



Bureau of Planning and Sustainability

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MEMO

DATE: August 8, 2016
TO: Planning and Sustainability Commission
FROM: Barry Manning
CC: Susan Anderson, Eric Engstrom, Joe Zehnder, Bill Cunningham
SUBJECT: Future streetcar zoning analysis

The following is an analysis of zoning capacity and issues on proposed streetcar alignments as requested by a Planning and Sustainability Commissioner. The analysis focuses on five potential streetcar lines, which are identified in the Transportation System Plan:

- Line 1: Burnside and Grand to Hollywood via Burnside and Sandy
Line 2: MLK from Broadway to Killingsworth
Line 3: SW Macadam Avenue
Line 4: Conway/Montgomery Park
Line 5: MLK and Broadway to Hollywood via Broadway

A development capacity and allocation comparison of the five lines is below. This is based on adopted Comprehensive Plan designations (June 2016). The subsequent analysis considers development potential within 1/4 mile of the proposed alignment, and zoning proposed with the Mixed Use project (May 2016).

Table with 9 columns: Line, ADU Allocation, SFR Net Capacity, MFR Net Capacity, EMP Net Capacity, SFR Allocation, MFR Allocation, EMP Allocation, Total Res. Allocation. Rows 1-5.



For purposes of this analysis “capacity” refers to the full build-out of current Comprehensive Plan designations. The “allocation” is the expected growth in the current 20-year planning horizon (by 2035). A description and zoning map of the lines follows.

The alignments show on these maps are generalized approximations, and may not reflect exact future alignments. In some cases, there are several different possible alignments being considered.



Line 1: Burnside and Grand to Hollywood via Burnside and Sandy.

Comprehensive Plan:

The Comprehensive Plan designations for this line include Central Employment west of 12th Avenue; this area is in the Central City. The area along the alignment on NE Sandy and the Hollywood District east of 12th Avenue is generally designated Mixed Use-Urban Center. The area proximate to the alignment on the north between Sandy and the Banfield Freeway is generally designated Mixed Use-Urban Center or High Density Multi Dwelling. Areas proximate to the south of Sandy are a mix of residential and commercial uses, typically at a lower neighborhood scale; the Comp Plan in this area is a mix of R5, R2.5, R1, RH and Mixed Use-Urban Center.

Zoning:

Zoning in the area west of 12th Avenue is EXd, and in the Central City Plan district. East of 12th, the alignment along Sandy and through the Hollywood District is largely zoned CM3. The area proximate to the north of the alignment between Sandy and the Banfield Freeway is generally zoned CM3, RH, and in limited areas CX and EG1; in Hollywood, a portion of the area is zoned CM2, with additional height and FAR allowed by the Hollywood Plan District. Areas proximate to the south of Sandy are a mix of residential and commercial zones; this area is a mix of R5, R2.5, R1, RH and CM2 zoning.

Capacity:

