

Hawthorne Boulevard Transportation Plan Plan Amendments Report

Summary of Recommendations For Design and Construction

Introduction

In 1996, the Hawthorne Boulevard community asked the City of Portland to assist them in creating a plan for Hawthorne Boulevard. The goal was to create a public environment and transportation system that supports Hawthorne's role as a vital neighborhood main street in southeast Portland. The Hawthorne Boulevard Transportation Plan includes recommendations for curb extensions, pedestrian crossing improvements, enhanced transit stops, covered bicycle parking, street trees, and signal and intersection improvements.

A Citizens Advisory Committee developed the plan with City staff and met regularly over the course of year. Three public workshops, an open house and a mail-in survey allowed the greater community to review and give feedback on ideas. The plan was adopted by Portland's City Council in July 1997 with wide community support.

Funding to design and build improvements recommended in the plan became available in 2000 and the Portland Office of Transportation began preliminary engineering. As that work was underway, neighborhood representatives approached project staff and requested that they be involved in project decision-making. Following a Project Open House in October 2000, the Citizens Advisory Committee (CAC) reconvened in November 2000 and continued to meet through June 2001. During that time, project staff completed further analysis and design of the recommended improvements to present to the CAC. The CAC's final recommendations resulted in a final plan for construction. Construction is scheduled to begin in March 2005.

This document describes the CAC's final recommendations for design and construction. The project plans approved by the CAC for construction include the following improvements:

- curb extensions and crosswalk realignments at SE 20th Avenue to make it safer for pedestrians
- the realignment of SE 50th Avenue with a neighborhood plaza
- new signals at SE 35th Place and SE 49th Avenue to improve safety for motorists, cyclists and pedestrians

- median refuge islands and marked crosswalks at SE 47th Ave and SE 48th Ave to aid in pedestrian crossing in the upper Hawthorne commercial district
- curb extensions and new marked crosswalks at SE 35th Ave and SE 36th Ave
- curb extensions and bus stop improvements – including rider amenities such as bus shelters, benches and trash cans – along the boulevard
- four new areas of covered bike parking and additional “staple-style” bike racks
- curb extensions at the intersection of SE 30th/Lincoln/Harrison to make it safer for cyclists and slow traffic entering SE Lincoln Street, a designated Bicycle Boulevard
- funding for speed bumps on SE 34th Ave, SE Lincoln St, SE 35th Place and SE 49th Ave pending resident approval
- installation of street trees at curb extensions, and at other locations along the boulevard upon the approval of adjacent property owners

Following the CAC’s process, signal rehabilitation funds in the Office of Transportation’s budget became available to rehabilitate and fully replace the existing traffic signals at SE 20th Avenue, SE 27th Avenue and SE 37th Avenue. Design and construction of these signals will be incorporated into the Hawthorne Boulevard Project.

This report is intended to supplement to the adopted Hawthorne Boulevard Transportation Plan. It should be noted that a number of the recommendations are modifications and refinements of the plan. In some cases the recommendations outlined here supercede those of the plan.

To request a copy of the Hawthorne Boulevard Transportation Plan or for more information about the project, contact:

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Project History

About the Street

Hawthorne Boulevard has evolved as a transportation corridor, a main street destination and the center of a community. Development of the surrounding neighborhoods was spurred by the streetcar service that once connected Hawthorne to downtown Portland beginning in the early 1900's. Today, Hawthorne Boulevard is a significant transportation route for southeast Portland and carries approximately 24,000 vehicles per day. Hawthorne Boulevard is home to an active and vibrant commercial district serving shoppers from the neighborhood and from throughout the Portland metropolitan region.

Hawthorne Boulevard is one of the most constrained roadways in Portland. Within a 70-foot right-of-way, automobiles, pedestrians, cyclists, buses and trucks vie for space. Each of the four travel lanes are 9'-6" wide, leaving seven feet of parking available on each side of the road. Hawthorne's sidewalks are nine feet wide and pedestrians must often navigate around obstructions such as newspaper boxes, A-boards and outdoor displays.

