



Bureau of Planning and Sustainability

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M E M O

To: Planning and Sustainability Commission members

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Cc: Susan Anderson, Joe Zehnder, Deborah Stein, Sandra Wood

Subject: Addendum to May 5th memo re: 60th Avenue Station Community Project

In advance of the upcoming May 24th hearing for the 60th Avenue Station Community Project and to address Commissioners' questions, the Bureau of Planning and Sustainability (BPS) would like to provide the following information pertaining to recent written testimony received by the Planning and Sustainability Commission (PSC).

Also please see the separately attached memo from the Portland Bureau of Transportation (PBOT) in response to the Rose City Park Neighborhood Association's (RCPNA) request for PBOT to review and reassess transportation concerns. The contents of PBOT's memo were reviewed with the RCPNA at a joint meeting with the North Tabor Neighborhood Association on May 19th.

Rose City Park Neighborhood Association

The Rose City Park Neighborhood Association (RCPNA) submitted a letter to the PSC dated May 12, 2011 outlining the neighborhood association's positions regarding elements of the BPS proposal for the 60th Avenue Station Community Project. Specifically, the RCPNA:

- opposes the proposed zoning for residential and commercial properties,
- supports the addition of a Design Overlay Zone and interim transportation improvements,
- encourages review of the Comprehensive Plan Map designations in residential areas based on lot size and property ownership and
- urges the reevaluation of the Banfield Industrial Park (referred to as PacWest) property adjacent to the station as an "opportunity zone".

BPS thanks the RCPNA for their detailed letter, continued participation and involvement in this planning process. We recognize that a lot of effort and discussion went into drafting the letter and forming a position. It is important to clarify one key aspect related to the position and the proposed Design Overlay Zone.



The letter states opposition for the proposed residential zoning but support for the Design Overlay Zone. It is important to point out that overlay zones must be applied with the current zoning, not the Comprehensive Plan Map designation. In the case of the residential area around the 60th Avenue Station, this would mean applying the “d” overlay to R5 (Residential 5,000) zoned lots.

To date the “d” overlay has only been applied in the R5 zone in historic districts and small areas of the Homestead, South Portland, Mill Park (Gateway) and the East Moreland/Ardenwald-Johnson Creek neighborhoods.

In addition, applying the “d” overlay on R5 zoned properties in the 60th Avenue station area and leaving the more intense Comprehensive Plan Map designations would place an extra burden on those wanting to redevelop residentially-zoned lots at a higher density. Residential developers would be required to complete a Zoning Map Amendment Review and meet additional requirements of the Design Overlay Zone. Portland’s Comprehensive Plan includes policies to consider the impacts of regulations and fees in balance with housing affordability and other objectives such as environmental quality, urban design, maintenance of neighborhood character, and protection of public health, safety and welfare. Assigning an additional review process could conflict with this policy.

Jacksons Shell Station. Five letters have been submitted which essentially say “yes to zoning, no to Jacksons convenience store”. Jacksons is considering removing the service bays from the gas station located at NE 58th and NE Glisan and replacing them with an expanded convenience store. This retail use is allowed by right in both the current zone (CN2) and proposed zone (CS) and therefore the project does not appear to be within the scope of PSC deliberations.

However, unrelated to zoning, sidewalk and frontage improvements will likely be required as part of the convenience store building permit. The Constraints-Needs-Challenges consultant report for the Eastside MAX Station Communities Project lists the conflicts between pedestrians and I-84 access as a constraint in the station area. Pedestrian safety improvements at this intersection are also included in the Transportation System Plan. Considering the proximity of this intersection to the I-84 on-and off-ramps and related pedestrian safety issues, BPS has flagged this permit for both the PBOT and the Oregon Department of Transportation (ODOT) as it impacts both agencies’ facilities. This would also allow the agencies to consider whether this could be an appropriate time for larger coordinated improvements at this intersection beyond those which would be required as part of the building permit for the convenience store.

Connections between zoning and transportation improvements. Several letters have addressed a desire for greater linkages between changes to zoning and transportation improvements. For instance, the North Tabor Neighborhood Association (NTNA) letter states that “the NTNA respectfully requests a clear path of action, including funding, for these basic safety improvements to be made clear prior to approving the proposed land use changes”. Members of the PSC have also asked about ways in which zoning decisions and transportation improvements are linked.