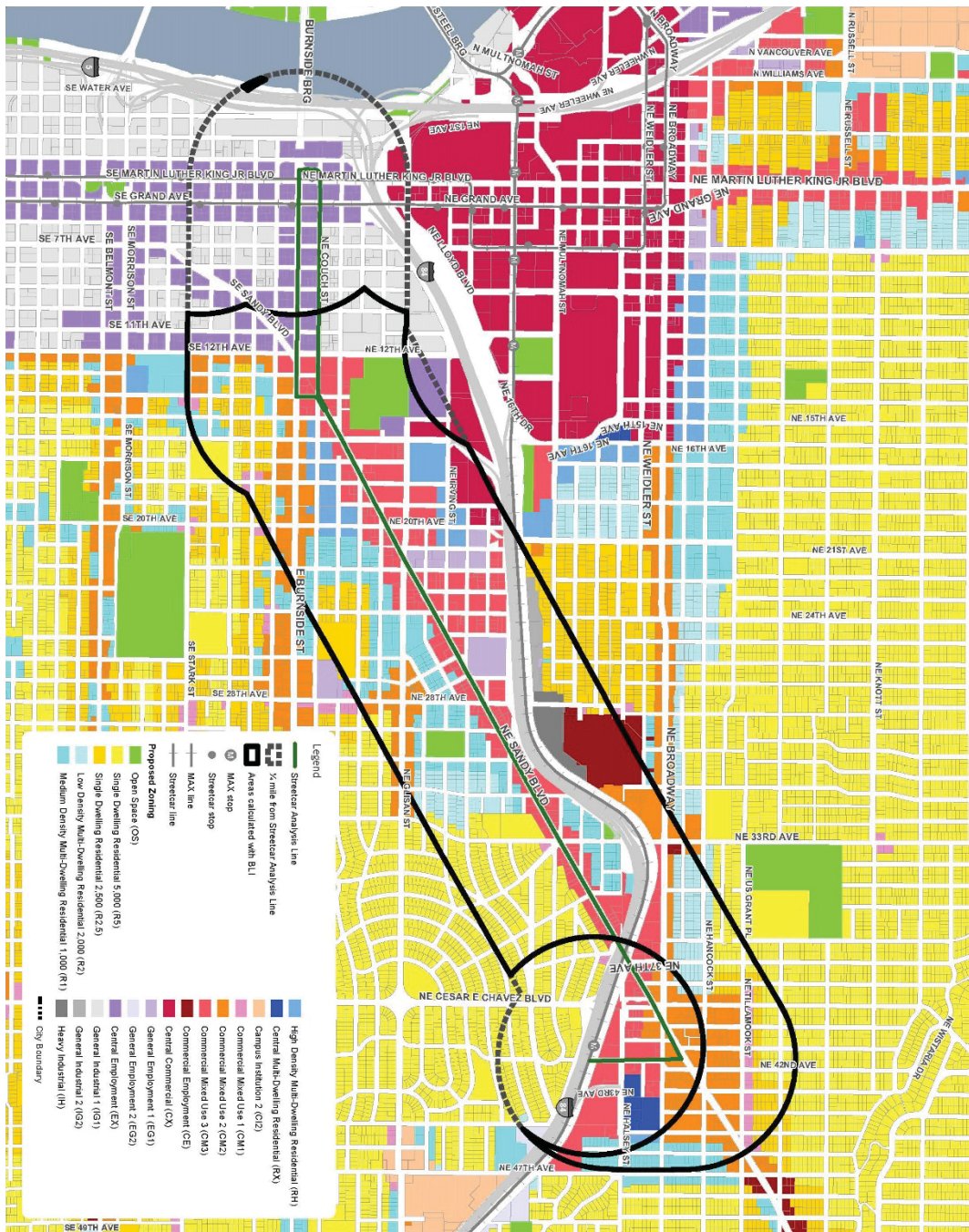
Line	ADU Allocation	SFR Net Capacity	MFR Net Capacity	EMP Net Capacity	SFR Allocation	MFR Allocation	EMP Allocation	Total Res Allocation
1	10.3	263.6	10,865.4	2,203.8	263.7	2,942.4	885.8	3,216.4

Map: See attached zoning map.

Zoning and other issues:

The alignment is generally zoned with intensities that are supportive of streetcar. With the exception of a few sites, most of the zoning along this alignment is the maximum intensity allowed by the 2035 Comprehensive Plan. Notable opportunity sites where zoning could be changed in the future include the PepsiCo site, and Fred Meyer. While this alignment has the highest capacity and allocation figures, a portion of the ¼ mile analysis area between 20th and 37th lies north of the Banfield freeway. The freeway poses a barrier to pedestrians accessing a potential Sandy line from the north.



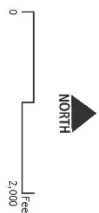


June 29, 2016

City of Portland, Oregon
Bureau of Planning & Sustainability
Geographic Information System

Streetcar Analysis

Burnside and Grand to Hollywood via Burnside and Sandy



The information on this map was derived from City of Portland GIS databases. City and State of Oregon are not responsible for any errors or omissions or for any consequences arising from the use of the information.



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Line 2: MLK from Broadway to Killingsworth.

Comprehensive Plan:

The Comprehensive Plan designations for this line include Central Commercial south of Broadway; this area is in the Central City. The area along the alignment on MLK north of Schuyler is generally designated Mixed Use-Urban Center and in some places High Density Multi Dwelling. The area proximate to the alignment to the west is generally designated Single-Dwelling Residential 2500, with pockets of Multi Dwelling 1000 and Mixed Use-Urban Center. Within ¼ mile to the east lies the Williams Street corridor which is designated a combination of Mixed Use-Urban Center, and High Density Multi Dwelling. To the east of MLK, the area is predominately designated Single Dwelling Residential 2500 and Multi Dwelling 2000, with pockets of Mixed Use -Urban Center or High Density Multi Dwelling.