The Hawthorne Boulevard Transportation Plan

In 1996, the Portland Office of Transportation began a study of Hawthorne Boulevard. The planning process sought to produce a greater balance amongst the users of Hawthorne, with an emphasis on alternative modes of travel, as well as providing and enhancing access to the variety of activities found along the boulevard. The planning process for Hawthorne Boulevard was based on a very simple premise: the final plan must balance the uses of the street in order to provide the greatest benefit for the greatest number of users. The process focused on asking the community where that balance could be found and used a variety of methods to inform and involve the community in the decision-making process.

After considering five alternatives, City staff and the project's Citizens Advisory Committee agreed to pursue a combination of two alternatives. The two alternatives contained elements that addressed a number of community issues including safer pedestrian crossings, better transit operations and stop areas, improved side street bike routes, additional bike parking and improved safety for all users. The improvements recommended for Hawthorne work within the existing curb-to-curb cross-section and maintain the current number of travel lanes on Hawthorne.

Phase One Construction: SE 11th Ave to SE 18th Ave

In 1996, the Hawthorne community asked the City of Portland to assist them in creating a plan for Hawthorne Boulevard. The goal was to create a public

environment and transportation system that supports Hawthorne's role as a vital neighborhood main street in southeast Portland. The Hawthorne Boulevard Transportation Plan includes recommendations for curb extensions, pedestrian crossing improvements, enhanced transit stops, covered bicycle parking, street trees, and signal and intersection improvements. The plan was adopted by Portland's City Council in July 1997 with wide community support."}The project that will begin construction in 2004/2005 is the second construction phase of the Hawthorne Boulevard Project. The first construction phase occurred in spring 1999. Construction crews installed curb extensions, crossing improvements, and street trees. TriMet installed new bus shelters between SE 11th Avenue and SE 18th Avenue along Hawthorne Boulevard and at the intersections of SE 11th Avenue and SE 12th Avenue at SE Madison Street.

This first phase was built in conjunction with a sewer replacement project along the same stretch of Hawthorne by the City's Bureau of Environmental Services. Construction occurred while the Hawthorne Bridge was closed for over a year as Multnomah County undertook a major deck replacement and painting project. Neighborhood residents and business owners saw an opportunity to time the work in conjunction with these other projects so that the project area would be disrupted only once. Community leaders persuaded Portland's City Council to make \$600,000 in surplus General Fund Revenues available for the street improvements. Construction of the street improvements was completed in spring of 1999 and street trees were planted in November 1999.

Securing Project Funding

In the spring of 1999, Hawthorne Boulevard neighbors and business owners lobbied together to secure \$1.5 million in federal transportation funds to construct improvements from SE 20th Avenue to SE 55th Avenue. The funds are distributed regionally and based on the recommendation of the Metro Council and a final decision by the Oregon Transportation Commission.

The Portland Office of Transportation is contributing an additional \$750,000 in Transportation System Development Charge (SDC) funds towards the project. The Hawthorne Boulevard Project is a project that was specifically identified to receive funds in the City Ordinance that enacted the Transportation SDC.

The Office of Transportation is also contributing \$345,000 in signal rehabilitation funds from the City's General Transportation Revenues (GTR) to replace existing signals along Hawthorne at SE 20th, SE 27th and SE 37th Avenues.

TriMet is an additional project partner. During project development, they identified several curb extensions that they agreed to provide funding towards design and construction that totals approximately \$80,000. TriMet will install new

shelters and benches at Hawthorne Boulevard transit stops when construction is complete.

Paramount Pictures, producers of “The Hunted” which was filmed in Portland in early 2000, contributed \$50,000 towards an area of covered bike parking. Their contribution was a result of negotiations with City and County officials to obtain permission to close the Hawthorne Bridge for filming.

