



Eastside MAX Station Communities Project

alternatives development and implementation report

June 2009



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This report documents the process of developing, evaluating, and selecting land use and transportation plan alternatives for the six station communities served by MAX Light Rail system. It also documents actions that comprise the recommended Implementation Strategy. The overall approach starts with the Station Community Vision and the Station Community Framework Map, which summarize the needs, opportunities, and constraints for each station community. Because each station community has an existing land use pattern and transportation system, the alternatives for each station are not distinct strategies, but a set of individual actions that can be mixed and matched to create a preferred strategy for each station community.

Alternatives Development

The land use alternatives are a series of comprehensive plan amendments and zone changes designed to realize the vision and station framework. For each station area, an opportunity site was selected to create and evaluate a conceptual development plan that is consistent with one of the proposed land use changes. The plans also reflect aspects of the community vision and acknowledged best practices of transit-oriented development. The transportation alternatives are a series of improvements designed to enhance pedestrian and bicycle access to the MAX station and overall safety of the



transportation system. The improvements also address needs for better neighborhood street connectivity.

Alternatives Evaluation

The evaluation of the alternatives was based on three components: the conceptual development plan financial feasibility analysis, the traffic sensitivity analysis, and public comments from the community workshops.

An opportunity site for new development was identified for each station area. Development at these sites could be transformative in creating a more vibrant and appealing station community. For each opportunity site a conceptual plan for high quality, transit-supportive development was prepared and analyzed for financial feasibility. None of the scenarios proved to be economically viable in meeting targeted investor rates of return. In general, prevailing market rents are too low, assumed development costs too high, and the financing market is not currently robust enough. The alternatives were also evaluated through a traffic sensitivity analysis. The analysis included an assessment of trip generation and distribution based on the proposed zoning changes within each station community. The analysis provided information related to potential significant impacts to station area intersections.



The land use and transportation alternatives, including the conceptual development plans, were presented at a series of community workshops in February and March 2009. These workshops included a presentation of the overall vision and proposed actions followed by small group discussions for each station community.

Implementation Strategy

The evaluation results were used by the project team to draft the recommended actions in the implementation strategy. The implementation strategy has been divided into two phases for each station community. The first phase consists of short-term zoning changes that may be adopted by the Planning Commission and City Council over the next six months. The short-term actions are focused on simple, straight-forward changes for which there is broad community support and supported by the transportation impact analysis. Longer term recommendations will be forwarded to the Portland Plan process for further consideration as part of the citywide update to the Comprehensive Plan. The transportation projects will be included in the next update of the Transportation System Plan, which is a key step for securing funding. During the interim, City staff will continue to look for opportunities to implement additional projects and ideas identified through the planning process.



Max Station Context

Vision Statement

In 20 years, the 60th Avenue MAX light rail station community is an active residential center with supportive retail and employment uses. Attractive multi-story residences and attached townhouses are located close to the light rail station and are designed to blend in with the surrounding established Rose City Park and North Tabor neighborhoods. Employment uses in the area have transitioned from warehousing to more intensive uses that bring more employees and fewer trucks to the area, which reduces the conflicts on local residential streets. Sixtieth Avenue provides a safe and enjoyable connection from the MAX station to neighborhood commercial shops and services at Glisan and Halsey. Improved safety and easy access at the 60th Avenue station provides a convenient connection for residents and employees to additional services and activities at the Hollywood and 82nd Avenue of Roses station communities. The Sullivan’s Gulch Trail along I-84 and other improvements to 57th and 63rd Avenues provide alternate routes for bicyclists and pedestrians to connect the station and the surrounding area.

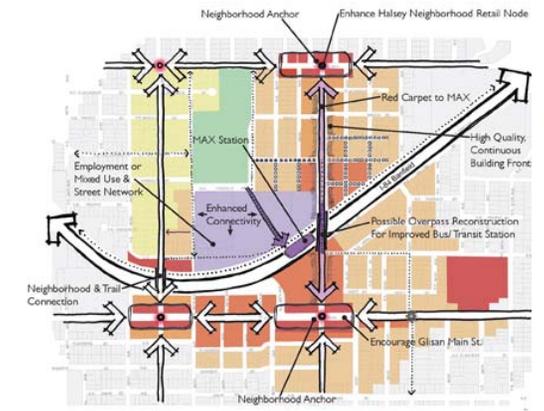


60th Avenue Station Area

Station Community Framework

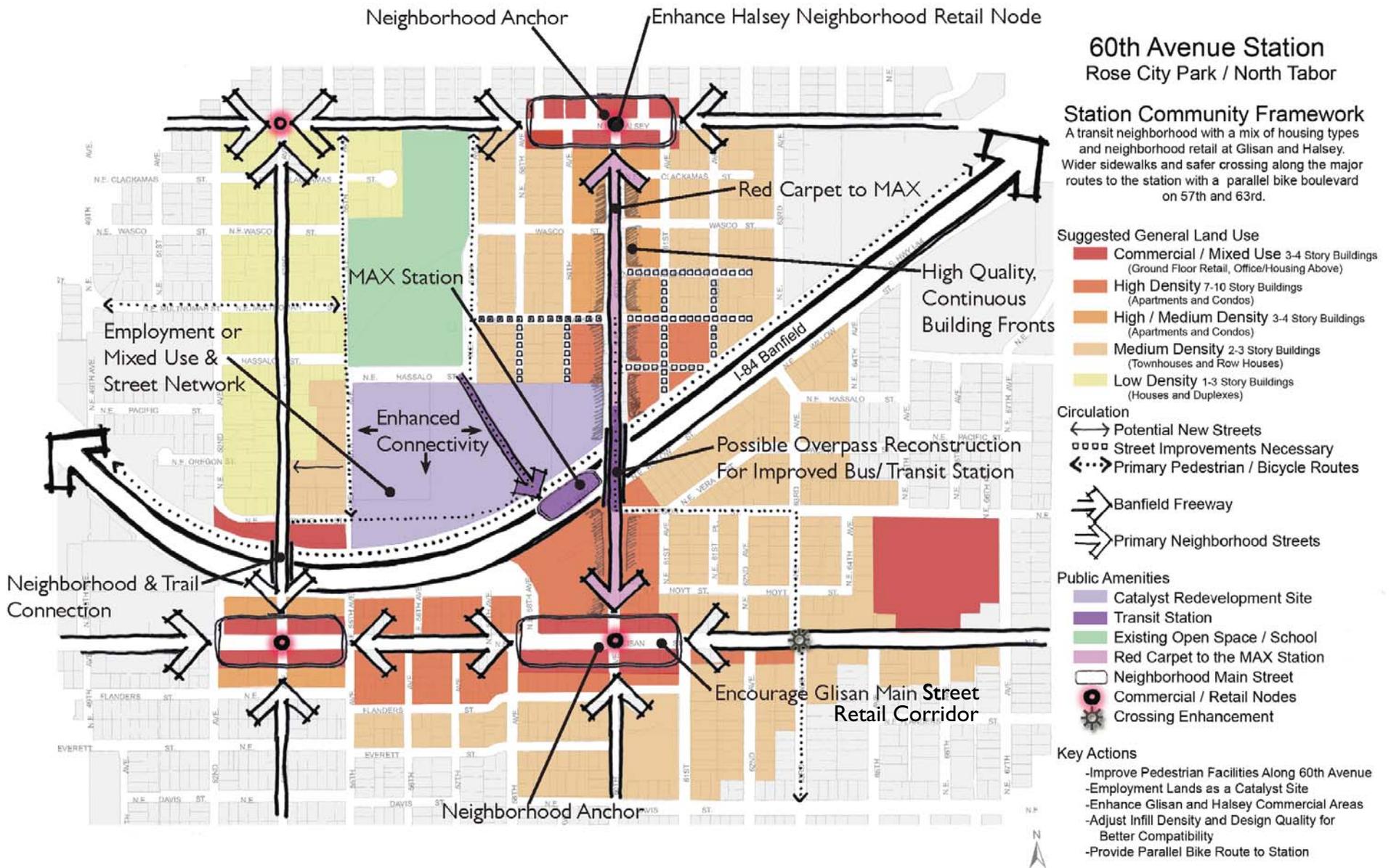
The framework plan emphasizes improving station access. Improvements include measures to mitigate the “freeway fracture” of I-84 within the neighborhood with 60th Avenue crossing over the freeway as the “red carpet to MAX” as a pedestrian and bike access route. Improving the local street network of pedestrian and bike connectivity is also important. The land use plan focuses on encouraging Neighborhood Commercial Main Street development on NE Halsey and NE Glisan Streets. It also looks to redevelopment of the light industrial uses as a key catalyst to a complete station community. Specific elements of the framework include:

- Improve pedestrian facilities on NE 60th Avenue as a “red carpet to MAX.” The red carpet emphasizes safety, comfort and visibility. It is experienced as a primary connection between the station and higher intensity residential and commercial uses.
- Improve other pedestrian and bicycle routes to NE 60th Avenue.
- Enhanced existing neighborhood commercial nodes on NE Halsey and NE Glisan Streets.
- Redevelopment of the light industrial area adjacent to the station as a catalyst for transforming the area.
- Adjust infill design quality to improve neighborhood compatibility.



Community Framework Plan

community framework





Land Use Plan

Land Use Plan

The overall objective is to encourage development of the station community as a transit oriented residential neighborhood with mixed use commercial areas in close proximity to the station. The main land use element is enhancing the viability of existing “Main Street” retail services along NE Glisan Street and NE Halsey Street, with NE 60th Avenue as the connecting street between retail nodes and the station entrance (Areas 1 & 4). The proposed zone change from Neighborhood Commercial (CN2) to Storefront Commercial (CS) provides an increase in development potential to encourage redevelopment of key sites and includes the development standards to create the main street urban form that is consistent with the existing buildings along NE Glisan Street. The existing NE Glisan Street retail node can be extended with commercial zoning along NE Glisan from 52nd Avenue to 63rd Avenue (Area 5).

Within the residential areas, there is a need to improve the quality of new infill development to encourage better use of materials and design features to promote compatibility with the existing neighborhood as the area transitions to higher density housing types. One proposed action is to change a portion of the R1 zoning to R2 zoning, which could provide a better transition by changing



Opportunity Site Concept Plan

the future development pattern from 5-6 unit buildings to duplexes and triplexes on a standard 5,000 square foot lot (Area 3).

Opportunity Site for Redevelopment

The light industrial area north of the station (sub-area 2) was identified as the opportunity site for the station community. The conceptual development plan reflects a zone change from EG2 to EX, allowing for a more intensive uses mix of employment as residential uses (Area 2). The development program included:

- Higher intensity employment uses along the north side of I-84.
- Residential development transition from high density to medium density as it approaches the existing residential neighborhood.
- Small-scale retail uses along NE 60th Avenue near the station entrance.
- An internal public street network that enhances connectivity.
- Connection to the planned Sullivan’s Gulch Trail.
- A second access to the station platform.



Opportunity Site Concept Plan

Evaluation and Analysis

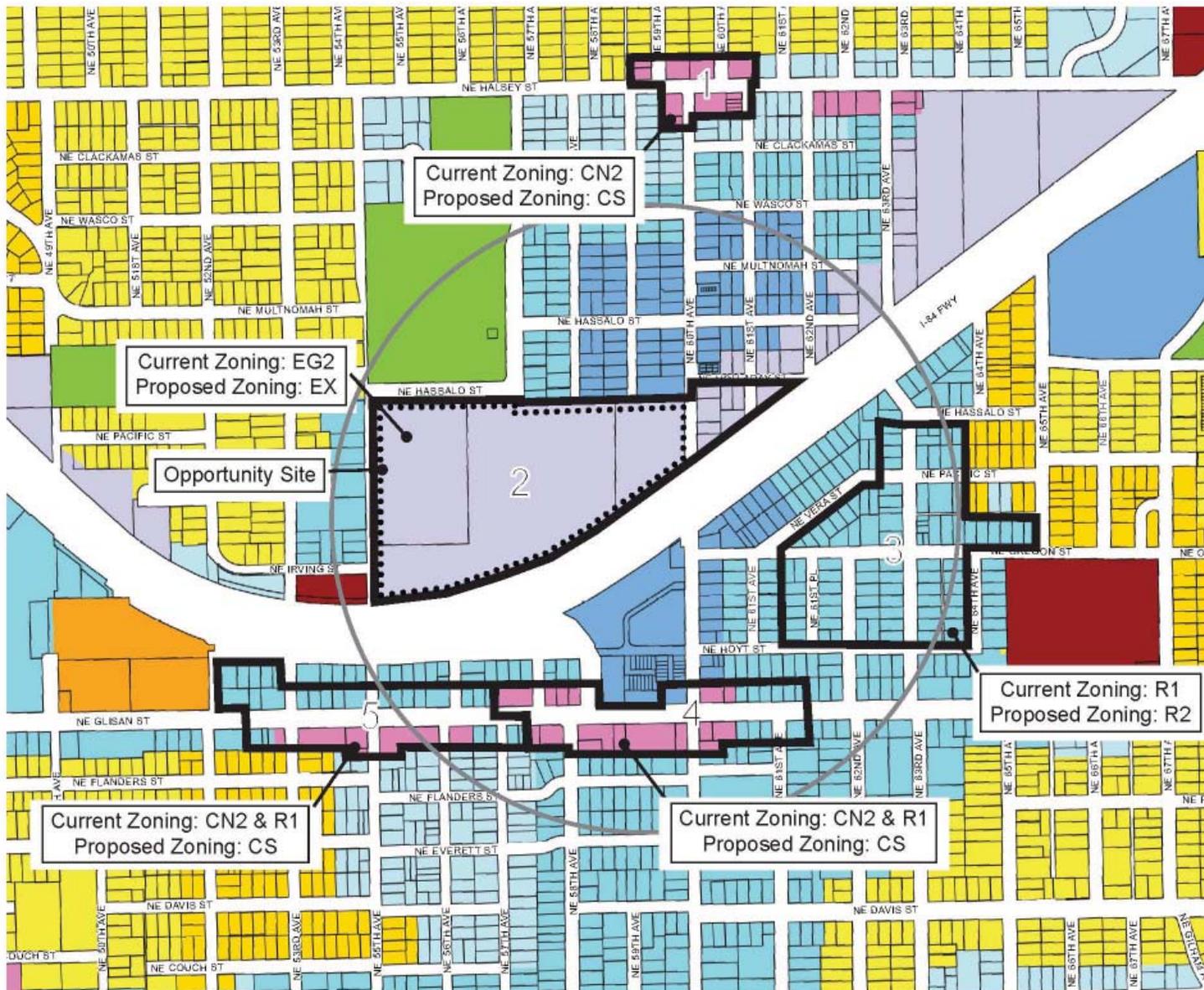
Financial analysis of the conceptual development scenario indicated a positive rate of return on investment over a ten year period, but short of the targeted rate to be 15 percent. The prevailing rents for housing and office space were too low to offset the high cost of land acquisition and construction. When financial analysis of the office component and the residential component were studied separately the office development performed better than residential development.

