

## INTRODUCTION

### Background

The purpose of the master street plans is to increase the efficiency of the transportation system through increased street connectivity and a finer mesh of pedestrian and bikeways. A dense grid of streets helps spread local vehicle trips more evenly over the local street network and reduces congestion on the arterial system. Studies show that improved local street connectivity improves arterial system capacity by as much as 25 percent.

Studies show that distance is one of the most important factors in mode choice. The lack of a dense grid of streets and pedestrian/bicycle connections results in out-of-direction travel that is particularly discouraging to potential pedestrians and bicyclists. The result is increased use of the automobile for trips to nearby (as the crow flies) destinations. Trips need to be relatively short to encourage travel on foot or by bicycle.

Good street connectivity improves emergency response times. Police, fire, and ambulance services can reach their destinations more quickly because there is less out-of-direction travel. Multiple access routes can reduce travel times and provide access options if one route is blocked.

Good local street connections can reduce traffic volumes on other streets by spreading traffic out over a denser network. With more intersections, traffic also moves more slowly because side street traffic and stop signs discourage drivers from speeding.

As properties are subdivided and developed, access needs are met primarily through new streets. The City's local street network has grown over time, as outlying areas became more urbanized or older areas redeveloped. In the past, development was not always required to address connections to adjacent areas as well as internal circulation. The result has been large areas of the City with poor connectivity, particularly in newer areas where the counties previously regulated development.

### State Requirements

Street connectivity must be part of transportation system plans (TSPs) and adopting ordinances. The Oregon Administrative Rule for State Land Use Goal 12, Transportation, Section 660-012-0020, Elements of Transportation Systems Plans, requires:

A road plan for a system of arterials and collectors and standards for the layout of local streets and other important non-collector street connections.... The standards for the layout of local streets shall provide for safe and convenient bike and pedestrian circulation necessary to carry out OAR 660-012-045(3)(b).

The State Transportation Planning Rule (TPR) states that the intent of the requirement is to provide guidance on the spacing of future extensions and connections along existing

and future streets that are needed to provide reasonably direct routes for bicycle and pedestrian travel. The rule referenced above goes on to state:

On-site facilities shall be provided which accommodate safe and convenient pedestrian and bicycle access from within new subdivisions, multi-family developments, planned developments, shopping centers, and commercial districts to adjacent residential areas and transit stops, and to neighborhood activity centers within one-half mile of the development. Single-family residential developments shall generally include streets and accessways. Pedestrian circulation through parking lots should generally be provided in the form of accessways.

The TPR also states that local jurisdictions should establish their own standards or criteria for providing streets and accessways consistent with the intent stated above. This may be accomplished through standards for spacing of streets or accessways, and standards for excessive out-of-direction travel. The TPR defines ‘safe and convenient’ access as being:

- Reasonably free from hazards
- Meeting the needs of cyclists and pedestrians, considering destination and length of trip

## **Metro Requirements**

The Metro Council adopted the Urban Growth Management Functional Plan (UGMFP) in 1996. Functional plans are an important regional policy tool that may contain both recommendations and requirements for changes in local comprehensive plans. The UGMFP contains specific requirements for street connectivity in Title 6: Regional Accessibility. This title has subsequently been superseded by the Regional Transportation Plan (RTP), which the Metro Council adopted on August 10, 2000.

The RTP requires jurisdictions to implement two types of street plans:

1. Conceptual street plans that:
  - Map contiguous areas of vacant and redevelopable parcels of five or more acres planned or zoned for residential or mixed-use development
  - Identify appropriate connections to adjacent areas
  - Demonstrate opportunities to extend and connect to existing streets, provide direct public right-of-way routes, and limit the potential of cul-de-sac and other closed-end street designs.
2. A street map for new residential or mixed-use development that will require construction of a new street(s) that:
  - Responds to and expands on the conceptual street plan map

- Provides for street connections no further apart than 530 feet, except where prevented by barriers such as topography, railroads, freeways, pre-existing development, or water features where regulations do not allow construction of or prescribe different standards for streets
- Provides bicycle and/or pedestrian connections when full street connections are not possible, no further apart than 330 feet, except where prevented by barriers as noted above
- Limits the use of cul-de-sac or closed street systems
- Includes street cross-sections

Conceptual street plans must be adopted as part of local jurisdictions' comprehensive plans. Policy 11.11, Street Plans, in Goal 11B (Chapter 2 of the TSP) includes the objective and map for each master street plan.

