. Previously allocated project funds total approximately \$1.5 million for construction. This is not enough to build all of the recommendation listed here, but it enough to get started on these two important, complementary projects.

The project is funded primarily through the first round of voter-approved Fixing Our Streets projects as well as Transportation System Development Charges. Supplemental funding is being provided by ongoing program areas such as Safe Routes to School and our Neighborhood Greenways program. This project comes alongside other future related investments including an accessible path through or around Irving Park, a new bicycle-pedestrian bridge over I-84, safety and access improvements on NE MLK Jr Blvd, among others.



Fixing Our Streets

In Nov 2016, Portlanders voted to introduce a city-wide local gas tax to fund a range of safety and maintenance projects in Portland. One of the funding categories for this measure included funding for new projects to support walking and biking, including the Lloyd to Woodlawn Project.

Funding Available: \$550,000



Transportation System Development Charges

When new development is built in Portland, the developer pays Transportation System Development Charges (TSDC). The fee covers part of the cost of building transportation facilities to serve development—things like roads, sidewalks and other facilities that get people to where they need to go.

Funding Available: \$1,450,000



Neighborhood Greenway Program

Key elements to support bicycling on the souther section of NE 7th Ave and the northern section of NE 9th Ave are funded through ongoing programs such as the Neighborhood Greenway and Bicycle Network Completion program

Funding Available: \$175,000

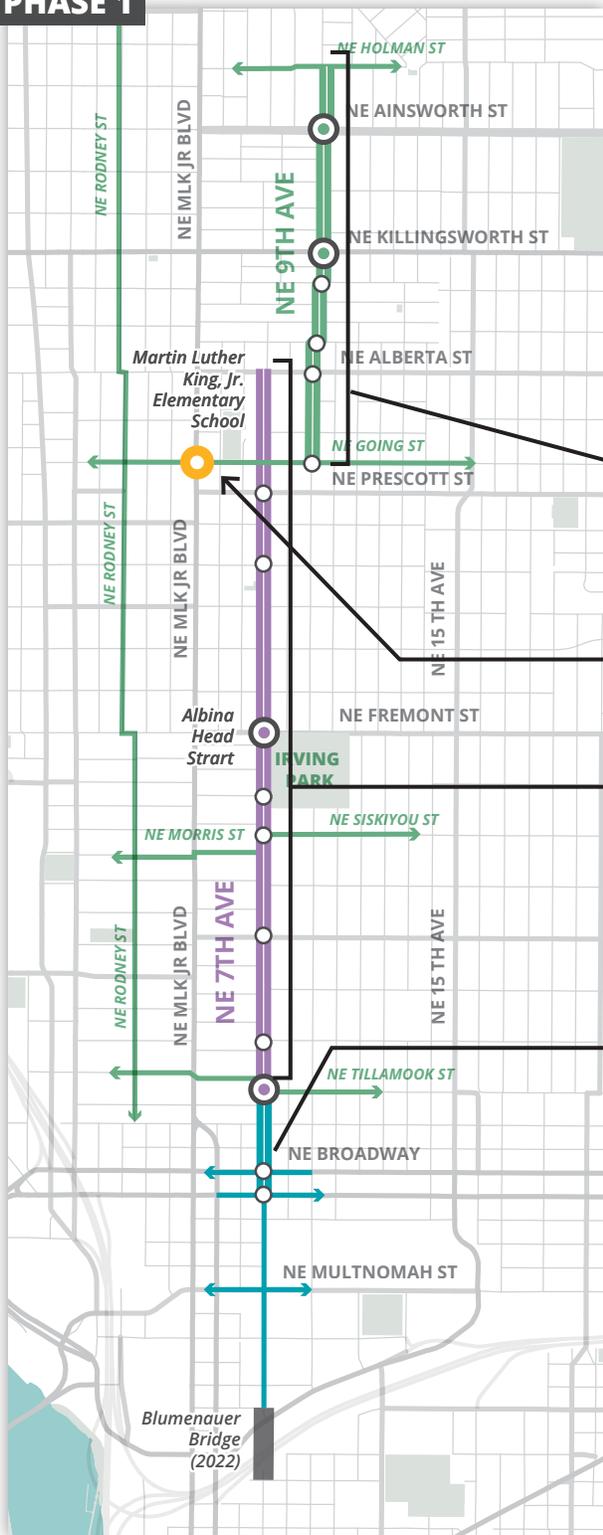


Safe Routes to School

Crossing improvements and traffic calming on NE 7th Ave were identified and funded through PBOT's Safe Routes to School Partnerships at Irvington and Martin Luther King Jr School. These improvements are included as a part of the Lloyd to Woodlawn plan.