Zoning:

Zoning designations for this line include Central Commercial (CXd) south of Broadway - this area is within the Central City. The area along the alignment on MLK north of Schuyler is generally zoned a combination of CM3 and RH; however, there are areas zoned CM2 at NE Morris and north of Wygant. The area proximate to the alignment to the west is generally zoned R2.5 with pockets of RH and CM2. Within ¼ mile to the east lies the higher intensity Williams Street corridor which is zoned a combination of CM3 and R1, with pockets of RH. Notably, the area at Alberta and Williams is proposed CM1. To the east of MLK, the area is predominately zoned R2.5, R5 and R2, with pockets of CM2, R1 and RH zones.

Capacity:

Line	ADU Allocation	SFR Net Capacity	MFR Net Capacity	EMP Net Capacity	SFR Allocation	MFR Allocation	EMP Allocation	Total Res Allocation
2	39.5	233.3	7,356.8	1,785.3	229.4	1,861.2	644.9	2,130.1

Map: See attached zoning map.

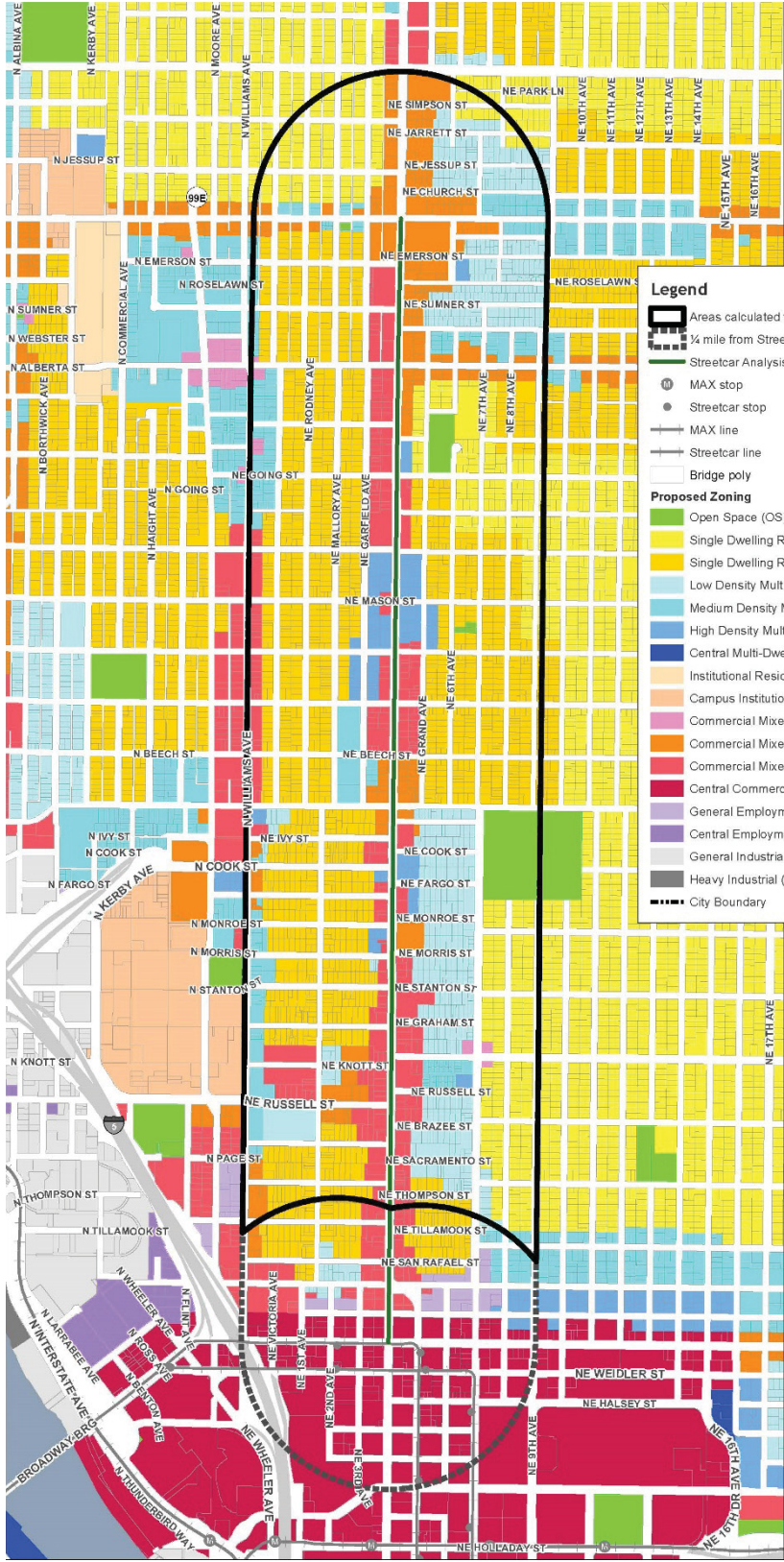
Zoning and other issues:

