

JOINT MEETING OF THE BICYCLE AND PEDESTRIAN ADVISORY COMMITTEES

6:00 p.m.-8:30 p.m. on November 14, 2023

Links:

- Meeting website: <https://www.portland.gov/transportation/pedestrian-committee/events/2023/11/14/joint-pedestrian-and-bicycle-advisory>
- Agenda: <https://www.portland.gov/transportation/pedestrian-committee/documents/november-2023-bac-pac-meeting-agenda/download>
- Jamboard: https://jamboard.google.com/d/11KpGujkjp_chiQZaX9dcvHZe_95kDHdXte2QEXkzTug/edit?usp=sharing
- IBR Presentation: <https://www.portland.gov/transportation/pedestrian-committee/documents/ibr-bike-ped-program-update-nov-2023/download>
- City of Portland Conditions of Approval for IBR: <https://www.portland.gov/transportation/pedestrian-committee/documents/city-portland-conditions-approval-exhibit-b/download>
- IBR Locally Preferred Alternative Recommendation: <https://www.portland.gov/transportation/pedestrian-committee/documents/ibr-recommended-lpa-exhibit/download>
- City Resolution to endorse LPA with conditions (website): <https://www.portland.gov/council/documents/resolution/adopted/37581>

6:00-6:10 – Public Comment (10 min)

- Eric Wilhelm: I have been running a street sweeper for BikeLoudPDX recently. The fallen leaves on Terwilliger need big trucks to clear. Leaves have now turned into sludge making it impassable. The bike lane needs to be designed to consider falling leaves and maintenance. A street sweeper can also be used to clear gravel from crosswalk ramps. Need people from the city riding around as part of maintenance.
- Sarah Iannarone (sharing on behalf of Lindsay Huber, PAC member). World Day of Remembrance for traffic violence this Sunday, 11/21, at noon at Memorial Colosseum. After putting our press release today, Street Trust had to issue a correction right after due to another death on our streets. There needs to be a sense of urgency in this crisis. When KOIN asked today, she countered, “what would happen if 60 people were killed crossing a bridge, at the skating rink, or riding the roller coaster at Oaks Park?” We’re not thinking of this as a public health crisis. Policy makers have been asked to sign the pledge from Oregon & SW Washington Families for Safe Streets: <https://docs.google.com/forms/d/e/1FAIpQLSe59tBJMu-o8S6qgMTPoVSvQDB4PM4KOKjOmInSO9Ff5LgiNA/viewform> If they won’t sign, ask them why. Election season is approaching.

6:10-6:25 – Introductions/Announcements (15 min)

- Joe Perez (BAC): When airplanes crash, an entire federal agency responds. The reason aircraft travel is so safe is because we have a whole system dedicated to its safety. Why don't our governments respond with similar urgency to the epidemic of traffic violence?
- David Stein (BAC): Smart Park holiday promotion (free parking) was just announced to promote "livability" downtown. It's disappointing to see we're still prioritizing parking and linking it to economic development, even 8 years after committing to Vision Zero.
- Recognizing people who were killed in traffic crashes:
 - At approximately 12:43 a.m. on Saturday, October 14, a person driving was seriously injured and then later died of their injuries at the hospital in a crash at S Hood Avenue and Gibbs Street (near the intersection of I-5 and the Ross Island Bridge). Their passenger was uninjured. The crash occurred at nighttime (dusk to dawn). This is a delayed fatal crash.
 - At approximately 10:50 p.m. on Wednesday, October 18, a person driving killed a motor vehicle passenger in a single vehicle crash at SE Holgate Boulevard and 135th Avenue (near Gates Park). The driver of the vehicle is also seriously injured. According to initial reports, factors in this crash include speed and intoxication. The crash occurred during nighttime (dusk to dawn). The driver failed to negotiate a curve on SE Holgate Blvd.
 - At approximately 4:36 a.m. on Friday, October 20, a person driving killed a pedestrian, Michael Percy, at N Whitaker Road and Hayden Meadows Drive (near Delta Park). Michael later died of their injuries at the hospital on Thursday, November 2. This crash occurred during nighttime (dusk to dawn). The person driving was traveling northbound on N Whitaker Road when the pedestrian crossed from west to east in the middle of the block. This is a delayed fatal crash.
 - At approximately 4:30 a.m. on Saturday, October 21, a person driving killed a pedestrian, Brandon Coleman, in a hit-and-run crash on the Morrison Street Bridge ramp at SW Naito Parkway. The crash occurred during nighttime (dusk to dawn).
 - At approximately 11:38 p.m. on Saturday, October 21, a person driving killed a pedestrian, James Fenimore, in a single vehicle crash at NE 82nd Avenue and E Burnside Street (near Hong Phat Food Center). The driver of the vehicle is also seriously injured. According to initial reports, factors in this crash include speed and intoxication. The crash occurred during nighttime (dusk to dawn). The vehicle turning movements are not currently known but the vehicle was heavily damaged after striking a utility pole.
 - At approximately 3:31 p.m. on Thursday, October 26, a person driving, Mark Sinclair, was killed by another driver in a multiple vehicle crash on the southbound I-5 lane near N Failing Street (near Kaiser Permanente). The

