



- Existing Street
- - - Proposed New Street
- Pedestrian Connection
- ◆◆◆ Proposed Street Vacation
- Central Gateway Amendment Area
- Gateway Regional Center
- * Public Bike and Pedestrian Accessways will be required on these blocks such that spacing of public connections shall be no more than 330 feet where full street connections are more than 530 feet.

Proposed Amendment
Portland Master Street Plan
Map 11.1.3
Gateway District
Updated October 22, 2009

Chapter 11 in the TSP is not part of the *Comprehensive Plan*, but provides background and context for street plans that are adopted as part of the Comprehensive Plan, Goal 11B (TSP Chapter 2). This amendment proposes to update the discussion of the Gateway Regional Center Street Plan to include information about the *Central Gateway Redevelopment Strategy* and revised Central Gateway street plan, implementation strategies, and other information needed as context and guidance for the master street plan. The existing and proposed language is below. The existing language is in normal font, the proposed language to be added is underlined. It is not proposed that any language be removed.

GATEWAY REGIONAL CENTER STREET PLAN

Background

The 2040 Growth Concept identifies the Gateway regional center as the only regional center in Portland. Planning for Gateway began with the Outer Southeast Community Plan and continued with the Opportunity Gateway Concept Plan and Redevelopment Strategy. City

Council accepted Opportunity Gateway in February 2000 (Resolution No. 35867). The Outer Southeast Community Plan resulted in a plan district and transit-supportive zoning.

The Central Gateway portion of the Gateway District Master Street Plan was amended in 2009. This amendment was based on a recommendation in the Central Gateway Redevelopment Strategy, which was adopted by the Portland Development Commission in August 2007. The Central Gateway Redevelopment Strategy concluded that the street plan for Central Gateway should be updated, with the goal of increasing connectivity in Central Gateway, providing greater certainty to developers about street requirements, and opening up parcels to redevelopment.

Street Connectivity

A discontinuous network of streets and sidewalks, high volumes of through-traffic, and underutilized property characterize Gateway regional center. Access to the transit stations in Gateway's northwest corner and at 102nd and Burnside is problematic. Discontinuous streets discourage walking and bicycling, resulting in significant out-of-direction travel for all modes.

Increasing street connectivity would disperse trips among many alternate routes, thereby reducing congestion, shortening trip lengths, and increasing the mode split for alternatives to the automobile.

Concept Plan Map

The Opportunity Gateway Concept Plan and Redevelopment Strategy is intended to serve as the 'appropriate vision' for the redevelopment of Gateway as a regional center. The concept plan map is a picture of the regional center's redevelopment potential and build-out in 2019. While the plan map affixes buildings and parks to specific locations, the reality is that new construction will appear somewhat differently. While new streets and connections are identified, they are also subject to change to respond to development opportunities. The Opportunity Gateway report states: "It is rigid enough to be a statement of what is and is not desirable in the Regional Center, and flexible enough to be useful even as redevelopment circumstances change." The map graphically depicts the vision described in the report.



Oregon

Theodore R. Kulongoski, Governor

Department of Transportation

Region 1 Land Use Planning

123 NW Flanders

Portland, Oregon 97209-4012

Telephone (503) 731-8219

Fax (503) 731-8259

Date: 3/23/9

ODOT Response to Preliminary Local Land Use Notification

Project Name: Gateway Master Street Plan Amendments	Applicant: City of Portland
Jurisdiction: Portland	Case #:
Site Address: Gateway Regional Center	Legal Description:
	Tax Lot(s)
State Highway: I-205	Mileposts:

The site is in the vicinity of the referenced state highway. ODOT has permitting authority for the state highway and an interest in ensuring that the proposed land use is compatible with its safe and efficient operation.

ODOT has determined there will be no significant impacts to state highway facilities and no additional state review is required.

ADDITIONAL COMMENTS:

Thank you for contacting ODOT to determine whether or not the proposed modifications to the Gateway Master Street Plan will constitute a "significant effect" on State transportation facilities for purposes of the City preparing TPR 060 findings. I have reviewed the proposed street plan modifications and determined that the proposed changes are not significantly different from what was previously adopted in the Gateway Master Street Plan and primarily affects local circulation and not State highway operations.

Development Review Planner: Marah Danielson	Phone: (503) 731-8258
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Statewide Planning Goals

Goal 1: Citizen Involvement

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

Finding: The Portland Development Commission established a stakeholder advisory committee to work with the project team to develop the revised street plan. The stakeholder advisory committee included area property owners and developers. The committee met with the project team seven times between July 2007 and May 2008.

The Portland Development Commission also worked with a citizen advisory committee when developing the *Central Gateway Redevelopment Strategy*. This committee also included area property owners and developers, as well as residents, an affordable housing advocate, a member of the Gateway Urban Renewal Advisory Committee, and a Hazelwood Neighborhood Association representative. The committee met six times between June 2006 and April 2007. The committee recommended that the one of the top priorities in Central Gateway is to increase connectivity and improve street conditions in Central Gateway. Consequently, PDC initiated work on refining the design concepts outlined in the *Redevelopment Strategy* and developed this street plan amendment.

As part of the *Central Gateway Redevelopment Strategy* outreach, the public at-large was invited to attend two open houses. At the events, the public was given opportunities to provide feedback on the design concepts developed as part of the Strategy. The design concepts provided ideas on how to implement a revised street plan, and provided additional options on how connectivity and open spaces can aid in Central Gateway's redevelopment.

A public open house was held specifically about this amendment on June 10, 2009.

Goal 9: Economic Development

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

Finding: The goal of the amendment is to enable future transportation improvements to serve as a catalyst for economic development in Central Gateway. As described in the *Central Gateway Redevelopment Strategy*, inadequate street and infrastructure is a major constraint to economic development in Central Gateway. The strategy states:

“Perhaps no issue poses a greater challenge to redevelopment in Central Gateway than the lack of adequate streets and infrastructure. North of Burnside, there are no internal east-west streets. South of Burnside lacks sufficient north-south connectors, some streets are unpaved, and others end mid-block. Citizens and developers have both emphasized the importance of improving the Central Gateway street network.”¹

To address this constraint, the strategy suggests amending the Central Gateway

¹ Portland Development Commission. 2007. *Central Gateway Redevelopment Strategy*. Prepared by Parametrix, Portland, Oregon.

portion of the adopted Gateway Street Plan to increase connectivity in Central Gateway, provide greater certainty to developers about street requirements, and open up parcels for redevelopment. This amendment seeks to implement the Strategy.

