

PBOT

PORTLAND BUREAU OF TRANSPORTATION

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STAFF REPORT AND RECOMMENDATION TO THE PLANNING AND SUSTAINABILITY COMMISSION

FILE NUMBER: R/W #7792

JULY 28, 2015 5:00 PM
1900 SW 4TH BUILDING, 2ND FLOOR, ROOM 2500 A

I. GENERAL INFORMATION

Street Vacation Request: R/W #7792

Petitioner: University of Portland

Purpose: To provide greater flexibility in future University of Portland campus development and to allow the University to maintain and improve the street areas consistent with facilities throughout the campus.

Neighborhood: University Park

Quarter Sections: 2223, 2323, 2324

Designation / Zone: R2 (Residential 2,000) with portions in an *n* (River Natural) overlay and portions in a *g* (River General) overlay; R5 (Residential 5,000) with portions in a *c* (Environmental Conservation) overlay; EG2 (General Employment 2), with portions in an *n* (River Natural) overlay and portions in a *g* (River General) overlay.



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II. FACTS

A. History and Background

The University of Portland operates as a Conditional Use under the City Zoning Code. The University meets the criteria (33.820.030) for a Conditional Use Master Plan. Among other requirements, Conditional Use Master Plans must identify any streets that may be subject to a vacation request within the life of the Plan (33.820.070.H). Approval of the master plan does not prejudice City action on the actual street vacation request.

The City of Portland adopted the University of Portland's Conditional Use Master Plan on May 14, 2013. The Master Plan will guide the development of the campus over the next 20+ years, including more recently acquired sections of the campus north of Portsmouth and along the Willamette River. Chapter 8 of the Master Plan deals specifically with the issue of street vacations, identifying potential streets that the University might petition to vacate in order to support campus development. The current street vacation request is in complete alignment with what was described and approved in the University's Master Plan (see Exhibits 1 and 2).

B. Concurrent Land Use Actions

There are no concurrent land use actions.

C. The Transportation Element

All of the streets under the proposed vacation are classified as Local Service for all modes in the transportation element of the Comprehensive Plan.

D. Neighborhood Plan

Among the conditions in the Decision of the Hearings Officer approving the Conditional Use Master Plan (LU #12-166257; HO #4120027) was that a parking ratio of 0.47 stalls per (full time undergraduate, on-campus) student be maintained. Per this condition, the University is required to submit an annual Parking Supply Report to the City of Portland and the University Park Neighborhood Association. Based on current parking supply, and projected student enrollment provided in Figure 18 of the Master Plan, it is unlikely that there will be a parking deficit prior to 2020. However, the permanent loss of

parking stalls on right-of-way included in the proposed vacation may hasten the need to address parking supply. The Hearings Officer report also notes that additional Transportation Demand Management measures may be implemented to further reduce or delay the need for additional parking supply. This will continue to be monitored through the annual Parking Supply Reports.

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: This policy relates to mixed-use and residential areas where an interconnected multimodal transportation system is needed to serve an intense mix of people and uses. The policy is not intended to guide decisions in campus environments where development is guided by a Master Plan.

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: Several portions of right-of-way in the proposed vacation are unimproved, and due to topographic constraints, are unlikely to be needed for transportation purposes in the future. Among those that are improved, the Conditional Use Master Plan states that “the University will maintain public access on the vacated streets” and these streets are identified as internal circulation routes within the overall site plan for the campus (see Exhibit 3). The function of nearby streets, notably Willamette Blvd and Portsmouth St, will not be affected by the proposed vacation.

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 Objective N, the portions of the campus located below the bluff (the “River Campus”) are shown on North District Map 11.11.10 and is not meeting the street spacing standard; however, topographic constraints make connections here impractical. The areas above the bluff (the “main campus”) are shown to meet the street connectivity standard. As noted above, the Conditional Use Master Plan states that “the University will maintain public access on the vacated streets” and these streets are identified as internal circulation routes within the overall site plan for the campus.