The alignment is generally zoned with intensities that are supportive of streetcar. With the exception of a few sites, most of the zoning along this alignment is the maximum intensity allowed by the 2035 Comprehensive Plan. The biggest opportunity is the area around MLK and Killingsworth, which could be rezoned to CM3 to provide more development capacity. The Comprehensive Plan designations in the MLK corridor provide the flexibility to rezone through either legislative or quasi-judicial actions.



Streetcar Analysis

MLK from Broadway to Killingsworth

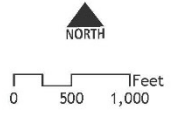


Legend

- Areas calculated with BLI
- 1/4 mile from Streetcar Analysis Line
- Streetcar Analysis Line
- MAX stop
- Streetcar stop
- MAX line
- Streetcar line
- Bridge poly

Proposed Zoning

- Open Space (OS)
- Single Dwelling Residential 5,000 (R5)
- Single Dwelling Residential 2,500 (R2.5)
- Low Density Multi-Dwelling Residential 2,000 (R2)
- Medium Density Multi-Dwelling Residential 1,000 (R1)
- High Density Multi-Dwelling Residential (RH)
- Central Multi-Dwelling Residential (RX)
- Institutional Residential (IR)
- Campus Institution 2 (CI2)
- Commercial Mixed Use 1 (CM1)
- Commercial Mixed Use 2 (CM2)
- Commercial Mixed Use 3 (CM3)
- Central Commercial (CX)
- General Employment 1 (EG1)
- Central Employment (EX)
- General Industrial 1 (IG1)
- Heavy Industrial (IH)
- City Boundary



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Line 3: SW Macadam Avenue.

Comprehensive Plan:

The Comprehensive Plan designations for this line include Central Commercial north of Hamilton; this area is in the Central City. The area along the alignment on Macadam south of the Central City is generally designated Mixed Use - Urban Center and Multi Dwelling 1000 south to roughly Sweeney Street; it is designated Mixed Use-Civic Corridor further to the south. The area proximate to the alignment to the west is generally designated Mixed Use Civic Corridor, Multi Dwelling 1000, Multi Dwelling 2000, and Single-Dwelling Residential 5000. To the east of Macadam, the land between Macadam and the Willamette River is primarily designated Mixed Use-Urban Center, Multi Dwelling 1000, and Open Space. There are also small pockets of Mixed Use-Civic Corridor and Single Dwelling Residential 5000.

Zoning:

Zoning for this line include CXd north of Hamilton; this area is in the Central City. The area along the alignment on Macadam south of the Central City is generally zoned CM2 and R1 south to roughly Sweeney Street. The area proximate to the alignment to the west is generally zoned R1, R2, and R5, with some pockets of CM2 and CM1 zoning. To the east of Macadam, the land between Macadam and the Willamette River is primarily zoned CM2, R1 and OS. There are also small pockets of CM2 and R5 zoning. Notably, the area is also within the Macadam Plan District. This plan district limits total floor area for all uses to 2 to 1, which is lower than the base FAR allowances in both the CM2 and CM3 zones.

Capacity:

Line	ADU Allocation	SFR Net Capacity	MFR Net Capacity	EMP Net Capacity	SFR Allocation	MFR Allocation	EMP Allocation	Total Res Allocation
3	18.0	124.9	1,665.3	877.1	98.6	405.6	449.5	522.1

Map: See attached zoning map.

