



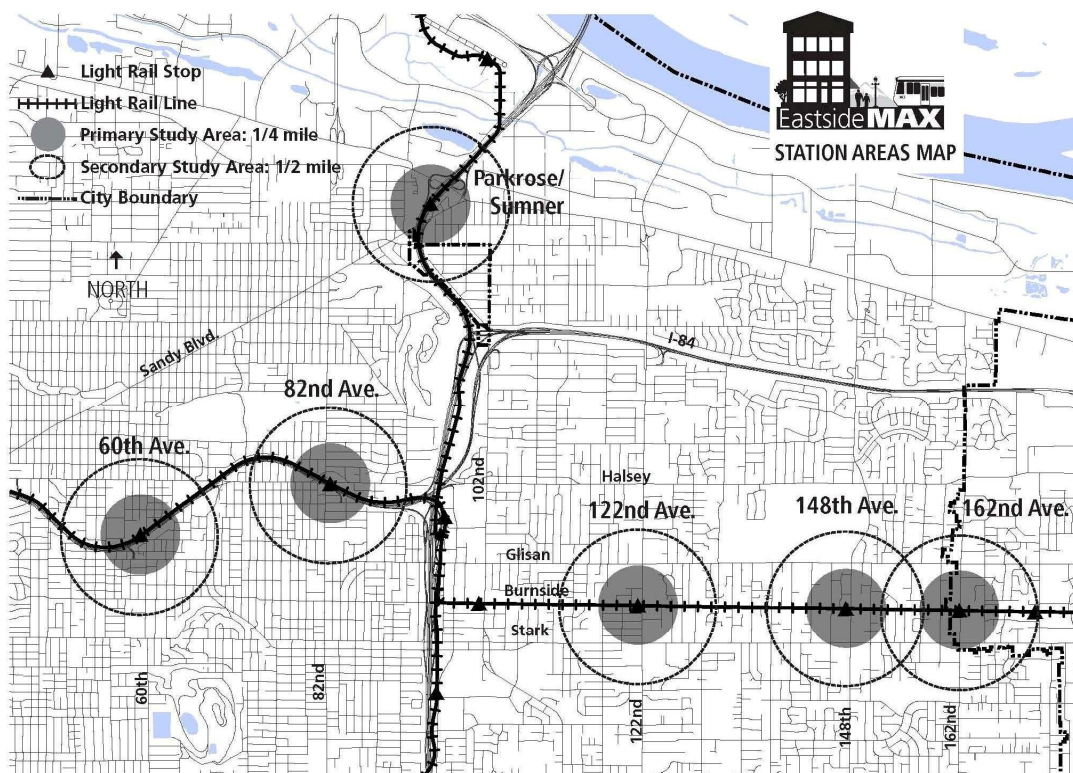
**An Eastside MAX Station Community Project
NE 60th Avenue Station Area
April 1, 2011**

The Eastside MAX Blue Line opened for operation in September 1986. Today the line connects Beaverton to downtown Portland to Gresham and carries over 21 million riders per year, exceeding original expectations. During the 25 years since Eastside MAX operations began, we've witnessed and experienced the benefits of light rail and its role in making Portland a special place with clean air, a world-class transit system and a spirit of sustainability. We've also had time to observe inadequacies with the ways some areas around light rail stations have developed, be it with the design of new buildings or a lack of development around stations, traffic safety issues and pedestrian and bicycle access.

The Eastside MAX Station Community Project began as a comprehensive look at station communities along the MAX Blue Line, asking the basic question: How can these communities be better places? The project evaluated and recommended changes to land use and zoning, building and station design, and transit and transportation facilities surrounding six station: NE 60th Avenue, NE 82nd Avenue, Parkrose/Sumner, E 122nd Avenue, E 148th Avenue and E 162nd Avenue. The objective was to help the station communities better serve transit users, support transit-oriented development and create more attractive communities. To address the core question of how these station communities can be better places, project goals were identified:

- Enhance transit ridership by encouraging mixed-use, transit-oriented development in the station communities.
- Create attractive places that serve as community gathering points.
- Improve connections and access to the stations.
- Improve safety and security at the stations and the surrounding areas by increasing the community activity in the surrounding area.

