

PBOT

PORTLAND BUREAU OF TRANSPORTATION

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Steve Novick Commissioner Leah Treat Director

STAFF REPORT AND RECOMMENDATION TO THE PLANNING AND SUSTAINABILITY COMMISSION

FILE NUMBER: R/W #8050

COMMISSION MEETING TO BE HELD SEPTEMBER 13, 2016 12:30 PM
1900 SW 4TH BUILDING, 2ND FLOOR, ROOM 2500 A

I. GENERAL INFORMATION

- Street Vacation Request:** R/W #8050, SW Hooker St between SW Water Ave and SW Kelly Ave
- Petitioner:** National University of Natural Medicine, represented by Chris Hagerman (812 SW Washington St, Portland, OR 97205; 503-502-8693)
- Purpose:** The purpose of the proposed vacation is to consolidate the right-of-way with the abutting property for future development.
- Neighborhood:** South Portland; contact is Jim Gardner, Land Use/Planning Chair (jimdonnachamois@msn.com)
- Quarter Sections:** 3329
- Designation/Zone:** RH (High Density Residential). The surrounding property has been proposed to be re-zoned to Campus Institutional 2 as part of the Comprehensive Plan update.



The Portland Bureau of Transportation fully complies with Title VI of the Civil Rights Act of 1964, the ADA Title II, and related statutes and regulations in all programs and activities. For accommodations, complaints and information, call (503) 823-5185, City TTY (503) 823-6868, or use Oregon Relay Service: 711.

II. FACTS

A. History and Background

The area proposed for vacation lies within the campus of the National University of Natural Medicine (NUNM). In 2012, NUNM finalized a Campus Master Plan that envisions a significant expansion, and development of a more traditional university-like campus across its properties. Staff from several public agencies participated in the development of the Master Plan, which can be viewed at <http://nunm.edu/about/campus-master-plan-2012-2022/>

Included in the Master Plan was a concept to vacate a portion of SW Hooker Street, from SW Water Avenue to SW Kelly Avenue. In developing the formal petition to the City that is the subject of this staff report, NUNM staff met several times with representatives from the Portland Bureau of Transportation and the Oregon Department of Transportation (ODOT). The original proposal has been modified to accommodate a potential widening of SW Kelly Ave, as discussed in Section III.C below.

B. Concurrent Land Use Actions

There are no concurrent land use actions.

C. The Transportation Element

This segment of SW Hooker St is classified as Local Service for all modes, and is a Minor Emergency Response Street.

D. Neighborhood Plan

There is no neighborhood plan in this area.

III. FINDINGS

A. Comprehensive Plan Goals and Policies Consideration

The relevant policies of the Comprehensive Plan are:

Policy 6.20 Connectivity states:

Support development of an interconnected, multimodal transportation system to serve mixed-use areas, residential neighborhoods, and other activity centers.

Comment: The proposed vacation will not affect connectivity. The proposed vacation is part of a Master Plan for the NUNM campus, which shows future internal circulation patterns (Exhibit 5) and future use of the subject right-of-way as a parking facility (Exhibit 6).

Policy 6.21 Right-of-Way Opportunities states:

Preserve existing rights-of-way unless there is no existing or future need for them, established street patterns will not be significantly interrupted, and the functional purposes of nearby streets will be maintained.

Comment: The subject right-of-way is approximately 125 feet in length, and dead ends at the eastern terminus due to a significant grade change (Exhibits 3 and 4). The intersecting street, SW Kelly Ave, is a Major City Traffic Street carrying heavy volumes as part of the Ross Island Bridge/US 26 interchange with I-405. The grade change and adjacent ramp system to and from the Ross Island Bridge make a future street connection at this location extremely unlikely. The proposed vacation therefore will have no impact on the function of nearby streets or the overall transportation system.

Policy 8.14 Natural Resources, Objective I. States:

Consideration of Scenic Resources in Street Vacations. Require the preservation and maintenance of existing and potential view corridors and view points when approving street vacations. Require view easements within or near street vacations where access to viewpoints or view corridors is desired.

Comment: No existing or potential view corridors have been identified in the review of the street vacation request.