### **Areas Meeting Connectivity Requirements**

Many areas of Portland meet the RTP connectivity standards or are not required to have master street plans. The district maps in Policy 11.11 (Chapter 2 of the TSP) show these areas. Areas not required to meet connectivity standards include industrial sanctuaries, open space, and protected environmental areas. In Portland these are areas zoned IG1, IG2, IH, OS, and p.

### **Existing Master Street Plans**

#### ***Southwest and Far Southeast***

The City completed master street plans for the Southwest and Far Southeast transportation districts in June 2001. These two master street plans satisfy the State and regional requirements to identify the location and type of new local street connections. The methodology and criteria used to develop the plans are described briefly below. The SW and Far SE Master Street Plan – Final Report and Recommendations contains quarter-section level maps and tables that detail the recommended connections. The report identifies three objectives to be met:

- Reduce the uncertainty in the development review process regarding when and where new street connections will be an issue.
- Provide for better coordination of the local street system development.
- Comply with the mandates of the State Transportation Planning Rule and Regional Transportation Plan for street connectivity.

The Southwest and Far Southeast master street plans were developed through a number of steps, with mapping associated with each step.

*Step One*

- Define blocks in the study area that meet the spacing standard.
- Define areas being excluded (areas where streets are complete or underway; parcels zoned as park, open space, or industrial; religious or educational institutions).

*Step Two*

- Define remaining areas that have development or redevelopment potential (land value greater than improvement value; different Comprehensive Plan and zoning designations; two-acre or larger parcels).
- Define development constraints (street spacing not met, but parcels don't meet development potential).

*Step Three*

- Define blocks with barriers to connectivity (environmentally constrained).

*Step Four*

- Group the remaining areas into focus areas.

*Step Five*

- Define locations of new connections.
- Determine specificity of connections – specific points or along a block face).
- Apply type of connection – street or pedestrian/bicycle.

The plan's recommendations include information about the location, level of alignment specificity, type of connection, barriers, presence of environmental zones, traffic impacts, field notes, and comments from the public or technical staff.

While the master street plans identify a number of future connections, the absence of a connection does not mean a connection is not needed or feasible. All areas within the study areas are still subject to relevant policy and spacing standards.

***Area-Specific Master Street Plans***

Street plans have been completed, but not adopted into the Comprehensive Plan, for other areas of the City over the past several years. Although they are not specifically intended to meet the State and regional requirements, they do function as master street plans. These plans cover the following areas:

- Gateway regional center
- Airport Way (Columbia Corridor)
- Bridgeton (Northeast district adjacent to Marine Drive)
- South Portland (west end of the Ross Island Bridge)
- North Macadam (Central City)
- River District (Central City)

Each plan or study is summarized below, along with maps derived from the original documents. The street plans are included under Policy 11.11 as part of the City's Comprehensive Plan. The maps have been modified for inclusion in Chapter 2, Goal 11B, of the TSP.

### ***Areas Not Covered by Master Street Plans***

Master street plans have not been completed for all or parts of the North, Northeast, Far Northeast, Southeast, Northwest, and Central City districts. Other areas were excluded from the Southwest and Far Southeast Master Street Plans: the east light rail corridor (102<sup>nd</sup> to the city limits, NE Glisan to SE Stark), the Hillsdale town center, and the West Portland town center. Master street plans for these areas will be completed as refinement plans of the TSP. Until such plans are completed, the location and implementation of new street and pedestrian/bicycle connections will be governed by Title 17: Public Improvements, and Title 33: Planning and Zoning, requirements in City Code. Title 17 regulations govern developing or redeveloping sites that do not include a land division, and Title 33 regulations govern developing or redeveloping sites that do include a land division. The spacing standards in each title are 530 feet for full street connections and 330 feet for pedestrian/bicycle connections where full street connections are not feasible.

Policy 11.11, Street Plans, in Chapter 2 of the TSP contains maps of the areas where master street plans have not yet been completed. Master street plans are not required for any parts of these areas that meet the connectivity standards.



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## **FAR SOUTHEAST PORTLAND MASTER STREET PLAN**

### **Study Area**

The Far Southeast Portland Master Street Plan includes nearly all of the Far Southeast Transportation District, from I-205 east to the City limit, and from Burnside south to the City limits. Some portions of this area are excluded from the plan: the Gateway regional center because a street plan already exists, and Burnside light rail station areas (102<sup>nd</sup> to 162<sup>nd</sup>, NE Glisan to SE Stark), where master street plans will be completed as part of TSP refinement plans.