Community Input

The community supported the concept of enhancing the existing retail nodes (Areas 1&4). There was also strong support for redeveloping the light industrial area (Area 2) as a way to leverage additional community amenities such as urban plazas.

One key feedback was a change in strategy to address infill development. Many recognized the principle behind increasing density within close proximity of the MAX station, which resulted in considering the use of the Design (d) Overlay Zone, rather than lowering densities, to enhance the quality of development.

land use plan



60th Avenue Station
Rose City Park / North Tabor

Zoning Alternatives

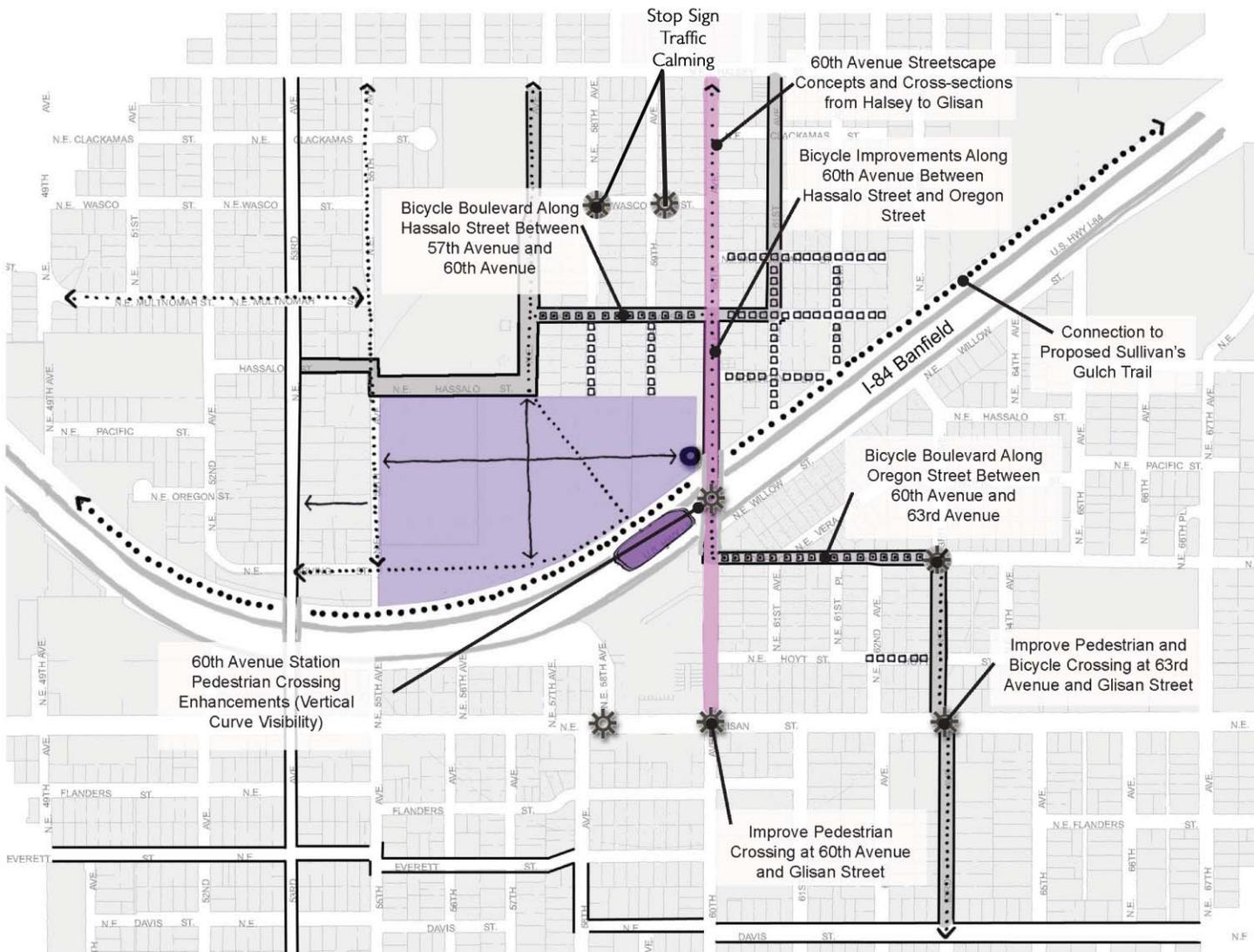
Legend

Comprehensive Plan Designation

- OS: Open Space
- R10: Residential 10,000
- R7: Residential 7,000
- R5: Residential 5,000
- R2.5: Residential 2,500
- R3: Residential MD 3000
- R2: Low Density MD 2,000
- R1: Medium Density MD 1,000
- RH: High Density Residential
- IR: Institutional Residential
- NC: Neighborhood Commercial (CN1 & CN2)
- OC: Office Commercial (CO1 & CO2)
- UC: Urban Commercial (CM & CS)
- CG: General Commercial
- CX: Central Commercial
- ME: Mixed Employment
- EX: Central Employment (EG1 & EG2)
- IS: Industrial Sanctuary (IG1 & IG2 & IS)
- Opportunity Site
- City Boundary
- Taxlot



2/28/2009



60th Avenue Station

Rose City Park / North Tabor

Transportation

Legend

Circulation

- ↔ Potential New Streets
- Street Improvements Necessary
- ↔ Primary Pedestrian
- ▬ Proposed Bicycle Boulevard
- ▬ Existing Bicycle Boulevard

Public Amenities

- Opportunity Site
- Transit Station
- Red Carpet to the MAX Station
- Crossing Enhancement
- Bike Station

Station Area Transportation

- Improvement Projects
- Local Street Improvement LIDs and Green Street Connectors



2/28/2009



NE Glisan Main Street

Short-Term Actions

The recommended short-term actions are focused on a limited set of comprehensive plan map amendments and zone changes to enhance the existing neighborhood commercial nodes and to improve the quality of the infill development in the residential neighborhoods.

- Change commercial zoning at 60th/Glisan and 60th/Halsey from CN2 to CS to encourage mixed use retail/residential development.
- Apply Design Overlay Zone to the CS, RH, and RI zoning between Halsey and Glisan to promote higher quality development and to ensure infill development will be compatible with the surrounding neighborhood.
- Change the residential zoning to be consistent with the Comprehensive Plan. Currently, most properties are zoned for single-family residential use (R5), but the Comprehensive Plan Map designates the area for higher density zones (RH or RI). Changing the zoning will help reduce the confusion by clarifying the infill development potential. At the same time, the zone change equalizes the burden on developers to compensate for adding the Design Overlay Zone, which adds another step to the land use review process – a step that can add time and money to the cost of a project. There is a concern that the added step increases cost that could be otherwise be invested in the quality of the development.



Infill Development

In addition, the neighborhood has identified the pedestrian crossing enhancements at the NE 60th Avenue MAX station entrance as the highest priority safety project by adding signage and lighting to increase the visibility of the existing crosswalk.

Next Steps

The other comprehensive plan map amendments will be considered as part of the Portland Plan process. There is strong community interest in redevelopment of the light industrial area as a way of leveraging change and bringing in amenities for the surrounding neighborhood. This redevelopment would need to be a public-private partnership with a master plan to address the mix of uses, density, design, circulation, and transitions to the surrounding neighborhood.



Light Industrial Uses

Other Actions

- TriMet Electrical Substation activation – food cart or bike station
- Parking Enforcement – informal park-and-ride, especially long-term airport parking requires more enforcement and possibly a residential permit program.
- Public Art – collaborate with the Regional Arts Culture Council to install public art at the MAX station.



NE 60th Avenue

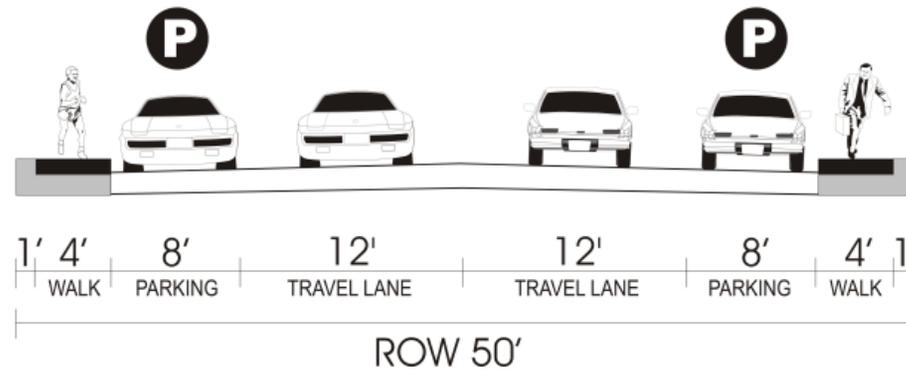
Transportation Improvement Projects

The transportation projects will be incorporated into the next update of the Transportation System Plan project list. The proposed bicycle routes will be included in the Bicycle Master Plan update that will be adopted by the City Council in Fall 2009.

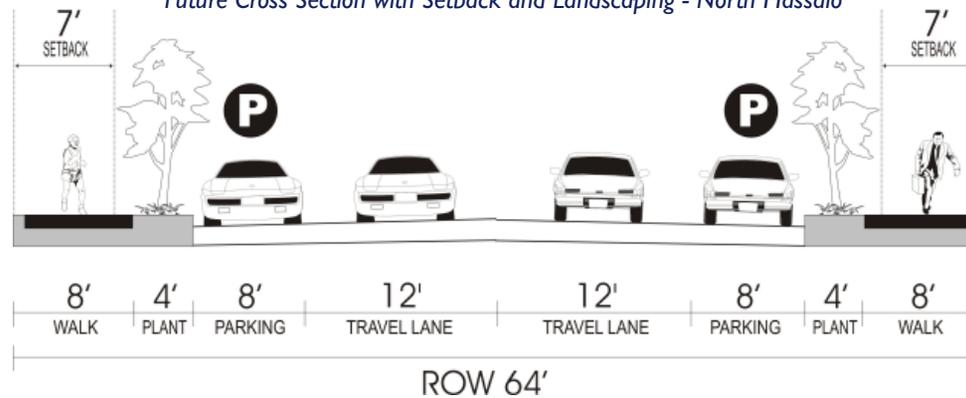
- NE 60th Avenue streetscape standards from NE Halsey Street to NE Glisan Street.
- NE 60th Avenue bike lane from NE Hassalo Street to NE Oregon Street.
- NE 57th to NE Hassalo Street to NE 60th Avenue to Oregon to NE 63rd Avenue Bike Boulevard
- Pedestrian/Bicycle Crossing at NE 63rd Avenue/NE Glisan Street.
- NE 58th Avenue/NE Glisan Street intersection pedestrian safety enhancements.
- Sullivan's Gulch Trail connections
- Local street improvement LIDs and Green Street connectors.

NE 60th Avenue street cross-section is different north and south of NE Hassalo Street to accommodate bicycle access to the MAX station entrance. This difference is a reallocation of the curb-to-curb width by removing parking from the west side of the street to accommodate bike lanes on both sides. Wider sidewalks will be constructed through dedications as properties redevelop.

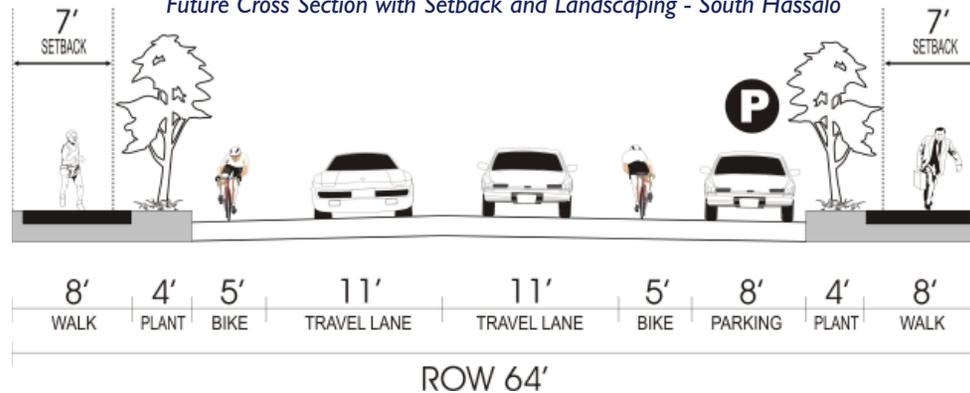
Existing Cross Section on NE 60th Avenue - North of Interstate 84



Future Cross Section with Setback and Landscaping - North Hassalo



Future Cross Section with Setback and Landscaping - South Hassalo





Max Station Context

Vision Statement

Located at the crossroads of I-84, the NE 82nd Avenue of Roses, the Sullivan’s Gulch Trail, and multiple transit lines, the NE 82nd Avenue of Roses station community is a vibrant and safe activity center with a wide range of people traveling to and from the station by foot, bicycle, bus, streetcar, light rail, and vehicles. An iconic roof over NE 82nd Avenue establishes the station as a true hub of activity. Employment and commercial uses up and down NE 82nd Avenue with a mix of housing nearby all benefit from this convergence of transportation options. Overall, the station community has a unique identity that reflects the Avenue of Roses theme and its importance as a commercial and employment hub. Buildings surrounding the light rail station are tall and attractive with a distinctive style. They contain a mix of uses with ground floor retail and offices above. Restaurants, cafés, and other retailers are located along NE 82nd Avenue of Roses and provide employees, residents, and travelers through the area desired goods and services. Attractive public spaces with food carts and other amenities are situated near the light rail station so that pedestrians in the area and bicyclists from the Sullivan’s Gulch Trail can enjoy a respite and the surroundings. The combination of new public and private investment, streetscape improvements, and increased activity in the area has helped to improve the safety and security in the area. New residential development is designed to scale down in height to blend in with the established Montavilla and Madison South single-family neighborhoods. Area residents have safe pedestrian and bicycle access to the heart of the station community.

