

**Recommended  
Implementation Amendments**  
*(Comprehensive Plan and Map, Zoning Map and Code,  
and Design Guidelines)*

**May 2006**



**The Portland City Council will hold a public hearing  
for this project on:**

June 15, 2006  
2:00 PM

Portland City Hall  
Council Chambers  
1221 SW 4<sup>th</sup> Avenue  
Portland, Oregon 97204

To comment: Attend the City Council public hearing to testify, or send written testimony to the **Council Clerk, 1221 SW 4<sup>th</sup> Avenue, Room 140, Portland, Oregon 97204**. Testimony may also be sent by FAX to 503-823-4571, or by email to: [kmoore-love@ci.portland.or.us](mailto:kmoore-love@ci.portland.or.us). Written, faxed, and e-mailed testimony must include your name and street address and be received by the date of the hearing.

For more information on the 122<sup>nd</sup> Avenue Station Area Study,  
please contact:

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**(TTY 503-823-6868).**



# CITY OF PORTLAND, OREGON PLANNING COMMISSION

c/o Bureau of Planning  
1900 S.W. 4th Ave., Suite 4100  
Portland, OR 97201-5380  
Telephone: 503-823-7700  
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May 17, 2006

Mayor Potter and Members of Portland City Council  
Portland City Hall  
1221 SW Fourth Avenue  
Portland, OR 97204

Dear Mayor Potter and City Commissioners:

The Portland Planning Commission is pleased to forward the *122<sup>nd</sup> Avenue Station Area Study: Recommended Implementation Amendments* for your consideration at a public hearing on June 15, 2006. The Planning Commission held a public hearing on November 22, 2005, and deliberated and amended the proposal at subsequent work sessions. On February 14, 2006, the Planning Commission voted 8-0 to support the changes included in the *122<sup>nd</sup> Avenue Station Area Study: Recommended Implementation Amendments*.

The Portland Planning Commission held a second public hearing on April 25, 2006, to consider additional revisions to the Portland Zoning Code (East Corridor Plan District, 33.521), and to confirm the map indicating areas where exterior display and exterior storage should be allowed (Map 521-4). The Planning Commission again voted unanimously to support these changes and confirm the map.

The *122<sup>nd</sup> Avenue Station Area Study: Recommended Implementation Amendments* contains changes to the Portland Comprehensive Plan, Comprehensive Plan Map, Zoning Map, Zoning Code and Community Design Guidelines. These changes are designed to facilitate development and investment in the 122<sup>nd</sup> Avenue MAX station area over time. The recommendations recognize and balance the needs of existing auto-oriented uses and businesses with neighborhood aspirations, and city, regional, and state policies for a more developed and transit-oriented future for the station area.

The study recommendations focus on land use regulations and design guidelines and include several key changes that may facilitate reinvestment by current property and business interests, while encouraging compatibility with high-density residential, commercial and mixed-use areas developing nearby. These include the following changes:

- Remove the current zoning prohibition on exterior display and exterior storage in key locations within the MAX station area to allow redevelopment of existing sites and facilitate expansion of uses with exterior display and exterior storage between transit intersection “nodes;”
- Reduce by 60% the required minimum floor area for sites in the MAX station area that have auto sales uses in areas where exterior display and exterior storage are allowed;
- Allow, in key locations, a substantial portion of a site’s street frontage to feature exterior display of merchandise;

- Broaden the rights of existing nonconforming development in areas where exterior display and storage is prohibited, to allow continued use and reconfiguration of sites;
- Foster pedestrian-oriented and community-oriented development at key transit intersections – “nodes” – and other locations;
- Improve design and quality in the station area overall through application of design review. Specifically use design review to improve the compatibility of development with exterior display and storage with adjacent residential and commercial areas. Facilitate appropriate modifications to development design standards through design review; and
- Rezone selected properties from residential to commercial to address nonconforming use situations.

In addition, the study developed recommendations for improving pedestrian and vehicular circulation in the area and for improving the safety and aesthetics of the station area for pedestrians and drivers. The Planning Commission did not take action on transportation issues. However, we agree that the connectivity and streetscape recommendations included in the *122<sup>nd</sup> Avenue Station Area Study: Phase One Report and Recommendations* are important to the improvement of the 122<sup>nd</sup> Avenue station area. These transportation features should be further developed by the Portland Office of Transportation for future consideration by City Council.