crash occurred during daytime. Mark was traveling in the left lane and slowed for traffic before the I-405 interchange. They were rear-ended by another driver. The crash also involved three other vehicles. The injuries of the other motor vehicle occupants are unknown.

- At approximately 5:57 p.m. on Saturday, October 28, a person driving and their passenger, Lisa and James Johnson, were killed by another driver at NE Lombard Street and 33rd Avenue (near Faubion School). According to initial reports, factors in this crash include speed. The crash occurred during nighttime (dusk to dawn). The person driving who died was traveling westbound on NE Lombard Street, making a left turn onto 33rd Avenue. The other driver was traveling eastbound on NE Lombard Street at a high rate of speed and crashed into the passenger side of the turning vehicle. The eastbound driver had only minor injuries.
- At approximately 7:19 p.m. on Thursday, November 2, a person driving killed a pedestrian at SE Division Street and 135th Avenue (near Euro Food Market). The crash occurred during nighttime (dusk to dawn). The pedestrian had stumbled into the road. They were lying down in the roadway near a bus stop prior to the crash. The person driving was traveling eastbound on SE Division Street when the crash occurred. According to initial reports the driver showed no signs of intoxication.
- At approximately 6:13 a.m. on Tuesday, November 14, a person driving killed a pedestrian near SE McLoughlin Boulevard and Cora Street (near the old Ross Island Sand & Gravel Company location). The crash occurred at nighttime (dusk to dawn). Additional details and the vehicle movements are not yet available.
- Richard Hunter (PAC): I recently found that PBOT tried to follow the safe systems approach from FHWA: Redundancy is crucial. Death or serious injury is unacceptable. Humans make mistakes. Humans are vulnerable. Responsibility is *shared*—it's not *just* on PBOT to improve safety. It's on everyone to make our streets safe.

6:25-6:45 – PBOT's Budget (20 min)

Art Pearce, Director of PBOT's Policy, Planning and Projects Group, provided an update on the outlook for PBOT's FY 24-25 budget.

Art Pearce (PBOT): The COVID pandemic, and reductions in parking, in particular, highlights our over reliance on parking revenues and gas tax. We have a \$32 million deficit. There are ongoing conversations with council offices and stakeholders about potential fixes. The good news is there is some potential for PCEF to remedy some of the funding challenges, but the group I manage is reliant on external funding sources, so this would further that reliance. I want to remedy structural challenges with PBOT funding rather than just stem the bleeding.

Managers are starting to look at what a \$32 million deficit will look like for their teams. We are unlikely to solve this before the formal budget process, so conversations will continue into winter and spring. One reduction might be to reallocate some time for modal coordinators to support capital projects. That would reduce the amount of support PBOT can supply to committees. Staff will need to work with committees to figure out what that looks like—a combined committee or something else. This would not be a reflection of the committee's value to the bureau, but it is PBOT's budget reality. I wanted to share this information directly with committees rather than you seeing this from the bureau's budget proposal.