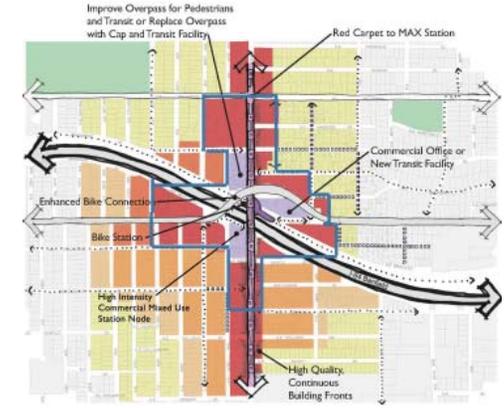


82nd Avenue Station Area

Station community Framework

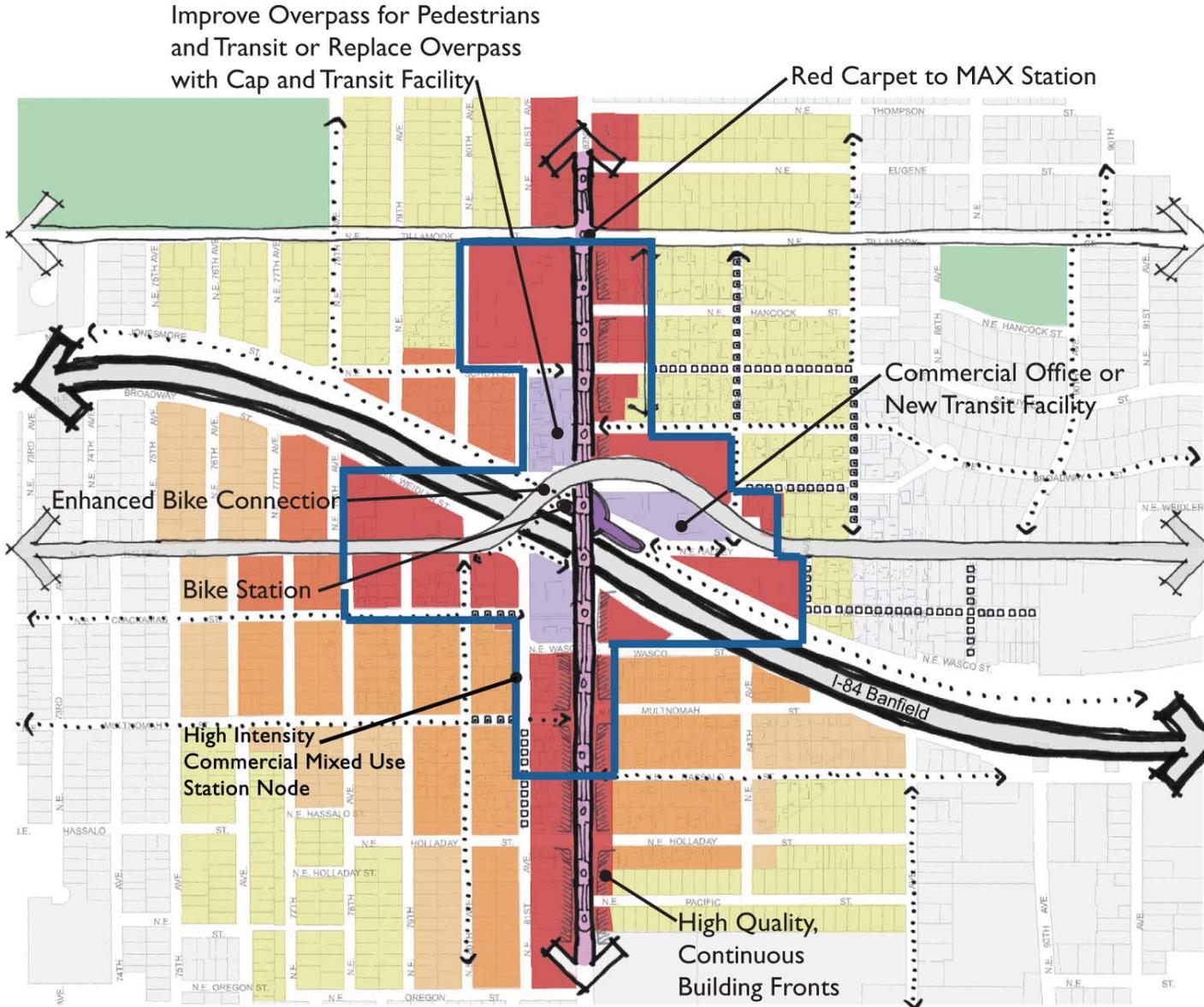
The overall objective is to create a commercial employment center that builds on the Banfield Pet Hospital corporate headquarters and the transportation crossroads of three MAX lines, I-84, NE 82nd Avenue, and future streetcar and Sullivan’s Gulch Trail connections. Specific elements include:

- Encourage high rise commercial office and mixed use Main Street development on NE 82nd Avenue.
- Improve pedestrian facilities on NE 82nd Avenue as a “red carpet to MAX.” The red carpet emphasizes safety, comfort, and visibility. It is experienced as a primary connection between the station and higher intensity residential and commercial uses.
- Improve the neighborhood street network for pedestrian and bike connectivity.
- Provide bike routes to the station parallel to NE 82nd Avenue.
- Adjust infill design density and improve design quality for compatibility.



Community Framework Plan

community framework



82nd Avenue Station Madison South/ Montavilla

Station Community Framework

A commercial and employment center surrounded by residential neighborhoods. An iconic canopy over 82nd Avenue redefines the station as a transportation hub. Streetscape improvements to 82nd Avenue with a parallel bike boulevard on 80th/81st Avenue provide a safe and convenient access to the station.

- Suggested General Land Use**
- Commercial / Mixed Use 3-4 Story Buildings (Ground Floor Retail, Office/Housing Above)
 - High Density 7-10 Story Buildings (Apartments and Condos)
 - High / Medium Density 3-4 Story Buildings (Apartments and Condos)
 - Medium Density 2-3 Story Buildings (Townhouses and Row Houses)
 - Low Density 1-3 Story Buildings (Houses and Duplexes)

- Circulation**
- Potential New Streets
 - Street Improvements Necessary
 - Primary Pedestrian / Bicycle Routes

- Freeway Fracture**
- Freeway Fracture
 - Primary Neighborhood Streets
 - Avenue of Roses (Potential Future Street Car)

- Public Amenities**
- Catalyst Redevelopment Site
 - Transit Station
 - Existing Open Space / School
 - Red Carpet to the MAX Station

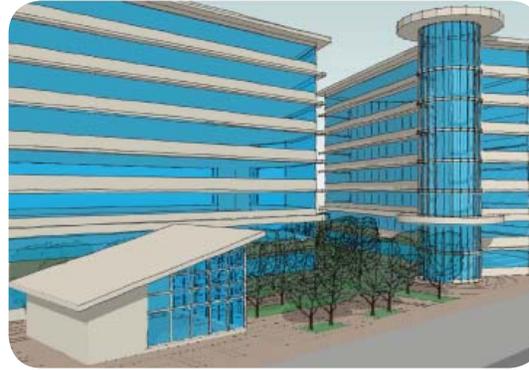
- Key Actions**
- Improve Pedestrian Facilities Along 82nd Avenue
 - Key Catalyst Sites Adjacent to Station
 - Adjust Infill Density and Design Quality for Better Compatibility
 - Provide Parallel Bike Route to Station



Land Use Plan

The alternatives encourage more intensive commercial employment uses along NE 82nd Avenue near the station. Employment uses in taller buildings immediately adjacent to the station will visually anchor the station as an activity center. Selected sites are identified to upzone to higher density Central Commercial (CX) (Areas 1, 3, &4). The transition to more intensive employment uses can be augmented by increased storefront retail and mixed use/retail development north of the station along NE 82nd Avenue by changing the zoning from General Commercial (CG) to Storefront Commercial (CS) (Area 2). Application of a Main Street (m) overlay to NE 82nd Avenue can encourage that development provide specific desirable standards.

Within the residential areas, a better transition can be created between higher and lower density development through selective rezoning from R1 to R2 (Areas 5-8) and applying a Design Review (d) overlay zone to high density areas.



Opportunity Site Concept Plan

Opportunity Sites for Redevelopment

Three opportunity sites adjacent to the station were identified Elmer’s Restaurant Block (NE 82nd Avenue and NE Wasco Street), Cabana Motel Site (NE 82nd Avenue and NE Schuyler Street) and lands bounded by the NE Halsey Street overpass and I-84. The preferred site is the Elmer’s Restaurant Block. A conceptual development plan was prepared for that site. The development program included:

- High intensity office towers.
- A small-scale supportive retail building.
- Public plaza.
- Underground parking.



Opportunity Site Concept Plan

Evaluation Analysis

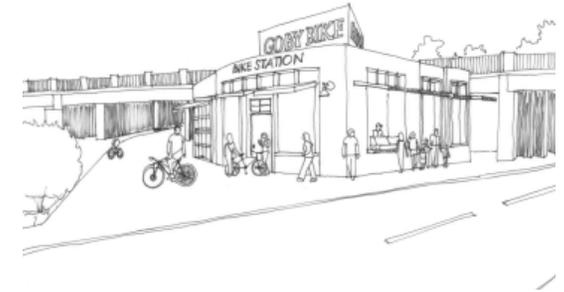
Financial analysis of the conceptual development scenario of new office buildings indicated a positive rate of return on investment over a ten year period, although the scenario falls short of the targeted rate of 15 percent. A significant development cost would be the three floors of below-grade parking.

Community Input

Overall, public comments supported the transformation of NE 82nd Avenue and identified traffic calming and streetscape improvements as key elements to creating a better and more inviting place. There was also a great deal of interest in the bike station concept and activating the space under the NE Halsey Street overpass.



82nd Avenue



Bike Station Concept

Transportation Plan

The transportation improvements are focused on creating a "red carpet to MAX" along NE 82nd Avenue by increasing the sidewalk width through dedications and reallocation of the right-of-way and improved streetscape with street trees, benches, and lighting. The other focus is on parallel bicycle routes to provide a safe route to the MAX station that minimizes the amount of travel on NE 82nd Avenue.

- NE 82nd Avenue streetscape improvements as Avenue of Roses.
- Bike boulevards on NE 80th Avenue and NE 86th Avenue to improve station access.
- Improved bike connection from NE Schulyer Street/NE 78th Avenue to NE Tillamook Street bikeway.
- Improved bike and pedestrian crossing at NE 82nd Avenue and NE Pacific Street.
- Station access connection to planned Sullivan's Gulch Trail.
- Separate pedestrian/bicycle bridge across I-84.

Traffic Sensitivity Findings

The NE 82nd Avenue/NE Glisan Street intersection does not meet operational standards under existing zoning. Any proposed zone changes must not make conditions worse, by mitigating any additional trips with intersection improvements such as right turn pockets and signal timing. The traffic analysis shows that mitigation is possible to meet City and ODOT performance standards.

Community Input

Most public comments focus on the pedestrian barrier proposed for the center median at the MAX station entrance that was created through a separate on-going process. Opinion was split on support for the barrier itself, but most agreed that the long-term solution is a second entrance to the MAX station from the westside of NE 82nd Avenue.

Many comments also focused on the future of NE 82nd Avenue and the conflict created between ODOT managing the roadway as a state highway and the long-term vision of a commercial main street and station community. The community wants positive street level uses, such as cafes and food vendors that serve the neighborhood, as well as transit riders.



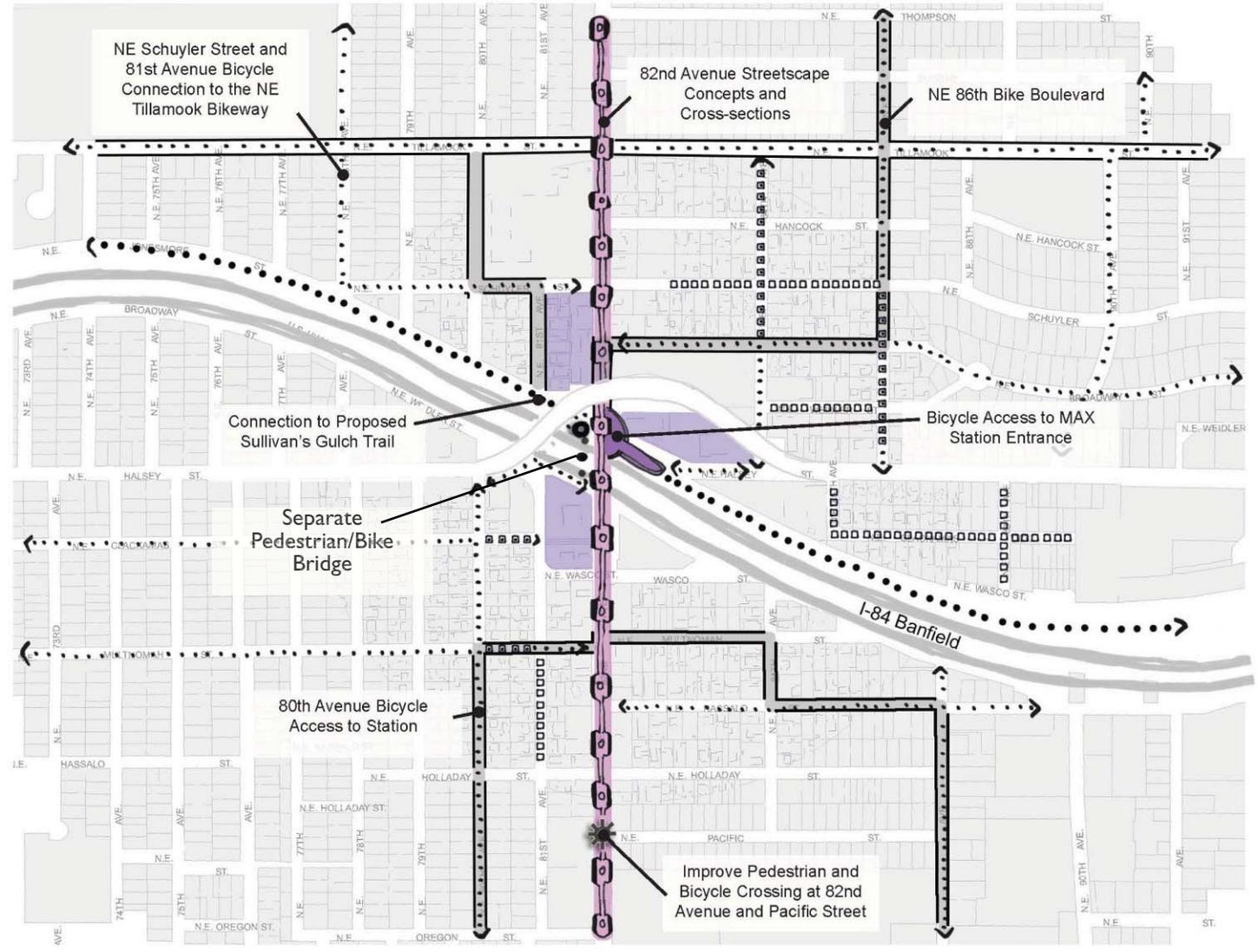
82nd Avenue Station Madison South / Montavilla

Transportation

Legend

- Circulation**
- ↔ Potential New Streets
 - Street Improvements Necessary
 - ↔↔↔ Primary Pedestrian /
 - ▬ Proposed Bicycle Boulevard
 - ▬ Existing Bicycle Boulevard
- Public Amenities**
- Opportunity Site
 - Transit Station
 - Red Carpet to the MAX Station
 - ⚙ Crossing Enhancement
 - ⚙ Bike Station
 - ⚙ Avenue of Roses (Potential Future Street Car)

- Station Area Transportation Improvement Projects**
- Local Street Improvement LIDs and Green Street Connectors





Infill Residential Development

Short-Term Actions

The recommended short-term actions are focused on applying the Design (d) Overlay Zone to higher density areas and commercial areas along NE 82nd Avenue as an interim measure to raise the quality of development pending further consideration of NE 82nd Avenue corridor in the the Portland Plan process.