Goal 12: Transportation

To provide and encourage a safe, convenient and economic transportation system.

Finding: This amendment proposes to maintain connectivity on local streets within Central Gateway while opening up parcels for redevelopment. The amendment does not propose any changes in standards, connectivity, or classifications to the major arterials, interstates, or transit lines serving the area. It is anticipated that all future street improvements shown in the amendment will adhere to the street design guidelines set forth in the *Gateway Green Streets Master Plan* (<http://www.portlandonline.com/bes/index.cfm?c=44407>).

Transportation Planning Rule

660-012-0060 Plan and Land Use Regulation Amendments

(1) Where an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility, the local government shall put in place measures as provided in section (2) of this rule to assure that allowed land uses are consistent with the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility. A plan or land use regulation amendment significantly affects a transportation facility if it would:

- (a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);*
- (b) Change standards implementing a functional classification system; or*
- (c) As measured at the end of the planning period identified in the adopted transportation system plan:*
 - (A) Allow land uses or levels of development that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;*
 - (B) Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP or comprehensive plan;*
or
 - (C) Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.*

Finding: The proposed street plan amendment does not meet the definition of “significant affect” as defined above. The amendment does not propose to change the functional classification of an existing or planned transportation facility, or make a change in the zoning or Comprehensive Plan designations in Central Gateway. Rather,

the amendment proposes to maintain connectivity on local streets within Central Gateway while opening up parcels for redevelopment. The amendment does not propose any changes in standards, connectivity, or classifications to the major arterials, interstates, or transit lines serving the area. It is anticipated that all future street improvements shown in the amendment will adhere to the street design guidelines set forth in the *Gateway Green Streets Master Plan* (<http://www.portlandonline.com/bes/index.cfm?c=44407>).

Because the proposed street plan amendment does not significantly affect an existing or planned transportation facility, the amendment meets the intent of the Transportation Planning Rule.

Urban Growth Management Functional Plan

Title 6 Central City, Regional Centers, Town Centers, and Station Communities

Purpose and Intent. *The success of the 2040 Growth Concept depends upon the maintenance and enhancement of the Central City, Regional and Town Centers and Station Communities as the principal centers of urban life in the region. Title 6 intends to enhance Centers by encouraging development in these Centers that will improve the critical roles they play in the region and by discouraging development outside Centers that will detract from those roles. As used in this title, the term "Centers" includes the Central City, Regional and Town Centers and Station Communities.*

Finding: Identified in the 2040 Growth Concept as the only Regional Center in the City of Portland, the Gateway District is envisioned as an active place with destination shopping, mixed-use development, quality jobs, and a variety of housing options. The location and accessibility of the Gateway District to the regional highway system, three light rail lines, and multiple bus lines will help make the Gateway District Regional Center a reality. However, the lack of infrastructure investment in local streets has been identified by property owners and developers as an impediment to quality redevelopment in the district.

Recognizing the importance of spurring redevelopment in the Central Gateway portion of the Gateway District, the Portland Development Commission initiated the *Central Gateway Redevelopment Strategy* in 2006 to create a vision and implementation strategy to guide the area's growth and development over the remaining life of the Gateway Urban Renewal Area. According to the *Central Gateway Redevelopment Strategy*, "the combination of infrastructure improvements with parcel consolidation benefits developers, who have more control, less risk, and potentially higher profits; land owners, who will have higher land values; and the community, which will benefit from a better quality environment." The Redevelopment Strategy concluded with four strategies for implementing the vision, one of which was to resolve the street plan with the goal of increasing connectivity in Central Gateway, providing greater certainty to developers about street requirements, and opening up parcels for redevelopment.

This amendment seeks to implement the Redevelopment Strategy and help realize the vision of Central Gateway as a Regional Center. The amendment would continue to provide street connectivity throughout Central Gateway. The amendment would also require public pedestrian connections and public bike and pedestrian accessways

throughout the district, thus creating multi-modal connections between residences, businesses, and transit. Ultimately, the amendment would increase multi-modal connectivity in Central Gateway while at the same time retaining larger parcels needed for redevelopment to occur.

City Of Portland Comprehensive Plan

Goal 1 Metropolitan Coordination

Policy 1.4 Intergovernmental Coordination. *Insure continuous participation in intergovernmental affairs with public agencies to coordinate metropolitan planning and project development and maximize the efficient use of public funds.*

Finding: Policy 1.4 requires continuous participation in intergovernmental affairs with public agencies to coordinate metropolitan planning and project development and maximize the efficient use of public funds. The amendment supports this policy because a number of government agencies participated in developing the amendment or were notified of this amendment and given the opportunity to comment. Along with citizen representatives, the Portland Bureau of Environmental Services, Portland Parks and Recreation, Portland Bureau of Transportation, Portland Bureau of Planning and Sustainability, and Portland Development Commission jointly developed and achieved consensus about the Central Gateway street plan included in this amendment. Additionally in Winter 2009, the Portland Bureau of Transportation notified ODOT about the amendment and asked for their comments about the amendment. ODOT determined that the amendment primarily affects the local street system, and there will be no significant impacts to state highway facilities and no additional state review is required. ODOT's response is attached in Exhibit C.

Goal 2 Urban Development

Policy 2.27 Outer Southeast Community Plan. *Promote the economic vitality, diverse residential character, environmental quality, and livability of Outer Southeast Portland by including the Outer Southeast Community Plan as a part of this Comprehensive Plan.*

Finding: Policy 2.27 calls for the inclusion of the *Outer Southeast Community Plan* in the *Portland Comprehensive Plan*. The applicable goals, policies, and objectives of the *Outer Southeast Community Plan* are addressed below on page 28.