### **Land Use**

The Far Southeast is predominantly in residential use, with interspersed commercial/retail uses. Commercial/retail uses are located in strip commercial development along arterials such as 122<sup>nd</sup> and Division or in malls such as Mall 205 or the San Rafael Shopping Center. Institutions, such as colleges, hospitals, and schools, can create barriers, but offer limited opportunities for street connections. Cemeteries and parks also occupy significant tracts of land in the district. There are only a few pockets of industrial uses, principally near the Lents town center.

### **Zoning**

The Far Southeast Master Street Plan Study area includes virtually all of the various City commercial zones, except some designed specifically for the Central City. The area includes nearly all the residential zones, excluding only the most dense zones. The employment and industrial zoning currently in place is confined primarily to the southern edge of the district. Significant tracts of open space zoning exist, with Powell Butte the largest. Environmental overlays are applied to areas with steep slopes and near streams and wetland areas, principally in the southeast portion of the district.

### **Area Character**

Terrain and the density of development largely determine the area's character. Some less developed areas display a rural appearance, with open fields and large out-buildings. The majority of the district has a more suburban appearance, with large tracts of single-dwelling homes on medium to large lots. Some areas display a more urban character, with smaller lots and buildings closer to the street. Steep slopes with numerous streams and gullies are located in the southern portion of the area, along Johnson Creek and in Pleasant Valley.

Long-term county stewardship, along with recent population growth, has resulted in relatively few public streets in some areas, and large redevelopable parcels of land. Many of the area's local service streets and collectors are not fully improved. The lack of sidewalks results in a street system that is not particularly pedestrian friendly. The lack of public streets contributes significantly to out-of-direction travel patterns, and very wide major arterials carry many local trips as well as through-trips.

## **2040 Focus Areas**

The regional 2040 Growth Concept identifies a number of design types in Far Southeast Portland: the Gateway regional center (including two light rail stations); the Lents town center; the light rail station communities at 122<sup>nd</sup>, 148<sup>th</sup>, and 162<sup>nd</sup>; and main street segments on Division and 122<sup>nd</sup>. The master street plan developed for Gateway through the Opportunity Gateway process is described later in this chapter. The vast majority of the area in the Lents town center east of I-205 meets connectivity standards or is in industrial zoning. A master street plan for the light rail corridor will be the subject of a refinement plan for the TSP. The main street areas are included in the Far Southeast District Master Street Plan.

## **Issues and Constraints**

Barriers (such as terrain, streams, and existing development) will continue to limit a connected street system, including bicycle/pedestrian accessways, in Far Southeast Portland. With expected increases in the number of households and dwelling units in the area, however, completion of the local street system will be needed even more to provide multimodal access to areas of new development and from those areas to neighborhood activity centers, transit, and arterials.



## **FAR SE MASTER STREET PLAN MAP**



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## **SOUTHWEST PORTLAND MASTER STREET PLAN**

### **Study Area**

The Southwest Portland Master Street Plan generally includes all of southwest Portland, from the Willamette River west to the City limits, and from US 26 south to the City limits. The following portions of the area are excluded from the study because a street plan already exists or will be completed as part of a TSP refinement plan:

- Central City (refinement plan)
- Marquam Hill (study underway)
- North Macadam (preliminary plan complete; further study underway)
- Hillsdale (refinement plan)
- West Portland town center and Barbur/I-5 corridor (refinement plan)

### **Land Use**

Southwest Portland is dominated by residential use, with interspersed commercial/retail uses. Commercial/retail uses are found almost exclusively in two situations: in strip commercial activity along major arterials such as Beaverton-Hillsdale Highway and Barbur Boulevard, or in long-standing ‘village’ or town center locations such as Multnomah Village and Hillsdale. Several large institutions also occupy significant tracts of land, including Oregon Health Sciences University, Lewis and Clark College, Portland Community College-Sylvania, cemeteries such as Riverview Cemetery, and parks such as Marquam Nature Park, Council Crest Park, Gabriel Park, and Tryon Creek State Park. The Southwest District has virtually no industrial uses.