With respect to transportation improvements, the focus is on addressing the pedestrian safety and circulation needs at the MAX Station Entrance. Specifically, one proposal is to initiate a conceptual design study to add a second (west side) entrance to the MAX station platform to reduce the need to cross NE 82nd Avenue.

There is a need to scope and fund the NE 82nd Avenue Corridor Plan to address the long-term role and function of the street, the potential as a future streetcar corridor, and the desired land uses along the entire corridor.



Infill Residential Development

Next Steps

In general, there is community support for the concept of increasing the zoning at the station area as a means to encouraging new development. However, the evaluation and analysis shows that successful transformation of the station community is dependent on the future status of the longer NE 82nd Avenue corridor. The Portland Plan process and a subsequent NE 82nd Avenue Corridor Plan will help resolve many of the outstanding issues.



Existing Residential Neighborhood

Other Actions

Improving public safety and security at the MAX station platforms and immediate surrounding area are critical to creating conditions that not only boost MAX ridership, but are more conducive to private investment and development. The City of Portland and TriMet need to continue to collaborate to improve security at the station platforms.

The Blue Line was constructed before public art was considered to be an essential part of the MAX stations. Public art can also help define the character of the station community. The City of Portland and TriMet should collaborate with the Regional Arts and Culture Council to install public art at the MAX station.

The TriMet Electrical Substation at the NE Halsey Street overpass is an opportunity site for an urban plaza, bike station, or food cart to help activate the station area. The plaza at NE 82nd Avenue/ Jonesmore adjacent to the station is another opportunity to activate the station.



Halsey Overpass

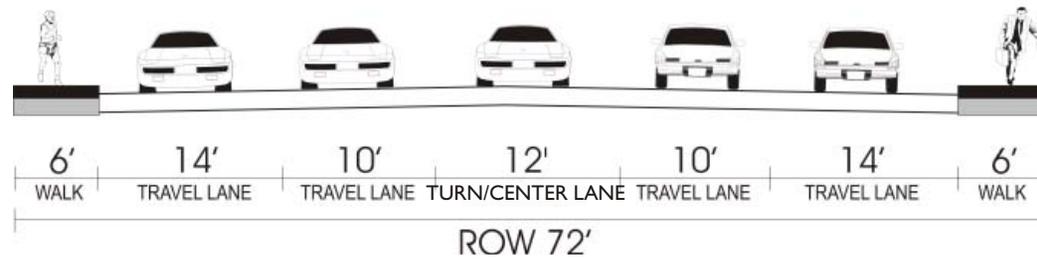
Transportation Improvement Projects

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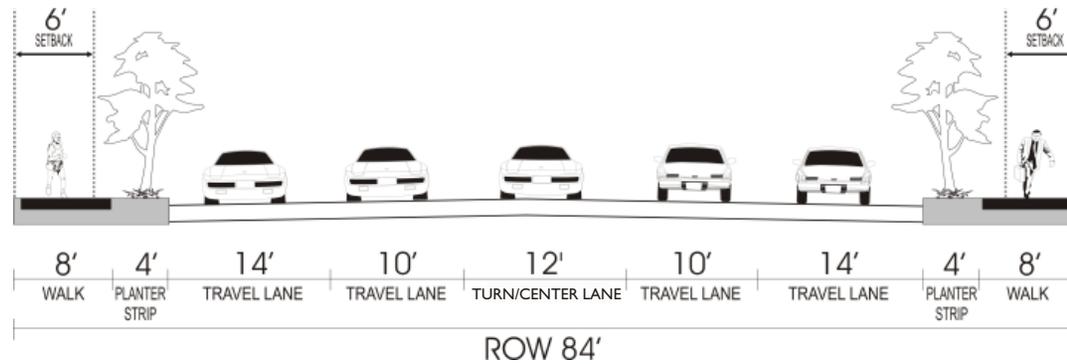
- NE 82nd Avenue streetscape standard and improvements.
- Bike access to station entrance.
- NE 80th Avenue Bike Boulevard – south of I-84.
- NE Schuyler Street/NE 78th Avenue bike connection to NE Tillamook Street bikeway.
- NE 86th Avenue Bike Boulevard (north) – NE Broadway to NE Siskiyou.
- NE 87th Avenue Bike Boulevard (north) – NE Hassalo Street to Springwater Corridor.
- Connection to proposed Sullivan’s Gulch Trail.

NE 82nd Avenue cross-section varies with location. At a minimum, future development should be required to dedicate six feet of additional right-of-way to widen the sidewalk and add a planter strip. Specific cross-sections will be developed through a future corridor plan.

Existing Cross-Section NE 82nd Avenue



Conceptual Cross Section NE 82nd Avenue





Max Station Context

Vision Statement

As the first light rail stop from the Portland International Airport/Columbia Corridor area, the Parkrose/Sumner station is a major “portal” to the city with excellent access to all parts of the city. A new streetcar has led to a revitalized NE Sandy Boulevard Main Street from the Grotto to NE 102nd Avenue, which provides a range of shops and services for area residents, transit riders, and people who work nearby in the Columbia Corridor. The underutilized I-205 right-of-way along NE 92nd Avenue has been temporarily transformed into a community open space until it is needed for a future I-205 interchange improvement. The MAX station serves as a key transportation hub for pedestrians, bicycles, buses, streetcars, light rail transit, and autos. The station’s park-and-ride lot has been transformed into an iconic multi-story building with shops, offices, and structured parking. To the east, new development has taken advantage of large parcels to create integrated mixed use developments that serve the neighborhood and support the transit station. The residential neighborhood to the south of the station has transformed into well designed townhomes and apartments on improved local streets with sidewalks. Wider sidewalks, new pedestrian crossings, and bike boulevards to the station make it easier for everyone to ride MAX.



Parkrose/Sumner Avenue Station Area

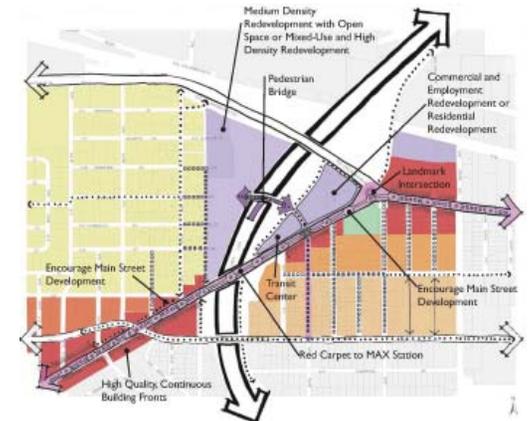
Station Community Framework

The framework plan emphasizes activating NE Sandy Boulevard at the transit center as a way to connect the main street segments west of I-205 and east of NE 102nd Avenue. Key land use objectives include new retail uses fronting Sandy Boulevard and opportunity sites for catalyst redevelopment as employment or residential uses (Areas 1 and 2). Sandy Boulevard also needs streetscape improvements, with wide sidewalks, street trees, and pedestrian crossings, to tie together the main street segments.

NE Sandy Boulevard is also a potential streetcar route. Retail and mixed use development with high-quality architectural design will create both destinations and an attractive Main Street environment for transit riders and the local neighborhood.

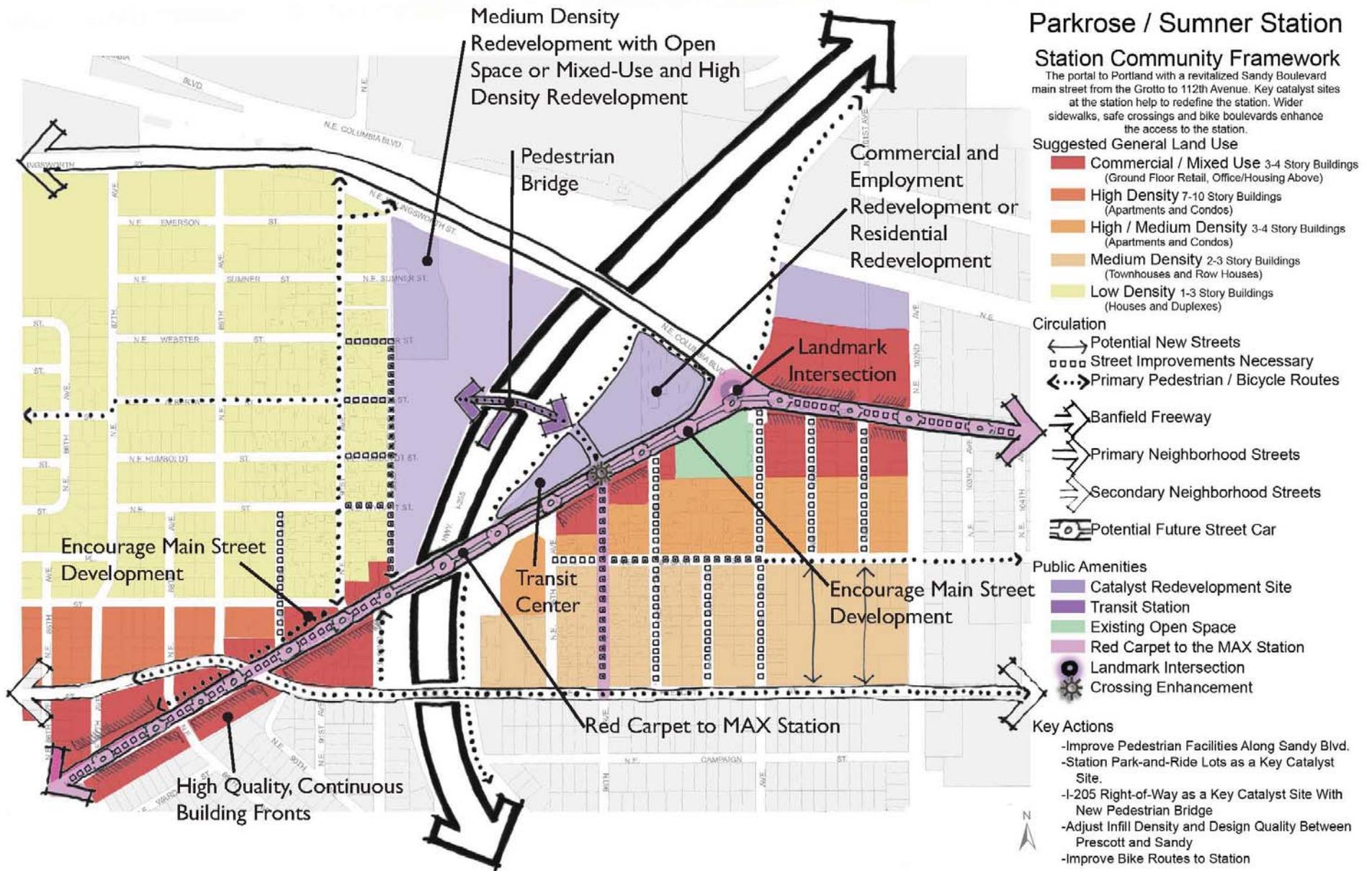
Pedestrian and bicycle improvements will provide improved access to the transit center and within the neighborhood. Specific elements of the framework plan include:

- Streetscape improvements for Sandy Boulevard.
- 96th Avenue bicycle and pedestrian improvements.
- Prescott Street bike boulevard enhancements.
- Catalyst redevelopment near the station and transit center.



Community Framework Plan

community framework





Land Use Plan

The overall objective is to create a commercial center around the MAX station that connects the two segments of the NE Sandy Boulevard Main Street. Land use changes are designed to encourage more intensive commercial and mixed use developments with a storefront character by changing the zoning from General Commercial (CG) to Central Commercial (CX) and Storefront Commercial (CS) (Areas 1-3). Application of a Main Street (m) overlay to NE Sandy Boulevard can provide additional development standards.

Within residential areas south of the transit center, a better transition is needed between the commercial corridor and the residential neighborhood. Areas 5 and 6 are existing residential areas zoned General Commercial (CG). Rezoning the areas that are off NE Sandy Boulevard to Mixed Use Commercial (CM) along NE 102nd Avenue and lower density multi-dwelling (R2) residential can provide this transition. In Area 4, the existing R2 zoning is proposed to change to R1 zoning to increase density closer to the MAX station. The R2 zoning south of NE Wygant (Area 7) is proposed to be rezoned to R2.5 zoning that is more compatible with the single-family residential character.

Five parcels on the north side of the NE Sandy Boulevard/NE Prescott Street intersection were considered for rezoning to CS to fill in a gap along the NE Sandy Boulevard corridor.



Opportunity Site Concept Plan

Opportunity Site for Redevelopment

The park-and-ride lot for the Parkrose/Sumner Transit Center is utilized by bus and MAX riders. A portion of the site creates the opportunity to develop a landmark mixed use building that would include replacement parking for transit users. A mixed use building with a significant amount of housing can activate the MAX station and the NE Sandy Boulevard Main Street. The conceptual development program includes:

- 150 residential units.
- 10,000 square feet of groundfloor retail.
- Three levels of structured parking that include the current park-and-ride spaces.
- A private plaza facing the MAX station.



Opportunity Site Concept Plan

Evaluation and Analysis

Financial analysis of the conceptual development scenario indicated a negative rate of return on investment. Increases to assumed future rents and corresponding decrease in building costs indicated a marginally positive rate of return. Costs for park-and-ride replacement parking and relatively low market rents in this location adversely affected financial performance.

ODOT has indicated that there is a potential future need for the underutilized right-of-way on the westside of I-205, especially as part of a redesign of the interchange. Therefore, it is not surplus land available for development, but might be available for a temporary, interim use as a community open space that should still enable the area to meet future transportation needs.