Funding Available: \$45,000

PHASE 1



Phase 1 Implementation:

SUMMER 2021 - SUMMER 2022

Safer 7th Ave + NE 9th Ave Traffic Calming

(NE Going St to NE Holman St)

The first phase of the Lloyd to Woodlawn project will prioritize the Safer 7th Ave project and build key elements of the northernmost leg of the NE 9th Ave neighborhood greenway.

Speed bumps and enhanced crossings will improve safety and reduce speeding on this section of NE 9th Ave. Future phases will add wayfinding and shared lane markings to complete the neighborhood greenway connection.

A new, Safe Routes to School funded signalized crossing at NE Going St and NE MLK Jr Blvd will be built in fall of 2022.

Traffic calming, centerline removal, and speed bumps on NE 7th Ave, with added on-street parking near Martin Luther King Jr Elementary School. New enhanced crossings with marked crosswalks and pedestrian-scale lighting.

An improved, wider buffered bike lane connection from NE Tillamook to NE Weidler providing a low-stress connection into Lloyd and the Central City via the new Blumenauer Bridge over I-84.

EARL BLUMENAUER BRIDGE OVER I-84

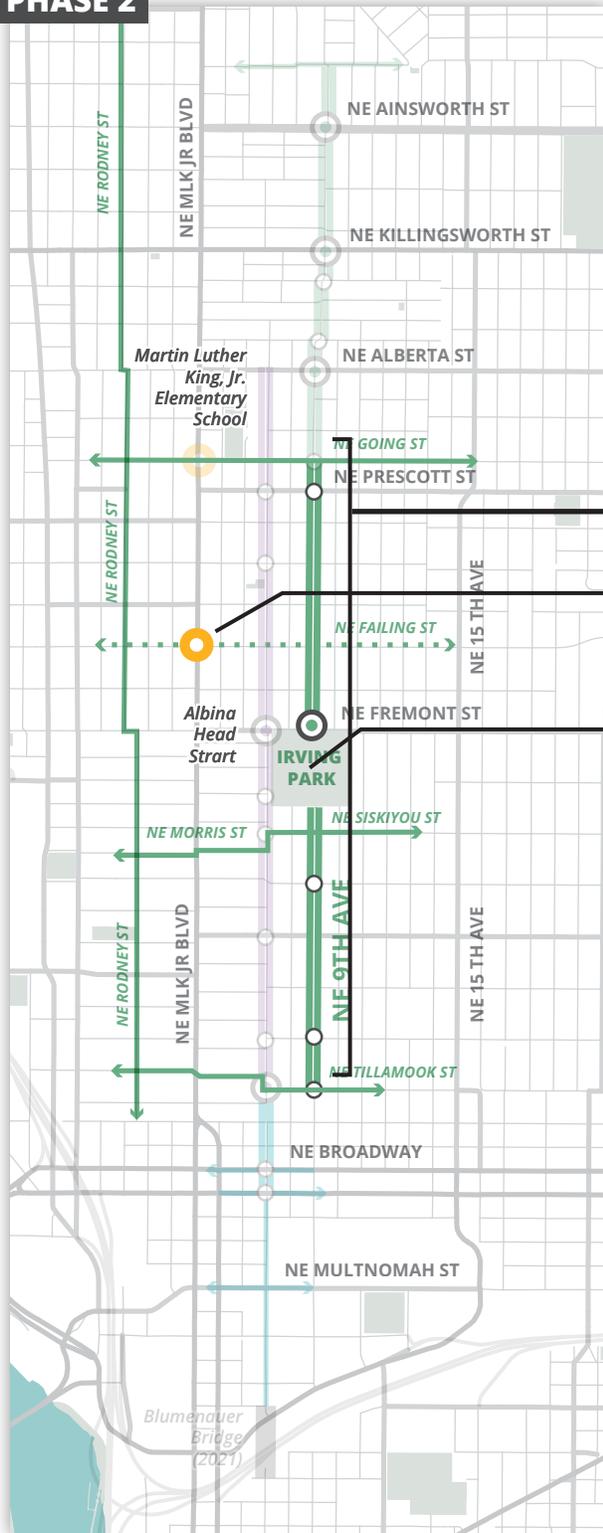
The Blumenauer Bridge will be Portland's newest walking and biking bridge, connecting across I-84 on NE 7th Avenue. By connecting the Lloyd and Kerns neighborhoods, the bridge will open up new connections between affordable housing, industrial jobs, and small business destinations. The Blumenauer Bridge opens on July 31st, 2022.