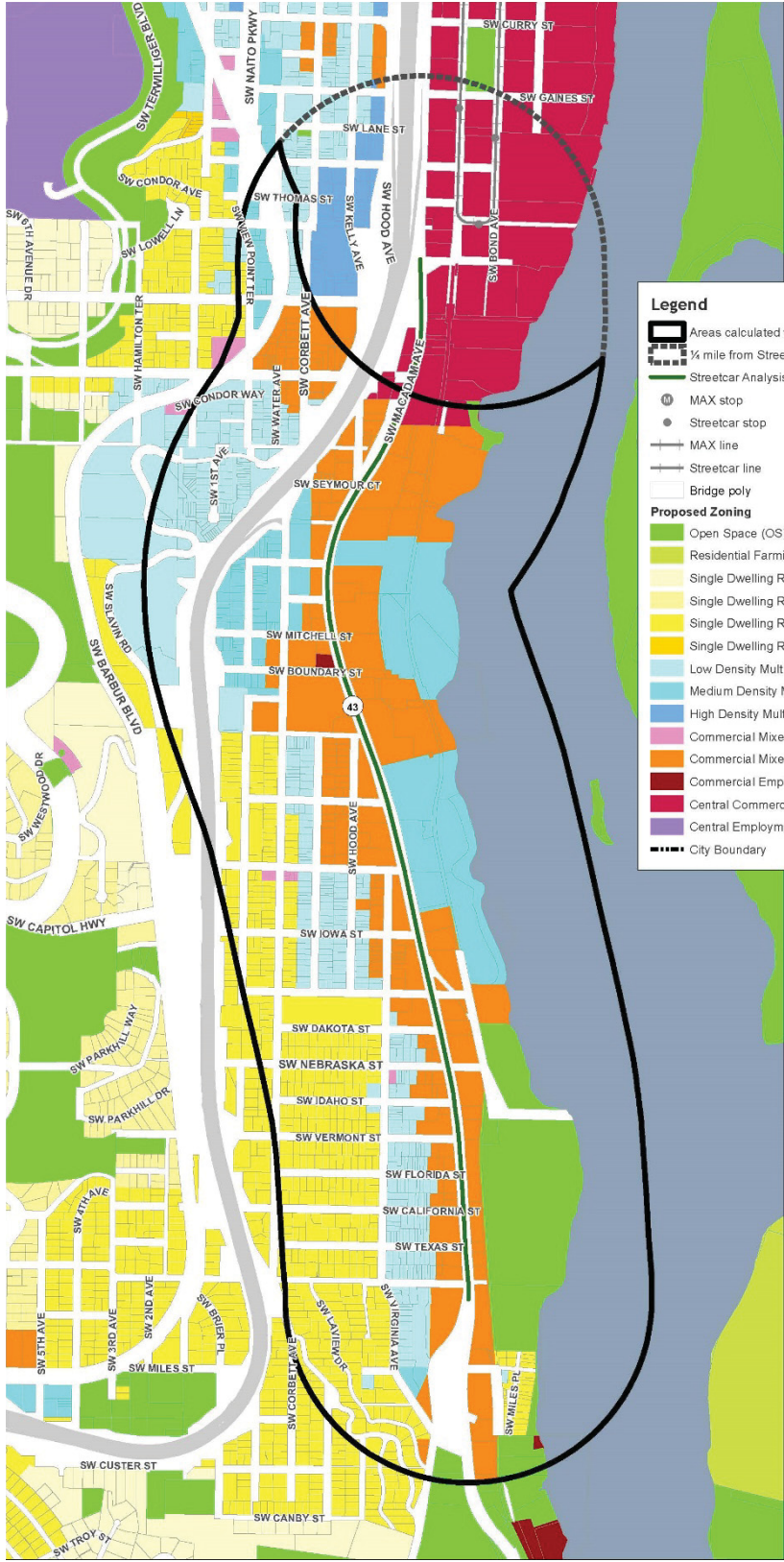
Zoning and other issues:

The alignment is generally zoned CM2, which allows less than the intensity needed to support streetcar. CM3 zones are allowed by the Comprehensive Plan and could be applied to the area through future legislative or quasi-judicial processes if needed. The Macadam Plan District limitation of 2:1 FAR significantly limits development and will likely need to be revisited and amended if this area is to support streetcar. Other nearby zoning designations may also warrant reconsideration to provide additional capacity if a streetcar is to be supported. This corridor is zoned to a lower density than could be allowed by the new Comprehensive Plan.



Streetcar Analysis

Macadam Ave.

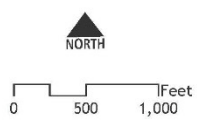


Legend

- Areas calculated with BLI
- 1/4 mile from Streetcar Analysis Line
- Streetcar Analysis Line
- MAX stop
- Streetcar stop
- MAX line
- Streetcar line
- Bridge poly

Proposed Zoning

- Open Space (OS)
- Residential Farming (RF)
- Single Dwelling Residential 10,000 (R10)
- Single Dwelling Residential 7,000 (R7)
- Single Dwelling Residential 5,000 (R5)
- Single Dwelling Residential 2,500 (R2.5)
- Low Density Multi-Dwelling Residential 2,000 (R2)
- Medium Density Multi-Dwelling Residential 1,000 (R1)
- High Density Multi-Dwelling Residential (RH)
- Commercial Mixed Use 1 (CM1)
- Commercial Mixed Use 2 (CM2)
- Commercial Employment (CE)
- Central Commercial (CX)
- Central Employment (EX)
- City Boundary