- Help meet Portland's sustainability goals by encouraging more transit ridership.



Early public engagement

Beginning in the Spring of 2008, Bureau of Planning and Sustainability staff organized a variety of opportunities for public involvement in the planning process. A twenty-five member Community Working Group was created which included representation of residents, business people, a private developer and property owners from neighborhoods along the MAX Blue Line. Outreach and involvement also included walking tours, presentations at neighborhood meetings, a bilingual survey mailed to 4,400 addresses in the station area, interactive “coffee shop posters” and public open houses. At the initial public open houses attendees were asked the following questions:

1. What changes would you like to see in your station community?
2. How can we improve the pedestrian environment to be more pleasant and safe?

3. What do you think of recent development in your station area?
Please provide good and bad examples.

The Youth Planning Program at BPS also assisted in engagement efforts. One of their primary tasks was to develop and conduct a survey of youth who use the 82nd Avenue MAX station. About 120 surveys were conducted at Madison High School, Montavilla Community Center and other locations.



Public comments from all forums informed staff in its analysis and consideration of needs, opportunities and constraints in the station areas as well as possible solutions.

Consultant products

Funding for the Eastside MAX Station Communities Project was provided through a ODOT Transportation and Growth Management grant which allowed for additional research, station-by-station examinations and technical assistance with the project. Consultant products included:

- A best practices report which examined approaches to encourage transit oriented development, redevelopment and the improvement of community vitality at six station areas throughout the country.
- A real estate market overview which addresses current market conditions and projections of future demand for different land use types for the six project station areas.
- An existing conditions traffic memo focusing on current roadway characteristics, traffic volumes, pedestrian and bicycle

facilities, transit service, freight operations, intersection operations and collision history.

- The above projects as well as community comments and input gathered from the neighborhood walks informed a Constraints - Needs - Opportunities report for the six Eastside MAX Station Communities Project station areas to inform the subsequent development of land use and transportation alternatives.
- Further traffic analysis memorandums to help narrow and define the final land use proposals for the station areas.

Further public engagement

Following the analysis and development of potential solutions, planning staff held two more open houses – one devoted to the 60th and 82nd Avenue station communities and one devoted to the Parkrose/Sumner, 122nd, 148th and 162nd station communities. At these open houses attendees learned about the proposals developed for the different station area and were asked the following questions:

1. Will the proposed land use and transportation changes help transform the station area to meet the community's vision?
2. How would you change or add to any of the proposed actions?
3. What are your top priorities from all the proposed actions?
4. Additional comments?

Eastside MAX Station Communities Project Next Steps

Based on public input as well as consultant research and technical analysis, land use and zoning proposals were developed for four of the six station areas evaluated as part of the Eastside MAX Station Communities Project. Through this process, staff determined that for some stations, community aspirations, transportation constraints and development/redevelopment potential were not always in sync. For some station communities it is worthwhile for further examination to occur as part of the update to the Comprehensive Plan or another planning process such as an 82nd Avenue Corridor Study. For other station areas, staff determined, and consultant reports supported, that market conditions

restrict redevelopment potential thereby limiting the effectiveness of any changes to land use or zoning. Please see the table on page 6 for a more detailed description of proposals, preliminary findings and associated planning efforts for the NE 82nd Avenue, Parkrose/Sumner, NE 122nd Avenue, NE 148th Avenue and NE 162nd Avenue stations areas.

The proposal for the 60th Avenue station community, on the other hand, was determined to be comprehensive enough to move plans for that station area forward. Further outreach was done to inform community members of the change in approach (i.e., focusing on one station area instead of the six areas originally studied). To advance the 60th Avenue Station Community Project, staff initiated a fresh round of meetings with neighborhood associations and other residents and mailed required notices to all property owners and everyone on the original interested party list. Residents were also informed about the project through articles in the North Tabor News and Hollywood Star.