Community Input

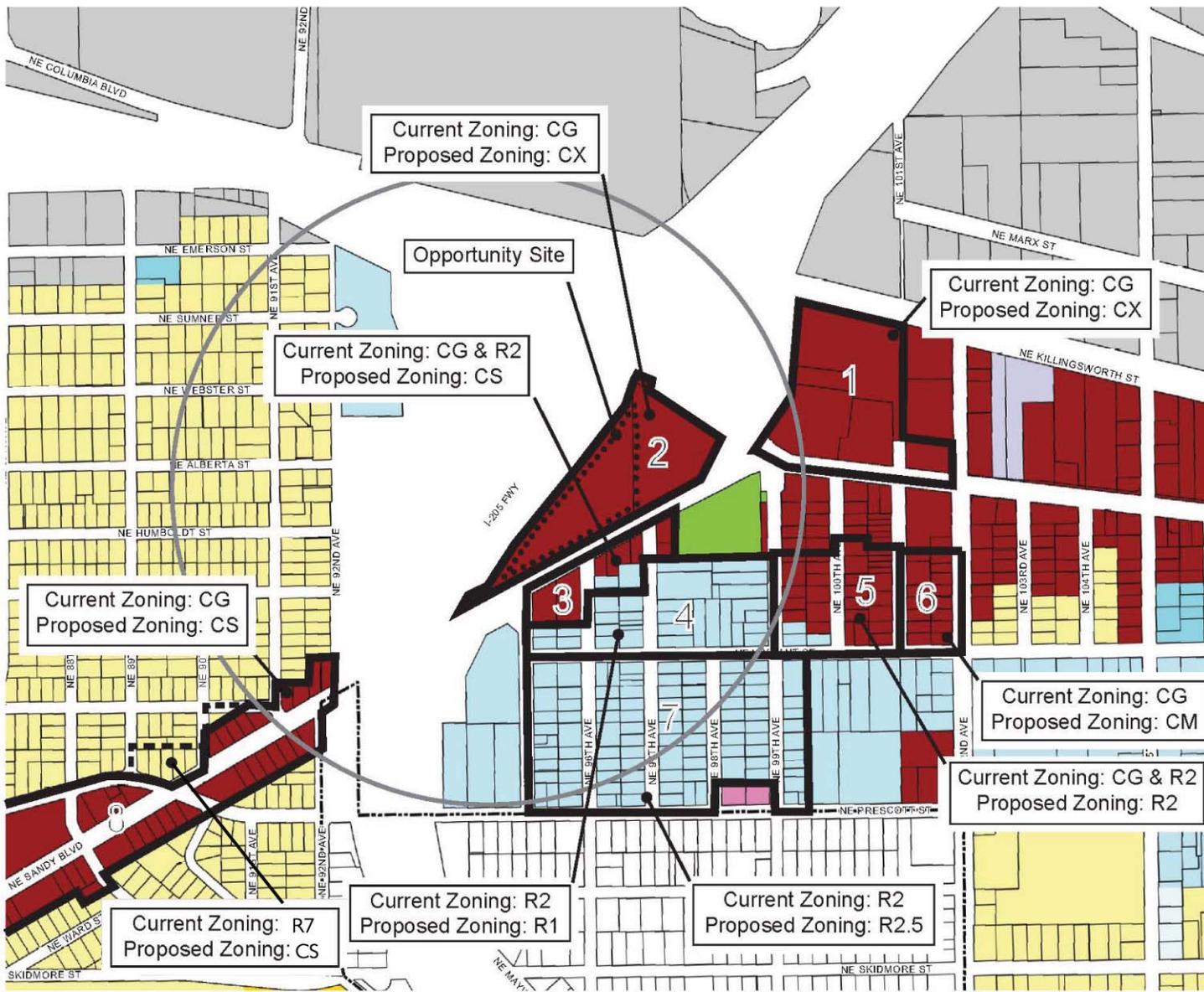
Concern expressed by the owner and residents of the mobile home park (Area 1), especially with respect to the long-term timing of redevelopment and immediate concerns about displacement.

Comments from Sumner neighborhood residents focused on a more direct access to the MAX Station with a new pedestrian bridge across I-205. The neighbors also desire a neighborhood park/community center on the underutilized ODOT ROW.



Parkrose / Sumner Station

Zoning Alternatives



Legend

- Comprehensive Plan Designation
- OS: Open Space
 - R10: Residential 10,000
 - R7: Residential 7,000
 - R5: Residential 5,000
 - R2.5: Residential 2,500
 - R3: Residential MD 3000
 - R2: Low Density MD 2,000
 - R1: Medium Density MD 1,000
 - RH: High Density Residential
 - IR: Institutional Residential
 - NC: Neighborhood Commercial (CN1 & CN2)
 - OC: Office Commercial (CO1 & CO2)
 - UC: Urban Commercial (CM & CS)
 - CG: General Commercial
 - CX: Central Commercial
 - ME: Mixed Employment
 - EX: Central Employment (EG1 & EG2)
 - IS: Industrial Sanctuary (IG1 & IG2 & IS)
- Opportunity Site
- City Boundary
- Taxlot



2/28/2009



Transportation Plan

The transportation improvements are focused on enhancing pedestrian and bicycle connections to the Parkrose Transit Center. Sandy Boulevard between NE 82nd Avenue and I-205 lacks sidewalks and safe pedestrian crossings. East of 102nd Avenue and Sandy Boulevard has been improved with wider sidewalks, street trees, and landscaped medians that can serve as a model for improvements to the segment from 82nd Avenue to 102nd Avenue. NE 96th Avenue is an important north-south route through the neighborhood and connecting to Prescott Street that provides an east-west bicycle connection. NE 96th Avenue is a partially improved street that needs pavement widening as well as curbs and sidewalks. The I-205 bikeway needs a more direct route through the station community, specifically at the Sandy Boulevard/Killingsworth/NE 99th Avenue intersection. Over the long term, there is a need for an interchange area management plan to address the congestion at the I-205/Killingsworth freeway ramps, as well as a second bridge over I-205 to provide a direct connection from the Sumner neighborhood to the MAX station.



Transit Center



Unimproved Local Street

There is strong support for streetscape improvements along Sandy Boulevard for area residents to safely walk to and from the transit center:

- NE 96th Avenue.
- Sandy Boulevard.
- I-205 bikeway connection through interchange Sandy/99W/Killingsworth.

Traffic Sensitivity Findings

The area intersections do not meet mobility standards under existing zoning, therefore any zone change must not add to the congestion. Mitigation at the interchange is difficult. Eliminating the zone change in the area eliminates most of the new trips, mitigation at NE Killingsworth/I-205 northbound intersection that will result in better performance at the intersection. Potential mitigation could include allowing a free flowing eastbound right turn movement with a northbound left turn pocket and protected signal phase.

Community Input

Most of the public comments concerned improvements to NE 96th Avenue and other partially improved local streets in the surrounding area. There was interest in a coordinated local improvement district, especially if it could leverage other public funds to enhance the access to the transit center.



Short-Term Actions

The proposed changes could significantly transform the station community. However, there are a number of significant issues that need to be resolved before the area can thrive. Therefore, the most significant land use changes are deferred to the Portland Plan Process. The short-term changes are limited to two areas. In Area 3, there are two parcels across from the transit center one vacant and one a nonconforming use, that are recommended to change from R1 to CG.

The second set of zoning changes is to six parcels at the Sandy Boulevard/Prescott intersection (Area 8) that are recommended to be rezoned from R7 to CG. The rezoning to CG is an interim measure to consolidate commercial uses at two key nodes, pending future changes the Sandy Boulevard corridor to create a main street character in the station community.

With respect to transportation improvements, the focus is on addressing the pedestrian safety and circulation needs along NE 96th Avenue from Prescott to Sandy Boulevard. This partially improved street with a 20-foot wide pavement and shoulders with no drainage or sidewalks represents a challenge to pedestrians and bicyclists. In the short-term, there is a need to create a conceptual design for the project for inclusion in the TSP.



96th Avenue

Next Steps

Comprehensive Plan and Zoning Map Amendments

The other comprehensive plan map amendments will be considered as part of the Portland Plan process. Between the traffic analysis and the public comments, the proposed changes for Area One present significant challenges related to traffic impacts and displacement of the mobile home park. Therefore, these changes need further study.

The park-and-ride lot is a key site for transformation of the area. The City of Portland and TriMet should continue to pursue development opportunities and clarification of the federal requirements for replacement parking.

The reorganization of the zoning south of Sandy Boulevard is feasible without further impacting the transportation system. Rezoning the interior CG areas to residential uses should “free-up” trips to allow for other land use changes, including rezoning the park-and-ride lot to CX.

Over the long-term the Sandy Boulevard Corridor from NE 57th Avenue to the Parkrose Transit Center needs a Corridor Plan process to assess the future streetcar potential and revitalization as a main street with zoning changes and streetscape improvements.

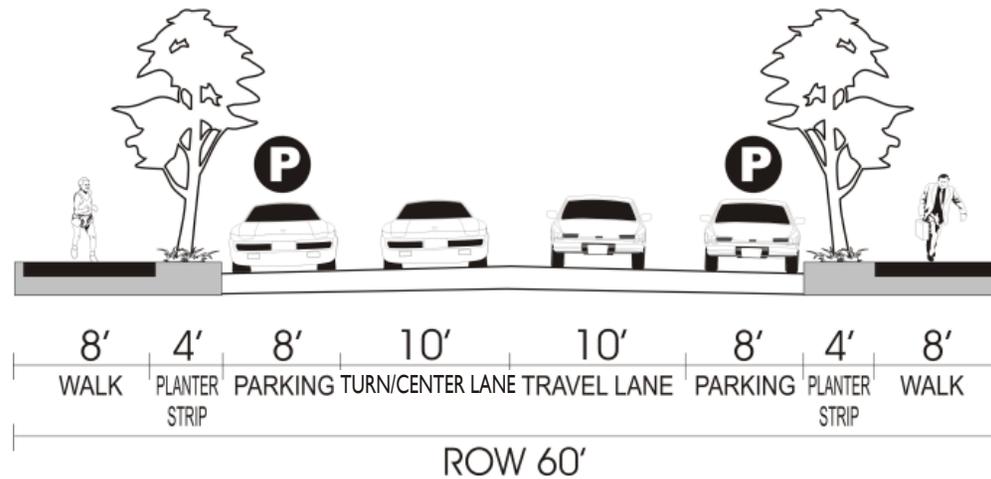


ODOT Right-of-Way

Other Actions

The City of Portland and the Sumner neighborhood should work with ODOT to secure an arrangement for the temporary use of the I-205 right-of-way as a community open space.

Future Cross Section - NE 96th Avenue South of Sandy Boulevard

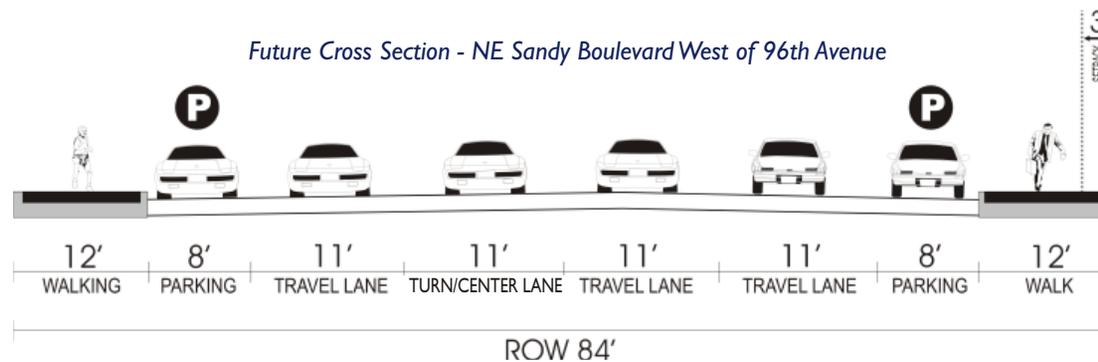


Transportation Improvement Projects

The transportation projects will be incorporated into the next update of the Transportation System Plan project list. The proposed bicycle routes will be included in the Bicycle Master Plan update that will be adopted by the City Council in Fall 2009.

- Sandy Boulevard Main Street streetscape improvements.
- Prescott Bike Boulevard enhancements.
- I-205 Bikeway/Killingsworth interchange enhancements.
- Sandy Boulevard/Killingsworth/99th Avenue intersection improvements.
- I-205 pedestrian bridge extension to Sumner neighborhood
- Local street improvement LIDs and Green Street Connectors.

Future Cross Section - NE Sandy Boulevard West of 96th Avenue

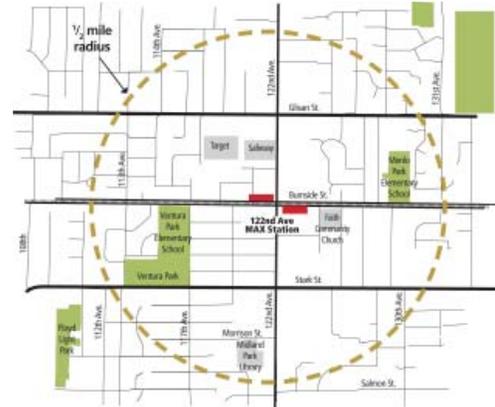




Max Station Context

Vision Statement

The 122nd Avenue/Ventura Park Station is poised to become a major center for retail, jobs, and housing in East Portland, second only to the Gateway Regional Center in future development potential. With high visibility and a central location, redevelopment of the former park-and-ride lot brings new shops, services, jobs, and a plaza to the heart of the station in addition to parking. Large commercial properties that had served as auto retailers have redeveloped over time into a more intense format, with higher quality design that frees up space for more community-serving businesses and housing. The station's main streets - 122nd Avenue, Glisan, Stark, and Burnside - have improved streetscapes with wider sidewalks, street furniture and improved street lighting, which also improves pedestrian and community safety. Nearby residential areas continue to develop and intensify, and the high quality of building design and materials makes the area attractive to a wide array of households seeking an active, urban environment. As redevelopment occurs throughout the station community, the local street network is improved to provide enhanced pedestrian and bicycle connections to the MAX station