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 Conditional Use Master Plan states that “the University will maintain public access on the vacated streets” and these streets are identified as internal circulation routes within the overall site plan for the campus.

B. Neighborhood Plan Considerations

There are no neighborhood plan considerations. All conditions of approval related to the Conditional Use Master Plan will remain in effect.

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

There are no other Comprehensive Plan policies or policies from other adopted plans that are relevant to this request.

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: Small portions of right-of-way east of N Monteith Ave are within the Environmental Conservation overlay. However, topographic constraints make development of these areas impractical. The North Portland Greenway Trail alignment is identified as traversing the river campus. Connections to the future trail will be retained per the conditions set by Portland Parks and Recreation below.

E. Subdivision Code Considerations

Notice of this street vacation request was provided to the Bureau of Development Services to determine if there are any relevant impacts to consider related to future subdivision of property in the area. BDS responded that lot consolidations will be required to eliminate underlying historic platted lot lines.

F. Improvement and Utility Considerations

Notice of the street vacation request were reviewed by Portland Bureau of Transportation (PBOT) for conformance with standards for street improvements. The following improvements are required to meet City standards:

- PBOT, Development Review and Permit Engineering, requires improvements at the following locations:
 - N Portsmouth and McCosh: Construct curb and sidewalk across N Portsmouth. Construct driveway apron for access. Additional storm inlets may be necessary if the curb creates a disruption to the drainage flow.
 - N Portsmouth and Strong: Remove curb returns and sidewalk corners along the west side of Portsmouth; construct curb and sidewalk, and driveway apron for access. Reconstruct Portsmouth to remove east-west roadway crown.
 - N Portsmouth and Warren: Remove curb returns and sidewalk corners along the west side of Portsmouth; construct curb and

sidewalk, and driveway apron for access. Reconstruct Portsmouth to remove east-west roadway crown.

- N Willamette and Alley: Remove access apron and construct full height curb and establish grass in the furnishing zone.
- N Willamette and Van Houten: Remove curb returns and sidewalk corners along the west side of Portsmouth and construct curb and sidewalk. Construct driveway apron for access. Construct north-south ADA ramps on south side of Willamette to align with pedestrian corridor to the north. Reconstruct Willamette to remove north-south roadway crown.
- N Willamette and Monteith: Remove curb returns and sidewalk corners along the west side of Portsmouth and construct curb and sidewalk. Construct driveway apron for access. Construct north-south ADA ramps on the south side of Willamette to align with the pedestrian corridor to the north. Reconstruct Willamette to remove north-south roadway crown.
- A surety and 30% accepted public work plans are required for all improvements.
- PBOT, Transportation System Management, requires modifications to traffic control, signage and striping at the following locations:
 - N Portsmouth and Warren: Crosswalk signs are to be relocated to crosswalk locations. Arrow signs are to be added per City standards. No advance crosswalk signage is required. Covert two parking spaces on the southeast corner of the intersection to either “Motorcycle Only” or “Compact Only” parking.
 - N Portsmouth Avenue & N Strong Street: Crosswalk signs are to be relocated to the crosswalk location. Arrow signs are to be added per City standards. No advance crosswalk signage is required. The crosswalk on the north side of the intersection is to be improved and brought up to current standards in regards to both ADA and stormwater drainage requirements. Crosswalk on south side of the intersection is to be closed. Parking stalls located within a distance of 30 feet from the crosswalk are to be removed or curb extensions will be constructed on the northeast and northwest corners of the intersection.
 - N Portsmouth Avenue & N McCosh Street: Crosswalk signs are to be relocated to crosswalk location. Arrow signs are to be added per City standards. No advance crosswalk signage is required. Parking stalls located within a distance of 30 feet from the crosswalk are to

be removed or curb extensions will be constructed on the northwest and southeast corners of the intersection.