Policy 11.11 Street Plans, Objectives D, E and N state:

D. Provide full street connections with spacing of no more than 530 feet between connections, except where prevented by barriers such as topography, railroads, freeways, or environmental constraints.

E. Provide bike and pedestrian connections at approximately 330-foot intervals on public easements or rights-of-way when full street connections are not possible, except where prevented by barriers such as topography, railroads, freeways, or environmental constraints.

N. Preserve street connectivity in areas of the City that meet the standards of this policy and its objective as shown on Maps 11.11.9 through 11.11.16.

Comment: Per Objectives D and E, topographical constraints and the presence of the Kelly Ave/Ross Island Bridge ramp system make a future full street connection extremely unlikely. A pedestrian connection will be required as a condition of future development permits on the adjacent parcels.

Per Objective N, the area of the proposed vacation is shown on the Central City District Map 11.11.9 as meeting the connectivity standard. The interchange complex disrupts the street grid to the east, but in the immediate area of the proposed vacation, the standard 200-foot block grid is still intact. The proposed circulation pattern in the NUNM Master Plan incorporates this historic circulation pattern (Exhibit 5).

Policy 12.4 Provide for Pedestrians, Objective G. states:

Retain rights for pedestrian access and circulation when considering requests for street vacations. Preserve existing pedestrian routes and protect routes needed by pedestrians in the future. Ensure that street vacations do not reduce access to light and air or the intimate scale that is so much a part of Portland's character.

Comment: The NUNM Master Plan incorporates a circulation pattern similar to the existing street grid (Exhibit 5). Also, a pedestrian connection to SW Kelly Ave to the east will be required as part of future development on the campus.

B. Neighborhood Plan Considerations

Comment: There are no neighborhood plan considerations.

C. Other Relevant Comprehensive Plan Policies (and/or Plans)

Comment: The most recent transportation plan for the area, the I-405 Final Report, was developed by City and ODOT staff in 2012. It builds upon the earlier South Portland Circulation Study, and analyzes several alternatives for reconfiguring the US 26/I-405 interchange. Although it does not identify a preferred alternative, one option (Exhibit 7) would require widening SW Kelly Ave

adjacent to the NUNM campus. The proposed vacation has been designed to accommodate any such roadway widening were it to occur in the future.

D. Zoning Code Considerations

Other zoning code designations that could apply and that should be considered during review of a street vacation request include environmental zoning or designation as a recreational greenway trail.

Comment: There are no zoning code considerations.

E. Subdivision Code Considerations

Comment: There are no subdivision code issues.

F. Improvement and Utility Considerations

The street vacation request was reviewed by Portland Bureau of Transportation (PBOT) for conformance with standards for street improvements. The following condition of approval will be required:

- Petitioner shall close the intersection of SW Hooker at the eastern edge of SW Water by constructing a vertical curb, 4 ft. furnishing zone, 6 ft. sidewalk, and 1.5 ft. frontage zone. The north/south curb across Hooker will be in alignment with the eastern curb of SW Water. Improvements must be constructed under a separate public works permit to City standards. A topographical survey and engineering analysis will be completed at the expense of the Petitioner and the City will determine if additional storm sewer inlets are needed. A bond, contract, and financial guarantee will be required prior to recording the street vacation ordinance.
- Petitioner shall remove the tree growing through the asphalt along the west end of the concrete wall supporting SW Hooker at SW Kelly.

The Bureau of Development Services responded with no objection.

The Bureau of Environmental Services requires the following condition of approval:

- Stormwater runoff from the impervious surfaces within the vacated area will be managed per the Stormwater Management Manual prior to the discharge into the public system.

The Portland Water Bureau responded with no objection.

Portland Fire and Rescue responded with no objection.

Urban Forestry responded with no objection.

Portland Parks and Recreation responded with no objection.

The Bureau of Technology Services responded with no objection.

ODOT and the Port of Portland responded with no objection.

TriMet was notified but did not respond.

PGE and Northwest Natural responded that they have facilities in the area and will require an easement.

Pacific Power, Century Link and Comcast responded that they do not have facilities in the area.