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Line 4: Conway/Montgomery Park

Comprehensive Plan:

The Comprehensive Plan designations for this line are Mixed Use - Urban Center for the majority of the route east of NW 24th, and Mixed Use-Neighborhood and High Density Multi Dwelling for the area west of 24th Avenue. The area proximate to the alignment east of NW 24th is generally Mixed Use-Urban Center or High Density Multi Dwelling. West of NW 24th, the proximate area is generally designated Mixed Use-Neighborhood, and Low Density Multi Dwelling; Employment and Industrial designations exist to the north of NW Vaughn.

Zoning:

The zoning map designations for this line are CM3 for the majority of the route east of NW 23rd, and CM2 and RH for the area west of 23rd. The area proximate to the alignment east of 23rd is generally zoned CM3. From NW 23rd west, the zoning proximate to the line is a combination of CM2, EG1, and IH zones to the north, and CM2 and R2 zones to the south.

Capacity:

Line	ADU Allocation	SFR Net Capacity	MFR Net Capacity	EMP Net Capacity	SFR Allocation	MFR Allocation	EMP Allocation	Total Allocation
4	7.4	29.4	2,458.0	875.1	29.4	961.3	498.5	998.1

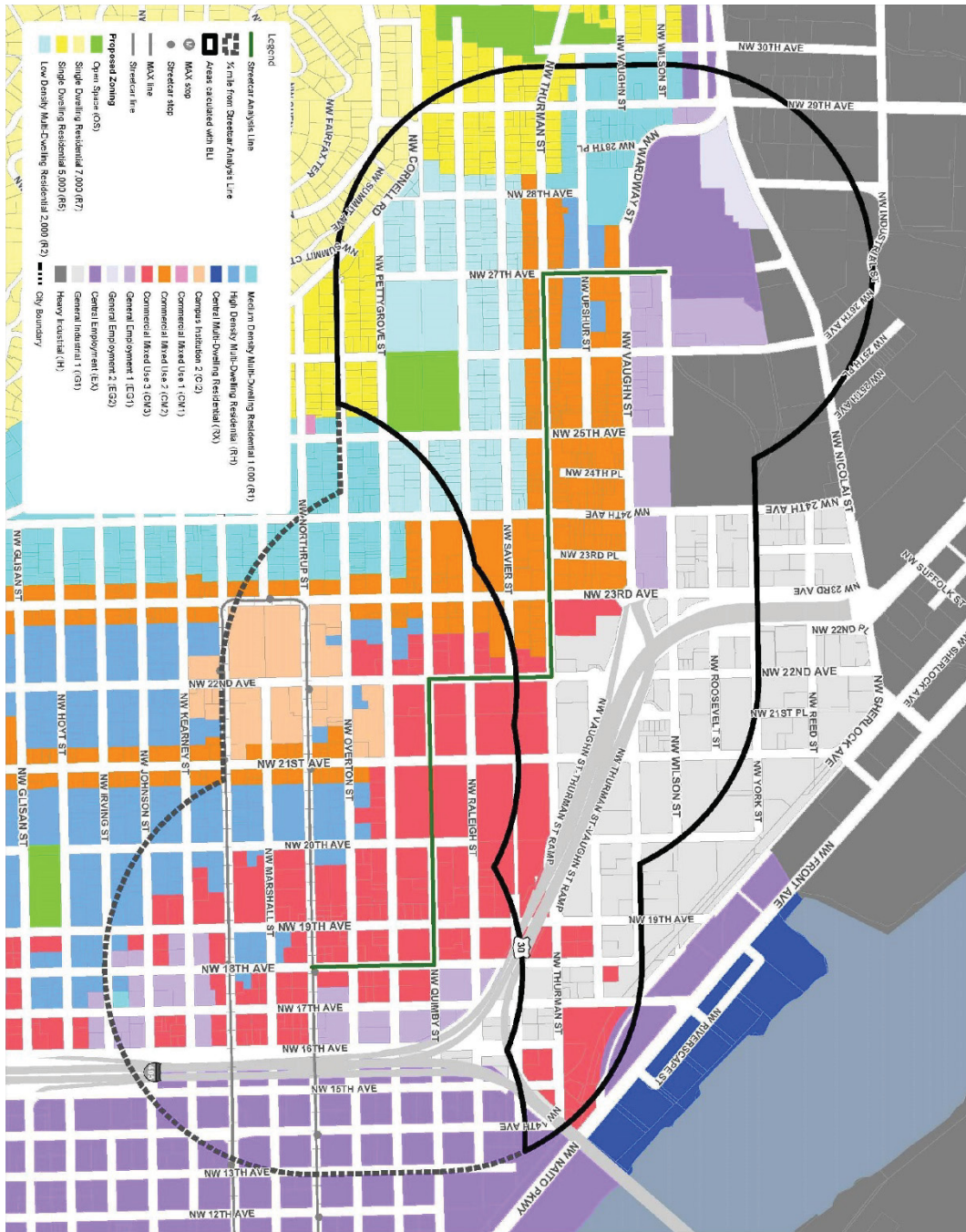
Map: See attached zoning map.