The Planning Commission received thoughtful testimony at public hearings, from both those who participated throughout the process and those who got involved later in the process. The Commission considered and debated the issues raised prior to making our recommendations. We expect that City Council will again hear testimony on a number of the issues raised before the Planning Commission.

We believe that the *122<sup>nd</sup> Avenue Station Area Study: Recommended Implementation Amendments* provides a framework to guide the future of the 122<sup>nd</sup> Avenue MAX station area. The recommendations balance the diverse desires, needs, and perspectives of those who live, work, visit, own property, and do business here.

The Portland Planning Commission recommends that the City Council take the following actions:

1. Adopt an ordinance that:
  - a. Adopts the *122<sup>nd</sup> Avenue Station Area Study: Recommended Implementation Amendments* (report) and its appendices;
  - b. Amends the *Comprehensive Plan* to include the revised *Outer Southeast Community Plan Subarea Policy V, Objective 1*, as contained in this report;
  - c. Amends the *Comprehensive Plan* map as shown in this report;



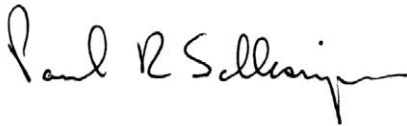
Mayor Potter and Portland City Council Members

May 16, 2006

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- d. Amends the *Portland Zoning Code* and Zoning Map as shown in this report;
2. Direct the Portland Office of Transportation staff to further develop a strategy for streetscape improvements and to refine and adopt a master street plan for the area that builds upon the draft *Connectivity Plan* developed in the *122<sup>nd</sup> Avenue Station Area Study: Phase One Report and Recommendations*.

Sincerely,

A handwritten signature in black ink, reading "Paul R Schlesinger". The signature is fluid and cursive, with a long horizontal stroke at the end.

Paul Schlesinger

President, Portland Planning Commission

Cc: Members of the Portland Planning Commission  
Members of the Portland Design Commission  
Gil Kelley, Director, Bureau of Planning  
Barry Manning, Senior Planner, Bureau of Planning





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May 18, 2006

Mayor Potter and Commissioners Adams, Leonard, Saltzman, and Sten  
Portland City Hall  
1221 SW Fourth Avenue  
Portland, OR 97204

Dear Mayor Potter and City Commissioners:

The Portland Design Commission is pleased to recommend changes to the *Portland Community Design Guidelines* as part of the *122<sup>nd</sup> Avenue Station Area Study: Recommended Implementation Amendments* for your consideration at a public hearing on June 15, 2006. The Portland Design Commission held a public hearing on January 5, 2006, and voted to approve the changes incorporated in the *122<sup>nd</sup> Avenue Station Area Study: Recommended Implementation Amendments* on February 10, 2006.

The Design Commission received thoughtful testimony at public hearings, and considered and debated many development and design-related issues, including location of exterior display and storage areas, building setbacks, floor areas, and landscaping prior to making our design recommendations. The recommended changes to the *Community Design Guidelines* are intended to provide guidance for review of development in the 122<sup>nd</sup> Avenue MAX station area to improve the overall level of design and compatibility among various, and sometimes conflicting, uses and development forms.

Overall, the changes included in the Planning Commission-approved *122<sup>nd</sup> Avenue Station Area Study: Recommended Implementation Amendments* will allow reinvestment by property and business interests, while encouraging compatibility with high-density residential, commercial and mixed-use areas developing nearby.

The Portland Design Commission recommends that the City Council adopt an ordinance that amends the *Community Design Guidelines* as shown in the *122<sup>nd</sup> Avenue Station Area Study: Recommended Implementation Amendments*.