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Plan Development and Refinement

A New Citizen Advisory Committee

With project funding in place, preliminary engineering could begin. Project staff hosted a public open house in October 2000 to present preliminary plans to the neighborhood. Over 100 residents and business owners attended and voiced their opinions about the design of the improvements and construction plans.

Following the project open house, a new Citizen Advisory Committee (CAC) was recruited to allow Hawthorne residents and business owners play an active role in decision-making as project development and preliminary engineering was underway. Some members of the CAC for the 1997 plan returned to serve again and provide continuity between the two processes. Representatives from each of the five neighborhood associations adjacent to Hawthorne, the Hawthorne Boulevard Business Association (HBBA), the Hawthorne Marketing Group (HMG) and individual property owners and neighborhood residents met regularly over the course of eight months between November 2000 and June 2001. Meetings were open to the public and meeting minutes and agenda were distributed to a mailing list of over 200 people.

The CAC met twice a month to review staff work on design development and develop a project construction package. The CAC's work discussions centered on the following key issues:

- Construction budget and cost estimates
- Providing safe pedestrian crossings
- Closer look at bike improvements
- Implementation of shared lane markings and signage
- Reducing traffic speeds
- Proposed redesign of intersections with existing signals
- Proposed new signals and impacts to side streets
- Design and appearance of the built improvements

The CAC also formed subcommittees to spend additional time with project staff on specific issues. Subcommittee reports were presented at CAC meetings to share progress and present recommendations for the CAC to approve.

Overall Recommendations

The CAC agreed that the 1997 Hawthorne Boulevard Transportation Plan was the starting point for their work. They agreed to keep plan intact and use it as their guide for making decisions about refining the design and intent of the improvements.

Specific Recommendations

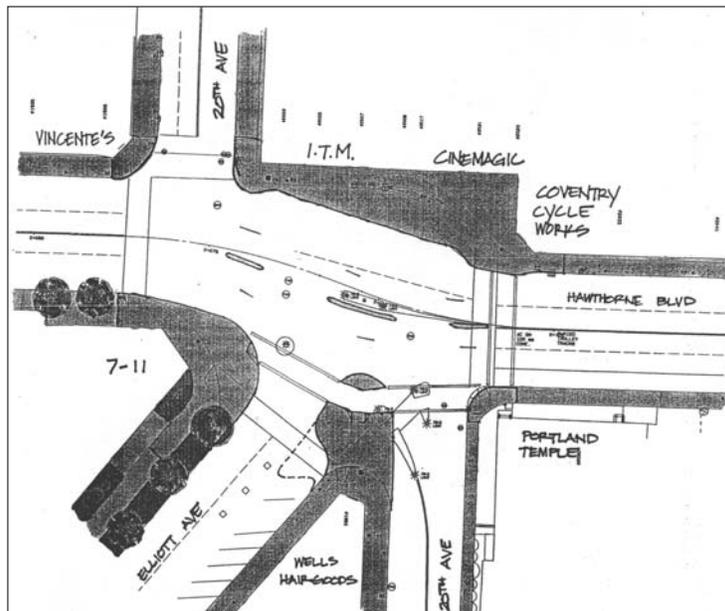
During the course of their eight-month process, the CAC made specific recommendations for refinements and changes to proposed improvements described in 1997 plan. The CAC also responded to new issues that were identified during the course of the planning process and made recommendations to respond to them.

1. Hawthorne/20th Ave/Elliott

The 1997 plan recommended realignment of intersection using a traffic island. This configuration would allow the existing split-phase timing to be eliminated and provide side street access once every signal cycle. In addition, this would result in shorter crossing distances and providing additional space for pedestrian areas or landscaping.

Over a period of three months, the CAC reviewed several design options for the intersection of Hawthorne/20th/Elliott. They worked to address new concerns cited from neighborhood residents: the need to respect historic character of intersection; maintaining truck access to 7-11; minimizing volume impacts on local streets.

At a meeting on March 12 with HAND Board members and representatives from the Ladd's Addition Historic District Advisory Board (LAHDAB), the CAC's 20th Avenue subcommittee reached consensus to recommend the Curb Extension – Revised Design to the Hawthorne CAC.