Zoning and other issues:

The alignment is generally zoned with intensities that are supportive of streetcar, including a significant area of CM3 and smaller area of CM2 zoning. However, several decisions being made by the PSC could limit this potential.

- First, NWDA has testified as part of the Mixed Use Zones process that they seek a zoning pattern that uses a combination of CM1 and CM2 zoning along Thurman rather than CM2. If adopted, the CM1 zoning designation with a FAR range of 1.5:1 to 2.5:1 with bonus, would significantly limit development potential in the Thurman corridor.
- Second, there is also testimony both in support of and in opposition to industrial zoning close to I-405. That decision could impact development capacity in the Conway area.
- The new Comprehensive Plan also allows more intensive employment uses on the ESCO site, near Montgomery Park.
- The new plan also enables greater intensity of development just west of Montgomery Park, but there is testimony in opposition to corresponding zoning.

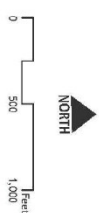




June 29, 2016
 City of Portland, Oregon
 Bureau of Planning & Sustainability
 Geographic Information System

Streetcar Analysis

Conway/
 Montgomery Park



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Line 5: MLK and Broadway to Hollywood via Broadway

Comprehensive Plan:

The Comprehensive Plan designations for this line include Central Commercial west of 16th Avenue. The area along the alignment on NE Broadway from NE 16th east to Hollywood is designated Mixed Use-Urban Center. The area proximate to the alignment on the north between MLK and NE 23rd is generally Mixed Use Urban Center, High Density Multi Dwelling and Medium Density Multi Dwelling, transitioning to Single Dwelling Residential. East of 23rd, the density of the multi-dwelling designations decreases significantly, with a band of Low Density Multi-dwelling transitioning to Single Dwelling Residential. The area proximate to the alignment on the south between MLK and NE 16th is Central Commercial. At NE 16th the designations change to High Density Multi Dwelling and Low Density Multi Dwelling; from 21st to 28th the area is Single Dwelling Residential. At 28th a large site is designated Mixed Use Urban Center; this designation continues through Hollywood.

Zoning:

Zoning in the area west of 16th Avenue is Central Commercial and High Density Multi-Dwelling. The area along the alignment on NE Broadway from NE 16th east to NE 33rd is primarily zoned CM2. On the south side from 33rd east to Hollywood, the area is a mix of CM3 and CM2 zones. The area proximate to the alignment on the north between MLK and NE 23rd is generally zoned High Density Multi Dwelling (RH) and Medium Density Multi dwelling (R1), transitioning to Single Dwelling Residential (R5). East of 23rd, the density of the multi-dwelling designations decrease significantly with a band of Low Density Multi-dwelling (R2) transitioning to Single Dwelling Residential (R5). The area proximate to the alignment on the south between MLK and NE 16th is zoned Central Commercial. At NE 16th the zoning changes to High Density Multi Dwelling (RH) and Low Density Multi dwelling (R2); from 21st to 28th the area is Single Dwelling Residential (R2.5). At 28th a large site is zoned CE (see zoning issues below). East through Hollywood the zoning is a combination of CM2 and CM3 with plan district allowances.