Sincerely,

Michael McCulloch  
Chairman, Portland Design Commission

Cc: Members of the Portland Design Commission  
Members of the Portland Planning Commission  
Gil Kelley, Director, Bureau of Planning  
Barry Manning, Senior Planner, Bureau of Planning



# **122<sup>nd</sup> Avenue Station Area Study**

## **Recommended Implementation Amendments** *(Comprehensive Plan and Map, Zoning Map and Code, and Design Guidelines)*

**May 2006**



CITY OF PORTLAND, OREGON  
BUREAU OF  
**Planning**

# Acknowledgements

## **Portland City Council**

Tom Potter, Mayor  
Sam Adams, Commissioner  
Randy Leonard, Commissioner  
Dan Saltzman, Commissioner  
Erik Sten, Commissioner

## **Portland Planning Commission**

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## **122<sup>nd</sup> Avenue Station Area Study Working Group**

Warner Allen, Gateway Area Business Association (to March 2005)  
Gwenn Baldwin, Tonkin Family of Dealerships  
Don Bartley, Parkrose Heights Neighborhood Association (from April 2005)  
Brad Carter, Portland Bureau of Development Services  
Donna Dionne, Midway Business Association  
Peter Finley Fry, Tonkin Family of Dealerships  
Barbara Harrison, Hazelwood Neighborhood Association  
Sharon Kelley, Metro (to April 2005)  
Bonny McKnight, Russell Neighborhood Association  
John Moon, Rey Reece Dealerships (from April 2005)  
Joyce Rothenbucher, Hazelwood Neighborhood Association (alternate)  
Phil Selinger, TriMet  
John Stockem, Parkrose Heights Neighborhood Association (to February 2005)  
Beverly Tobias, Mill Park Neighborhood Association

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2. <i>122<sup>nd</sup> Avenue Station Area Study:         Regulatory Impact Assessment (under separate cover)</i>	