### **Zoning**

The Southwest Portland Master Street Plan area includes almost all City commercial zones, except some designed specifically for the Central City. The area includes nearly all the residential zones, excluding only the densest zones. There is no industrial zoning apart from a few parcels zoned for employment. Open space zoning is applied to the numerous parks, open spaces, and cemeteries. Environmental overlays are applied to areas with steep slopes, streams, wetlands, and other identified natural resources.

### **Area Character**

Topography largely establishes the area’s character. Steep slopes and numerous streams and gullies are dispersed throughout the area. Portland’s highest points, Council Crest, Healy Heights, and the Sylvan area, topped by radio towers, define the northern boundary. The Willamette River defines the eastern boundary. On the west and south, Portland joins adjacent jurisdictions with a less dense development pattern. Development is fairly consistently suburban, dominated by single-dwelling homes on medium to large lots. A significant number of multi-dwelling uses are located in the eastern part of the district and along major arterials. Traditional village centers are transitioning to a more urban character, including more multi-dwelling uses, sidewalks, and taller buildings.

Terrain and drainage features have contributed to a street system with less connectivity and more out-of-direction travel than most City residents typically encounter. Only a few arterials (such as Capitol, Barbur Boulevard, Macadam Avenue, and Beaverton-Hillsdale Highways) and the historic ferry roads – (Boones, Scholls and Taylors) radiate from the center of town. Many of the area's local service streets and collectors are not fully improved. A lack of sidewalks and useable shoulders contributes to a street system that is not particularly pedestrian friendly.

### ***2040 Focus Areas***

The regional 2040 Growth Concept identifies a number of design types in Southwest Portland: the Hillsdale and West Portland town centers; the eastern portion of the Raleigh Hills town center; and the main street segments on SW Macadam, in Multnomah Village, and at the Garden Home/Oleson Road intersection. The Southwest Community Plan established boundaries for all of these 2040 areas except the West Portland and Raleigh Hills town centers.

### **Issues and Constraints**

The Southwest District continues to need a connected street system, including bicycle/pedestrian accessways, but is limited by barriers such as terrain, streams, environmental resources, and existing development. With expected increases in the number of households and dwelling units in the area, completion of the local street system will be necessary to provide access to the anticipated areas of new development and from those areas to neighborhood activity areas, transit, and arterials.

## **SOUTHWEST MASTER STREET PLAN MAP**



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## **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.

### **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 102<sup>nd</sup> 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.

The concept plan map calls for a traditional block configuration, which will help unify the regional center's character. Some of the proposed new connections would greatly change existing circulation patterns. Northeast Multnomah between Fred Meyer's and Mervyn's at the Gateway Shopping Center is shown as a fully functional street, intended to help disperse traffic associated with the transit center. In the southern part of the regional center, several new public streets are shown in the Mall 205 and Plaza 205 properties, breaking up what are now large expanses of parking. Pedestrian pathways connect important routes and destinations where full streets are not possible or appropriate, such as between SE 105<sup>th</sup> and the Adventist Medical Center.

As the major north-south arterial, 102<sup>nd</sup> Avenue is the spine of the district and is targeted for improvements for all modes. Changes to 99<sup>th</sup> Avenue would allow it to act as an additional north-south carrier, improving access for development projects and creating a

new local identity the length of the district. Major east-west streets (Stark/Washington, Halsey/Weidler, Burnside, and Glisan) will continue to carry significant volumes of through-traffic. Better local north-south street connections will link the two main large shopping areas together, and improved connectivity will be provided within each of these shopping areas.



## **GATEWAY STREET PLAN MAP**



## **AIRPORT WAY STREET PLAN**

(Airport Way Secondary Infrastructure Plan)

### **Background**

The Columbia Corridor area historically provided a floodplain for the Columbia River. With the introduction of the levee system, some parcels were used for agricultural activities before transitioning into industrial/employment uses. City Council adopted the Columbia South Shore urban renewal area in May 1986 as a way to “expeditiously develop public infrastructure required to support land development and job creation in the South Shore.” The entire urban renewal area contains 2,850 acres of industrial land located east of NE 82<sup>nd</sup> Avenue and west of NE 185<sup>th</sup> and bounded by the Columbia River to the north and NE Sandy Boulevard to the south. The study area for the Airport Way Secondary Infrastructure Plan (SIP) includes the 900 acres located east of NE 138<sup>th</sup>. City Council passed resolution no. 34268 in April 1987 to select a final alignment for NE Airport Way and allow funding and construction to proceed. With the completion of Airport Way (a five-lane Major City Traffic Street) in 1992, the land became accessible for development.