Capacity:

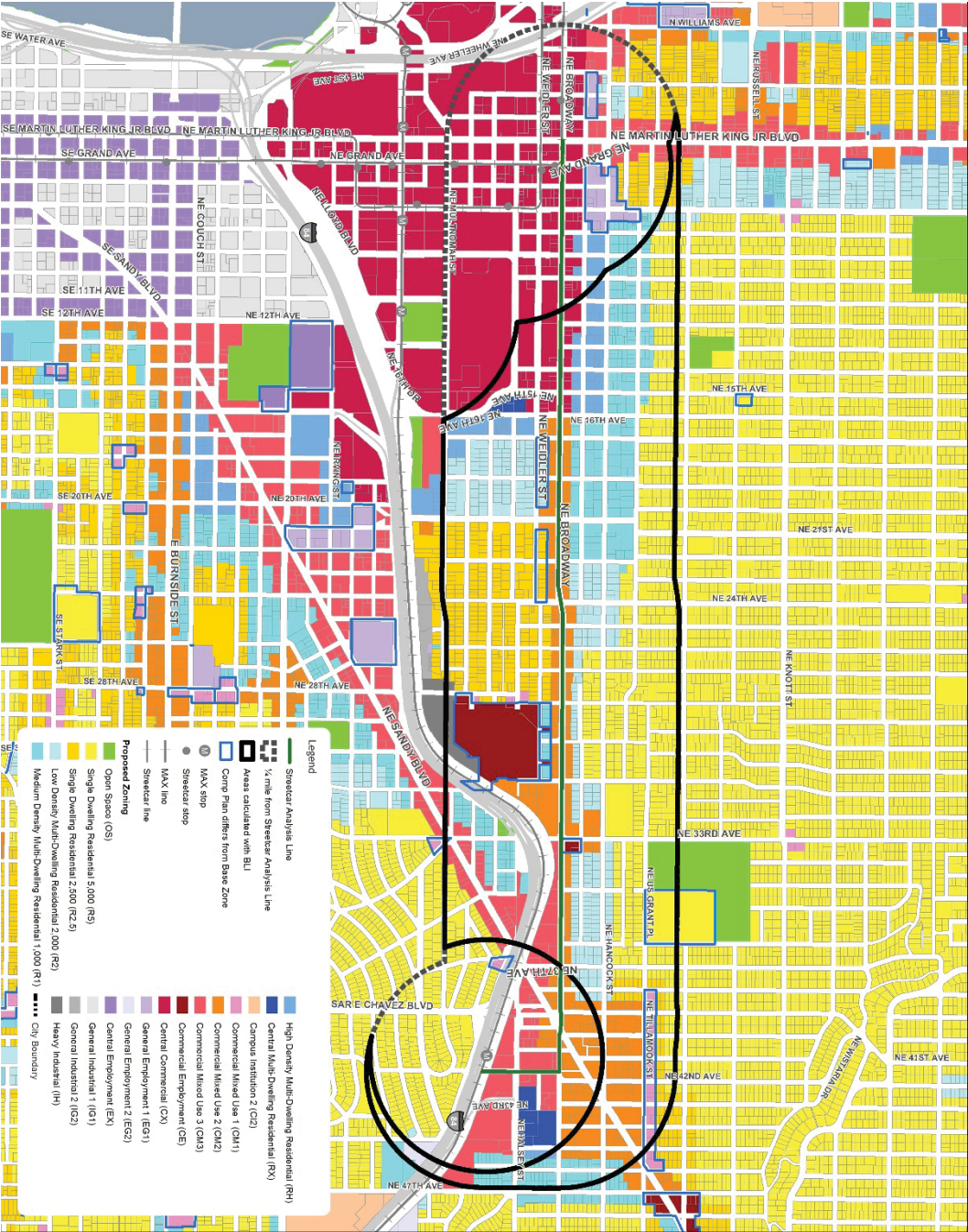
Line	ADU Allocation	SFR Net Capacity	MFR Net Capacity	EMP Net Capacity	SFR Allocation	MFR Allocation	EMP Allocation	Total Allocation
5	51.5	216.0	6,368.2	1,430.0	216.0	1,883.1	685.4	2,150.5

Map: See attached zoning map.

Zoning and other issues:

The alignment is generally zoned with intensities that are supportive of streetcar, including a large area of CM3 and smaller area of CM2 zoning. However, the area surrounding the alignment is relatively low-intensity between NE 23rd and NE 38th on the north, and from NE 21st to NE 28th on the south. The PSC recommended the CM2 zone for the large site currently zoned CE. In the future, this site and most others currently zoned CM2 could be rezoned to a more intense CM3 designation through either legislative or quasi-judicial processes. A portion of the ¼ mile analysis area between 31st and Hollywood is south of the Banfield freeway, which poses a barrier to pedestrians accessing a potential Broadway line from the south.





July 5, 2016
 City of Portland, Oregon
 Bureau of Planning & Sustainability
 Geographic Information System

Streetcar Analysis

MLK and Broadway
 to Hollywood via
 Broadway

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