The 60th Avenue Station Community project proposal includes a package of zoning, design and transportation changes and improvements intended to create a successful station area. In order to evaluate the transportation impacts of the proposal, BPS contracted with DKS Associates to provide technical support and traffic analyses. Over the course of the Eastside MAX Station Communities Project, DKS provided the following products:

- **Existing Transportation Analysis, May 2008:** Assessment of the existing transportation conditions within the different station areas. This analysis focused on current roadway characteristics, traffic volumes, pedestrian and bicycle facilities, transit services, freight operations, intersection operations



and collision history. *The memorandum addressed NE Glisan Street in the vicinity of the NE 60th Avenue Station.*

- **Needs, Opportunities, Constraints Report, September 2008:** Assessment of the needs, opportunities and constraints to the transportation system. This memo focused on future traffic volume forecasts, study area intersection motor vehicle operations, and station area needs, opportunities and constraints for pedestrians, bicyclists and motor vehicles. *The memorandum showed that in 2030 (based on current zoning designations) the NE Glisan Street and I-84 ramps (ODOT facility) and the NE Glisan Street and NE 60th Avenue intersection (PBOT facility) would meet mobility standards for Level of Service, delay and volume-to-capacity ratios.*
- **Traffic Sensitivity Analysis Report, April 2009:** Analysis of traffic sensitivity for the proposed land use alternatives. The analysis includes an assessment of trip generation and distribution, summary of the “no-build” and “build” motor vehicle operations, and the sensitivity of potential traffic operational impacts at study area intersections. *Five potential re-zone sub-areas around the 60th Avenue Station were evaluated in relation to three study intersections (NE Glisan Street and I-84 ramps, NE Glisan Street and NE 60th Avenue, and NE Halsey Street and NE 60th Avenue). The traffic sensitivity analysis found that if all potential re-zone sub-areas were included in a proposal the intersection of NE Glisan Street and NE 60th Avenue would fail to meet mobility standards during the PM peak. This sensitivity analysis was used to help determine what changes to the sub-areas could be implemented for this intersection to meet mobility standards again.*
- **Supplemental Traffic Sensitivity Analysis, June 25, 2009:** Discussion of results of supplemental traffic sensitivity analysis for the Eastside MAX station area land use alternatives. This analysis supplements the sensitivity scenarios evaluated in the April 2009 Traffic Sensitivity Analysis Report. *The analysis found that even after removing one sub-area from the proposal (the residential area east of NE 60th Avenue and south of I-84), the intersection of NE Glisan Street and NE 60th Avenue would still not meet mobility standards.*
- **Final Traffic Analysis Report, June 30, 2009:** Final traffic analysis for the Eastside MAX Station Communities Project addressing various sensitivity testing previously conducted to help narrow and define the final land use options for each station area. Mitigations were identified at study area intersections within station areas for those intersections that have traffic operations that do not meet jurisdiction standards and perform worse than the “no-build” conditions. *For the 60th Avenue Station, the 5 sub-areas were included in the proposal and a Metro adsorption rate of approximately 20% was applied, meaning that the forecast assumes that by 2035 the proposed sub-areas for rezoning would be 80% built out. Based on these factors all study intersections meet the governing jurisdictions’ mobility standards and no mitigation would be required.*
- **EMAX - 60th zone change email, August 2009:** Following the completion of the final traffic analysis, ODOT informed BPS staff that trips associated with the residential zoning changes in conformance with the Comprehensive Plan Map designations need to be included in the traffic analysis. This required a reexamination of the proposal for the 60th Avenue Station Area. Based on residential neighbors’ desire for improved infill design as well as a lack of certainty that the employment zoned areas north of the station would redevelop in the near-term due to the level of current investment in those properties, the decision was made to remove the employment-zoned areas from the proposal. Furthermore, were a proposal submitted by the owners of the employment-zoned properties to request a more-intensive zoning designation for future expansion, large-scale transportation improvements may be required; unlike, the residential areas where the Zoning Map Amendment process results only in small-scale piecemeal improvements. The email detailed that the



traffic sensitivity analysis based on the revised proposal meets PBOT and ODOT requirements with no mitigation required as confirmed with both agencies.

Based on the traffic analysis above which analyzed the proposed rezoning around the 60th Avenue Station at a 2035 build-out rate of 80% as allowed by Metro, the NE Glisan and NE 60th, the NE Glisan and I-84 ramps and the NE 60th and NE Halsey intersections meet both PBOT and ODOT mobility standards without mitigation. **In other words, based on the current criteria required for evaluation, the zoning proposed through the 60th Avenue Station Community Project will not result in traffic conditions deemed unacceptable.**

Although current methods of evaluating the transportation impacts of zoning proposals show that the transportation system will still function adequately by PBOT and ODOT standards, community members may disagree or perceive a different situation based on their daily trips and experiences. Members of the PSC have stated a desire for further examination of how zoning changes and transportation improvements could be linked in a manner which ensures improvements occur in a timely manner, satisfy community expectations, are proportional to the potential level of development or development which results from zoning changes and that satisfy both legal and procedural issues. This conversation and evaluation will continue through the Comprehensive Plan update process.