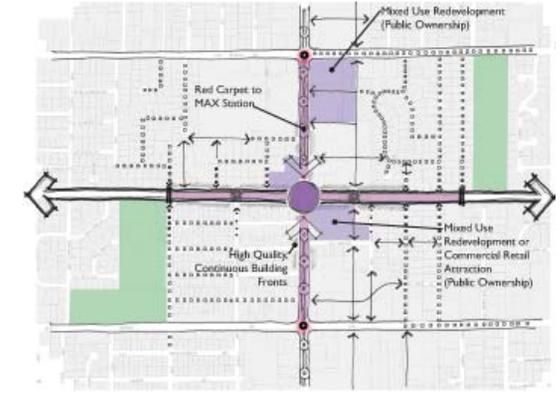


122nd Avenue Station Area

Station Community Framework

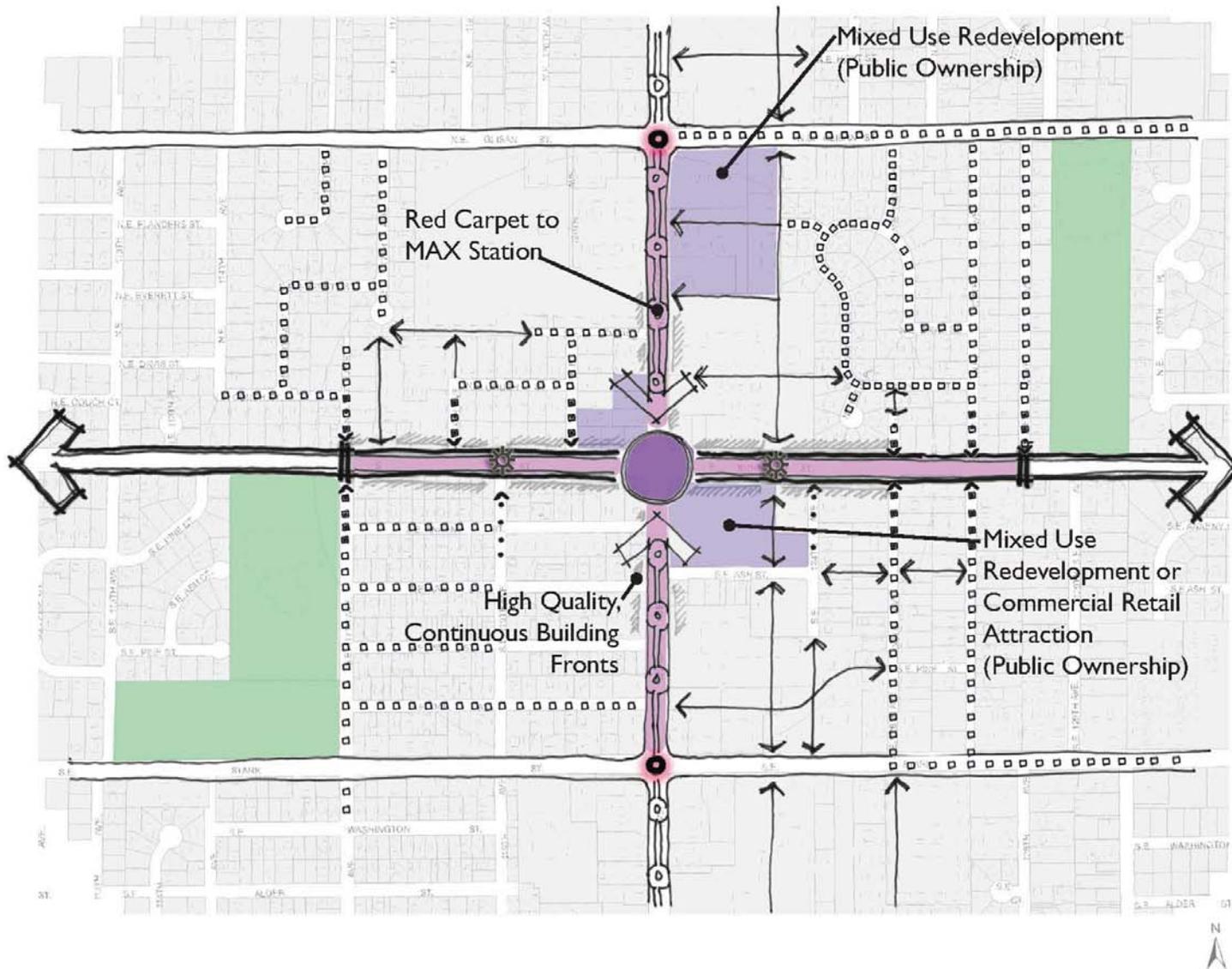
Improvements to pedestrian mobility and catalyst redevelopment opportunities are the primary aspects of the framework plan. Pedestrian mobility will be improved by enhanced crossings of Burnside Street and a larger network of neighborhood streets. Adding to the street network will also create a smaller block pattern that will change development patterns around the station. Catalyst development sites are relatively large and publicly owned, providing the opportunity for joint development as mixed-use or commercial use. Specific elements of the plan include:

- Improved pedestrian crossings of Burnside Street.
- Master plan for neighborhood streets.
- TriMet park-and-ride as a catalyst development site.
- Multnomah County building as a catalyst development site.



Community Framework Plan

community framework



122nd Avenue Station

Station Community Framework

A major commercial center for East Portland with the park-and-ride lot as a major catalyst site for redevelopment. New pedestrian crossings and street connections make it easier to get to and from the station.

Circulation

- ↔ Potential New Streets
- Street Improvements Necessary
- ↔ Primary Pedestrian/ Bicycle Routes
- ⊥ Existing Pedestrian Crossing Opportunities
- ⊙ Crossing Enhancement
- ⊥ Transit Street
- ⊥ Primary Neighborhood Streets
- ⊥ Potential Future Street Car

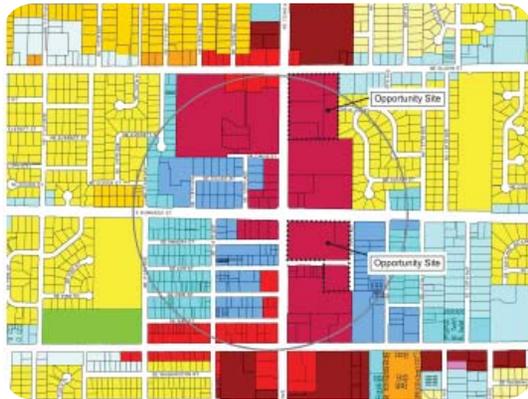
Public Amenities

- Catalyst Redevelopment Sites
- Transit Station
- Existing Open Space / Schools
- Commercial / Retail Nodes

Key Actions

- Improve Pedestrian Crossings Along Burnside
- Improve Streetscape Along Burnside and 122nd.
- Park-and-Ride Lot as a Key Catalyst Site Adjacent to Station
- County Building as a Key Catalyst Site
- Master Plan for Neighborhood Street Improvements.





Land Use Plan

The overall objective is to develop 122nd Avenue as major commercial center and corridor. The land use and zoning issues were addressed in 2006 as part of the 122nd Avenue Station Area Study. No changes to the comprehensive plan map are recommended as part of this project. The current zoning along 122nd Avenue is predominantly Central Commercial (CX) and Storefront Commercial (CS) with 4:1 FAR and 100-foot building heights permitted through the East Corridor Plan District.

The high density residential areas surrounding the station also have the Design (d) Overlay Zone in place as well as the East Corridor Plan District, which adds supplemental development standards.



Opportunity Site Concept Plan

Opportunity Site Study for Redevelopment

The 122nd Avenue MAX Station park-and-ride lot is an underutilized site that creates the opportunity to develop the southeast corner of 122nd Avenue and Burnside Street, while still maintaining adequate parking capacity to meet current demand. A mixed use building can activate the MAX station by providing an urban plaza space at the corner and a continuous row of retail space along the frontage. The upper floors could be flex office space for a large institutional user.

The conceptual development program includes:

- 100,000 square feet of office or institutional space.
- 12,000 square feet of retail space.
- Two levels of structured parking for building tenants.
- Retain approximately 50 percent of the existing park-and-ride spaces.



Opportunity Site Concept Plan

Evaluation and Analysis

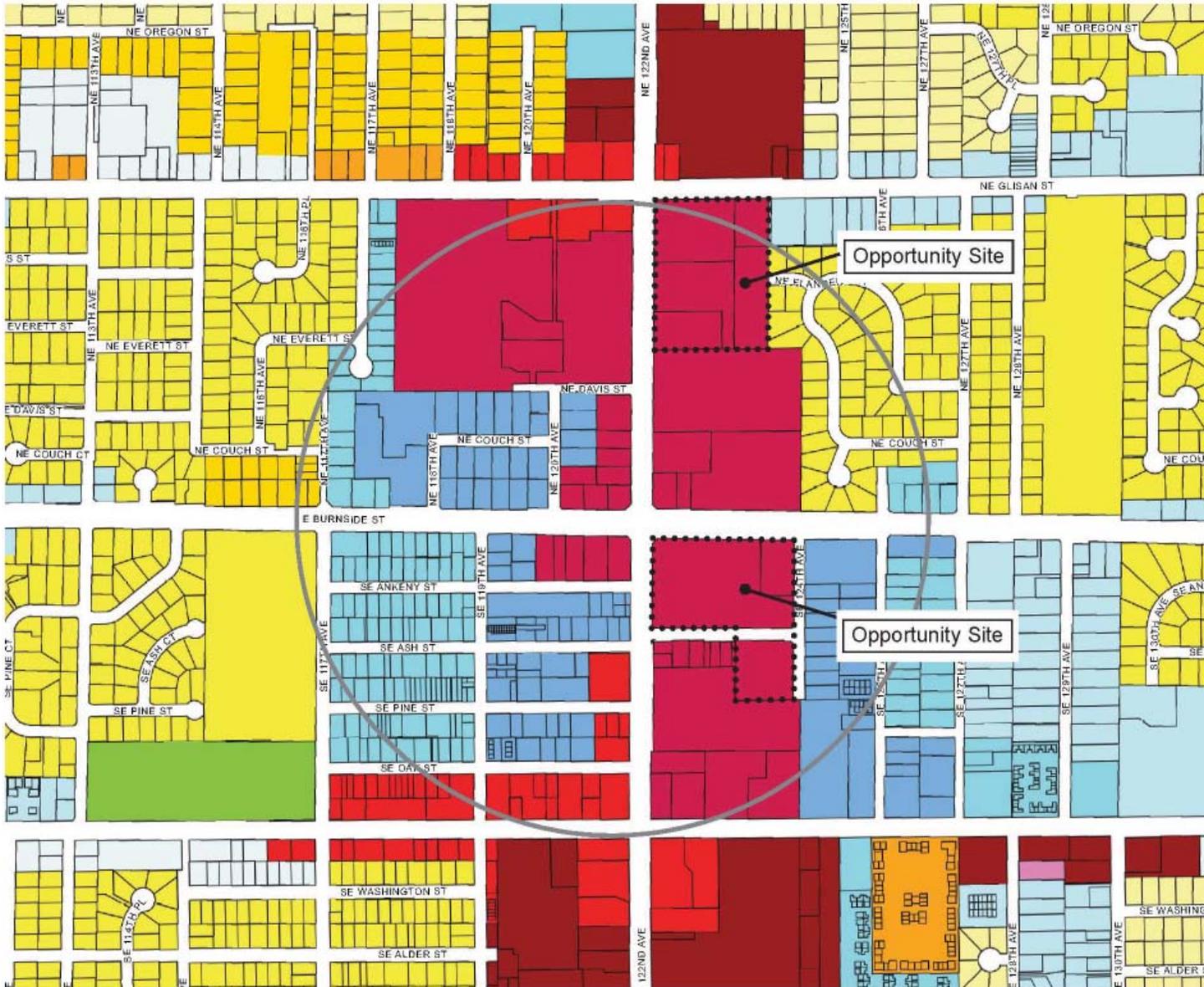
The development program included build-to-suit institutional uses and retail uses. Both uses shared the site development, parking, and building costs. Over a ten year period the uses showed a positive rate of return but fell short of the targeted rate of return.

Community Input

No public comments were received on the conceptual development plan.

Most public comments were focused on improving the safety and security of the MAX Station and surrounding area.

land use plan



122nd Avenue Station Hazelwood

Zoning Alternatives

Legend

Comprehensive Plan Designation

- OS: Open Space
- R10: Residential 10,000
- R7: Residential 7,000
- R5: Residential 5,000
- R2.5: Residential 2,500
- R3: Residential MD 3000
- R2: Low Density MD 2,000
- R1: Medium Density MD 1,000
- RH: High Density Residential
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- NC: Neighborhood Commercial (CN1 & CN2)
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- CG: General Commercial
- CX: Central Commercial
- ME: Mixed Employment
- EX: Central Employment (EG1 & EG2)
- IS: Industrial Sanctuary (IG1 & IG2 & IS)
- Opportunity Site
- City Boundary
- Taxlot



2/28/2009

122nd Avenue alternatives development



Transportation Plan

There are two aspects to the transportation plan. The first addresses 122nd Avenue, specifically the intersection at 122nd Avenue/Burnside Street. Pedestrian crossings are complicated by the need to cross from the opposite corner from the park-and-ride lot to the westbound platform during the morning commute. Pedestrian signal lead times, countdown signals, and signage can enhance the safety at this intersection. One long-term opportunity is redesign of the streetscape, especially to widen the sidewalks from 8 feet to 15 feet with 7 foot right-of-way dedications as adjoining properties develop.

The other transportation aspect is the lack of local street connectivity, which inhibits pedestrian and bicycle access to the station. A key tool will be a street master plan that identifies new street connections that will be required concurrent with redevelopment in the area. These future connections provide additional north-south and east-west routes to and from 122nd Avenue and Burnside Street. Another challenge is the partially improved local streets that typically have unimproved shoulders and narrow pavement width. The City was successful in cost-sharing for some Local Improvement Districts to get streets

improved along Pine Street and 119th Avenue. Burnside Street has great potential as a major east-west bicycle route through East Portland, especially given the lack of bicycle facilities on Glisan and Stark Streets. One major challenge is crossing the light rail tracks along Burnside Street, especially for bicyclists that want to travel east-west along Burnside Street. Currently, the existing crossings are at 117th Avenue and 128th Avenue are more than a quarter mile apart, which when combined with the lack of east-west street connectivity can create the need for out-of-direction travel or potentially dangerous contraflow movements to get to the nearest crossing. New "Z" pedestrian/bicycle crossings at 119th Avenue and a future 123rd Avenue connection could relieve this situation and create new north-south routes through the station community.

Traffic Sensitivity Findings

Traffic sensitivity analysis was not done for this station, since no comprehensive plan map changes were proposed.

Community Input

Most of the public comments focused on the Street Master Plan and the financial burden of local streets. Developers are concerned about the impact to their project, both in terms of buildable land and street improvement costs. Homeowners are seeking local street improvements to improve livability (pedestrian safety, drainage, parking), but are concerned about the financial cost of the improvements through an LID.



122nd Avenue Station Hazelwood

Transportation

Legend

Circulation

- ↔ Potential New Streets
- Street Improvements Necessary
- ↔↔↔ Primary Pedestrian / Bicycle Routes

Public Amenities

- Opportunity Site
- Transit Station
- Red Carpet to the MAX Station
- Crossing Enhancement
- Potential Future Street Car



2/28/2009



Commercial & Residential Uses

Short-Term Actions

The recommended short-term actions are focused on pursuing joint development opportunities with TriMet on a park-and-ride lot. Identification of an institutional user for the space is needed. The City of Portland can play a role in facilitating a partnership between institutional users looking for available space or sites and TriMet. Any future development will require working with TriMet to navigate the Federal Transit Administration approval process to allow for development of a portion of the park-and-ride lot.

Next Steps

Comprehensive Plan and Zoning Map Amendments

None recommended at this time.

Supplemental Development Standards

No adjustments to East Corridor Plan District have been identified at this time.