Public and private utilities were notified of this street vacation request. Agency requirements are:

- The Bureau of Environmental Services has requirements at the following locations:
 - N Portsmouth Ave from the river to N McCosh St: Abandon public sanitary sewer AAJ708-AAJ707 or transfer to University ownership. Abandon public sump ADV341 or transfer to University ownership.
 - N Strong St from N Monteith Ave to N Portsmouth Ave: If lots are consolidated, public combination sewers (AAJ692 – AAJ704; AAJ716 – AAJ697; AAJ702 – AAJ698) shall be abandoned or transferred to University ownership. Easements may be released if abandoned. Public sump systems (AAJ746 and AAJ731) shall be abandoned or transferred to University ownership.
 - N Warren St from N Monteith Ave to N Portsmouth Ave: If lots are consolidated, abandon public combination sewer (AAJ710 – AAJ765) or transfer to University ownership. Public sump system (AMN839 and ADN964) shall be abandoned or transferred to University ownership.
 - N Van Houten Ave from N Van Houten Pl to N Willamette Blvd: If lots are consolidated, public combination sewer AAJ715 – AAJ687 shall be abandoned or transferred to University ownership.
 - N Monteith Ave from N Van Houten Pl to N Willamette Blvd: Storm sewer AAJ746 – AAJ745 shall be abandoned or transferred to University ownership. Storm sewer AAJ745 – AAH062 is needed and a public sewer easement is required. Public combination sewer AAJ723 – AAJ675 is needed and a public sewer easement is required. A public sewer easement will be required in this right-of-way between N Warren and N Portsmouth. The width shall be 5 feet easterly of the storm sewer to the westerly right-of-way line of N Monteith Ave. The length shall be from the southerly right-of-way line of N Warren St to the southerly line of N Willamette Blvd.
 - All stormwater runoff will be the responsibility of the University, and either discharge to a private system or meet the requirements of the Stormwater Management Manual. All inlets shall be abandoned or transferred to University ownership.

- The Portland Water Bureau objected to the vacation of McKenna Ave north of Van Houten Place, without relocation of the water facilities there. As a result, the petitioner removed that portion of right-of-way from the request.
- Portland Fire and Rescue requires permanent easements for fire access, water supply, and maintenance of fire sprinkler appliances. Any changes to fire access roads will be subject to Fire and Rescue review.
- Portland Parks and Recreation requires permanent public access easements on both Van Houten Ave and Portsmouth Ave to provide a pedestrian and bicycle connection to the Portland Greenway Trail.
- ODOT and TriMet were notified of the proposal but did not respond.
- The Port of Portland responded with no objection to the proposal.
- PGE has facilities in numerous street areas and requires an easement on all vacated rights-of-way.
- Pacific Power was notified but did not respond.
- CenturyLink has facilities in numerous street areas and requires an easement on all vacated rights-of-way.
- Northwest Natural has facilities in N Portsmouth, N Strong, N Warren, N Monteith, and N Van Houten and requires an easement.
- Comcast has facilities in N Portsmouth, N Strong, N Warren, and N Monteith and requires an easement.

G. Neighborhood Issues

Notice of this street vacation request was provided to the University Park Neighborhood Association and to the North Portland Neighborhood Services neighborhood coalition. No responses to the notice 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.E and 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.