SE Hawthorne/20th Ave/Elliott Street: Curb Extension – Revised Design

The subcommittee weighed the design options against many criteria including intersection efficiency and improved access for pedestrians. The following reasons were identified as critical to their decision:

- Makes needed pedestrian safety improvements – especially on the south side of Hawthorne
- A desire to not increase northbound and southbound traffic on 20th, especially on the south leg of 20th where it is a local street
- Respects the historic character and connection of Ladd's Addition and the intersection of Elliott and Hawthorne
- Maintains parking in front of ITM and Cinemagic
- Cost of the improvements – the Curb Extension design is about half the cost of the alternative Diamond Phase design

The CAC approved the 20th Subcommittee's recommendation at the April 23, 2001 meeting.

2. 32nd Place and 35th Place

The 1997 plan recommends signaling two intersections in the core commercial district between 32nd Avenue and 39th Avenue: SE 32nd Place and SE 35th Place. This is the most heavily traveled and congested segment of Hawthorne and the commercial uses here attract a great number of people arriving by car, bike, bus or foot. The two new signals were proposed in the 1997 plan to help time traffic flow, reduce speeds to 15 miles per hour, provide pedestrian crossings and make it easier for bicyclists to ride in the travel lane.

As preliminary engineering work began, the project's traffic engineer and signals engineer began a closer evaluation of the proposed signals plan. They determined that installing both signals and timing all the signals in this segment for 15 mph would have a detrimental effect on traffic operations along Hawthorne by adding significant delay and congestion.

However, the high volume of pedestrian traffic showed that the proposed signal at 35th Place warranted a closer look. Project staff determined that a new signal at 35th Place would be appropriate, despite adding some measurable delay and congestion to Hawthorne. This intersection meets pedestrian signal warrants and a signal would better address pedestrian crossing needs at this location.

In addition, the CAC requested that funding for traffic calming on 35th Place be available because of concerns about the effects of a new traffic signal on the livability of the street because it could attract additional traffic and speeding cars. The CAC recommended that the final decision on whether to install speed bumps is up to the residents on the street.

The CAC's recommendation from March 5, 2001 meeting includes the following:

- Install a new traffic signal at 35th Place.
- Provide funding for speed bumps as a traffic calming measure on 35th Place between Hawthorne and SE Division Street. Installation will depend upon resident approval through a petition process.
- Do not install a signal at 32nd Place, but make it possible to revisit the possibility of a signal as the area develops.
- Increase police enforcement to slow traffic and adjust signal progression to discourage speeding.

3. SE 49th Avenue

The 1997 plan recommends constructing curb extensions at the intersection of SE 49th Avenue to aid pedestrian crossings and implementing a further study of the intersection to determine whether a traffic signal is appropriate to install.