Goal 3 Neighborhoods

Policy 3.9 Outer Southeast Community Plan Neighborhoods and Business Plan. *Include as part of the Comprehensive Plan neighborhood and business plans developed as part of the Outer Southeast Community Plan. Neighborhood and business plans developed as part of the Outer Southeast Community Plan are those for Centennial, Foster-Powell, Hazelwood, Lents, Mt. Scott-Arleta, Mill Park, Montavilla, Outer Southeast Business Coalition, Pleasant Valley, Powellhurst-Gilbert, and South Tabor. Use the Neighborhood Plans to guide decisions on land use, transportation and capital expenditures, community development programs, where applicable.*

Objectives:

C. Reinforce the vitality of experience and quality of life for residents, commuters, workers, visitors, and businesses in Hazelwood.

Finding: Policy 3.9, Objective C calls for maintaining the experience and quality of life for people who live in, work in, and visit the Hazelwood neighborhood. The amendment supports this objective by providing an opportunity for increased multi-modal connectivity while also maintaining some large parcels for redevelopment in Central Gateway. Currently, the area lacks adequate streets and infrastructure, which was identified in the *Central Gateway Redevelopment Strategy* as the primary challenge to redevelopment in Central Gateway. The Strategy states: "North of Burnside, there are no internal east-west streets. South of Burnside lacks sufficient north-south connectors, some streets are unpaved, and others end mid-block. Citizens and developers have both emphasized the importance of improving the Central Gateway street network."

The amendment equally or better supports this objective by improving street connectivity as well as public pedestrian and bicycle connectivity. The amendment provides pedestrian and bicycle connections to the light rail station at 102nd and Burnside and to the several bus stops on area arterials. Currently, light rail users who wish to cross Burnside in order to access the light rail station must cross Burnside at 99th Ave or 102nd Ave. The proposed crossings will provide safer crossings for pedestrians. Additionally, the amendment would require public bike and pedestrian accessways on larger blocks. This will allow the spacing of public connections to be no more 330 feet where full street connections are more than 530 feet.

H. Enhance the image, marketability, and vitality of businesses and business areas in Outer Southeast. Use the Outer Southeast Business Plan to guide decisions on land use, transportation, capital expenditures, and economic revitalization programs.

Finding: This objective requires that the Outer Southeast Business Plan be used to guide decisions on transportation. Applicable transportation policies in the Plan are addressed on page 28.

Goal 5 Economic Development

Policy 5.4 Transportation System. Promote a multi-modal regional transportation system that stimulates and supports long term economic development and business investment.

Objectives:

B. Use transportation system improvements as a catalyst for attracting industrial and employment development.

Finding: Policy 5.4, Objective B encourages the use of transportation system improvements as a catalyst for attracting industrial and employment development. While the amendment is not project specific and does not directly result in a transportation system improvement, the goal of the amendment is to enable future transportation improvements to serve as a catalyst for economic development in Central Gateway. As described in the *Central Gateway Redevelopment Strategy*, inadequate street and infrastructure is a major constraint to economic development in Central Gateway. The

strategy states:

“Perhaps no issue poses a greater challenge to redevelopment in Central Gateway than the lack of adequate streets and infrastructure. North of Burnside, there are no internal east-west streets. South of Burnside lacks sufficient north-south connectors, some streets are unpaved, and others end mid-block. Citizens and developers have both emphasized the importance of improving the Central Gateway street network.”²

To address this constraint, the strategy suggests amending the Central Gateway portion of the adopted Gateway Street Plan to increase connectivity in Central Gateway, provide greater certainty to developers about street requirements, and open up parcels for redevelopment. This amendment seeks to implement the Strategy by:

- Proposing east-west connections between 97th Ave. and 102nd Ave. on Flanders St. and Davis St. (Similar to the existing street plan.)
- Proposing a north-south connection on 100th Ave. between Oak St. and Burnside and also between Oregon St. and Pacific St. (Similar to the existing plan, with the exception that the Oregon St. to Pacific St. segment will have a different alignment.)
- Proposing a north-south connection on 101st Ave. between Stark St. and Burnside. (Similar to the existing plan.)
- Proposing several internal connection on Oregon St., approximately Hoyt St., Couch St., and 101st Ave. (Similar to existing plan.)
- Maintaining existing large parcels for development and redevelopment by requiring pedestrian connections or public bike and pedestrian accessways rather than full streets as required in the existing street plan. Public bike and pedestrian accessways will be required on certain blocks such that spacing of public connections shall be no more than 330 feet where full street connections are more than 530 feet. (Different from existing plan.)

C. Work closely with public agencies, such as Tri-Met, and the private sector to deliver an efficient and effective transportation system and network. Improve transit connections between residential communities and work sites.

Finding: Policy 5.4, Objective C requires that City bureaus work closely with other public agencies and the private sector to develop the transportation system and improve transit connections. The Bureau of Transportation worked closely with several city agencies and stakeholders on a Stakeholder Advisory Committee when developing the revised street plan included in this amendment. The committee included property owners, a developer, and several bureau representatives, including the Bureaus of Transportation, Planning and Sustainability, Parks and Recreation, and Environmental Services, and the Portland Development Commission. A representative from TriMet was invited to the committee meetings, but chose not to attend. The committee met seven times between Summer 2007 and Winter 2008.

² Portland Development Commission. 2007. Central Gateway Redevelopment Strategy. Prepared by Parametrix, Portland, Oregon.

This policy also requires that transit connections between residential communities and work sites be improved. The amendment provides several opportunities for improved transit connections. The public pedestrian connections, public bike and pedestrian accessways, and proposed connections provide multiple access points to transit routes along 102nd Ave., Glisan, Burnside, and Stark. In particular, the amendment includes connections across Burnside at 100th Ave. and 101st Ave., allowing safe access across Burnside for pedestrians going to the light rail station at 102nd Ave. and Burnside. Once Central Gateway redevelops as a high density area, these connections will provide necessary transit connections for people who live or work in Central Gateway.