City Council adopted the SIP (as amended) on June 21, 1995 (resolution no. 35405) as an administrative guide to extending public infrastructure to land located east of NE 138<sup>th</sup> Avenue, within the Columbia South Shore (Airport Way urban renewal area). The SIP is intended to create an infrastructure plan, including streets, to allow the preparation of capital budgets, establish policies and programs for financing secondary infrastructure, and respond to private development initiatives.

The Comprehensive Plan targets the Airport Way urban renewal area as a critical location for development. Policy 5.20 calls for the City to “Encourage the development of the Columbia South Shore as an industrial employment center which attracts a diversity of employment opportunities while protecting significant environmental resources and maintaining the capacity of the area infrastructure to accommodate future development.”

### **Street Connectivity**

The existing street system consists largely of three east-west oriented streets (NE Sandy Boulevard, NE Airport Way, and NE Marine Drive) and a few north-south streets (122<sup>nd</sup>, 138<sup>th</sup>, 148<sup>th</sup>, and 158<sup>th</sup>). NE Airport Way connects the Portland International Airport to NE 181<sup>st</sup> Avenue at Sandy Boulevard. Airport Way has an interchange with I-205 immediately east of the airport. Access to I-84 is through an interchange on NE 181<sup>st</sup> south of Sandy Boulevard. Several dead-end streets and/or partially improved rights-of-way are used for access to large industrial sites and undeveloped or vacant parcels of land.

The SIP proposes the creation of additional north-south streets, connecting through from NE Sandy Boulevard to NE Marine Drive. Additional streets are proposed to provide access to developable areas of land. Particularly on the eastern end of this area, large areas are designated as open space because of the presence of wetlands and sloughs.

The proposed additional streets provide significantly enhanced connectivity. The connectivity is not subject to TPR or RTP street spacing requirements because virtually all of the involved land is industrial and therefore exempt from these requirements. Only a very narrow strip of land, often less than 100 feet deep, between NE Marine Drive and the Columbia River at the east and west ends of the area has residential zoning.

### **Concept Plan Map**

The SIP map shows the creation of, or improvement to, NE 138<sup>th</sup>, 148<sup>th</sup>, 162<sup>nd</sup>, and 185<sup>th</sup> to provide north-south access within this area. Improvements to a portion of NE Mason Street and the creation of NE Riverside Parkway provide additional connectivity. The proposed creation or improvement of other streets provides access only.

**AIRPORT WAY SECONDARY INFRASTRUCTURE PLAN MAP**



## **BRIDGETON NEIGHBORHOOD STREET PLAN**

(Transportation Network Concept Plan for the Bridgeton Neighborhood)

### **Background**

City Council adopted the Bridgeton Neighborhood Plan on June 4, 1997 (ordinance no. 171238). City Council directed the Portland Office of Transportation (PDOT) to develop a transportation network concept plan for Bridgeton to implement action items in the neighborhood plan.

City Council adopted the Transportation Network Concept Plan for the Bridgeton Neighborhood (BTNC) on June 4, 1997 (ordinance no. 171238 and resolution no. 35619). The purpose of the concept plan is to address circulation and connections in conjunction with development west of N Haight.

Specifically, the concept plan was intended to ensure that street connections from parcels of five acres or more to N Marine Drive:

1. Must be made at intervals not more than every 660 feet, with more frequent connections in areas planned for mixed use or dense development.
2. Should provide for pedestrian/bicycle connections with dedication by public easements or rights-of-way at a minimum of every 330 feet.
3. Shall provide for auto and truck circulation for local trips only. The specific design of how these modes are accommodated in each circumstance will be determined between the developing property owner and the Office of Transportation.

The Bridgeton Neighborhood Plan contains additional details about the design of new streets in the area.

### **Street Connectivity**

The original street system was provided to serve mostly larger lots, without consideration of future redevelopment. Many of the existing lots were developed to provide support for or service to marine activities along the Columbia River between the Bridgeton area and Tomahawk Island (North Portland Harbor). New demands for residential development have created the need for smaller lots and additional access and connectivity. Issues considered in the planning process included barriers such as the Bridgeton Slough (which bisects the eastern two-thirds of the area) and the shape of the area (long and narrow between N/NE Bridgeton Road and Marine Drive).