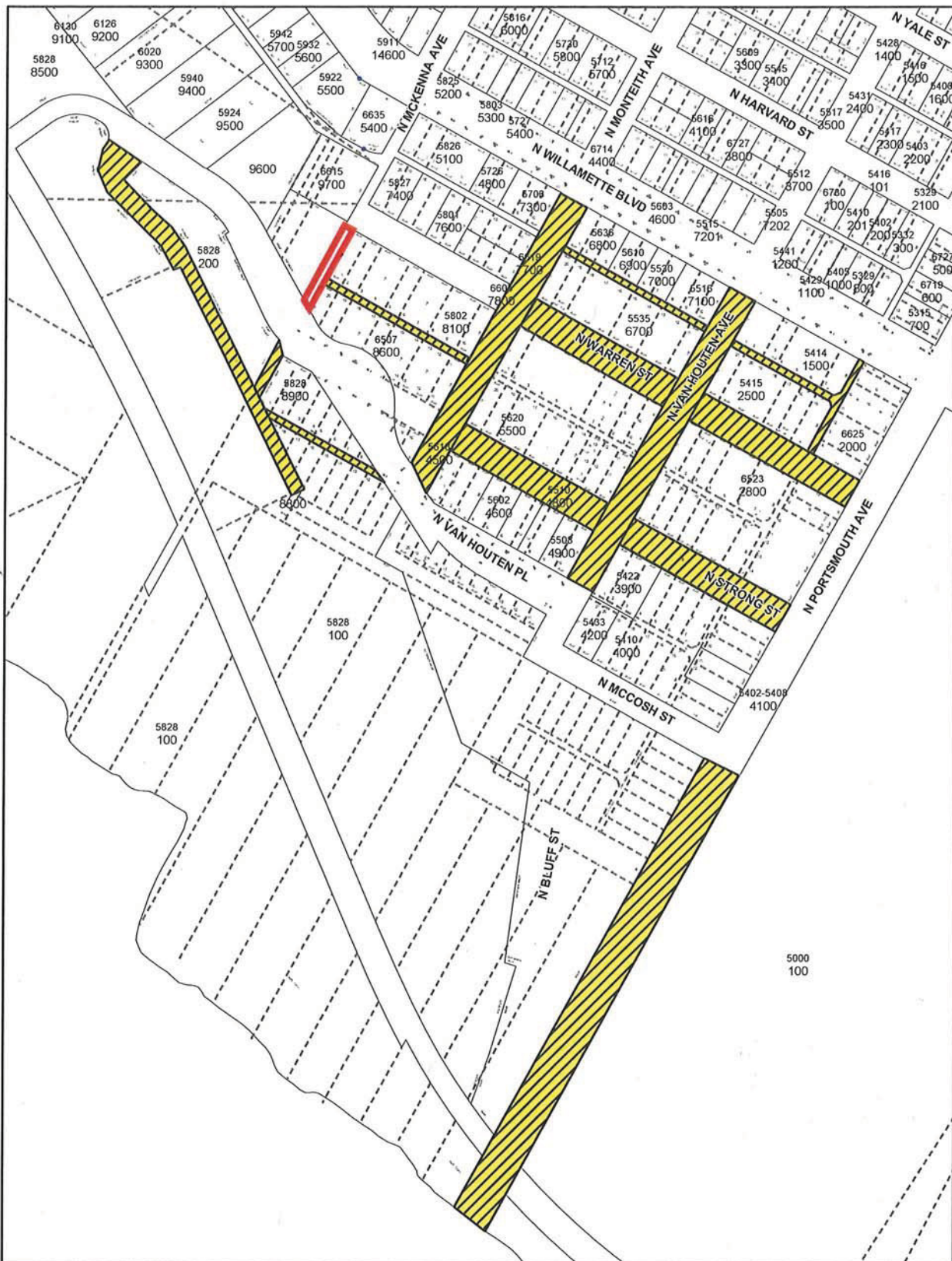
VI. EXHIBITS

1. Area proposed for vacation
2. Figure 24 from University Master Plan (Proposed Street Vacations)
3. Figures 20 and 21 from University Master Plan (Site Plan and Phasing)
4. Property ownership map

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

EXHIBIT 1



UNIVERSITY OF PORTLAND PROPOSED STREET VACATION

Petitioner: University of Portland
Section: 1N1E18

-  Area Proposed for Vacation
-  Area No Longer Proposed for Vacation



1 in = 300 ft

Area Proposed for Vacation

VIII. STREET VACATIONS – PCC 33.820.070.H.

The conditional use master plan criteria call for the identification or listing of all of the streets within the campus boundary that could be proposed for street vacation in the future. The street vacation approval process is independent and separate from the conditional use master plan process.

In compliance with this identification standard, the University may seek to vacate all or portions of the streets within the upper campus east of Portsmouth Avenue as shown on Figure 24 below. The University does not intend to vacate Portsmouth Avenue or the Van Houten access to the river campus. Regardless of the street vacations, the University will maintain public access on the vacated streets and will not vacate portions of streets where there exists any privately owned properties west of Portsmouth, such as the one block length of Warren Street shown below. All of the streets that the University may propose to vacate are completely surrounded by University ownership.