Other Eastside MAX Station Areas Preliminary Findings

Station area	Description of proposal	Preliminary findings	Associated planning effort
NE 82 nd Avenue	Design overlay for the area around the NE 82 nd Avenue Station. Earlier proposal included zoning amendments.	<ul style="list-style-type: none"> • Market conditions do not favor development/redevelopment at this time making the zoning proposals overly ambitious. • Possible for a more complete examination as part of an 82nd Avenue Corridor Study. 	Station area may be addressed as part of the update to the Comprehensive Plan or as part of a separate 82 nd Avenue Corridor Study.
Parkrose/Su mner	Zoning map amendments for large commercial and some smaller residential sites around the I-205 interchange.	<ul style="list-style-type: none"> • Difficult traffic conditions complicated Transportation Planning Rule analysis. • Market conditions do not favor development/redevelopment at this time. • Possible for a more complete examination as part of a Sandy Boulevard study. 	Station area may be addressed as part of the update to the Comprehensive Plan or as part of a future Sandy Boulevard study.
NE 122 nd Avenue	Area was studied but no proposal was developed through this process.	<ul style="list-style-type: none"> • Amendments to zoning were completed as part of the 122nd Avenue Station Area Study in 2006. Streetscape concepts and master street plan were developed but not vetted or adopted. • Market conditions do not favor development/redevelopment at this time. • Development at park and ride site has potential when favorable market conditions exist. 	Station area may be addressed as part of the update to the Comprehensive Plan.
NE 148 th Avenue	Zoning map amendments for the immediate station area and for residential properties on east side of NE 143 rd Avenue.	<ul style="list-style-type: none"> • Proposal for residential area involved downzoning properties which would be problematic for findings related to “no net loss of housing”. 	Station area may be addressed as part of the update to the Comprehensive Plan.
NE 162 nd Avenue	Area was studied but no proposal was developed through this process.	<ul style="list-style-type: none"> • Only half of the station area is located in Portland and those areas are largely developed so no significant opportunities for redevelopment in Portland exist here. 	Station area may be addressed as part of the update to the Comprehensive Plan.

60th Avenue station overview

The Station

The 60th Avenue station is located in the I-84 Banfield Freeway right-of-way and sits between the area's two major commercial nodes – NE 60th Avenue and NE Glisan Street to the south and a less active node at NE 60th Avenue and NE Halsey Street to the north. This station was developed as part of the region's first MAX line in 1986. The 71 bus provides north-south service to the station with 15-20 minute peak hour service.



The Neighborhood

The station community is divided by I-84, which also is a boundary between the Rose City Park (north) and North Tabor (south) neighborhoods.

The north side of I-84 is bordered by pockets of light industrial employment land that transitions to a residential neighborhood. The residential area is predominately composed of single-dwelling residential development but with a Comprehensive Plan Map designation established in 1980 that allows medium and high density multi-family development. In the past few years, this area has seen a few infill development projects that have gone through the process to achieve the Comprehensive Plan Map designation and develop 4-6 unit projects, a few of which have raised concerns about design quality and compatibility. The intersection of NE 60th Avenue and NE Halsey Street is a small-scale neighborhood commercial node with a convenience store, a few pubs/restaurants, and an auto repair shop. The 15-acre Normandale Park is also located in this area.



The predominant feature of the south side of I-84 is the Center Commons development – a large transit-oriented development with a mix of mid-rise (4-5 story) apartments and townhouses. The west side of 60th Avenue is a predominately single-dwelling neighborhood with a mix of housing types but, like the north side of the station, these properties have a Comprehensive Plan Map designation that allows medium and high density multi-family development. Recent infill development has also raised similar concerns about design quality and compatibility. The intersection of NE 60th Avenue and NE Glisan Street is a small-scale neighborhood commercial node. NE Glisan Street has a mix of residential and commercial uses, several of which are nonconforming, and is anchored by Providence Hospital on the west end (45th Avenue) and the Fred Meyer Shopping Center at the east end (67th Avenue).