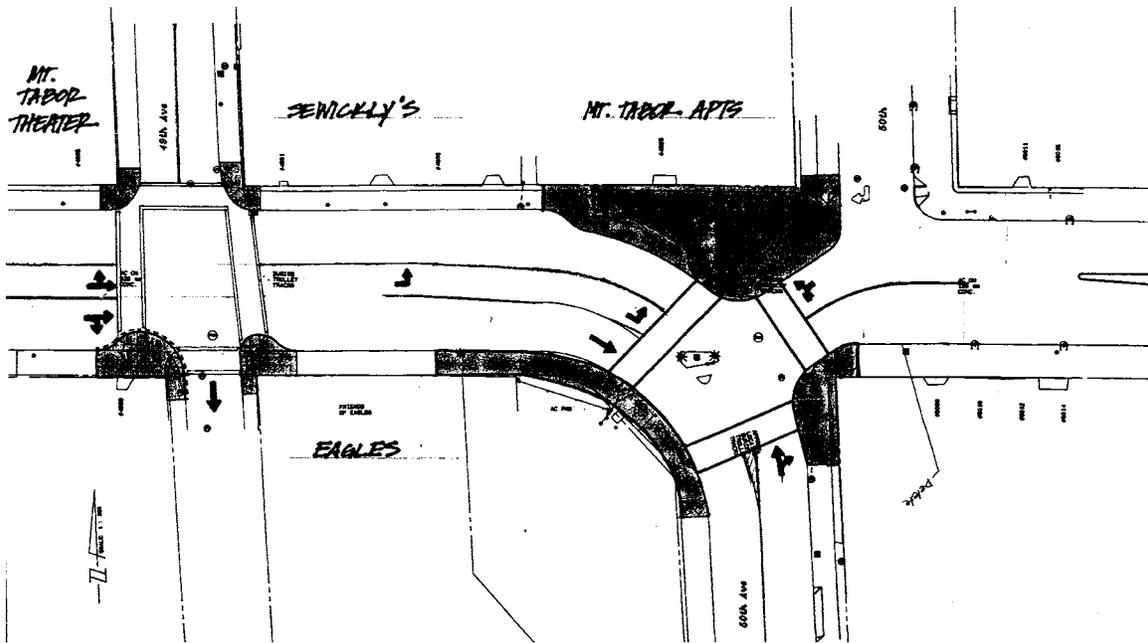
As preliminary engineering began, concerns about safety at the intersection for pedestrians and motorists arose. The project's traffic engineer determined that the intersection meets traffic signal warrants and recommended that a signal be installed.

North of Hawthorne, SE 49th Avenue is neighborhood collector on a narrow roadway – the roadway width between the curbs is 29 feet. SE 49th Avenue residents voiced their concerns about a new signal attracting additional traffic to 49th Avenue. Project staff developed traffic models of the intersection to analyze how a new signal would effect traffic and determined that time of day plans could help maintain the existing volumes on SE 49th.

In addition, the CAC requested that funding for traffic calming on 49th Avenue be available because of concerns about the effects of a new traffic signal on the livability of the street. The CAC recommended that the final decision on whether to install speed bumps is up to the residents on the street.

The CAC endorsed the following recommendations:

- Install a new signal at 49th Avenue. Use time of day plans to better control traffic flow for peak and non-peak travel times in an effort to maintain the existing volume on 49th Avenue. The new signal will be timed to operate in conjunction with the signal at SE 50th Avenue.
- Install curb extensions on the south side of the intersection.
- Make one block of SE 49th Avenue south of Hawthorne, where the roadway is 19 feet wide, a one-way street in the southbound direction.
- Provide funding for speed bumps on 49th Avenue between Hawthorne and SE Belmont Street. Installation will depend upon resident approval through a petition process.



Plan view showing proposed curb alignment of SE 49th and SE 50th.

4. SE 50th Avenue

The 1997 plan recommended building curb extensions at the intersection to narrow the intersection and create a gateway opportunity and constructing median islands east of 50th Avenue. These would help to narrow the travel lanes, thereby slowing traffic speeds, and could signify to drivers that they are entering a residential zone.

However, the original design in the 1997 plan would not accommodate TriMet buses that turn at the intersection of 50th. A redesigned intersection now accommodates turning buses and a large curb extension on the north side creates a place for a small plaza. In addition, the timing of signal at 50th can be linked to timing of signal at 49th to function better.

Neighborhood representatives from Mt. Tabor and Richmond worked together to develop design ideas for the neighborhood plaza.

The CAC endorsed the following recommendations:

- Reconstruct the intersection at 50th and create a neighborhood plaza based on the conceptual designs by the subcommittee.
- Allow the Mt. Tabor Neighborhood Association to design and install a neighborhood entry sign in the plaza. (Note: The design of the sign will need to be approved by the Office of Transportation.)
- Construct the median islands in the plan between 51st and 55th as a Phase 3 project when funding becomes available.