PROPOSED STREET VACATIONS



Figure 24 (See enlarged Figure in Appendix)

Exhibit 3

VI. SITE PLAN AND PHASING – PCC 33.820.070.D AND F.

Site Plan. Figure 20 contains a site plan. The site plan illustrates all of the existing campus facilities including buildings, open spaces, circulation systems, bicycle parking, adjacent streets, transit stops and adjacent development. Figure 21 shows the areas where development will occur in the future on both upper and lower campuses. These areas are illustrated with FAR limitations, height and building coverage restrictions. All proposed developments within these FAR, height and building coverage zones are subject to the University’s design and development standards addressed in Chapter 4, Proposed Uses.



Figure 20 (See enlarged Figure in Appendix)

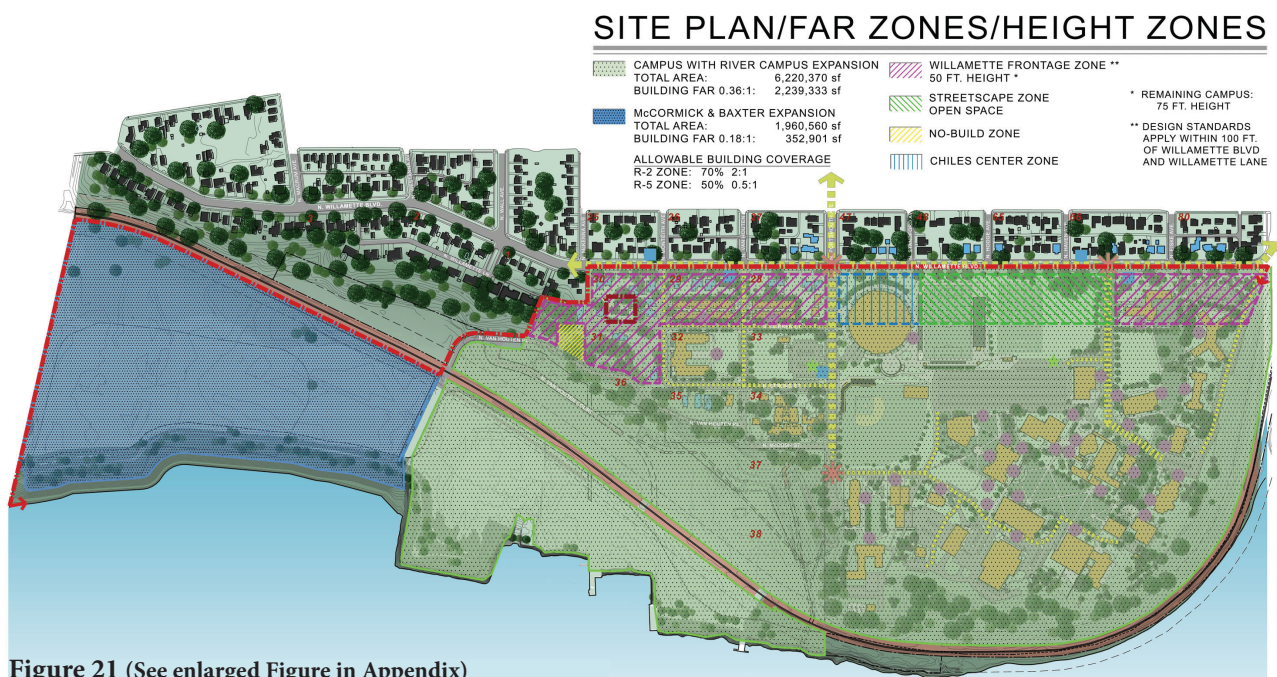
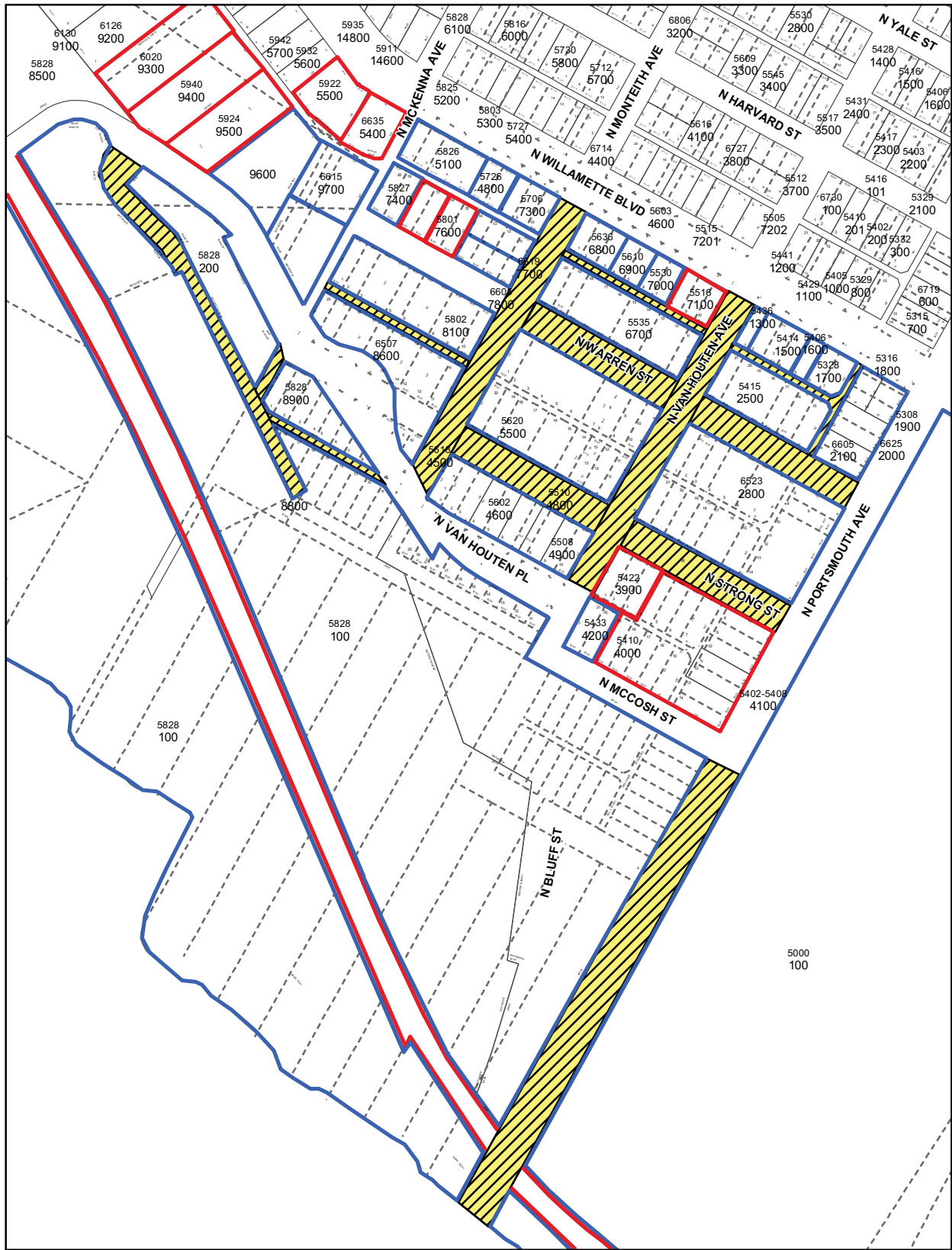





Figure 21 (See enlarged Figure in Appendix)

Exhibit 4



UNIVERSITY OF PORTLAND PROPOSED STREET VACATION

Petitioner: University of Portland
Section: 1N1E18

-  Area Proposed for Vacation
-  Property Owned by University
-  Property Not Owned by University



1 in = 300 ft