The Transportation System

Transportation infrastructure in the station area is incomplete, as there are substandard streets and a lack of sidewalks that create an impediment to pedestrian and bicycle access. Pedestrian and bicycle access to the station is also affected by NE 60th Avenue which has narrow sidewalks and no current bicycle lane and the presence off the Banfield Freeway on-ramp. Freight trucks on neighborhood streets is also a neighborhood concern.



Constraints, Needs and Opportunities



The neighborhood serving retail districts centered around the 60th Avenue intersections at NE Glisan Street and NE Halsey Street are primarily zoned CN2 (Neighborhood Commercial 2). The CN2 zone includes development standards that effectively inhibit mixed use redevelopment such as a maximum allowed building coverage of 65 percent of site area.



The residential areas are largely built out with few vacant lots. The community is also characterized by modestly sized lots. The expense and difficulty in assembling a number of these small lots can prove prohibitive.



The large industrial uses north of the station break up the street grid and prohibit through connections for pedestrians and bicyclists to access the station or Normandy Park. Freight trucks associated with employment areas also commonly use neighborhood streets.

Safe routes to the station and neighborhood businesses are further constrained by few marked pedestrian crossings along NE Glisan Street, which is primarily auto-oriented through the station community. Four lanes serve as a major east-west route for neighborhood traffic during peak hours.



Seamless north-south bicycle connectivity to and from the station is limited. Narrow and non-existent sidewalks complicate pedestrian access to the station and through the neighborhood.



Despite the presence of retail uses in the ¼ mile station area, sales by establishments within ¼ mile of the station represent only six percent of the primary market area potential (household within ½ mile). This is anecdotally reflected in residents' comments concerning a lack of "places to go" on NE Glisan and NE Halsey Street.



The 60th Avenue station area land values are at or approaching the threshold required for a richer mix of uses and more urban building types according to a 2008 consultant report.



The proposed Sullivans Gulch Trail will stretch 4.3 miles from the Eastbank Esplanade to the I-205 bike trail. The off road bicycle and pedestrian trail would parallel I-84 and offers an opportunity for NE 62nd Avenue to be extended to the trail for better pedestrian access.

NE 60th Avenue Station Area Proposal

In order to address land use and design related needs, opportunities and constraints in the vicinity of the NE 60th Avenue station, staff developed a proposal for zoning map and comprehensive plan map amendments. The Design Overlay Zone is proposed for most properties throughout the station area with the exception of the gas stations. Following discussions with Bureau of Development Services design review planners and recognizing the mix of architectural styles and eras of development in the station area, it was determined that no special character statement would be necessary and projects requiring discretionary Design Review would be examined based on the general Community Design Guidelines.

Residentially developed areas north and south of I-84 and the NE 60th Avenue MAX station

Proposal:

Change the current residential zoning designations (R5 or R2) to match the Comprehensive Plan Map designations (R1 or RH).

Add the Design Overlay Zone.



Rationale:

- Provides neighbors and property owners with more certainty about the type and intensity of development which can occur in the residential neighborhood.
- Property owners may already request a Zoning Map Amendment Review to achieve the Comprehensive Plan Map designation without additional requirements and review associated with the Design Overlay Zone.
- The Zoning Map Amendment Review focuses on adequacy of city services. Typically for smaller scale projects neither large scale transportation-related improvements or improvements to other City services are required as part of this review.
- The addition of the Design Overlay Zone helps address issues with infill and design compatibility with existing development.
- Existing single-dwelling homes on individual lots which are destroyed unintentionally (i.e. by fire or earthquake) may be reconstructed at the current density within 5 years. See Portland Zoning Code 33.258.060.B.