PROJECT ELEMENTS:

- █ NE 9th Ave Neighborhood Greenway
- █ NE 7th Ave Traffic Calming
- █ NE 7th Ave Bike Lane Connection

- ⊙ Major Crossing Improvement
- Marked Crossing
- Existing Bike Lanes
- Existing Neighborhood Greenway

PHASE 2



PROJECT ELEMENTS:

- █ NE 9th Ave Neighborhood Greenway
- █ NE 7th Ave Traffic Calming
- █ NE 7th Ave Bike Lane Connection

Phase 2 Strategy:

UNDER DEVELOPMENT

Irving Park Path + NE 9th Ave Neighborhood Greenway

(NE Tillamook St to NE Going St)

If a feasible final design concept for a path through or around Irving Park path is agreed upon and funded, PBOT will complete the remaining segments of the NE 9th Ave neighborhood greenway providing a continuous, legible, low-stress experience.

Speed bumps, wayfinding signage, and enhanced crossings at busier streets on NE 9th Ave.

A new enhanced crossing is expected to be included at NE Failing St as part funded pedestrian safety project on NE MLK Jr Blvd (see page 24).

If feasible and funded, a fully accessible path through or around Irving Park would facilitate a direct route for all ages and abilities.

IRVING PARK PATH

If feasible, an accessible path through or around Irving Park would facilitate people walking, riding and rolling along the neighborhood greenway. Design challenges for an accessible path through this popular, developed park include tree and root impacts. Potential options may include a new path connection through or around the park, or adjustments to existing paths to better serve all users. PBOT will conduct a technical feasibility analysis of all design options for the ability to improve accessibility, to serve family-friendly bicycle use, and to minimize conflicts with other park uses and users. PBOT will collaborate with Portland Parks & Recreation on a technical feasibility study in the hopes of identifying mutually agreeable alignment alternatives prior to broader community engagement.

Major Crossing Improvement

Marked Crossing

Existing Bike Lanes

Existing Neighborhood Greenway

Key Reflections from the Planning Process

The planning process for this project elevated long-standing community concerns and revealed new avenues for discussion about how people relate to Portland's transportation system. Reflections from this process will shape ongoing and future work with communities across the city.

PBOT to acknowledge impacts of systemic racism in form of policies and programs and take into account in future planning processes.

A prerequisite for planning for the future in communities with histories of sanctioned racial disenfranchisement, disinvestment, theft, and displacement without understanding the struggles they've overcome, how those struggles have shaped communities, and how BIPOC Portlanders are still fighting to achieve the same prosperity white Portlanders enjoy today.

Honor, respect, and amplify the perspectives of Black, Indigenous, and People of Color.

Transportation plans and policy often center one particular perspective and one set of solutions. Creating space for different perspectives to be heard and represented in city processes and heard by communities with different perspectives is crucial to generating solutions that everyone can embrace.

PBOT should partner with and hire community organizations to guide and lead community engagement.

Organizations that community members trust are able to interact with community members where and when they are available and comfortable, expanding the reach of those who can engage with the project beyond traditional communication channels.