Question & comments

- Ally Holmqvist (BAC): Would committee consolidation follow some of the recommendations that were made as part of the modal committee evaluation? Will the committees have any chance to comment or anything before that goes to council?
 - Art: This will be a financial decision that would go into effect if City Council doesn't remedy the planning team's funding. We'll have a better idea of whether this is a reduction that will be pursued in the coming months. The recommendations from the modal committee eval can guide that conversation.
- Joe P: What budget ideas are coming out of BBAC? Can we float a tax on large tires? What is the Mayor's alternative, especially if he's canceling parking revenues?
 - Council might make a general fund allocation. There is a utility license fee in the city that isn't currently attributed to PBOT. A transportation user fee has been floated. Those are used by peer cities in Oregon and are the types of ideas that are being brought. There might be additional conversations with BBAC.
- Alon Raab (BAC): The PBOT website says "10 cents at the pump, 75 million dollars." Are you talking about a tax when people buy gas? That would bring in double what your shortage is. Can you be specific on how cuts will affect people biking? Is the bureau prioritizing cycling or is it just paying lip service? How many thousands of dollars were wasted with the two latest bike lane fiascos—the protected lane on Broadway and 33rd Avenue.
 - That website is referring to the existing 10-cent gas tax, which is up for renewal [by voters] next May...if that doesn't pass our budget shortfall will be \$52 million.
 - There is a list of what it would mean to have a \$32 million reduction: <https://www.portland.gov/transportation/budget>. That was presented to council in September. The planning division is taking a 47% reduction to general transportation revenue, more than other divisions.

- Josh Roll (PAC): if staff support is cut for committees, what would that be? And in the 2025 legislative session, how is PBOT engaging to make sure funding mechanisms are generating funds that the city can spend on its priority list?
 - Kristin Hull (PBOT): PBOT spends around \$200,000-250,000 a year on its 3 modal committees.
 - Art: We hope reductions to modal committees don't come to be, but there will likely be some version of cuts and we'll need to work with the committees to continue providing a vessel for your feedback and your advocacy with reduced resources.
- Lucy Kennedy-Wong (BAC): It seems that bailing PBOT out is not what PCEF is for. Are there going to be particular restrictions on the funding from PCEF for PBOT and what kind of projects can be funded?
 - Yes. There are programs in the PCEF that PBOT will be the delivery vehicle for—mainly the transportation wallet and quick build. There have been additional conversations about other investments that could be supported by PCEF but there will be lots of conversations with the PCEF advisory committee, BPS staff, and others. They will be very specific to things that are about decarbonization and with a focus on equity. This will not fix the bureaus structural funding problem but may plug holes in some programs.

Comments from the Jamboard:

	What people like	Concerns	Questions
BAC members	<ul style="list-style-type: none"> • I think a general tax would be good if for no other reason that it would remove auto drivers' sense of entitlement that they are the only ones that matter as they are funding the system. 	<ul style="list-style-type: none"> • So we'll end the committees, but the modal coordinators will keep their jobs, at least? Could we do the modal committees differently to reduce staff time? • The cuts in the budget WILL lead to more traffic deaths • It does not feel like innovation, creativity, or thought towards alleviating the budget crisis is a priority for PBOT • It again feels like PBOT wants to work with no constituent oversight, input, or accountability. 	<ul style="list-style-type: none"> • What amount of proposed "savings" are contemplated from the potential consolidation of modal advisory committees?
Public attendees		<ul style="list-style-type: none"> • it's not acceptable to end or combine public advisory committees amongst other things such as people losing their jobs... • Are the budget cuts at PBOT, BDS, and other bureaus part of the city's "shifting funds around" to prepare for the new gov't structure & additional representatives? 	

6:45-6:55 – NE 33rd Avenue: What went wrong? Lessons learned. (10 min)

Art continued by recounting PBOT's approach to addressing mistakes made on NE 33rd Avenue. *Discussion to continue later in the meeting.*

Background: There was a maintenance project to resurface NW 33rd, combined with planning discussions at the TSP [Transportation System Plan] level, in the Columbia Lombard plan, and it was then selected for quick build funding to fill a missing bike link. In early October there was no communication with residents or the neighborhood about the change so it was a shock to residents and it fed into the narrative of the city's racist history where the city pursues projects for the greater public good that ignores the voices of black residents.

Art made too quick of a decision to remove the bike lane when faced with a strong response from residents, which resulted in new outrage from advocates. Now he's stuck between two very justifiable perspectives. We are working now to engage with residents about what we can do. Residents are still pushing back, particularly from multi-generational black households, who see this as the next front of Portland's racist history.