Infill Residential

Other Actions

Improving public safety and security at the MAX station platforms and immediate surrounding area are critical to creating conditions that not only boost MAX ridership, but are more conducive to private investment and development. The City of Portland should consider ways to facilitate redevelopment that creates “eyes on the street” and other activity at the station.

The Blue Line was constructed before public art was considered to be an essential part of the MAX stations. Public art also can help define the character of the station community. The City of Portland and TriMet should collaborate with the Regional Arts and Culture Council to install public art at the MAX station.



Infill Residential



Transportation Improvement Projects

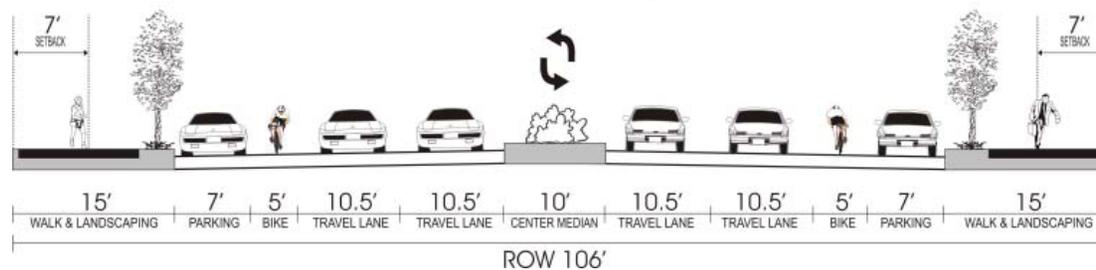
The transportation improvement projects will need to be implemented over time as opportunities arise, especially with creating new street connections. The top two priorities are pedestrian crossing enhancements along 122nd Avenue especially at 122nd Avenue/Burnside Street and the adoption of a master plan street plan as part of the next update to the TSP.

New pedestrian/bicycle crossings along Burnside will take a coordinated effort between TriMet and the City of Portland to plan, design, and fund these improvements. These improvements could be done in conjunction with additional streetscape improvements (street trees and lighting) along Burnside.

During the course of this planning project, the 122nd Avenue corridor has emerged as a future streetcar corridor. The potential for streetcar to leverage additional development along the corridor could be critical to transforming the 122nd Avenue corridor and will be a key consideration during the Portland Plan process. The streetcar potential also impacts the future configuration of the street cross-section and reinforces the need to expand the sidewalk width through dedications as properties develop.

A Street Master Plan with an implementation strategy will need to address potential conflicts between the City's street connectivity spacing standards and opportunities through potential redevelopment. The other part of the Street Master Plan should address an implementation strategy to creating funding support for street connections and improvements to create a complete street network in the station community.

NE 122nd Avenue - Existing Conditions





Max Station Context

Vision Statement

The 148th Avenue and 162nd Avenue MAX stations form a transit-focused neighborhood with a wide range of housing - from high-rise condos to townhouses to single-family homes - that are affordable to a wide range of households. New housing development is most intense immediately adjacent to the stations. Farther from the station, new apartment buildings and townhomes have developed at somewhat lower scale with enclaves of single-family homes. Overall, the residential areas have a “green” feeling, with more landscaping and open space to improve compatibility with the surrounding neighborhoods. New street and pedestrian connections in key locations help to provide direct access to the MAX station, while limiting the impact of cut-through traffic. Mixed use developments with small-scale shops and services have begun to emerge at 148th Avenue and 162nd Avenue stations. The new mixed use development is complemented by streetscape improvements such as wider sidewalks and street lighting; together they provide a prominent connection to major commercial services along Stark Street, and improve the sense of safety. Streetscape improvements on Glisan and Stark Streets also provide wider sidewalks, improved street lighting, and key pedestrian crossings. These have provided safer and more convenient pedestrian access to Glendoveer Golf Course, Glenfair School, and



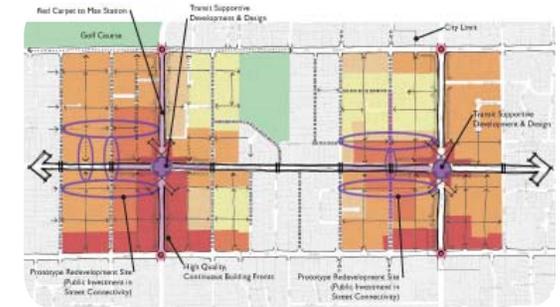
148th & 162nd Avenue Station Areas

the neighborhoods to the north and south, and improve the sense of safety in the area.

Station Community Framework

Mixed use development should be focused at the two MAX station intersections. Intense, large-scale commercial development should be focused along SE Stark Street. Infill residential uses provide a wide range of housing choices based on compatibility with design standards. The housing choices should include high-density and medium density housing. High-density housing could be as intense as 7-10 story buildings and medium-density housing could be 3-4 story buildings. A critical factor for infill redevelopment is new street connectivity that creates a smaller block pattern and more connectivity for neighborhood. Public investment in the new street pattern should be considered as part of a strategy for encouraging the desired infill redevelopment. New street patterns could define catalyst redevelopment sites. Improvements to existing local streets should also be made, especially those leading directly to the existing pedestrian crossings of Burnside Street. Plan elements include:

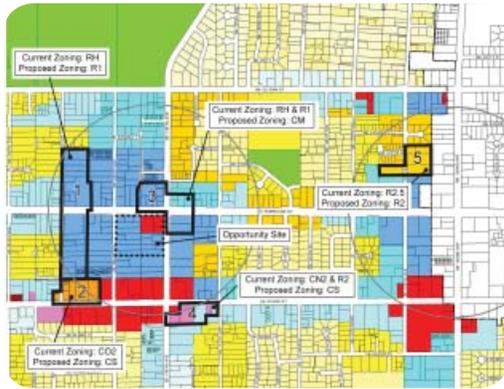
- Create a master plan for new streets and possible public funding options.
- Improvements to sub-standard local streets.
- Identify catalyst redevelopment sites



Community Framework Plan

community framework





Land Use Plan

The proposed land use alternatives had three components – encouraging mixed use development with commercial services immediately adjacent to the station; reinforcing Stark Street as a major commercial node; and improving the quality of infill development.

The current Commercial Mixed Use (CM) zoning on the southwest corner would be extended to the other three corners, which would enable commercial uses as an allowed use with housing required to make it easier for a mixed use building on these corner sites.

Consolidating the Commercial Storefront (CS) zoning along Stark Street provides for a wider range of mixed use development. The Commercial Office (CO2) zone strictly limits allowed uses, while the proposed CS zoning provides for more flexibility with a wider range of allowed uses. The change from CO2 to CS would increase the maximum FAR from 2:1 to 3:1, but the maximum building height would remain the same. At the 148th Avenue/Stark Street intersection, changing the Neighborhood Commercial (CN2) and R2 zoning to CS zoning would expand the mixed use development opportunities on key sites at this major intersection. The CS zone change could include application of the Design (d) Overlay Zone to improve the quality of the development.



Opportunity Site Concept Plan

Infill development works best when density and building heights can transition from the most intense development at the station to less intense development away from the station.

There is a need to provide a better transition with adjacent lower density areas found along the edge of 143rd/Burnside, which provides an abrupt change to R5 single-dwelling neighborhood. The proposed action is to change the High Density Residential (RH) to Medium Density (R1), which will reduce the density by half and provide a better transition to single-family residential neighborhood. Also, the East Corridor Plan District includes development standards, which could include special setback and landscaping standards to create a softer, greener edge along the street. These changes may help to maintain some of the suburban character of the existing neighborhood.

For the most part, the portion of the 162nd Ave station community in the City of Portland is developed consistent with the underlying zoning. There is a pocket of five lots on 160th Avenue that is underutilized and zoned R2.5 which allows for townhouse type development. There is an opportunity to upzone this area to R2, which would allow for a slight increase in density and building height that might provide for a better transition to the adjacent RH zoning.



Opportunity Site Concept Plan

Opportunity Sites for Redevelopment

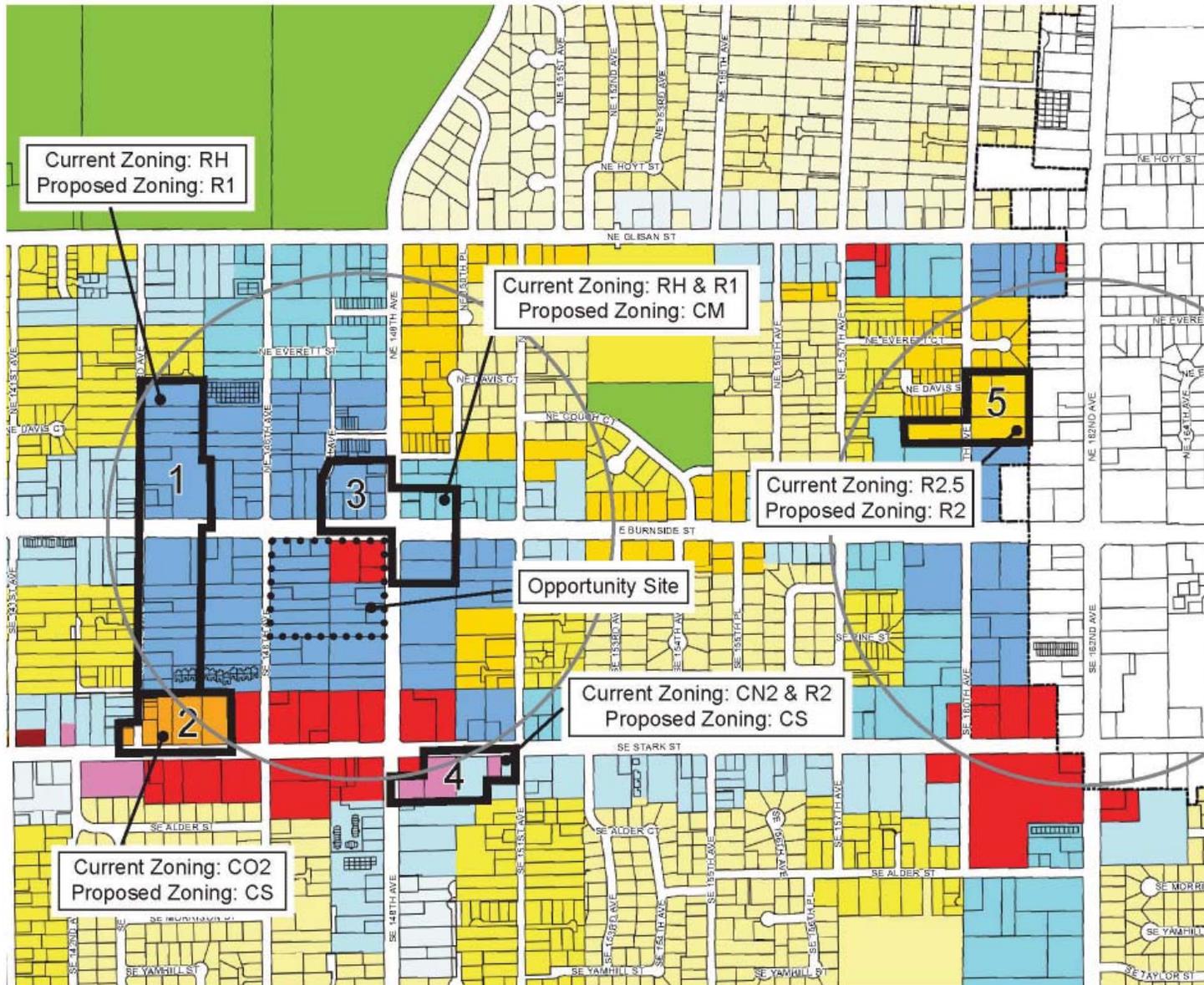
The concept plans studied potential for half-block redevelopment along 148th Avenue. The plans also included the local street development to create a smaller block pattern throughout the neighborhood. Both development schemes considered multi-family and mixed use residential development. The conceptual development programs include:

- 72 and 54 residential units respectively,
- 1,500 square feet of groundfloor retail for the mixed site.
- 4 story buildings over a podium for parking.
- Private plazas.
- Building set-backs with landscaping along the streets.

Evaluation and Analysis

The zone changes from residential to commercial categories triggers consideration of the City's No Net Loss of Housing policy. The change at 148th Avenue/Burnside to CM zoning is consistent with this policy. The change on Stark Street from R2 to CS could result in the loss of 24 units of housing capacity. The change along 143rd Avenue from RH to R1 is a more extensive change and could result in the loss of over 450 units of development capacity. This change would also create the potential liability for claims under Measure 49 that could still allow the current property owners to develop with higher density RH zoning.

land use plan



148th & 162nd Avenue
Stations
Glendoveer/Glenfair

Zoning Alternatives

Legend

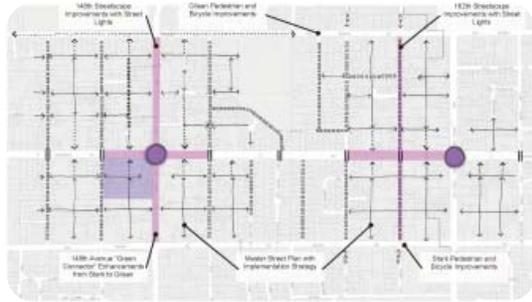
Comprehensive Plan Designation

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- CG: General Commercial
- CX: Central Commercial
- ME: Mixed Employment
- EX: Central Employment (EG1 & EG2)
- IS: Industrial Sanctuary (IG1 & IG2 & IS)
- Opportunity Site
- City Boundary
- Taxlot



2/28/2008

148th & 162nd Avenue alternatives development



148th & Stark



162nd/Glisan

Transportation Plan

An important aspect of the transportation strategy is strengthening the connection between the MAX station and the commercial corridor on Stark Street. A "green connector" along 148th Avenue from Halsey to Glisan would provide for enhanced landscaping along the sidewalks and center median to provide a more inviting pedestrian environment.

Another important transportation issue is the lack of local street connectivity, which inhibits access to the station. A key tool will be a street master plan that identifies new street connections that will be required concurrent with redevelopment in the area. These future connections provide additional north-south and east-west routes. Another challenge is the partially improved local streets that typically have a narrow pavement width with unimproved shoulders. The incremental development will provide short segments of street improvement, but a program or strategy is needed to coordinate street improvements at a broader scale.

Burnside Street has existing pedestrian crossings at 146th and 151st Avenues that could form the basis for a network of north-south bike boulevards. There is also a need for pedestrian/bicycle improvements along Glisan and Stark streets.