E. Promote safe and pleasant bicycle and pedestrian access to and circulation within commercial areas. Provide convenient, secure bicycle parking for employees and shoppers.

Finding: Policy 5.4, Objective E calls for promoting safe and pleasant bicycle and pedestrian access to and circulation within commercial areas. The amendment is consistent with this goal by proposing pedestrian connections and public bike and pedestrian accessways in the Central Commercial and Mixed Commercial/Residential zones in Central Gateway.

H. Pursue transportation and parking improvements that reinforce commercial, industrial and residential districts and promote development of new districts.

Finding: This policy calls for transportation improvements that reinforce commercial, industrial, and residential districts. While the amendment does not propose constructing any transportation improvements, the amendment will support this policy by providing opportunities for street and multi-modal connectivity within Central Gateway. Zoning in the area allows for high-density commercial and residential development. The frequent public connections for multiple modes of transportation will provide necessary transit connections for people who live or work in Central Gateway.

Goal 6 Transportation

Policy 6.1 Coordination. *Coordinate with affected state and federal agencies, local governments, special districts, and providers of transportation services when planning for and funding transportation facilities and services.*

Objective:

C. Involve affected agencies, local governments, special districts, and transportation providers in updates of the Transportation System Plan (TSP).

Finding: Goal 6, Policy 6.1 calls for intergovernmental coordination about updates to the TSP. As stated in the findings for Goal 1, Policy 1.4, the development of this amendment has involved ongoing coordination among multiple local government agencies.

Policy 6.2 Public Involvement. *Carry out a public involvement process that provides information about transportation issues, projects, and processes to citizens, businesses and other stakeholders, especially to those traditionally underserved by transportation services, and that solicits and considers feedback when making decisions about transportation.*

Objectives:

A. Involve community members who are traditionally under-represented in transportation planning activities.

Finding: As part of the *Central Gateway Redevelopment Strategy* outreach, the public at-large was invited to attend two open houses. At the events, the public was given opportunities to provide feedback on the design concepts developed as part of the Strategy. The design concepts provided ideas on how to implement a revised street plan, and provided additional options on how connectivity and open spaces can aid in Central Gateway's redevelopment.

A public open house was held specifically about this amendment on June 10, 2009.

B. Give consideration to Metro's Local Public Involvement Policy for Transportation Planning in Portland's transportation planning activities.

Finding: Metro's Local Public Involvement Policy for Transportation is a policy document that applies to all of Metro's transportation plans and programs. The goal of the policy is to "Provide complete information, timely public notice, full public access to key decisions, and support broad-based and early and continuing involvement of the public in developing regional transportation plans, programs and projects."³

Although this amendment is not a Metro-initiated plan and the Bureau of Transportation and Portland Development Commission are therefore not required to adhere to the policy, the Bureau and Portland Development Commission met the intent of the goal stated above. As part of the *Central Gateway Redevelopment Strategy* outreach, the public at-large was invited to attend two open houses. At the events, the public was given opportunities to provide feedback on the design concepts developed as part of the Strategy. The design concepts provided ideas on how to implement a revised street plan, and provided additional options on how connectivity and open spaces can aid in Central Gateway's redevelopment.

As part of public outreach for this amendment, the Bureau of Transportation mailed a notice about the Planning Commission hearing to stakeholders and all property owners and residents within 2,000 feet of 241 NE 100th Avenue (which is approximately the center of the study area). Additionally, a public open house was held specifically about this amendment on June 10, 2009.

Stakeholder and Citizen Advisory Committees, which included property owners and residents, also played a large role in developing the revised street plan included in this amendment.

In addition to public outreach, since Summer 2007 regular bi-monthly updates about the proposed street plan and amendment were given to the Opportunity Gateway Program Advisory Committee (PAC). The PAC includes east Portland residents, business interests, and other stakeholders from the Portland community.

Policy 6.4 Classification Descriptions. *Street classification descriptions and designations describe the types of motor vehicle, transit, bicycle, pedestrian, truck, and emergency*

³ Metro. 2004. Transportation Planning Public Involvement Policy. Metro, Portland, Oregon.

vehicle movement that should be emphasized on each street.

Objectives:

A. Classification descriptions and designations are used to determine the appropriateness of street improvements and to make recommendations on new and expanding land uses through the land use review processes.

Finding: This amendment does not propose to change street classifications. It is anticipated that all future street improvements shown in the amendment will adhere to the street design guidelines set forth in the *Gateway Green Streets Master Plan* (<http://www.portlandonline.com/bes/index.cfm?c=44407>). The Plan includes street typology guidelines for future street improvements in the Gateway Urban Renewal Area.

B. Classification descriptions are used to describe how streets should function for each mode of travel, not necessarily how they are functioning at present.

Finding: This amendment does not propose to change street classifications. It is anticipated that all future street improvements shown in the amendment will adhere to the street design guidelines set forth in the *Gateway Green Streets Master Plan* (<http://www.portlandonline.com/bes/index.cfm?c=44407>). The Plan includes street typology guidelines for future street improvements in the Gateway Urban Renewal Area.

Policy 6.17 Coordinate Land Use and Transportation. *Implement the Comprehensive Plan Map and the 2040 Growth Concept through long-range transportation and land use planning and the development of efficient and effective transportation projects and programs.*

Finding: Identified in the 2040 Growth Concept as the only Regional Center in the City of Portland, the Gateway District is envisioned as an active place with destination shopping, mixed-use development, quality jobs, and a variety of housing options. The location and accessibility of the Gateway District to the regional highway system, three light rail lines, and multiple bus lines will help make the Gateway District Regional Center a reality. However, the lack of infrastructure investment in local streets has been identified by property owners and developers as an impediment to quality redevelopment in the district.