Questions

- David S: I'm exhausted. It's been less than 2 months since the Broadway debacle. I don't understand the quick decision—there was fresh pavement, and the project was in line with city policies. I'm troubled that the first reaction is to attempt to remove the striping. It's bad for the bike network, bad for the pavement, and there's already a maintenance backlog. And now we're hearing the bike lane won't be enforced, which sends a signal that bike lanes don't count. How much do bike lanes count?
 - Art: I've been given a lot of feedback from my staff, and it's a sign of respect in our connection that they feel comfortable chewing me out. I would caution around narrative development. We have a set of black households who produced a big narrative of intent rather than a narrative of mistake around our process and the failure of process and you're creating a narrative as well. Anyone on this call would be outraged if a striping crew changed your street without notification or consultation in the middle of the night. None of this is welcome, and it was avoidable. The amount of work we have to do in changing our streets is enormous so one mistake like this that's consuming my energy and staff energy is really unfortunate and frustrating.
- Joe P: What tracking tools does PBOT use for bike lanes and can the BAC be involved?
 - The vast majority of project information is tracked with project tracking software. Unfortunately, some smaller projects like this aren't fully included in that process.

- Jim Middaugh (BAC): That stretch of 33rd is part of my daily bike community to work. I was super excited to see it go in. Your accepting accountability for this is so refreshing and will help build trust in the long run. Thank you.

Comments from the Jamboard:

	What people like	Concerns	Questions
BAC members			<ul style="list-style-type: none"> • What tracking tools does PBOT use on bicycle projects? Is there a way for the BAC to be included? There was a presentation to the BAC in DEC 2022 about this.
Public attendees		<ul style="list-style-type: none"> • Dislike how narrow the bike lanes are/were, + how the bike lanes aren't consistent bc of limited available space 	

6:50-7:50 – Interstate Bridge Freeway Program: Pre-SDEIS Briefing and project update (60 min)

IBR representatives provided information on the pending 60-day public comment period for the IBR Supplemental Draft Environmental Impact Statement and general project progress. Topics City staff have been tracking include how the Modified Locally Preferred Alternative will address Conditions of Approval to connect to the City’s existing all-ages-and-abilities active transportation network, active transportation connections between MAX station areas, noise impacts to the active transportation facility in proximity of the freeway travel lanes, and urban design of local complete streets included in the Modified Locally Preferred Alternative (MLPA).

- A 60-day public comment period will likely begin next February (2024). If committees would like to write a letter with feedback, that would folded into PBOT comments that go to the IBR project. Individuals can also submit their own comments.
- Patrick Sweeney is the PBOT project manager. Casey Liles is the delivery manager for IBR program. Also joining from the IBR team are Salome Chimuku and Derek Abe who focuses on bike and ped aspects of IBR planning.
- See presentation for details.

Questions

- Ally H: The BAC previously submitted a letter with some conditions of approval (along with other agencies). How has the program responded?
 - Casey: This is a high-level presentation. We don't take conditions from partner agencies lightly, but there are 8 different agencies and they could be in conflict. We can't make commitments at this point. Conditions of approval haven't led to commitments until we're through the process. We are working towards a resolution on all conditions.
- Tiel Jackson (PAC): Why are roundabouts being built on the southern shore? Roundabouts are designed to make sure traffic doesn't stop. But people will need to cross. Why not build a fully signalized intersection that would allow for good faith separation for pedestrians and people biking?
 - Casey: Think of them as placeholders. We will be evaluating these ideas, for precisely the reasons you're asking about. They could be stop controlled, signals, or roundabouts. We have to do the analysis first to decide on a design.
- David S: The presentation talked a lot about climate change, but all potential layouts involve more and more lanes for cars. You're not studying a new bridge that would maintain the existing number of lanes. How is this project going to meaningfully address climate impacts when it's building more lanes for cars and surrounding transit stations with parking garages?
 - Casey: The program investment is estimated at \$6 billion. A third of the program (~\$2 billion) is for transit and active transportation. Two new MAX stations in Vancouver connect with BRT lines. We are studying the possibility of 0, 1, or 2 parking garages. Connections with transit and active transportation aren't the best today, so benefits will come. There will also be bus on shoulder into Portland. Freeway runoff isn't treated today so that will be a benefit for the environment. We expect that VMT will go down with the program and that will be included in the Draft SEIS. There are clear major investments in opportunities for people to use other modes than their single occupancy vehicle. Hopefully we won't have a lift bridge on the freeway where you have additional congestion, rates of accidents, and additional people sitting in congestion spewing their emissions. A very large part of program is dedicated to improving air quality.
 - David S: Please say crash not accident. Also, the bike bill would have mandated a 1% investment in bike infrastructure anyway. It's not clear how much more is being done. The transit piece accounts for the vast majority of the \$2 billion and the bridge couldn't happen without it [because then there wouldn't be federal grants for transit contributing to the bridge's construction costs].
- Carol Hasenberg (BAC): One concern with the design we were shown last year with a high span bridge without a movable span was the experience of cyclists and pedestrians crossing the bridge and I noticed in the presentation there is a