Traffic Sensitivity Findings

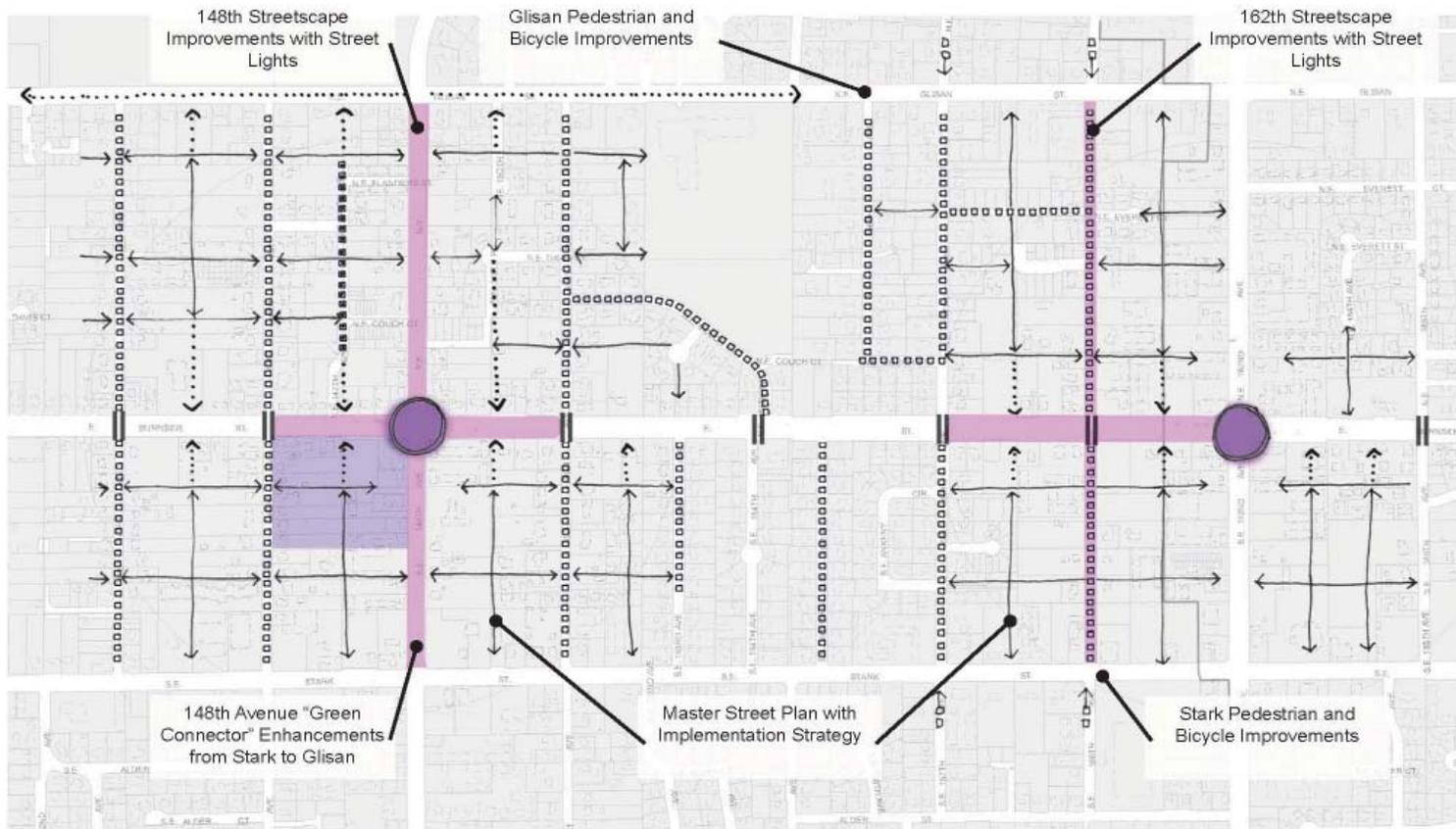
Full build-out of the proposed zoning changes allows acceptable intersections operations. No mitigation measures would be required.

Community Input

Most public comments were focused on improving the safety and security of the MAX Station and surrounding area.

From a land use policy perspective many would like to see a reduction in density and improvement of the design quality of new development.

There were a number of concerns about the lack of off-street parking in some new developments and limited parking on unimproved streets.



148th & 162nd Avenue Stations Glendoveer/Glenfair

Transportation

Legend

Circulation

- ↔ Potential New Streets
- ⋯ Street Improvements Necessary
- ↔↔ Primary Pedestrian / Bicycle Routes
- || Existing Pedestrian Crossing Opportunities

Public Amenities

- Opportunity Site
- Transit Station
- Red Carpet to the MAX Station



2/28/2009



New Development at Station

Short-Term Actions
Comprehensive Plan and Zoning Map Amendments

The recommended short-term actions include most of the comprehensive plan map changes to encourage mixed use commercial development at the station and along Stark Street and the zoning change to provide a better transition along 143rd Avenue.

At 148th Avenue/Burnside, change the three corners to Commercial Mixed Use (CM) to encourage more mixed use/retail development immediately adjacent to station. The city should explore other incentives to encourage redevelopment that creates “eyes on the street” and other community activity at the station.

On Stark Street, consolidate the Storefront Commercial (CS) to encourage more mixed use/retail development between 143rd and 151st Avenue. At the same time, apply the Design (d) Overlay Zone to improve the quality of new development.

Along 143rd Avenue, change the High Density Residential (RH) to Medium Density (RI) to provide better transition to adjacent single-family residential neighborhood.



Infill Residential Development

Next Steps
Comprehensive Plan and Zoning Map Amendments

No additional changes.

Supplemental Development Standards

The changes to the East Corridor Plan District to address landscaping and private open space areas will be incorporated into the Portland Plan process

- Consider adjustments to East Corridor Plan District to address landscaping and private open space areas
- Add minimum front landscape setback in residential zones
- Create a building height setback to improve the transition between the RH zone and adjacent lower density residential areas

Other Actions

Improving public safety and security at the MAX station platforms and immediate surrounding area are critical to creating conditions that not only boost MAX ridership, but are more conducive to private investment and development. The City of Portland, City of Gresham, and TriMet need to continue to collaborate to improve security at the station platforms.

The City of Portland and City of Gresham need to continue to coordinate of enhancing connectivity around the 162nd Avenue Station.

The Blue Line was constructed before public art was considered to be an essential part of the MAX stations. Public art also can help define the character of the station community. The City of Portland and TriMet should collaborate with the Regional Arts and Culture Council to install public art at the MAX station.

The TriMet Electrical Substation at 148th Avenue/Burnside is an opportunity site for an urban plaza bike station, or food cart to help activate the station area.

Transportation Improvement Projects

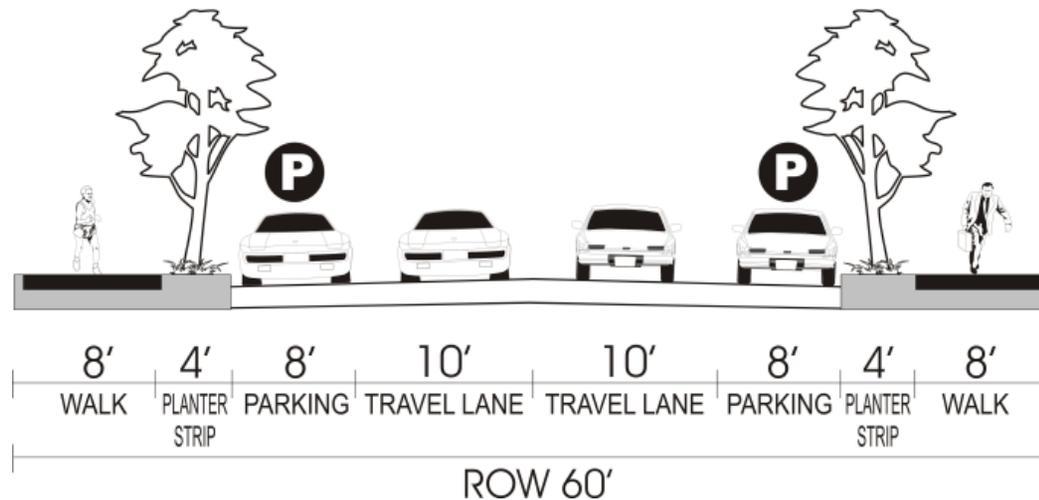
The top priority is continuing work on a Street Master Plan with an implementation strategy that will need to address potential conflicts between the City’s street connectivity spacing standards and opportunities through future redevelopment. The Street Master Plan needs to include an implementation strategy to creating funding support for street connections and improvements to create a complete street network in the station community.

The proposed bicycle boulevards on I 46th and I 51st Ave, as well as the future bike facilities on Stark and Glisan have been included in the Bicycle Master Plan update that will be adopted by the City Council in Fall 2009.

The I 48th Avenue “green connector” enhancements from Halsey to Glisan transportation project will be incorporated into the next update of the Transportation System Plan project list.

Burnside Street is in need of streetscape improvements, such as street trees and pedestrian scale lighting, to enhance the route to the station.

Local Roadway Cross Section



Financial Feasibility for Station Area Development

Transit-oriented development (TOD) has proven to increase the use of public transit and enhance the livability for station communities from both a social and economic perspective. However, there can be significant challenges to financing TOD. These challenges often include:

- Higher land costs in areas surrounding transit stations.
- Significant infrastructure investment in order to support increased density.
- Assemblage of numerous small parcels of land to obtain a critical mass.
- Desire to replace surface parking with more expensive structured parking facilities.

In order to overcome the challenges, there are several direct and indirect financial strategies that can be pursued to facilitate the implementation of TOD. Indirect incentives often used to facilitate development include flexible zoning provisions and detailed station area plans. Direct incentives include reduced development fees, expedited development review, and team inspections to streamline and reduced total costs for the review and permitting process.

While the private real estate market tends to be a primary driver in financing development, TOD often requires a public/private partnership. These partnerships include transit agencies through joint development of publicly held land; local governments through TIF or other public investments; non-profit development corporations for investments in underserved areas; and metropolitan planning organizations who work to shape regional land use and transportation patterns through efficient land use patterns. Each of these groups offers alternative financing opportunities for TOD.

Eastside MAX Development Opportunity Sites

This project considered six existing station communities. For each community a conceptual

plan for high-quality development focused on a specific site where redevelopment could have a transformative effect. A private sector financial viability analysis with a 10 year cash flow was performed for each development concept. Current submarket area information and general real estate market trends were used. Based on that analysis, none of the development schemes are currently economically viable. Estimated economic values fall short of the estimated development costs and the targeted rate of return of 15 percent.

A second financial analysis was conducted with a 20 percent adjustment upward in the assumed rents and leases and a 20 percent adjustment downward in the assumed development costs. The adjustments reduced the financial gaps but still suggested that under current market conditions there may be significant financial challenges for high-quality station area development. The target rate of return was still not met by any of the development schemes.

The realization of TOD requires a combination of near- and long-term efforts, and the use of best practices and innovative strategies. The following summarizes potential financial strategies that can be utilized to implement TOD along the Eastside MAX transit stations.

The first two examples, capital improvements adjacent to TOD and parking management, have the benefits of lower costs, but generally result in less overall impact. Direct financing, land assembly and site acquisition, and affordability measures generally have a greater impact, but also require greater funding.

The Portland region presently has several financial local, state and federal tools to facilitate TOD. Portland Metro's Transit-Oriented Development and Centers Program offsets the higher costs by purchasing TOD easements, and acquiring and selling land near transit at reduced costs. In addition, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy For Users (SAFETEA-LU) expires September 30, 2009 and there is growing momentum at the federal level to treat transit-oriented development more favorably when the surface transportation bill is reauthorized. At the state level, there are several multi-family loan programs which include tax-exempt bond financing, as well as the Predevelopment Loan Program which provides below-market financing for site acquisition and predevelopment costs for multi-family affordable housing.

Capital Improvements Adjacent to TOD	<ul style="list-style-type: none"> • Examples include streetscapes, bicycle and pedestrian facilities and/or public utility and infrastructure upgrades • Funded through grant awards to the local jurisdiction or through Capital Improvement Program (CIP) bonds
Parking Management Strategies	<ul style="list-style-type: none"> • Examples include financing for transit passes and car sharing in exchange for allowing development to proceed with lower parking requirements • Funded through a grant or revolving loan to the local jurisdiction
Direct Financing	<ul style="list-style-type: none"> • Examples include financing for the infrastructure portions of development such as storm water; sewer; and utility improvements, or financing the costs that result from the increased density • Grant or revolving loan to the local jurisdiction and/or developer
Land Assembly & Site Acquisition	<ul style="list-style-type: none"> • Provides financing for site acquisition and assembly and entitlements for development projects with a medium term time horizon of five to ten years • Grant or revolving loan to the local jurisdiction and/or developer
Affordability Investments	<ul style="list-style-type: none"> • Funding the incremental cost increases of additional housing affordability measures • Grant to local jurisdiction and/or developer via redevelopment agencies or state programs

Utilizing multiple sources of funding for TOD projects may be necessary in many cases where the barriers to project development are high. However, streamlining zoning regulations, permitting, and other regulatory mechanisms are initiatives that will assist TOD without grant or loan investments.

Summary Findings for the Opportunity Sites

The principal factors that limited the financial viability of the development schemes are prevailing market rents that are too low, assumed costs for high-quality development that are too high and a financing environment that is currently not robust. Office uses performed better than residential uses. Even when an adjusted financial analysis assumed rents increased by 20 percent and building costs decreased by 20 percent that target rate of return was not achieved. The full financial analysis is available as a technical appendix to this report. It includes both the original analysis and an adjusted analysis.

60th Avenue Station - The development scheme included 500,000 square feet of Class A office space, 450 housing units and small amount of retail. Parking assumptions included two levels of below-grade parking for the office uses. The overall scheme showed an adjusted rate of return of approximately 12 per cent for the ten year period. That is still short of the targeted rate. When the housing component and office component were analyzed separately the office uses showed a higher rate of return than residential uses.

82nd Avenue Station - The one-block redevelopment scheme includes two office towers providing 195,000 square feet of space along with a small retail building. Three levels of below-grade parking were assumed. The adjusted rate of return is approximately 10 percent.

Parkrose/Sumner Station - The development scheme is predominantly multifamily residential in a single building with podium parking on two levels. A small amount of retail space was included. The new building sits on the northern portion of an existing TriMet park-and-ride facility. Development would provide replacement transit parking within the podium structure. The adjusted rate of return was approximately 2 percent.

122nd Avenue Station- A single building with 105,000 square feet of space and two levels of above-grade structured parking constitute the development scheme. The building sits on the western portion of a TriMet park-and-ride facility. Parking spaces lost to development were not assumed to be replaced within the building's parking structure. The programmed uses included ground floor retail with institutional uses above. The adjusted rate of return was approximately 9.5 percent.

148th Avenue Station - Two small sites were studied for residential development at four stories over podium parking. One scheme assumed a small amount of retail spaces. The adjusted rates of return were approximately 2 percent and approximately 3.5 percent.