G. Neighborhood Issues

Notice of this street vacation request was provided to the South Portland Neighborhood Association, the Southwest Hills Residential League Neighborhood Association, Southwest Neighborhoods, Inc., and Southwest Trails PDX. No responses were received.

IV. CONCLUSIONS

Based on the above analysis, Portland Bureau of Transportation states that the right-of-way is not needed to provide future facilities. Additionally, approval of the street vacation will not affect the functional performance of the street system in the area.

V. TENTATIVE STAFF RECOMMENDATION

The staff recommendation is **approval** of the vacation of the area as shown on Exhibit 1 ***with conditions***:

1. Prior to recording the street vacation ordinance, the Petitioner shall comply with all conditions set forth in Sections III.F above.

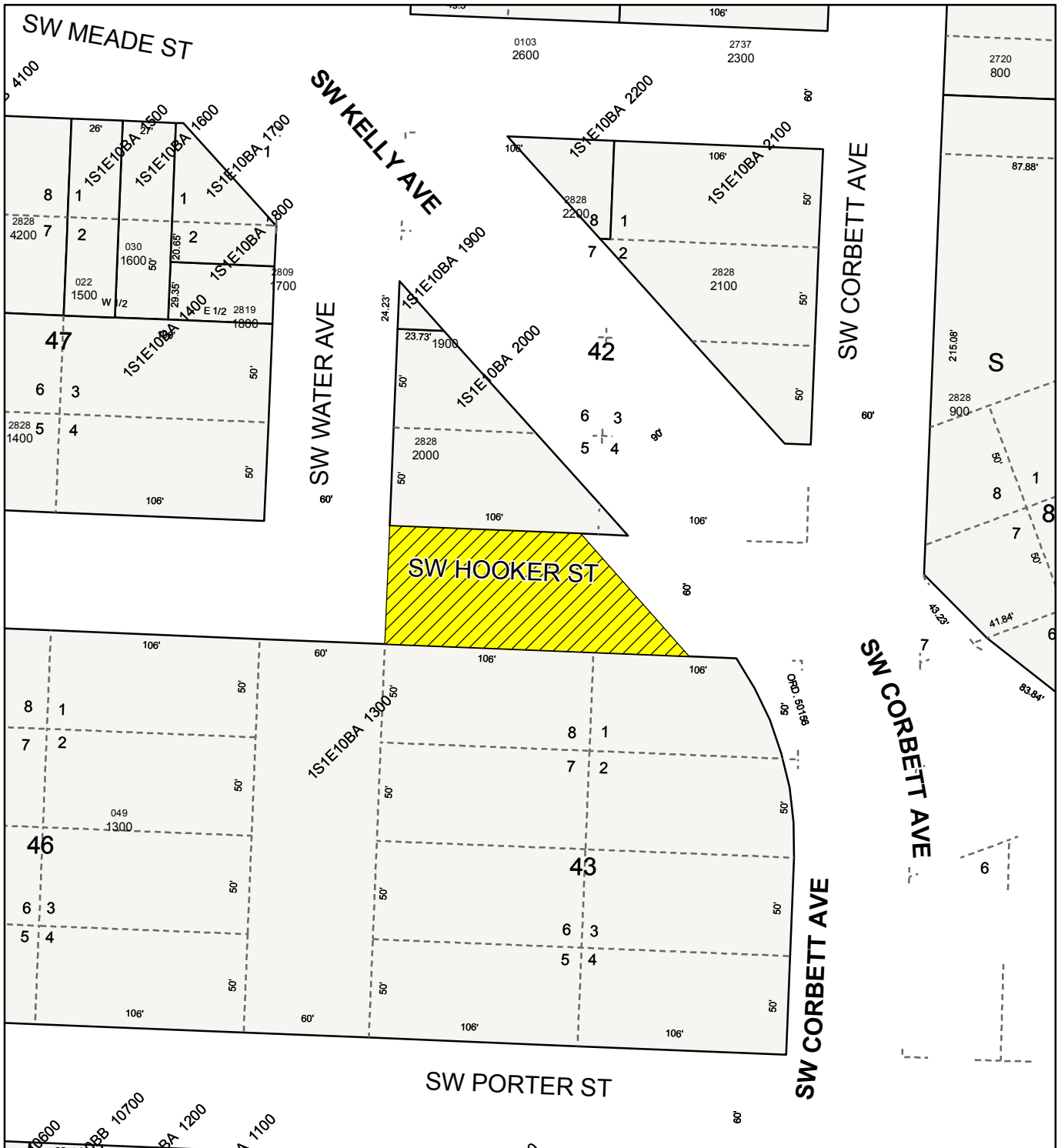
The Portland Bureau of Transportation staff may revise this recommendation upon receipt of new information at any time prior to the Planning and Sustainability Commission's recommendation.