The proposed additions to the street system significantly improve both east-west and north-south connectivity, primarily in the western half of the area between the I-5 access ramps and N Haight Street. Overall, the proposed pattern of streets provides for compliance with the street spacing standards, when taking into account existing street spacing between N/NE Bridgeton Road and Marine Drive, and the Bridgeton Slough. The result is significantly improved vehicle and/or pedestrian and bicycle access in those

areas where little or none occurred before, complementing and connecting to the existing street pattern.

### **Concept Plan Map**

The BTNC map provides a balanced multimodal transportation system, with enhanced east-west access via an extension of N/NE Bridgeton Road to the west, and four new north-south connections to N Marine Drive from the N/NE Bridgeton Road extension. Four new connections to the 40-Mile Loop Trail along the area's northern boundary provide additional connectivity.

N/NE Marine Drive and the 40-Mile Loop Trail provide connections for non-local trips for all modes of traffic. A direct link between the two alignments of the 40-Mile Loop Trail is provided at N Gantenbein Street and at two of the new north-south connections proposed further west.

Two intersections--NE Marine Drive and Bridgeton (east end), and N Gantenbein Street and Marine Drive--are designated as neighborhood gateways.



## **BRIDGETON STREET PLAN MAP**



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## **SOUTH PORTLAND CIRCULATION STUDY**

### **Background**

The South Portland Circulation Study encompasses the area at the west end of the Ross Island Bridge. A 1943 ODOT project for Harbor Drive included widening Front Avenue (now Naito Parkway) through south Portland. Later transportation changes in 1950 and 1970 enhanced connections between the Ross Island Bridge and Naito Parkway, further dividing the Corbett-Terwilliger-Lair Hill neighborhood and routing regional traffic into an established urban neighborhood. In the mid-1970s, the Portland Bureau of Planning undertook a study of south Portland and its traffic conditions. City Council did not approve the plan, which recommended closing Front Avenue. However, the Council indicated that it would reconsider the plan, pending improvements to the interchange of I-5 and Terwilliger. The improvements to I-5/Terwilliger were completed in 1992.

City Council adopted the South Portland Circulation Study (SPCS) on August 1, 2001 (resolution no. 36014). The SPCS recognizes that this area needs improved local access, circulation, safety, and livability. Piecemeal regional transportation improvements over the years have resulted in poor connectivity between the regional transportation elements and within the neighborhood. The SPCS calls for restoring much of the historic street pattern of the neighborhood, while continuing to provide transportation access to the downtown and Lloyd Center areas. It addresses the needs of the Corbett and Lair Hill neighborhood area and access between the Ross Island Bridge and SW Naito Parkway.

### **Street Connectivity**

The existing street system consists of the remnants of a traditional Portland 200-foot block pattern, with some modifications to accommodate topography, as well as more recent regional transportation system elements that have severely limited east-west access opportunities. SW Naito Parkway most notably affects east-west access within the neighborhood. The disconnection of SW Naito Parkway to a limited access arterial pattern creates an artificial barrier to local neighborhood trips between two halves of what had been one neighborhood. This barrier has also made non-local trips in and out of the neighborhood more difficult. Significant out-of-direction travel has been created for both vehicles and pedestrian/bicycle movement.

The SPCS proposes restoring several of the historic east-west connections across SW Naito, recreating most of the historic neighborhood connectivity. The existing connections to the Ross Island Bridge, in the middle of the neighborhood, are shifted to the north, lessening the regional traffic impacts on the neighborhood and making the connection to downtown and other regional routes more efficient. Eight local street reconnections will provide compliance with RTP and TPR requirements by providing typical street connections at intervals of approximately 200 feet. However, the I-5 freeway continues to present a significant barrier to local trips and connectivity from this neighborhood to the North Macadam District within the SPCS area.

## Concept Plan Map

The SPCS map provides for significant reconnection of a typical Portland 200-foot block pattern and reestablishes convenient east-west movement. The new connections will be designated Local Service Streets, providing local circulation for all modes of travel. Additionally, non-local and other longer trips are accommodated by reconnecting the neighborhood to SW Naito Parkway, which the TSP designates as a Neighborhood Collector Traffic Street.

Southwest Curry, Whitaker, Grover, Woods, Porter, Hooker, Meade, and Arthur Streets are reconnected to and across SW Naito Parkway, providing multimodal access within the neighborhood. SW Naito Parkway provides non-local trip access to the Ross Island Bridge (I-26) east, at SW Arthur Street; to SW Barbur Boulevard (which in turn provides access south and west); and to I-405 and the south downtown streets to the north (which in turn provide access to I-26, I-5 and I-84).