Recognizing the importance of spurring redevelopment in the Central Gateway portion of the Gateway District, the Portland Development Commission initiated the *Central Gateway Redevelopment Strategy* in 2006 to create a vision and implementation strategy to guide the area's growth and development over the remaining life of the Gateway Urban Renewal Area. According to the *Central Gateway Redevelopment Strategy*, "the combination of infrastructure improvements with parcel consolidation benefits developers, who have more control, less risk, and potentially higher profits; land owners, who will have higher land values; and the community, which will benefit from a better quality environment." The Redevelopment Strategy concluded with four strategies for implementing the vision, one of which was to resolve the street plan with the goal of increasing connectivity in Central Gateway, providing greater certainty to developers about street requirements, and opening up parcels for redevelopment.

This amendment seeks to implement the Redevelopment Strategy and help realize the vision of Central Gateway as a Regional Center. The amendment would continue to

provide street connectivity throughout Central Gateway. The amendment would also require public pedestrian connections and public bike and pedestrian accessways throughout the district, thus creating multi-modal connections between residences, businesses, and transit. Ultimately, the amendment would increase multi-modal connectivity in Central Gateway while at the same time retaining larger parcels needed for redevelopment to occur.

Policy 6.20 Connectivity. *Support development of an interconnected, multimodal transportation system to serve mixed-use areas, residential neighborhoods, and other activity centers.*

Objectives:

A. Provide interconnected local and collector streets to serve new and redeveloping areas and to ensure safe, efficient, and convenient pedestrian, bicycle, and vehicle access with preference for public streets over private streets.

Finding: The amendment supports an interconnected, multimodal transportation system in Central Gateway. As described, the amendment proposes multiple pedestrian connections and public bike and pedestrian accessways throughout Central Gateway. The service streets and accessways will connect with local streets, and in the instance of 101st Ave. and Hoyt St., connect with other service streets and accessways. Similarly, the amendment includes connections among local streets within the Central Gateway area, and also connections from local streets to the larger arterials servicing the area, such as Stark, Burnside, Glisan, and 102nd Ave.

B. Create short blocks through development of frequent street connections in mixed-use areas of planned high-density development.

Finding: Zoning classifications in Central Gateway allow for mixed-use, high-density development. Many of the streets included in the amendment allow for small block sizes with frequent local street connections. However, some of the proposed streets are spaced further apart, allowing for larger parcels for development and redevelopment. The purpose of allowing for larger parcels is to encourage opportunities for economic development in Central Gateway, which meets the intent of Goal 2 of the *Portland Comprehensive Plan*. The *Central Gateway Redevelopment Strategy* states that the absence of large and vacant parcels in Central Gateway coupled with constraints to assemble properties has contributed to the lack of reinvestment by developers in the area.

The amendment would mitigate for the larger block sizes by requiring public and bike accessways through larger parcels. The accessways would provide connections within the parcel, and also between the parcel and the local streets. The accessways would be required on these blocks such that spacing of public connections shall be no more than 330 feet where fill street connections are more than 530 feet.

C. Provide convenient and safe bicycle and pedestrian connections to transit routes, schools, and parks, as well as within and between new and existing residential developments, employment areas, and other activity centers where street connections are not feasible.

Finding: Zoning classifications in Central Gateway allow for high-density residential development and employment areas. Where larger block sizes are proposed and local

street connections are not advisable in order to maintain large land parcels for redevelopment, the amendment proposes public bike and pedestrian accessways. The public accessways would provide connections within the parcel, and also between the parcel and the local streets. The accessways would be required on these blocks such that spacing of public connections shall be no more than 330 feet where fill street connections are more than 530 feet. In several instances, the public bike and pedestrian accessways would provide local access to the MAX line on Burnside and bus routes on Stark, Glisan, 99th Ave., and 102nd Ave.

It is anticipated that all future street improvements shown in the amendment will adhere to the street design guidelines set forth in the *Gateway Green Streets Master Plan* (<http://www.portlandonline.com/bes/index.cfm?c=44407>). The Plan includes street typology guidelines for future street improvements in the Gateway Urban Renewal Area.

Policy 6.21 Right-of-Way Opportunities. *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.*

Objectives:

A. Evaluate opportunities and the existing and future need for a bikeway, walkway, or other transportation use when considering vacation of any right-of-way.

Finding: This amendment is not project-related, and does not propose to immediately vacate right-of-way. However, the amendment does propose that two segments of 97th Ave. (between Davis and Couch Streets and between Ash and Pine Streets) be vacated in the future. The reasons for this are two-fold. One, the vacations would prevent through traffic from using 97th Ave. Auto traffic would use 99th Ave. as a through route in the western section of Central Gateway. Second, the vacations would open up more land for development and increase freeway visibility in these areas.

The purpose of allowing for larger parcels is to encourage opportunities for economic development in Central Gateway, which meets the intent of Goal 2 of the *Portland Comprehensive Plan*. The *Central Gateway Redevelopment Strategy* states that the absence of large and vacant parcels in Central Gateway coupled with constraints to assemble properties has contributed to the lack of reinvestment by developers in the area.

Although the segments would eventually be vacated, the parcels would still have adequate street connections. There would be local service access streets to the north and south of the parcels and a neighborhood collector street in 99th Ave. to the east of the parcels.

B. As a condition of street vacation, require pedestrian and bicycle facilities if needed, with first preference for dedicated right-of-way and, secondarily, through a public walkway and bikeway easement.

Finding: This amendment is not project-related, and does not propose any immediate vacation of right-of-way. Therefore, a condition of street vacation is not applicable. However, the amendment does propose that two segments of 97th Ave. (between Davis and Couch Streets and between Ash and Pine Streets) be vacated in the future. Although the segments would eventually be vacated, the parcels would still have adequate multi-modal street connections. There would be local service access streets to the north and

south of the parcels and a neighborhood collector street in 99th Ave. to the east of the parcels. Near the proposed street vacations, 99th Ave. is a through street, has sidewalks, and has ample room for bicycles although only portions of the street has bicycle lanes. A portion of 99th Ave. near Glisan St. was recently improved to include bicycle lanes.