smaller bridge to Hayden Island. Is that going to be part of a 2-step process for people biking crossing on that bridge then going way up in the air [over the main span]?

- Casey: No decisions have been made about putting bikeway next to freeway. We have stacked versions of the bridge and one level. The stacked version would put active transportation below, making it more tunnel-like, but it would also be covered. Single level is not as tunnel-like, but it would not be covered and be at freeway level. We would like to avoid people having to go down to ground level and the bike/walk back up another bridge.
- Patrick Sweeny (PBOT): The city is pushing towards direct, safe, modern connection from Vancouver that feeds directly into our active transportation network. The current cross-river connection is awful. A new connection would be integrated into a local bridge from Hayden Island and then connect to the shared use path at the Marine Drive interchange. There is a lot of work left to do on connections to the rest of the city south. We need to create infrastructure that people want to use, so from a city staff perspective, we hear you.
- Mark Raggett (PAC): Thinking about distances and climate, what kind of amenities or what kind of experiences will there be for pedestrians? We are the slowest moving mode. What do you think about in terms of views or seating? I'm trying to get handle on the distance and how long it's going to take the walk across this thing.
 - Casey: I don't have an exact timing for crossing the river on foot, but it's about three-quarters of a mile. There is a 3% grade from the Portland side and 4% from Vancouver. It will meet ADA requirements, but it's not a small climb.
 - Derek Abe (IBR): We're paying particular attention to potential ramp grades, ramp and path lengths, and how that translates to typical distances, travel times, and overall user experience for folks walking/biking/rolling at different speeds. Thanks for the great question.

Comments from the Jamboard:

	What people like	Concerns	Questions
BAC members		<ul style="list-style-type: none"> Affordable & workforce housing + transit must be a priority. Suggestion: toll first, assess changes in demand, then build the capacity needed (it will be less than you are planning for!) 	<ul style="list-style-type: none"> Who is convening the IBR Program team? How are the planning phases being funded? Why are active transportation and transit being considered on the lower deck for the multi-level option? How will the LPA help PDX reach the target of achieving at least a 50% reduction in carbon emissions below 1990 levels by 2030 and net-zero carbon emissions before 2050?
Public attendees	<ul style="list-style-type: none"> Love the proposed roundabouts, given their lower injury/fatality rates for bike/peds! Most importantly, most folks will cross traffic no more than once, limiting conflicts. https://www.craftontull.com/insights/infrastructure/pedestrian-friendly-roundabouts 	<ul style="list-style-type: none"> Cars get a direct connection to SR 14 , but bikes/peds have a dizzying loop ramp. What would it take to have a direct connection to the Confluence Land Bridge? MLK and Expo Rd are some of the only direct routes for bike/peds to connect from Portland to the bridge. Cars already have straight routes, but bikes still have to dodge MLK ramps. Cars get a straight shot across Marine Dr, but bikes/peds have a multiple crossings and sharp turns. Can we design a world class bike facilities people actually want to use? 	

Reminder from Gena Gastaldi (PBOT/PAC liaison): PAC recruitment has kicked off. There will be a subcommittee meeting in December to select new members so there will be an update at the next PAC meeting. The January PAC meeting will be in-person at the Portland Building.

7:50-8:20 – Committee Discussion: bicycle lane removals (30 min)

Discussion about NE 33rd Avenue. Finalizing of BAC letters regarding planned and cancelled removal of bicycle lanes on NW/SW Broadway.