Lean in on shared interests. People want a sustainable, family and community friendly, walkable urban future. But many feel some of the trade offs involved aren't always worth it. Working with communities can validate the interest in change for the future and identify strategies to achieve shared goals.

Apply understandings of how the benefits and burdens of transportation projects fall on different communities.

Transportation safety improvements, and bicycling-supportive projects in particular, are often associated with gentrification and displacement. We must acknowledge this perception, and share the City's coordinated anti-displacement strategy with the community as a part of our work.

A public realm free from bias and hate is a prerequisite for embracing active transportation.

Feelings of insecurity in public spaces such as on buses, at transit stations, and in streets and plazas gives people pause when supporting active transportation investments. Acknowledging this requires a broadening of the toolbox and acknowledge the complexity of the issue.

Invest time and resources to build new and better relationships with Black Portlanders.

We need to maintain relationships we build with community members during planning projects, especially those within communities of color, who have historically been left out of decision-making process. PBOT should develop strategies and prioritize funding to permit deeper, more thorough engagement and relationship building to occur both inside and outside of traditional planning efforts and projects.



Seek to understand and invest in shared community priorities in the historic Albina area.

The Lloyd to Woodlawn planning process revealed a fundamental disconnect between citywide bureau priorities and the local community context in the historic Albina area. To confidently move forward with new projects in this area, PBOT needs to have a deeper more complete understanding of community priorities and desired investments. Portlanders of all backgrounds want safer streets, better access to employment and educational opportunities, and safe routes to important places like schools, parks, and commercial areas. But we need to do more listening to understand how we get there, and realize path towards realizing these outcomes needs to respect people, place, and history.

Learn more and apply research to future updates of the Transportation System Plan and Bicycle Master Plan. Incorporate the latest evidence related to supporting people of color, women, and people with disabilities into the work of the bike program. Work with communities to understand how Neighborhood Greenways or other solutions best support their needs.

Embrace a wider perspective on transportation issues and priorities, especially traffic safety.

Following the recommendations outlined in Walking While Black, future planning projects must work with community-based organizations to better understand the experience of BIPOC Portlanders traveling in public space (walking, transit, biking), and value these findings by taking specific actions grounded in community input to improve the personal safety and experience of transit users.

Center inclusive engagement on community-serving organizations. The Lloyd to Woodlawn planning process provides an example of Neighborhood Associations out of step with some of the key constituencies they are charged with representing. Until these voices are sufficiently represented at the table in all areas of civic discourse, PBOT must seek feedback and involvement for projects beyond the Neighborhood Associations, taking responsibility for hearing from and incorporating diverse perspectives instead of relying on Neighborhood associations to provide a forum for them.

Dream Street Plaza

Dream Street Plaza is a Black-centered space for community, connection, and commerce on NE MLK Jr Blvd and NE Sumner St. The space is an evolving and growing car-free street plaza activated by a community partner with community art, micro-enterprise, and music. This plaza grew out of the Safe Streets Healthy Businesses program and is an example of how this program could be adapted for a broader, equity-centered, more public community use.



Community members at the grand re-opening celebration of Dream Street Plaza in the spring of 2021.

Black Portland Matters Art & Placemaking

In partnership with the Regional Arts and Culture Council, PBOT supported a series of local Black-led art projects around the city with financial and technical support and a streamlined permitting process. Locations vary but are focused in North and Northeast Portland’s Historic Albina Area and East Portland, neighborhoods with strong community and cultural connections. The mural pictured right was created by Sharita Towne and is located at the intersection of NE Russell and NE MLK Jr Blvd.



“Still Here” by Sharita Towne is one of many examples of new public art by Black artists in North/Northeast Portland.

Future Rose Lane Projects

The initial roll-out of Rose Lane projects in the Central City brought enormous transit benefits to the greater Albina area. In particular, Line 6 that runs along NE MLK Jr Blvd receives some of the greatest improvements in terms of travel time savings, increased access, and reliability.

To build off this success, PBOT plans to hold transit-focused workshops with community members in the Albina area to better understand priorities and trade-offs around transit priority projects. In addition to transit priority projects, these conversations will also explore non-infrastructure related concerns related to fare-enforcement, personal safety and discrimination in the right-of-way, and adequate street lighting.