The purpose of allowing for larger parcels is to encourage opportunities for economic development in Central Gateway, which meets the intent of Goal 2 of the *Portland Comprehensive Plan*. The *Central Gateway Redevelopment Strategy* states that the absence of large and vacant parcels in Central Gateway coupled with constraints to assemble properties has contributed to the lack of reinvestment by developers in the area.

It is anticipated that all future streets will be constructed to meet design standards for pedestrian and bicycle facilities.

C. Acquire or control parcels of land that may be needed in the future for any transportation purpose when the opportunity arises through sale, donation, or land use action.

Finding: This amendment does not propose the acquisition of parcels of land that may be needed in the future for any transportation purpose. However, the Portland Development Commission has identified purchasing and/or taking options on priority parcels for future right-of-way as part of its action plan in the *Central Gateway Redevelopment Strategy*. To date, the Portland Development Commission has not developed a list of priority parcels, but did note in the *Central Gateway Redevelopment Strategy* that a priority parcel would meet one or more of the following criteria:

- Parcels key to streets and parks
- Parcels offering access to critical sites
- Parcels that have a negative impact on the area
- Parcels that could lead to public/private partnership opportunities

E. Consider the need for maintaining right-of-way for other infrastructure needs.

Finding: This amendment is not project-related, and does not propose any immediate vacation of right-of-way. However, the amendment does propose that two segments of 97th Ave. (between Davis and Couch Streets and between Ash and Pine Streets) be vacated in the future. It is anticipated that once the street segments are vacated, easements will be maintained for other infrastructure needs.

Policy 6.36 Far Northeast Transportation District. *Support transportation choices by focusing transit and traffic movement on a well-defined system of arterials, implementing demand management measures, and encouraging walking and bicycling in the Far Northeast.*

Objectives:

D. Implement the Gateway Concept and Redevelopment Strategy recommendations to provide street connections as redevelopment occurs, manage regional traffic impacts, and focus boulevard and main street improvements on 102nd.

Finding: This amendment is not project specific. However, the amendment meets the

intent of the Gateway Concept and Redevelopment Strategy by increasing connectivity in Central Gateway while simultaneously allowing larger parcels for redevelopment. It was found in more recent market analyses done as part of the *Central Gateway Redevelopment Strategy* that the abundance of small parcels and lack of larger parcels is an impediment to redevelopment in the area. This amendment seeks to address this constraint by allowing larger parcel sizes than currently allowed in the existing street plan. Although full street connections will not be required as frequently as in some instances, public bike and pedestrian accessways will be required on some larger parcels such that spacing of public connections shall be no more than 330 feet where full street connections are more than 530 feet.

Additionally in the *Central Gateway Redevelopment Strategy*, the Portland Development Commission has identified purchasing and/or taking options on priority parcels for future right-of-way as part of its action plan. To date, the Portland Development Commission has not developed a list of priority parcels, but did note in the *Central Gateway Redevelopment Strategy* that a priority parcel would meet one or more of the following criteria:

- Parcels key to streets and parks
- Parcels offering access to critical sites
- Parcels that have a negative impact on the area
- Parcels that could lead to public/private partnership opportunities

F. Add pedestrian facilities, including sidewalks and crossings, and enhancements, such as street trees and drinking fountains, to provide good access within neighborhoods and to Gateway and other commercial areas.

Finding: This amendment is not project specific. However, the amendment does propose that there be public pedestrian connections and public bike and pedestrian accessways in the future in Central Gateway. Additionally, it is anticipated that all future street improvements shown in the amendment will adhere to the street design guidelines set forth in the *Gateway Green Streets Master Plan* (<http://www.portlandonline.com/bes/index.cfm?c=44407>). The Plan includes street typology guidelines for future street improvements in the Gateway Urban Renewal Area.

Goal 9 Citizen Environment

Policy 9.3 Comprehensive Plan Amendment. *Allow for the review and amendment of the adopted Comprehensive Plan which insures citizen involvement opportunities for the city's residents, businesses and organizations.*

Finding: The Portland Development Commission established a stakeholder advisory committee to work with the project team to develop the revised street plan. The stakeholder advisory committee included area property owners and developers. The committee met with the project team seven times between July 2007 and May 2008.

The Portland Development Commission also worked with a stakeholder advisory committee when developing the *Central Gateway Redevelopment Strategy*. This committee also included area property owners and developers, as well as residents, an

affordable housing advocate, a member of the Gateway Urban Renewal Advisory Committee, and a Hazelwood Neighborhood Association representative. The committee met six times between June 2006 and April 2007. The committee recommended that the one of the top priorities in Central Gateway is to increase connectivity and improve street conditions in Central Gateway. Consequently, PDC initiated work on refining the design concepts outlined in the *Redevelopment Strategy* and developed this street plan amendment.

Goal 12 Urban Design

***Policy 12.1 Portland's Character.** Enhance and extend Portland's attractive identity. Build on design elements, features and themes identified with the City. Recognize and extend the use of City themes that establish a basis of a shared identity reinforcing the individual's sense of participation in a larger community.*

Objectives:

A. Give form to the City and extend the intimate and human scale that typifies Portland. Preserve public access to light and air by managing and shaping the mass, height and bulk of new development. Retain the variety of alternative routes between locations that is produced by using a small block size. Focus new development at locations where necessary services already exist such as near transit stations and along transit streets.

Finding: Zoning classifications in Central Gateway allow for mixed-use, high-density development. Many of the proposed streets included in the amendment allow for small block sizes with frequent local street connections. However, some of the proposed streets are spaced further apart, allowing for larger parcels for development and redevelopment. The purpose of allowing for larger parcels is to encourage opportunities for economic development in Central Gateway, which meets the intent of Goal 2. The *Central Gateway Redevelopment Strategy* states that the absence of large and vacant parcels in Central Gateway coupled with constraints to assemble properties has contributed to the lack of reinvestment by developers in the area.