5. Bikeway Improvements

Over the course of four meetings and a bicycle tour with City staff, the Bikeways Subcommittee reviewed and assessed the improvements proposed in the adopted Hawthorne Boulevard Transportation Plan. The subcommittee also analyzed additional bikeway improvements not specified in the plan but consistent with the plan's goal "to provide safer, more convenient and more attractive bike access in and around Hawthorne Boulevard...with an emphasis on the side street bike routes."

The CAC endorsed the Bikeway Subcommittee's recommendations:

- **34th Avenue:** Improve this north-south connection to the Hawthorne commercial district from the parallel bike routes on Lincoln/Harrison and Salmon/Taylor.
 - Request that the City amend the Transportation System Plan (TSP) to show 34th Avenue as a Bike Boulevard between Lincoln and Salmon, and recommend that it be extended as far as north as Stark Street and as far south as Clinton Street. (Note: This change was made in the TSP adopted by City Council in October 2002.)
 - Provide funding for speed bumps on SE 34th Avenue between SE Lincoln Street and Hawthorne. Installation will depend upon resident approval through a petition process.
- **Lincoln Street** – Address existing traffic volume and speeding issues to improve conditions for cyclists on this bike boulevard.
 - Provide funding for speed bumps on Lincoln between SE 30th Ave and SE 50th Ave. Installation will depend upon resident approval through a petition process.
 - Implement the proposed curb extension design for 30th and Lincoln to narrow the intersection to emphasize local nature of SE Lincoln east of SE 30th. Provide directional signage in conjunction with this improvement to indicate that the neighborhood collector does not continue east on SE Lincoln.
 - Eliminate double-yellow striping on Lincoln Street between 20th and 26th and between 30th and 50th. (Note: this will be accomplished through paving maintenance so that it will not bear any additional expense to the project.)
- **Signage Improvements** – Provide additional bike signage on Hawthorne and on the side street bike routes.
 - Install shared lane signage between 12th and 39th on Hawthorne to communicate to drivers and cyclists that the travel lane is a shared facility. (Note: These signs were installed in November 2002.)

- Install bikeway signage on 34th Avenue between Lincoln and Salmon as part of Transportation's Bikeways Signing Project.
- Install additional "Bike Crossing" signs where needed at intersections where bike boulevards cross arterial streets. Also add additional or improved 'Do Not Block Intersection' signs at selected arterial crossings, esp. SE Clay @ SE 12th. (Note: These signs were installed in Spring 2001.)
- **Bike Parking** – Provide adequate bicycle parking opportunities in commercial areas along Hawthorne.
 - Install three bike oases proposed at SE 36th, 38th and 48th Avenues and an additional one to be sited in the commercial district around 20th Avenue.
 - Install an adequate number of staple racks along Hawthorne to ensure adequate bike parking. These should be located on curb extensions when possible.

6. Aesthetics Recommendations

Between December 2000 and March 2001, the Aesthetics Subcommittee met six times to discuss issues related to the visual aspects of the improvements planned for Hawthorne. The subcommittee agreed that they value the eclectic character of Hawthorne Boulevard and a pedestrian-friendly atmosphere. They then identified specific elements of the project for which they could focus their discussion and provide input to project staff. The subcommittee identified four elements: traffic signal design, Bike Oasis design, street trees and medallions.

• Traffic Signal Design

Design of the new and remodeled traffic signals that will be installed as part of the project was a particular concern for the subcommittee. The City's design standard for new or remodeled traffic signal installations is mast arm poles for supporting signal heads. This standard has been in place since the early 1990's. The primary reasons for using mast arms instead of span wire installations are an increased life span and lower maintenance costs. Overall, the subcommittee felt that the single mast-arm pole type that is most compatible with Hawthorne and the most pedestrian-friendly is one that is smaller and lighter.

For Hawthorne Boulevard, project staff and the subcommittee agreed to meet the City's standards and the subcommittee's goals by installing single poles and mast arms for each leg of the intersection instead of combining two arms on one pole which necessitates a thicker pole. This will allow for poles 9 to 10 inches in diameter and spans ranging between less than 20 feet and 25 feet.