NE Glisan from NE 53rd to NE 62nd Avenue

Proposal:

Change the current residential and commercial zoning designations (R1 and CN2) to storefront commercial (CS).

Add the Design Overlay Zone.



Rationale:

- Create a more consistent zoning pattern along NE Glisan Street.
- Encourage pedestrian oriented development.
- Prohibit drive-throughs in the station area vicinity.

- Legitimize approximately four non-conforming uses.
- Allow for more intense development along the commercial street.
- Mixed use development is allowed in all commercial zones.
- The addition of the Design Overlay Zone provides additional design oversight for projects on the commercial street.



Intersection of NE Halsey Street and NE 60th Avenue

Proposal:

Change the current commercial zoning designation (CN2) to storefront commercial (CS).

Add the Design Overlay Zone.



Rationale:

- Encourage pedestrian-oriented development.
- Prohibit drive-throughs
- Allow for more intense development at the intersection. However, the CS zoning does not require or allow buildings to be built closer to the intersection which lacks through-visibility than the current CN2 zone would allow.
- Mixed use development is allowed in all commercial zones.
- The addition of the Design Overlay Zone provides additional design oversight for projects at the commercial intersection.



Center Commons and properties with approved Zoning Map Amendments

Proposal:

Add the Design Overlay Zone

Rationale:

The addition of the Design Overlay Zone ensures that future exterior improvements and alterations generally match the existing design.



Gas stations at NE 58th Avenue and NE Glisan Street and NE 60th Avenue and NE Glisan Street

Proposal:

Leave current zoning as Neighborhood Commercial 2 (CN2).

Add a Comprehensive Plan Map designation of Storefront Commercial (CS) with a Design Overlay Zone (d).



Rationale:

Drive throughs, as included with gas stations, are prohibited in the Storefront Commercial zone and application of that zone would create a non-conforming use and could discourage future investment in these properties. Therefore, no current zoning changes to these properties are proposed, however a Comprehensive Plan Map designation of CSd has been proposed in case in the future a property owner wants to redevelop the site as something other than a gas station and at the same intensity of other properties along NE Glisan Street.

Staff recommendation (land use/policy analysis)

The Bureau of Planning and Sustainability recommends the following action by the Planning and Sustainability Commission:

Recommend that City Council adopt an ordinance which amends the Portland Comprehensive Plan Map and Portland Zoning Map as shown in this report on pages 19 and 20.

Transportation analysis of staff recommendation.

Staff from the Portland Bureau of Transportation participated in the planning effort and reviewed transportation reports prepared by DKS Associates. These reports address existing conditions; needs, opportunities and constraints; traffic sensitivity analyses; and a final traffic analysis. The assessment addresses provisions of the State Transportation Planning Rule (OAR 660-012-0060) and provides citizens and decision-makers with information related to neighborhood and regional scale traffic impacts resulting from this proposal.

Please see the Proposed Transportation System Plan and Bike Plan for 2030 Items matrix at the end of this document or attached as a separate document on the website for a more detailed explanation of proposed transportation improvements.



How does this project relate to the Portland Plan?

The Portland Plan will be the City's strategic plan for the next 25 years, guiding our direction as the city grows and changes. Three draft strategies and one overarching equity initiative for the Portland Plan were recently presented at a series of Portland Plan Fairs. Developed with the community, these integrated strategies address Portlanders' key concerns about jobs, education, health, access and opportunity. Recognizing that the

NE 60th Avenue MAX station is now 25-years-old, it is fitting to see how the 60th Avenue Station Community Project relates to the City's strategic plan for the next 25 years. The Healthy Connected Neighborhoods strategy contains the following goals:

Vibrant Neighborhood Hubs - The Portland Plan sets goals for walkable places with concentrations of neighborhood businesses, community services, housing, and public gathering places. These are centers of community life, serving as anchors for "20-minute neighborhoods" which allows more people to meet their needs locally.