***Policy 12.4 Provide for Pedestrians.** Portland is experienced most intimately by pedestrians. Recognize that auto, transit and bicycle users are pedestrians at either end of every trip and that Portland's citizens and visitors experience the City as pedestrians. Provide for a pleasant, rich and diverse experience for pedestrians. Ensure that those traveling on foot have comfortable, safe and attractive pathways that connect Portland's neighborhoods, parks, water features, transit facilities, commercial districts, employment centers and attractions.*

Objectives:

A. Providing for pedestrians should be a primary mode of transportation throughout the City. Ensure that the safety and convenience of pedestrians are not compromised by transportation improvements aimed at motor vehicle traffic. Movement patterns for pedestrians should contribute to Portland's sense of community and provide for connections between areas of the City.

Finding: Zoning classifications in Central Gateway allow for high-density residential development and employment areas. Where larger block sizes are proposed and local

Exhibit D

street connections are not advisable in order to maintain large land parcels for redevelopment, the amendment proposes public bike and pedestrian accessways. The accessways would provide public connections within the parcel, and also between the parcel and the local streets. The accessways would be required on these blocks such that spacing of public connections shall be no more than 330 feet where fill street connections are more than 530 feet. In several instances, the public bike and pedestrian accessways would provide local access to the MAX line on Burnside and bus routes on Stark, Glisan, 99th Ave., and 102nd Ave.

C. Provide Portland's sidewalks with buffering from auto traffic and auto parking areas; provide trees that will shade sidewalks on hot days; provide sidewalks of adequate width to accommodate the pedestrians that future development is expected to generate; provide convenient connections from sidewalks to parks, developments, and attractions; and ensure that the pedestrian circulation system is safe and accessible to children, seniors and the disabled (including the blind).

Finding: It is anticipated that all future street improvements shown in the amendment will adhere to the street design guidelines set forth in the *Gateway Green Streets Master Plan* (<http://www.portlandonline.com/bes/index.cfm?c=44407>). The Plan includes street typology guidelines for future street improvements in the Gateway Urban Renewal Area.

G. 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.

Finding: This is a street plan amendment, and is not a request for a street vacation. However, the amendment has taken into consideration pedestrian access and circulation by including public bike and accessways where large blocks sizes are maintained. The accessways would provide public connections within the parcel, and also between the parcel and the local streets. The accessways would be required on these blocks such that spacing of public connections shall be no more than 330 feet where fill street connections are more than 530 feet. In several instances, the public bike and pedestrian accessways would provide local access to the MAX line on Burnside and bus routes on Stark, Glisan, 99th Ave., and 102nd Ave.

City of Portland Outer Southeast Community Plan

Transportation Policy

Ensure that streets in outer southeast form a network that provide for efficient travel throughout the community and to other parts of Portland and the region. Reduce congestion and pollution caused by the automobile by creating land use patterns that support transit, bike, and pedestrian travel.

Objectives:

6. Keep through-traffic on freeways and arterials and off local streets.

Finding: This amendment proposes to enhance circulation on local streets in a small area of the city. The revised street plan provides needed multi-modal connections within the

Central Gateway area without changing the function of the major traffic streets and collectors surrounding the area, such as 102nd Ave., Glisan, Burnside, and Stark. It is not anticipated the implementation of the amendment will increase through-traffic in Central Gateway beyond what could occur under the existing plan.

7. Create through streets at frequent intervals.

Finding: This amendment will maintain the function of the major through streets in Central Gateway and the Gateway Regional Center as a whole: 99th Ave. and 102nd Ave. In addition to these two streets, it is proposed that 100th Ave. will provide additional through street connections in Central Gateway between Pacific St. and Oak St., and an east-west connection on Davis St. between 97th Ave. and 103rd Ave.

8. Seek ways of providing connections for limited auto access and for full pedestrian and bike access when practical difficulties prevent full street improvements.

Finding: Where larger block sizes are proposed and local street connections are not advisable in order to maintain large land parcels for redevelopment, the amendment proposes public bike and pedestrian accessways. The accessways would provide public connections within the parcel, and also between the parcel and the local streets. The accessways would be required on these blocks such that spacing of public connections shall be no more than 330 feet where fill street connections are more than 530 feet. In several instances, the public bike and pedestrian accessways would provide local access to the MAX line on Burnside and bus routes on Stark; Glisan, 99th Ave., and 102nd Ave.

Open Space and Environment Policy

Provide parks and open spaces to meet projected recreational needs of outer southeast residents. Create a sense of connection with the natural environment. Protect natural resources by reducing the impact of development on them.

Objective:

5. Ensure convenient and safe access from residential areas to neighborhood parks.

Finding: The amendment does not propose to improve or construct any of the streets included in the revised street plan. However, it is assumed that when the streets are improved or constructed, the streets will be built to the appropriate safety and connectivity standards.

Urban Design Policy

Foster a sense of place and identity for the Outer Southeast Community Plan area by reinforcing existing character-giving elements and encouraging the emergence of new ones as envisioned in the Vision Plan.

Objective

7. Promote a street network which reinforces the unique character of each subarea.

Finding: Identified in the 2040 Growth Concept as the only Regional Center in the City of Portland, the Gateway District is envisioned as an active place with destination shopping, mixed-use development, quality jobs, and a variety of housing options. The

location and accessibility of the Gateway District to the regional highway system, three light rail lines, and multiple bus lines will help make the Gateway District Regional Center a reality. However, the lack of infrastructure investment in local streets has been identified by property owners and developers as an impediment to quality redevelopment in the district.

Recognizing the importance of spurring redevelopment in the Central Gateway portion of the Gateway District, the Portland Development Commission initiated the *Central Gateway Redevelopment Strategy* in 2006 to create a vision and implementation strategy to guide the area's growth and development over the remaining life of the Gateway Urban Renewal Area. According to the *Central Gateway Redevelopment Strategy*, "the combination of infrastructure improvements with parcel consolidation benefits developers, who have more control, less risk, and potentially higher profits; land owners, who will have higher land values; and the community, which will benefit from a better quality environment." The Redevelopment Strategy concluded with four strategies for implementing the vision, one of which was to resolve the street plan with the goal of increasing connectivity in Central Gateway, providing greater certainty to developers about street requirements, and opening up parcels for redevelopment.