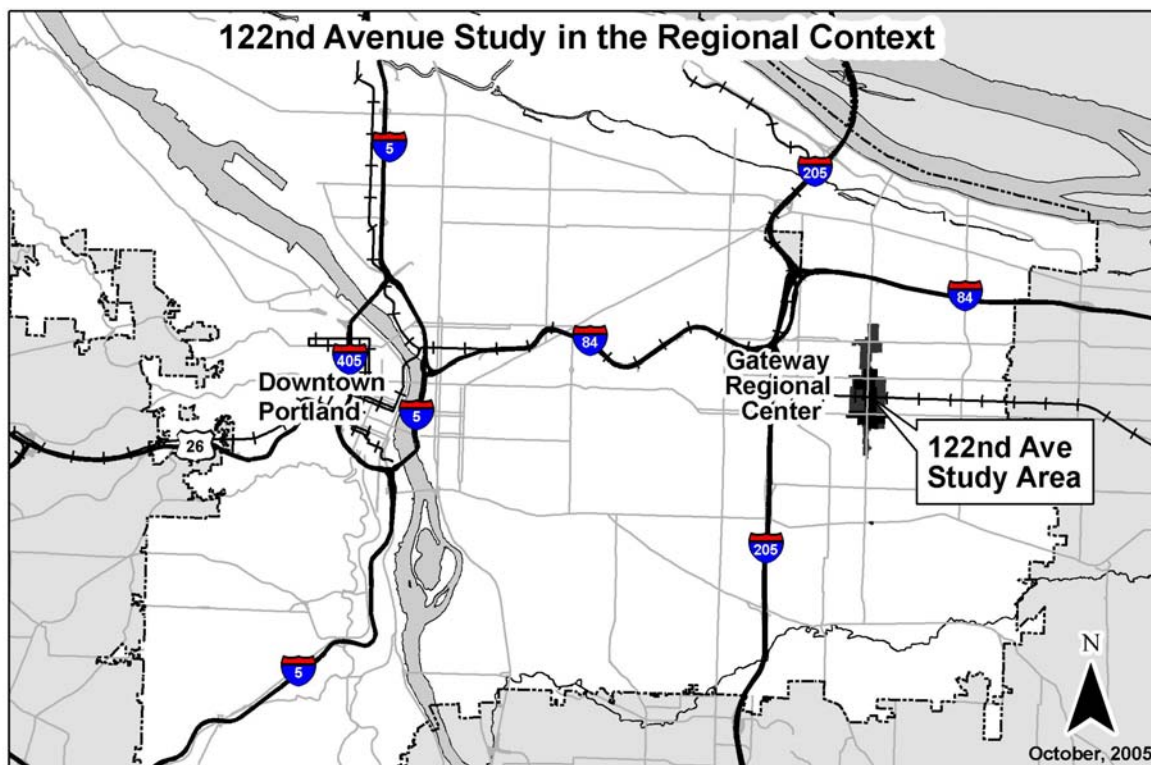


# Introduction

## What is this Document?

The *122<sup>nd</sup> Avenue Station Area Study: Recommended Implementation Amendments* contains recommended amendments to the *Comprehensive Plan*, *Comprehensive Plan Map*, *Zoning Map*, *Zoning Code*, and *Community Design Guidelines* for the area near the 122<sup>nd</sup> Avenue MAX light rail station. The amendments are designed to generally implement the land use and development design recommendations of the *122<sup>nd</sup> Avenue Station Area Study: Phase One Report and Recommendations* (Appendix 1). The phase one report recommended changes in land use and development policies and regulations to allow development flexibility for auto-oriented land uses and those that use exterior display and storage near the 122<sup>nd</sup> Avenue Transit Station, while maintaining aspirations for higher density, transit-supportive development in the long term. Portland City Council will consider these recommended changes at a public hearing on June 15, 2006.

The *122<sup>nd</sup> Avenue Station Area: Phase One Report and Recommendations* also contained recommendations for streetscape improvements and other transportation system improvements that require further impact and design analysis and development before action may be taken on them. This document does not address the transportation aspects of the 122<sup>nd</sup> Avenue Study. However, these issues may be considered by Portland City Council at a future date.



**The map above shows the location of the 122<sup>nd</sup> Avenue study area in the context of the City of Portland.**

## Summary of the Study Planning Process

The 122<sup>nd</sup> Avenue Station Area Study, initiated in November 2004, was requested by Portland City Council, and stemmed from issues raised in testimony during review and adoption of the *Gateway Planning Regulations Project* (May 2004). The *Gateway Planning Regulations Project* separated the newly-created East Corridor Plan District (33.521) from the existing Gateway Plan District (33.526). The East Corridor Plan District applies regulations to address land use and development near the eastside MAX corridor between NE Glisan Street and SE Stark Street. During that planning process, a question was raised about the role and treatment of uses in the plan district area, such as auto dealers, that employ exterior display and storage as a part of development. These types of development have increasingly been limited or prohibited by code in transit oriented areas such as MAX stations.