VI. EXHIBITS

1. Area proposed for vacation
2. Aerial Photo
3. Street view of vacation area: from west end facing east
4. Street view of vacation area: from east end facing south
5. Page from NUNM Master Plan – circulation
6. Page from NUNM Master Plan – parking
7. Page from I-405 Final Report – Concept C: Westbound Enhanced Grid

Bureau of Transportation Staff Planner
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cc:
Lance Lindahl, Right-of-Way Case Manager
Case File



SW Hooker Street east of SW Water Avenue

Petitioner: National College of Natural Medicine

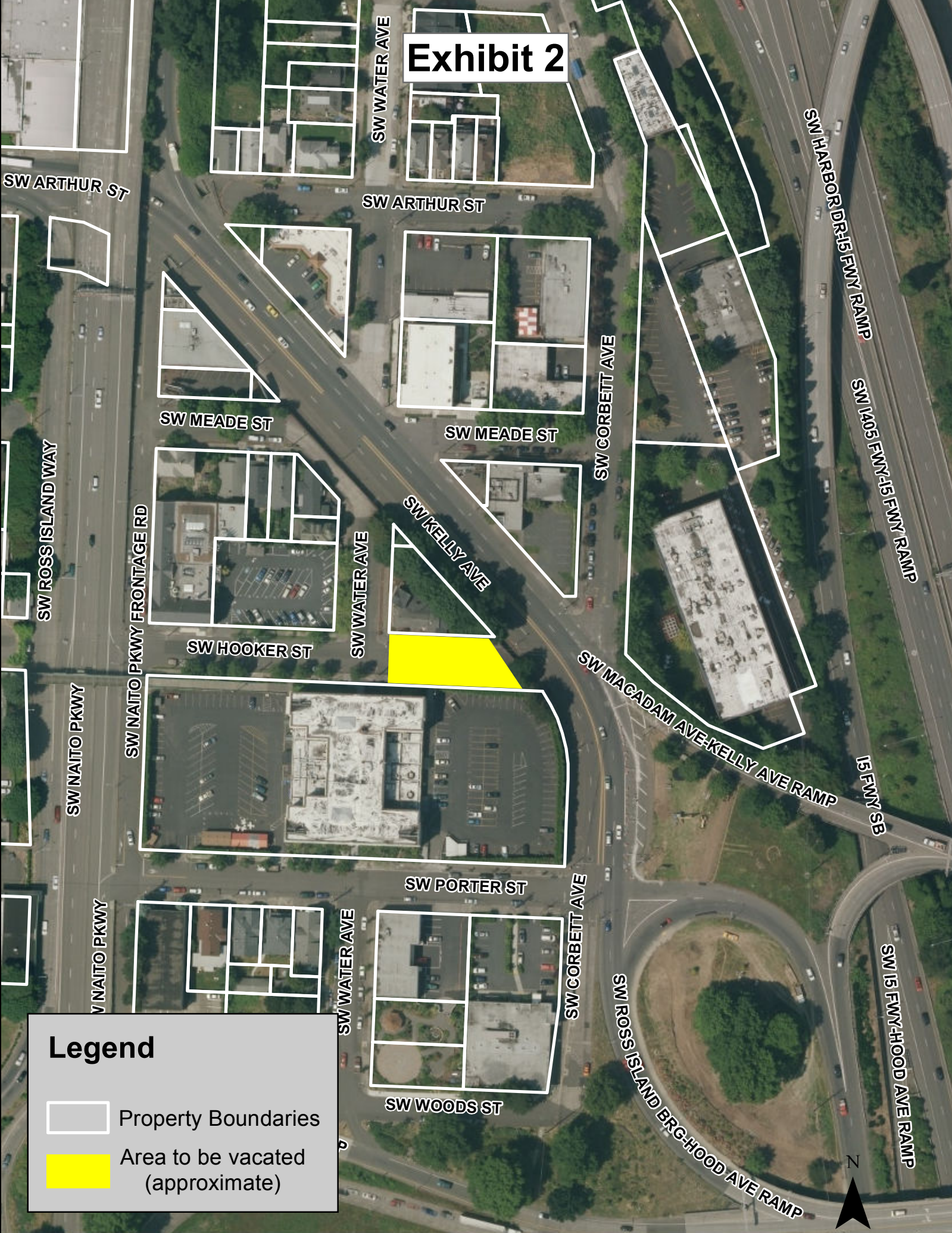
 Area proposed for vacation

State ID: 1S1E01BA 1/4 Section: 3329



1 in = 75 ft

Exhibit 2



Legend



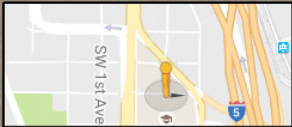
-  Property Boundaries
-  Area to be vacated (approximate)



Exhibit 3

SW Hooker St
Portland, Oregon
Street View - Mar 2016



Back to Map

Navigation controls including a compass, zoom in (+) and zoom out (-) buttons, a street view pegman icon, and a home button.

Exhibit 4

Portland, Oregon
Street View - Mar 2016



SW 1st Ave
National University
Back to Map

Image capt

Exhibit 5

TRANSPORTATION, ACCESS AND PARKING

ACCESS TO THE NCNM CAMPUS IS DIFFICULT. The campus is, in many ways, cut off from the surrounding neighborhood by large, regional streets that handle significant auto and truck traffic. Due to the difficult transportation access, NCNM has no discernible front door and no clear entry points for people arriving by car, bus, bicycle or foot. The Master Plan envisions a campus that is both easy to find and easy to get to by whatever means.

The campus has excellent bus service and almost 50 percent of the people arriving on campus do so by bus, bike or foot. To maintain this excellent mode split, NCNM will designate a staff member to be the college transportation manager. His or her responsibilities will include arranging car pools, distributing transit passes, helping with bicycle and transit trip planning, and introducing new students, faculty and staff to the many ways to travel to the campus.

PEDESTRIAN AND BICYCLE ACCESS

Walking and biking are preferred commute choices for many NCNM students, faculty and staff. Current pedestrian and bicycle access to campus is somewhat limited and in some cases requires a dangerous crossing of major traffic streets (see Figure 13). The pedestrian bridge at SW Hooker St. provides pedestrian and bicycle access over SW Naito Parkway, but the bridge is old and does not meet ADA standards due to its steep approach ramps.