Transit priority improvements in the Central Eastside have greatly expanded access to jobs and education in the NE MLK Jr Blvd corridor.

Recommended Reading

We recommend reading the following reports to learn more about the place-based history of Portland's Black community and complicated relationship of race and mobility in America.



Bleeding Albina: A History of Community Disinvestment

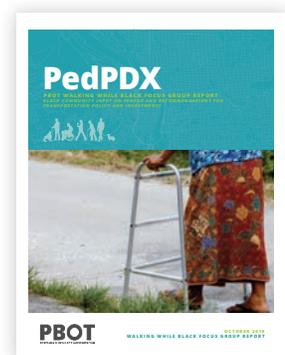
Karen J Gibson

In *Bleeding Albina*, Portland State University professor Dr. Karen Gibson provides a detailed history of the Albina community – the heart of Portland's Black Community - in the later half of the 20th Century. Her work focuses on residential segregation, institutionalized racism in the housing market, and the destabilization and displacement of Portland's Black community in the later decades of the 20th century. This work is foundational to understanding the history and context of North/Northeast Portland.

PedPDX: Walking While Black

Portland Bureau of Transportation, PedPDX

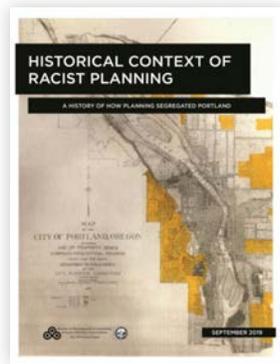
As a part of the planning for PedPDX, Portland's Pedestrian Master Plan, the project team hosted two focus groups to more intentionally elevate the voice of Black Portlanders in PedPDX. PBOT staff worked with community partners from the Portland African American Leadership Forum (PAALF), Black Parent Initiative (BPI) and Immigrant and Refugee Community Organization (IRCO) Africa House to secure more input from the Black community and to better understand how their walking experience may be different because of their racial and ethnic identities. Facilitators provided a space for black Portlanders to speak candidly about their "Walking While Black" experience in Portland, which the feedback shows is different from other community members. In response to this feedback, one of PedPDX's six objectives speaks to this need to protect the public safety and personal security of pedestrians.



PALLF: The People's Plan

The Portland African American Leadership Forum (PALLF)

The PALLF People's Plan serves as a powerful tool for research, organizing, and implementation. By viewing the community as the drivers of change, this project empowered the Portland Black community to assert their right to actively shape the city they live in. While traditional planning engagement models often intimidate community members through complex, technical language and processes; the project's aim was to engage the community on their terms to ensure that the solutions are informed by the people they affect.



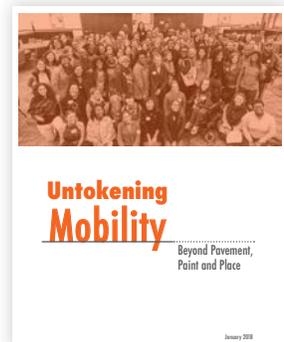
Historical Context of Racist Planning: A History of How Planning Segregated Portland

Portland Bureau of Planning & Sustainability

This document, recently published by the Portland Bureau of Planning & Sustainability, is a review of racist planning practices in Portland. This systemic discrimination, which was also practiced nationwide and goes back to the origins of our country, has harmed communities of color by excluding them from homeownership and wealth-building opportunities; denying them access to educational resources, jobs and healthy neighborhoods; and perpetuating segregation, displacement, and harmful stereotypes through the zoning code, deeds and covenants, lending practices, public housing and urban renewal.

Untokening Mobility

The Untokening works to center the lived experiences of marginalized communities in the fight for mobility justice and equity. It sets forth principles that help transportation practitioners think about and act on transportation justice and community-government power dynamics in more intentional ways. Personal safety is one area the Untokening asks transportation practitioners to go beyond just addressing traffic violence.





PBOT
PORTLAND BUREAU OF TRANSPORTATION

AREA + PROJECT PLANNING
2022