- Joe P: I would like to write two separate letters, but in the interest of expediency... They are two separate-ish issues but an issue between both is tracking of bike lanes, following studies, tracking ancillary data, etc. The BAC should be party to every bike project. If the city gets inquiries about bike lanes those should be shared with the BAC. I know how to track bicycle projects.
- Carol H: Can I get a little background for those of us who don't ride on 33rd?
 - Roger Geller (PBOT/BAC liaison): It's a connection to Marine Drive and the trail from inner NE. There was a 1,300-foot stretch of roadway where we removed parking. Consternation from neighbors and a developer who didn't have any notice followed. The city's response was to try and remove lanes.
- Ally H: We could pen a softer letter given Art taking responsibility for the mistake. We could say the BAC hopes this doesn't become a pattern.
- Lucy K: I find the situation perplexing. Feels disingenuous to suddenly remove the bike lane. It raises a big process question and a question around the bizarre reactionary decisions that don't follow plans that have already been approved. Don't know what to say in a letter to PBOT about this.
- Alon R: Part of me respects the fact of Art acknowledging his mistake, another part says you did this [removing a bike lane] a month previously and didn't learn anything?! The people that are here care about safety, but we are just advisory. We write letters and then they do whatever they want. I'm interested in us having a larger role like Joseph's idea [tracking and consulting on all bike projects] but how does that work given our time and other commitments?
- David S: We didn't even mention the 72nd Ave whiplash. A Rose Lane project was facing opposition. There was a seeming deference to the ability to drive and/or park. Even with Art taking responsibility, yes, it's not a great situation, but the first response was to undo the project rather than sitting with and working with the community. And it's not just PBOT, it's the city council and other bureaus. Deference to cars is so ingrained. I don't know what a letter is going to do.
- Joe P: People are not entitled to park in front of their homes. A mayor in Spain said it's not his job to provide parking to park in front of a person's house. If you bought a horse or a refrigerator you wouldn't demand public space for those. Other cities are doing a better job of messaging this, like Utrecht, one of our friendship cities.
- Jim M: I think it would be better to do one letter combining Broadway, Willamette, and 33rd which are all deeply unfortunate and disappointing. We should call out the

systemic nature of this issue. I hope we can find it in our hearts to acknowledge that 33rd is different given the city's history of systemic racism. We also need to call out the difference in how Art approached this compared to Dir. Williams.

- Joe P: Williams also apologized.
- Jim M: I was at a meeting the Friday before the Broadway news broke where Williams presented to a business-oriented group I'm a member of professionally and the way she described her decision-making around Broadway was inconsistent with a sincere apology. And I know that you can learn things from when you decide and when the impacts of that decision impact you and I think that probably happened in this case. But, yeah, my experience is just troubling. So I hope that we can find a way to articulate that in a thoughtful and hopefully suggestion-laden way that improves performance over time.
- Ally H: Sounds like we are leaning toward one letter. It would include that this seems to be a pattern, the city is not following its plans, and it could also note the difference with systemic racism and apologies in the case of 33rd.
- The committee voted to move forward with a single letter. Joseph Perez, Jim Middaugh, Cameron Bennett, David Stein, and David Weymann will take on writing the letter.
- Ally H: Is anyone interested in a letter to IBR?
 - David S: It might be too early. We could try to coalesce some thoughts, but I don't see the value now, ahead of a public comment period and seeing the SEIS.
 - David W: I agree with David. In their responses to comments, IBR will have to use regulations to justify their response. Can't just be I don't like it. We should think carefully before we write.

8:20-8:30 – Public Comment (10 mins)

Sarah Iannarone: There are some working groups forming about the raft SEIS. We have some good allies working on this too that we need to support. I also want to comment on the racial dynamics. The Street Trust has met with Dir. Williams, and she was apologetic at BBAC and in conversations on NE 33rd. As the first black woman as the leader of PBOT, she faces different than white peers. As a community, we should insist the PBOT not defund the modal communities and ensure recruitment is diverse. Throughout the planning process we need to make sure we're getting diverse voices in the mix early so we don't end up back here with diverse voices raising objections.

8:30 – Adjourn