Figure 13. Existing Pedestrian Circulation

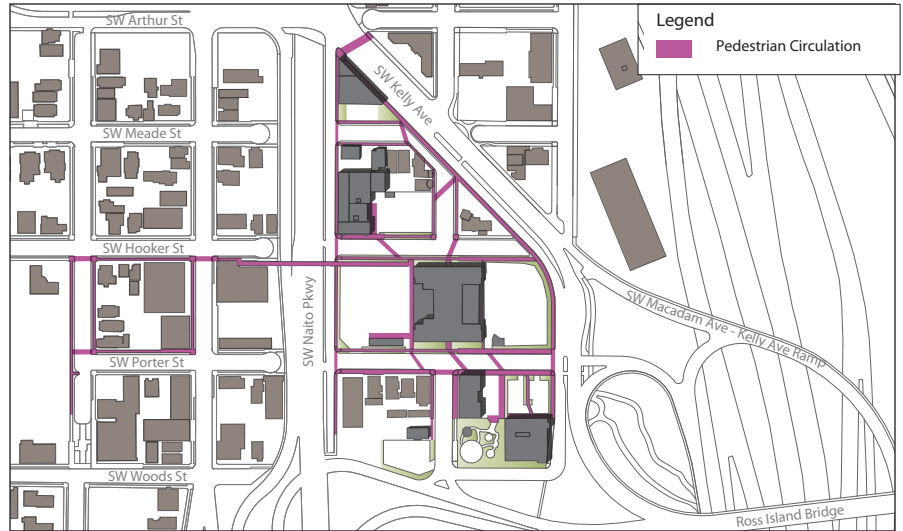
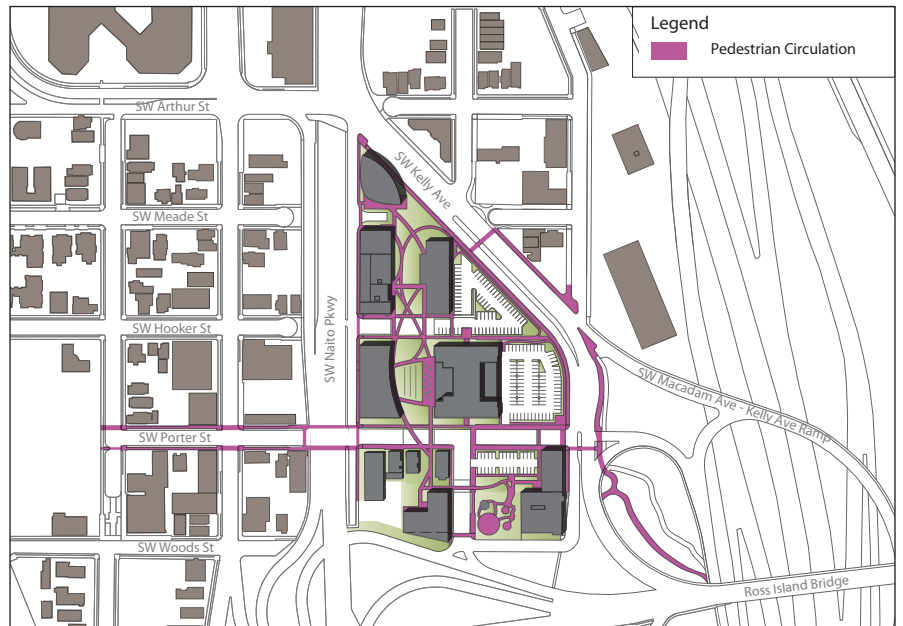


Figure 14. Full Build Out Pedestrian Circulation



Crossing SW Kelly Ave. is difficult due to the high speed of traffic from both I-5 and the Ross Island Bridge. There is a pedestrian tunnel located at the north end of SW Kelly Ave., but it is not maintained and feels dangerous. A project under construction on SW Kelly Ave. will help make it easier to cross this busy street, but until a

traffic signal is placed on SW Kelly Ave., this will continue to be a place that requires pedestrians and cyclists to use extreme care.

In the future, pedestrian and bicycle access to and on campus will be improved by significant traffic calming projects on both SW Naito

Exhibit 6

collaboratively on new improvements to SW Kelly Ave. In the future, the access to the Ross Island Bridge may be significantly changed, providing new transportation routes to campus. NCNM will continue to work with ODOT, the City of Portland and the South Portland Neighborhood to improve auto access to this area (see Figure 16).

PARKING

Finding a balance between providing convenient campus parking and making good campus spaces for people is challenging, particularly within a confined urban campus such as NCNM. Currently NCNM has about 430 parking spaces provided in surface lots and on the streets surrounding campus. NCNM charges for use of the parking lots and the on-street parking requires a permit to use for more than two hours. As is shown on Figure 17, a lot of the current campus is consumed by parking lots. The goal of the Master Plan is to maintain the same level of parking while decreasing its dominance of the campus.