The North Macadam Framework Plan (discussed in the North Macadam section of this chapter) identifies several new pedestrian connections reaching over I-5 to the Corbett-Terwilliger-Lair Hill neighborhood. Potential alignments for these connections are along the Ross Island Bridge, Gibbs Street, and Gaines Street corridors. An extension of Arthur Boulevard from NW Naito Parkway to River Parkway, with an underpass at I-5, could provide vehicular and pedestrian access. The South Portland concept plan map includes the connections over I-5 at Gaines and Gibbs.

## **SOUTH PORTLAND STREET PLAN MAP**



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## **NORTH MACADAM DISTRICT STREET PLAN**

### **Background**

The North Macadam District boundaries are the Willamette River, I-5, the Marquam Bridge, and SW Hamilton Court. The district comprises approximately 128 acres, most of which is a largely undeveloped area that needs significant transportation improvements as it develops into a mixed-use neighborhood. As part of the Central City, the North Macadam District is included in the Central City Transportation Management Plan (CCTMP), adopted by City Council on December 6, 1996 (ordinance no. 169535).

The North Macadam District was historically an industrial area, with large areas devoted to ship and barge building, warehousing, and manufacturing. Most of these uses are now gone. The North Macadam Urban Renewal Plan, adopted by City Council on August 11, 1999 (ordinance no. 173651), furthers and encourages redevelopment of the area.

City Council accepted the North Macadam Street Plan on November 13, 1996, as part of the City Engineer's report and recommendations on streets in the district. The plan is intended to "assure an urban form emerges in the North Macadam District that supports high-density development and increases the access and mobility opportunities for pedestrians, transit patrons and bicyclists."

### **Street Connectivity**

The existing street system is a remnant of an industrial road and access network that connected various uses and functions within large areas of industrial development, with no defined circulation system. Much of the area lacks streets; where streets do exist, the network is fragmented and incomplete. The development of the I-5 freeway in the early 1960s further isolated the area, and limited road access opportunities occurred only on the north and south ends of the district.

Additions to the existing street grid system will significantly improve connectivity and distribution for internal auto trips and auto trips either beginning or ending in North Macadam. New pedestrian facilities—including sidewalks, new pedestrian/bicycle accessways to the Willamette Greenway, and at least one new pedestrian and bicycle bridge across I-5—will greatly enhance local circulation and access. These pedestrian and bicycle improvements will also improve access to transit service and increase mode split for alternatives to the automobile.

### **Concept Plan Map**

The North Macadam District Street Plan map provides a balanced transportation system that uses three primary multimodal streets for north and south travel and extends the existing grid from the west, eastward to the Willamette River. Each street serves a specific function and provides choices for pedestrian, bike, and transit mobility and access throughout the district. The plan also provides opportunities for even traffic distribution within the district, using integrated traffic control techniques such as narrow travel lanes, curb extensions, traffic circles with public art, and rotaries to avoid shortcuts and through-traffic on local streets.

Southwest Bancroft, Gibbs, Sheridan, and Moody provide multimodal access into the district. Southwest Bond and Moody (realigned to meet Bond) provide the major north-south auto and transit access through and within the district. Southwest River Parkway provides pedestrian-oriented north-south access within the district, from SW Lowell to SW Moody, via SW Sheridan. In the southern half of the district, SW Moody continues to serve local north-south auto access, from SW Gibbs and back to SW Macadam, south of Bancroft.

East-west streets north of the Ross Island Bridge extend between SW Moody and SW River Parkway, providing local access. South of the Ross Island Bridge, SW Gibbs, Curry, and Gaines extend between SW Macadam and River Parkway, providing local access and access to SW Macadam for non-local trips. Southwest Abernethy also connects with SW Macadam. The east-west streets are extended east from SW River Parkway via pedestrian and bicycle accessways to the Willamette Greenway, providing additional local access and access to the Greenway Trail.

Planning for North Macadam continues, including a revised street concept map.