This amendment seeks to implement the Redevelopment Strategy and help realize the vision of Central Gateway as a Regional Center. The amendment would continue to provide street connectivity throughout Central Gateway. The amendment would also require public pedestrian connections and public bike and pedestrian accessways throughout the district, thus creating multi-modal connections between residences, businesses, and transit. Ultimately, the amendment would increase multi-modal connectivity in Central Gateway while at the same time retaining larger parcels needed for redevelopment to occur.

Subarea Policy IV: Gateway Regional Center

Foster the development of this area as a "Regional Center." Attract intense commercial and high-density residential development capable of serving several hundred thousand people. Promote an attractive urban environment by creating better pedestrian connections and providing more public open space.

Objectives

2. *Provide an infrastructure that is supportive of high-intensity development for living, working, and recreating.*

Finding: The purpose of this amendment is to encourage redevelopment in Central Gateway while also providing adequate multi-modal connectivity throughout the area. As described, a major finding in the *Central Gateway Redevelopment Strategy* was that Central Gateway lacks internal transportation infrastructure that is supportive of high-density development, although the Central Gateway area is well connected to regional highway and transit systems. To address this redevelopment constraint, the *Central Gateway Redevelopment Strategy* proposed to resolve the street plan with the goal of increasing connectivity in Central Gateway, providing greater certainty to developers about street requirements, and opening up parcels for redevelopment.

4. *Strive for a 200' by 400' foot [sic] street grid pattern throughout the district. Surround each block with sidewalks, street trees, and on-street parking, except where it would interfere with the efficient operation of MAX.*

Finding: This amendment strove for a 200' by 400' street grid pattern throughout Central Gateway, and achieved the pattern in several instances. However, when considering the market analysis findings presented in the *Central Gateway Redevelopment Strategy*, the Stakeholder Advisory Committee decides to maintain some parcels larger than 200' by 400' in order to encourage redevelopment in the area. The Gateway District is identified as a regional center in the 2040 Growth Concept. To help implement the vision of the area as a regional center and encourage higher-density redevelopment, the market analysis found that developers would like to see an opportunity for larger parcels in Central Gateway.

Hazelwood Neighborhood Plan

Policy 4 Transportation

Improve accessibility in, around and through Hazelwood. Develop, improve and expand paths, trails and streets that serve as links between recreational, commercial, and residential areas while maintaining the lovability of residential areas.

Objectives:

1. *Improve accessibility within the neighborhoods and among commercial, recreational, employment and transit sites.*
2. *Improve accessibility by mass transit and alternative modes of transportation.*

Finding: Zoning classifications in Central Gateway allow for high-density residential development and employment areas. Where larger block sizes are proposed and local street connections are not advisable in order to maintain large land parcels for redevelopment, the amendment proposes public bike and pedestrian accessways. The public accessways would provide connections within the parcel, and also between the parcel and the local streets. The accessways would be required on these blocks such that spacing of public connections shall be no more than 330 feet where fill street connections are more than 530 feet. In several instances, the public bike and pedestrian accessways would provide local access to the MAX line on Burnside and bus routes on Stark, Glisan, 99th Ave., and 102nd Ave.

In particular, the improvement of 101st Ave. between Stark St. and approximately Flanders St. will provide needed multi-modal access from the Central Gateway area to the light-rail station at 102nd Ave. and Burnside.

3. *Place a high priority on construction and upgrading of streets to City of Portland street standards.*

Finding: It is anticipated that all future street improvements shown in the amendment will adhere to the street design guidelines set forth in the *Gateway Green Streets Master Plan* (<http://www.portlandonline.com/bes/index.cfm?c=44407>). The Plan includes street typology guidelines for future street improvements in the Gateway Urban Renewal Area.

Outer Southeast Business Plan

Policy 3 Traffic and Transportation

Provide a safe, efficient and attractive, full-service transportation system to serve Outer Southeast business areas.

Objectives:

3. Increase the livability and the viability of businesses in the district by improving traffic flow, parking and streets.

Finding: According to the *Central Gateway Redevelopment Strategy*, the poor quality of existing transportation infrastructure and small parcel sizes is an impediment to redevelopment in Central Gateway. To address these issues, the *Central Gateway Redevelopment Strategy* proposed to revise the Central Gateway master street plan to increase connectivity in Central Gateway, provide greater certainty to developers about street requirements, and open up parcels to redevelopment. This amendment proposes to increase the opportunities for mixed-use redevelopment in Central Gateway by improving connectivity, while also maintaining large parcels for redevelopment.

8. Promote design alternatives which improve street image through a variety of means, such as street trees, signs, utility locations and landscaping.

Finding: This street plan amendment does not include design guidelines for the proposed new streets. However, it is anticipated that all future street improvements shown in the amendment will adhere to the street design guidelines set forth in the *Gateway Green Streets Master Plan* (<http://www.portlandonline.com/bes/index.cfm?c=44407>). The Plan includes street typology guidelines for future street improvements in the Gateway Urban Renewal Area.

Gateway Regional Center Urban Renewal Plan

Principle 3 Establish Distinctive Identity

a. Unity and Cohesiveness. ... North-south streets like 102nd and 99th should be improved to incorporate such elements in a manner that helps unify the entire district. Local east-west streets and small private streets should be improved according to consistent standards. ...

Finding: This amendment does not propose to improve existing streets or construct new streets. However, the amendment does propose to maintain 102nd and 99th Avenues as the primary north-south streets serving Central Gateway. The City has recently made safety and design improvements to both streets. It is anticipated that local east-west streets shown in the amendment will be built to adopted design guidelines and standards.

Principle 8 Expand and Improve Travel Options

a. Street Grid. ... Urban renewal resources should be dedicated to the purpose of connecting streets within the Regional Center and creating new streets in areas that

suffer from substandard connectivity. ...

Finding: This amendment does not address how urban renewal resources should be used in the Gateway District regional center. However, the amendment does address improving east-west and north-south street connectivity and multi-modal connectivity in Central Gateway.