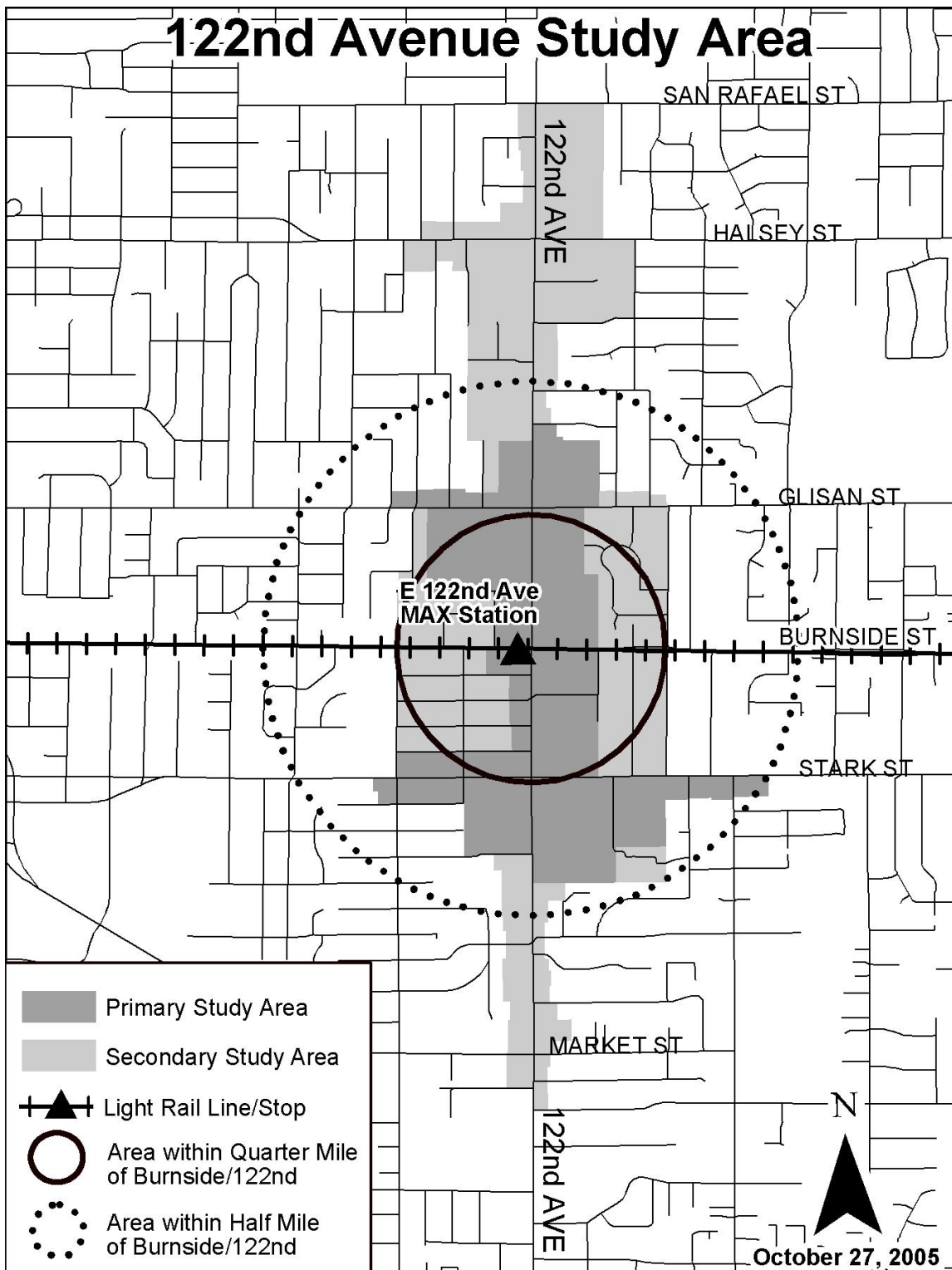
The Portland Bureau of Planning (Planning) conducted a public process from November 2004 to July 2005 to evaluate conditions and consider alternatives in the 122<sup>nd</sup> Avenue station area. This process included monthly meetings from November 2004 to June 2005 of a study working group (SWG) composed of local neighborhood and business representatives, and public agencies. The public process also included three larger public meetings (February 2005, April 2005, and June 2005) where the public discussed options presented by staff and a consultant team funded through an Oregon Transportation and Growth Management (TGM) grant. The result of that effort was the June 2005 *122<sup>nd</sup> Avenue Station Area Study: Phase One Report and Recommendations* (Appendix 1). See Appendix 1 for further detail on the study public process.

To implement the *122<sup>nd</sup> Avenue Station Area Study: Phase One Report and Recommendations*, the Bureau of Planning developed Draft Comprehensive Plan and Zoning map and code alternatives, and amendments to the Community Design Guidelines that were shared with the working group, local neighborhood associations, and business stakeholders. These draft alternatives and amendments were refined into an implementation amendments proposal that was submitted to the Portland Planning Commission and Portland Design Commission for consideration in Autumn 2005.

The Planning Commission held a public hearing and took testimony on November 22, 2005. The Portland Design Commission held a public hearing and took testimony on January 5, 2006. Both commissions held further work sessions on the proposal, and made further amendments to the Bureau of Planning proposal based on testimony and other feedback. The Design Commission approved amendments to *Community Design Guidelines* on February 2, 2006. The Portland Planning Commission approved amendments to the *Portland Comprehensive Plan*, *Comprehensive Plan Map*, *Zoning Map*, and *Zoning Code* on February 14, 2006.

Subsequent to Planning Commission approval on February 14, 2006, the Bureau of Planning proposed changes to the Portland Zoning Code Chapter 33.521, East Corridor Plan District, to clarify the intent and improve the applicability of the Planning Commission's recommended Zoning Code amendments. The Portland Planning Commission held a hearing to consider the changes proposed by the Bureau of Planning and to confirm the Planning Commission's February 14, 2006, recommendation for Map 521-4, Areas Where Exterior Display and Storage are Allowed. The Planning Commission approved the proposed changes, and confirmed their previous map recommendation.

The recommendations of the Planning Commission and Design Commission are embodied in this report.