In the future, parking will be provided in underground structures, in parking lots and on the streets surrounding the campus (see Figure 18). The Master Plan provides new parking or replacement parking for each Phase and maintains all of the parking needed within the campus boundaries. As can be seen from Figure 18, the parking is moved to the outsides of the campus, allowing for the creation of the central campus green space. Parking lots also are landscaped to provide more campus

Figure 17. Existing Parking

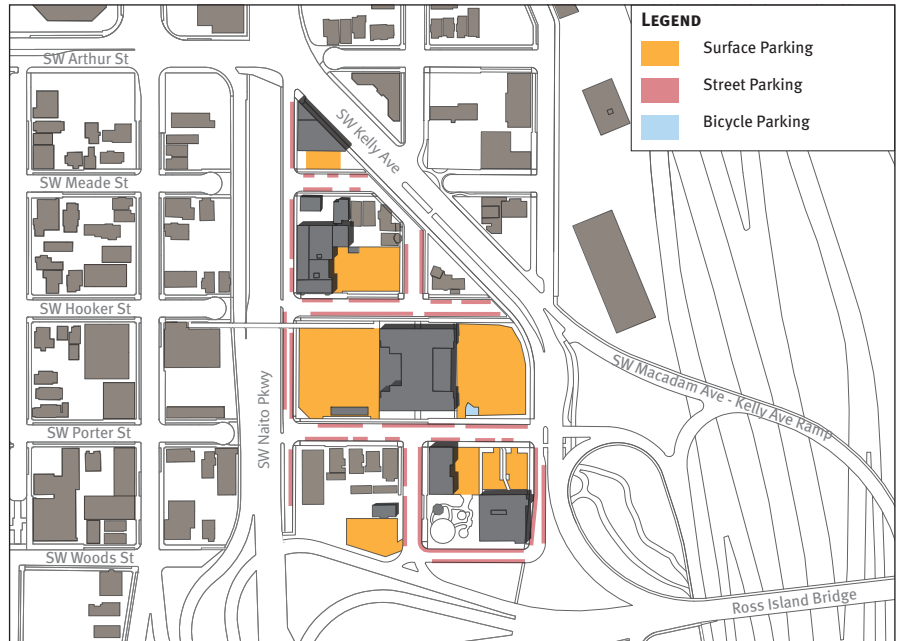
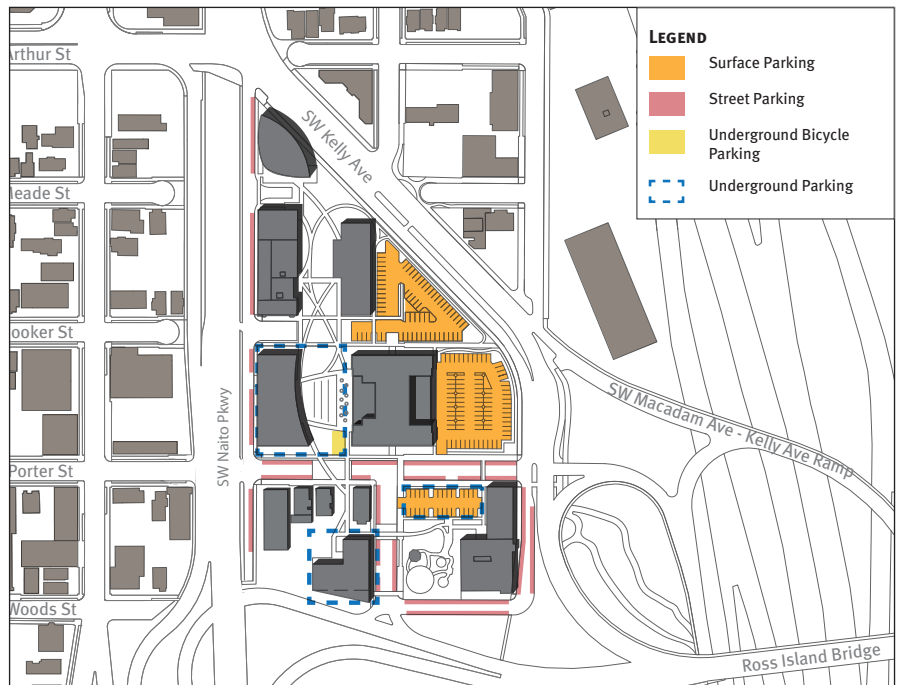


Figure 18. 20-Year Vision–Parking



greenery. Perhaps the most important parking change is the construction of underground parking with the construction of Academic Building Two. This priority campus project

helps de-emphasize the automobile on campus while providing a new, modern building and a significant amount of green space.

Exhibit 7



Exhibit 16.
**Westbound
Enhanced Grid**