• Bike Oasis: design and locations

The subcommittee reviewed the design of the bike oasis with Browning-Shono Architects, the consultants hired by the Office of Transportation to complete

conceptual and detailed design. An in-house technical team with representatives from the Bureau of Maintenance, the City's Bicycle Coordinator and structural engineering staff guided preliminary design of the bike oasis in fall 2000. Preliminary engineering will be completed by structural engineering staff in the Office of Transportation.

Neighborhood residents submitted comments at the project open house in October 2000 on two designs for the bike oasis. Their comments favored the "Shed Scheme" and emphasized developing a more "Hawthornesque" and non-trendy design. Concerns about lighting, vandalism and street people using the space were noted. As a result of the comments, Browning-Shono continued their design work on the Shed Scheme.



Subcommittee members gave additional input to Browning-Shono on the overall design of bike oasis, focusing on the roof, columns and materials. Browning-Shono then developed a Modified Shed Scheme for the subcommittee's review. The design uses mini-staple type bike racks and the column with the bicycle spokes at the top resembles a papyrus column. The roof will be transparent to let

light from overhead streetlights filter into the bike oasis at night. A display area for bike route maps and other cycling information is integrated into the column on the side farthest away from the intersection of Hawthorne. The back side of the display area could provide a tack board for posting flyers. The CAC accepted the Aesthetics Subcommittee's recommendation to move forward with the Modified Shed design at the June 25, 2001 meeting.

- **Street Trees**

Street trees were included in the recommendations in the adopted Hawthorne Boulevard Plan. Some trees will be planted in conjunction with built improvements, such as curb extensions, however, the majority of the tree planting program will be voluntary. Project staff will notify adjacent property owners along Hawthorne of the opportunity to have trees planted in conjunction with the project.

Project staff prepared a preliminary street tree list for the project. The City's Urban Forestry Commission reviewed the list and provided comment in spring 2001. The list acts as a guide for tree shape and canopy. Nursery availability will

determine whether these trees will be planted while the project is underway. Any substitutions will be made with the guidance of the Urban Forestry Division.

Preliminary Street Tree List for Hawthorne Boulevard Project

Standard street tree planting site (3' x 6' tree well)

- Cornus kousa/Chinese Dogwood
- Acer campestre 'Queen Elizabeth'/Queen Elizabeth Hedge Maple
- Fraxinus oxycarpa/Raywood Ash
- Acer truncatum x. Acer platanoides/Pacific Sunset maple
- Maackia amurensis/Amur Maackia

Trees located adjacent to transit curb extensions (5' x 5' tree well/possibly bigger)

- Fraxinus pennsylvanica 'Summit' or 'Patmore'/Summit and Patmore Ash
- Ostrya virginiana/American Hophornbeam
- Pyrus Calleryana 'Aristocrat' or 'Redspire'/Aristocrat or Redspire Pear
- Zelkova serrata 'Halka'/Halka Zelkova

Trees were originally planned for the pedestrian refuge islands at SE 47th and SE 48th. However, these were eliminated from the project based on comment during the project's Section 106 Review process. The State Historic Preservation Office and the Advisory Council on Historic Preservation asked that the trees in the roadway median be removed from the project "since this treatment is inconsistent with the original historic streetscape."

• **Hawthorne Medallions**

The Hawthorne CAC recommended partial funding of bronze medallions for Hawthorne Boulevard. The medallions are proposed to be set in sidewalk areas and will identify Hawthorne Boulevard. Additional funds for casting and installation will need to be secured. (Note: The design and placement of the medallions will need to be approved by the Office of Transportation.)

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Jack Spadaro, Hosford-Abernathy Neighborhood Development

Nancy Tannler, Buckman Neighborhood Association

Special thanks to the neighborhood facilities that opened their doors to the Hawthorne community and allowed meetings to be held in their facilities:

Echo Theatre

Southeast Uplift

Western Baptist Seminary