NORTH MACADAM STREET PLAN MAP



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## RIVER DISTRICT STREET PLAN

### Background

The River District encompasses the downtown area between W Burnside, the I-405 freeway, the Fremont Bridge, and the Willamette River. City Council endorsed the River District vision in May 1992. The purpose of the vision is to guide the development of up to 5,500 new housing units, supportive commercial uses, and open space. On April 18, 1996, the Design Commission endorsed The River District Right-of-Way Framework Plans, Design Criteria, and Standards to guide the development of transportation infrastructure to support the developing district. City Council has also adopted or approved the following documents to guide development in the River District:

- River District Housing Implementation Strategy
- River District Strategic Investment Plan
- City/Developer Master Development Agreements
- River District Design Guidelines

In the mid-1800s, the part of the River District that is currently redeveloping was a marshland along the Willamette River, north of Portland. Part of the River District (west of NW 6<sup>th</sup>) is within the Pearl District Neighborhood Association boundaries. According to the Pearl District Development Plan (2001), the marsh:

...filled to create more land for expanding railroad yards and associated warehousing, by the early 1900s the area had become the transportation hub of the city, and extensively developed with transit, storage and drayage uses. Manufacturing and ancillary uses proliferated as well. The area prospered as an industrial and warehouse district through the first half of the 20<sup>th</sup> century.

Starting in the 1950s, the area reflected the dynamics affecting central urban areas nationwide. . . . The primary users relocated, leaving the District increasingly vacant and marginalized.

In the early 1980s, the Pearl District became the focus of planning efforts to convert under-utilized warehouses and abandoned rail yards into a mixed-use neighborhood. . . . An emerging part of the Pearl was centered on redevelopment of the former Hoyt Street railyards, in turn offering different choices and a new environment for the District.

### Street Connectivity

The location, design, and use of the internal street system provides the foundation on which the new neighborhood will develop. Generally, the district is made up of Portland's standard 200-foot grid. However, large areas were previously devoted to rail facilities, including switching areas. While many of railroad tracks have been removed, the district is still home to Union Station and tracks that are generally parallel to, but sometimes separated from, Naito Parkway. The tracks create a barrier that separates the majority of the district from development on both sides of Naito Parkway. New street

and pedestrian connections are important to breach this barrier. In some cases, elevated pedestrian/bicycle connections are necessary to avoid conflicts with train operations.

The district is also home to the City's main post office. Located between NW Hoyt and Lovejoy and NW Broadway and 9<sup>th</sup>, this large land use also creates a significant barrier to circulation, particularly pedestrian circulation. If the post office were to leave the district, new streets would be needed through the site, consistent with the River District vision.

The Portland streetcar travels on NW 10<sup>th</sup> and 11<sup>th</sup> before heading west on NW Northrup and after heading east on NW Lovejoy. The 1995 CCTMP anticipated the streetcar alignment and classified these streets as Transit Access Streets, which are now an important transportation facility in the TSP. (Chapter 2: Transportation Element, of the TSP describes street classifications). The plan for new streets and accessways in the River District responds to this major transportation investment.

As land is developed or redeveloped in the River District, streets and access corridors are created through the land division process. Access corridors are landscaped pedestrian walkways through large parcels that approximate the original 200-foot block pattern. The access corridors may be for pedestrians only or may be shared facilities that accommodate pedestrians and vehicles. Public access easements ensure public access.

## Concept Plan Map

The Concept Plan map for the River District reflects a number of sources that provide the structure for the River District Street Plan:

- River District Development Plan (approved by City Council May 1992)
- Hoyt Street Yards Master Plan and development agreements with the City of Portland (land use action LUR 93-00279 SU and subsequent amendments)
- The River District Right-of-Way - Framework Plans, Design Criteria, Design Standards (endorsed by the Portland Design Commission April 1996)
- Pearl District Development Plan (approved by City Council October 2001)

The Concept Plan map shows new streets, pedestrianways (access corridors), and pedestrian bridges. The streets and pedestrianways will be built in conjunction with development and redevelopment of sites. The design and function of the streets will be consistent with the TSP classifications and applicable framework plans, design criteria, and design standards in The River District Right-of-Way document.

One pedestrian bridge, connecting NW Irving to new development northeast of the remaining railroad tracks, has been built consistent with the Concept Plan map. One other pedestrian bridge is envisioned, connecting the eastern end of NW Marshall to new development north of the Broadway Bridge. A continuation of the boardwalk being developed on the eastern side of three new parks between NW 10<sup>th</sup> and 11<sup>th</sup> would cross Naito Parkway to the Centennial Mill and the Willamette Greenway and connect to the Willamette Greenway.

RIVER DISTRICT MASTER STREET PLAN