Applying the storefront commercial zone along NE Glisan Street and at the intersection of NE Halsey and NE 60th Avenue encourages more active and vibrant neighborhood hubs with a mix of residential and commercial uses. Connectivity, safety and pedestrian corridor improvements help create a community where more people can get around by walking, by bike or by wheelchair and achieve a healthy energetic lifestyle.

Neighborhood Distinctiveness - The Portland Plan calls for efforts which ensure that neighborhood hubs respond to the distinct character, historic resources and needs of the community.

Applying the design overlay zone throughout the station area provides additional guidance to ensure new development is responsive to the characteristics of the neighborhoods surrounding the 60th Avenue station area.

Proximity to Services and Transit – The Portland Plan aims to include appropriate and affordable housing options in hubs to allow more residents to be within walking distance of services and amenities, reduce transportation costs, and provide more customers to support local businesses.

Applying the more intensive zoning designation for residential properties in the station area removes a regulatory barrier and allows additional housing options in proximity to the light rail station, which in turn can reduce residents' transportation costs and bring more customers for local businesses.

Next Steps for the Portland Plan – Now that the Portland Plan Fairs are completed, follow-up outreach will occur and the draft strategies will be revised based on input from the community, Portland Plan partners and national experts. The revised strategies will be the core of the strategic plan, which will be available for comment and review this summer and will be presented to the Planning and Sustainability Commission this fall. Other objectives which have been identified as part of the Portland Plan process but which aren't included among the three core Portland Plan strategies and equity initiative will be readdressed as part of the upcoming update to the Comprehensive Plan.

Acknowledgements

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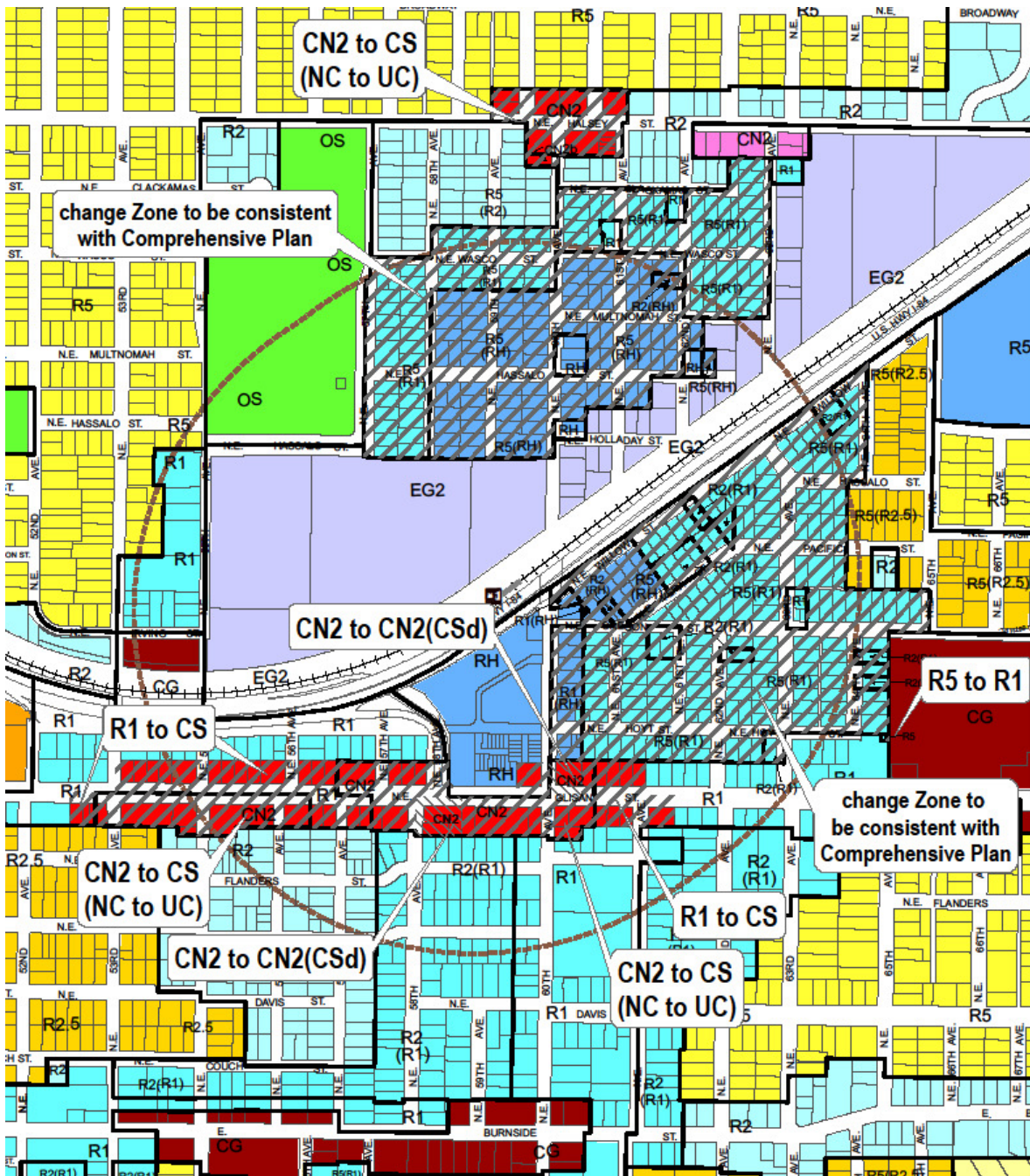
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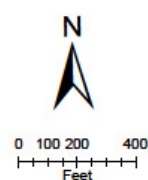


**60th Avenue MAX Station -
Proposed Zone & Comprehensive Plan Amendment**

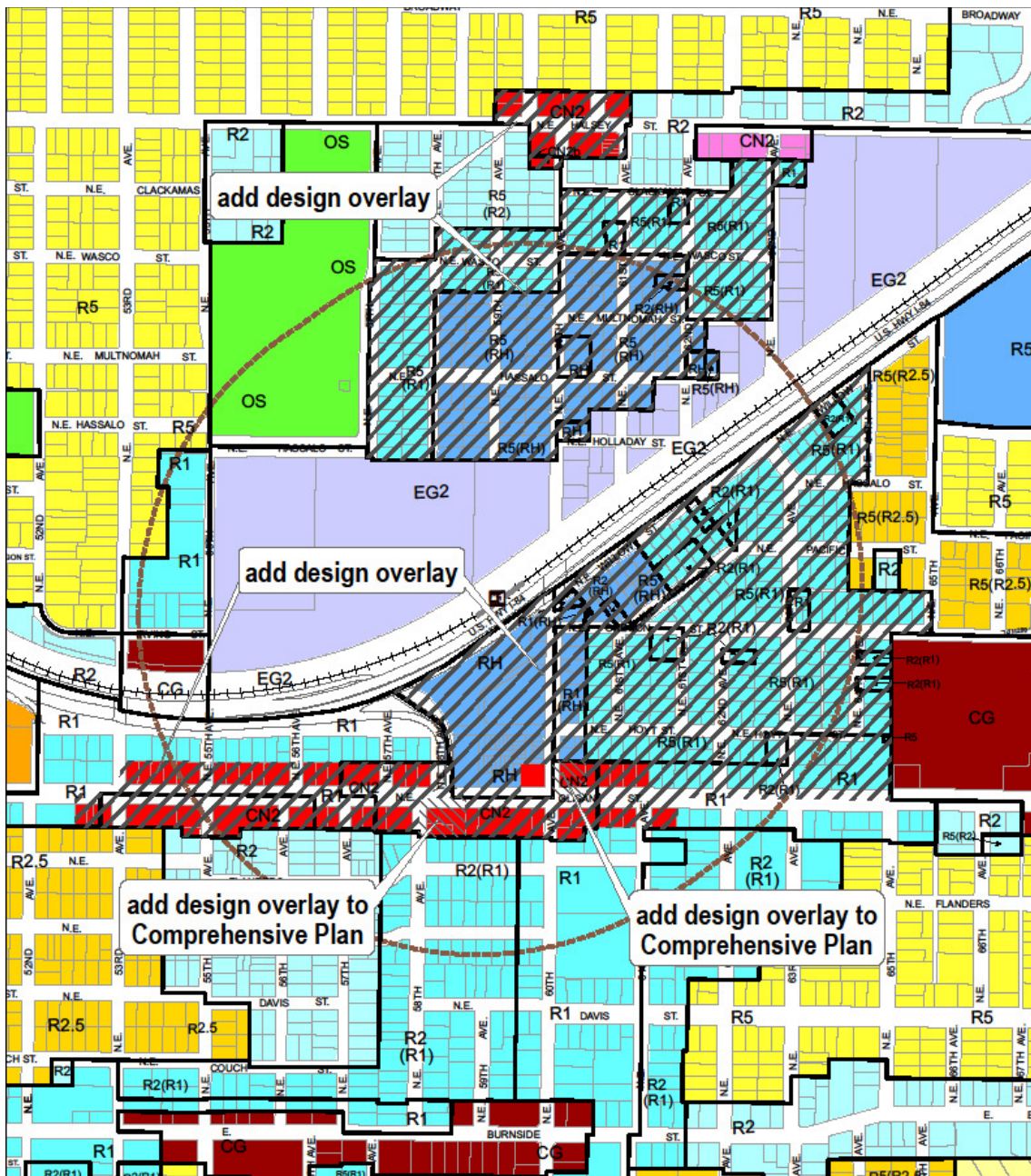
Map 1

- | | | |
|------------------------------------|---------------------------|--------------------------------------|
| Area of Zone change | Low Density MD 2,000 | Area within 1/4 mile of Station Plat |
| Area of Comprehensive Plan change | Medium Density MD 1,000 | Light Rail Station/Platform |
| Existing Zoning (Comp Plan) | High Density Residential | Light Rail Line |
| Proposed Comprehensive Plan | Central Residential | |
| Open Space | Institutional Residential | |
| Residential Farming | Neighborhood Commercial | |
| Residential 20,000 | Office Commercial | |
| Residential 10,000 | Urban Commercial | |
| Residential 7,000 | General Commercial | |
| Residential 5,000 | Central Commercial | |
| Residential 2,500 | Mixed Employment | |
| Residential MD 3,000 | Industrial Sanctuary | |

City of Portland Bureau of Planning & Sustainability
500 Adams Street, Portland, Oregon
March 18, 2011



Eastside MAX
All data compiled from source materials at different scales. For more detail, please refer to the source materials or City of Portland, Bureau of Planning.
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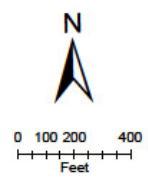
60th Avenue MAX Station -

Map 2

Proposed Zone & Comprehensive Plan Amendment

- Area to add design overlay
- Area to add design overlay to Comprehensive Plan
- Existing Zoning (Comp Plan)
- Proposed Comprehensive Plan**
- Open Space
- Residential Farming
- Residential 20,000
- Residential 10,000
- Residential 7,000
- Residential 5,000
- Residential 2,500
- Residential MD 3,000
- Low Density MD 2,000
- Medium Density MD 1,000
- High Density Residential
- Central Residential
- Institutional Residential
- Neighborhood Commercial
- Office Commercial
- Urban Commercial
- General Commercial
- Central Commercial
- Mixed Employment
- Central Employment
- Industrial Sanctuary
- Area within 1/4 mile of Station Platform
- Light Rail Station/Platform
- Light Rail Line

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