*The map above shows the 122<sup>nd</sup> Avenue station study area.*

## How this Document is Organized

This document contains the following sections:

- A. Summary of Recommendations** is a brief summary of the recommendations that were outcomes of phase one of the 122<sup>nd</sup> Avenue Station Area Study public process that began in Autumn 2004. The document, *122<sup>nd</sup> Avenue Station Area Study: Phase One Report and Recommendations*, is an appendix. A summary of implementation recommendations in this document is also included.
- B. Recommended Amendments to the Comprehensive Plan, Comprehensive Plan Map and Zoning Map** is a written and graphic (map) description of recommended changes.
- C. Recommended Amendments to Title 33, the Portland Zoning Code** contains recommended amendments to the Portland Zoning code that work in conjunction with Comprehensive Plan, Comprehensive Plan Map and Zoning Map amendments to implement desired changes.
- D. Recommended Amendments to the Community Design Guidelines** contains recommended amendments to the Portland Community Design Guidelines to specify the unique circumstances in the 122<sup>nd</sup> Avenue station area as an aid in design review.

The **Appendix** contains the following:

1. *122<sup>nd</sup> Avenue Station Area Study: Phase One Report and Recommendations*. This report was completed in June 2005 and is the result of a six month public process to explore land use development and transportation issues in the 122<sup>nd</sup> Avenue station area.

## A. Summary of Recommendations

### **122<sup>nd</sup> Avenue Station Area Study Phase One Report Summary**

The *122<sup>nd</sup> Avenue Station Area Study Phase One Report and Recommendations* was the result of a six-month effort initiated by the City of Portland Bureau of Planning with a grant from the Oregon Transportation and Growth Management Program. This grant funded a consultant team led by SERA Architects that, in conjunction with the City project team, analyzed land use, transportation, and regulatory issues in the 122<sup>nd</sup> Avenue station area.

A public process was conducted to review existing conditions in the area, as well as various alternatives for future development, the public realm, and the interface between public and private spaces. The result was a set of phase one study recommendations that aim to strike a balance between the auto-oriented uses in the area and aspirations for a more transit-oriented and pedestrian-friendly future.

#### **Study Area**

The study is focused on the area around the MAX light rail station at 122<sup>nd</sup> and East Burnside Street, with a primary study area generally running from NE Glisan to SE Stark Streets, and the secondary study area going from approximately NE Halsey to SE Mill Streets and from 117<sup>th</sup> to 127<sup>th</sup> Avenues.

#### **Background**

Since the introduction of MAX light rail transit in the mid-1980s, public policies have promoted more intense development around the 122<sup>nd</sup> Avenue MAX station, focusing on development that benefits from being near the station and that helps encourage transit use. The regulations that implement this policy have made it difficult for established auto-oriented development in the area to improve or expand operations without significant changes to development forms. As a follow-up to the 2004 *Gateway Planning Regulations Project*, stakeholders asked the City of Portland to review land use policies along 122<sup>nd</sup> Avenue and to address the issues that transit-oriented development policies create for established and growing auto-oriented uses. The 122<sup>nd</sup> Avenue Station Area Study was undertaken to explore ways to meet the transit-oriented goals for the area while dealing with the reality and needs of its auto-oriented uses.

#### **Study Mission**

The general mission of the 122<sup>nd</sup> Avenue Station Area Study is to:

Foster the creation of a positive and distinctive place at the 122<sup>nd</sup> Avenue transit station, and to coordinate public and private investments along the 122<sup>nd</sup> Avenue main street and in the station area in order to:

- Build on the area's light rail assets;
- Improve the area's appearance and function;
- Serve adjacent residents and nearby neighborhoods; and
- Support businesses that serve both local and regional customers.

The following goals and objectives were developed as part of phase one of the 122<sup>nd</sup> Avenue Station Area Study.

## **Study Goals and Objectives**

### ***Foster a stronger “Sense of Place”***

- Create focal points of activity (nodes) that support concentrations of active businesses and residences
- Integrate neighborhood-serving businesses within areas that include established businesses that serve a larger market area
- Support light rail transit (MAX) investments with more intense development near the station area
- Create safe, defensible spaces
- Foster “greening” of the area through landscaping in key areas and sustainable stormwater management practices

### ***Enhance the Pedestrian Environment***

- Create streets and pedestrian connections that are convenient, direct, comfortable, appealing and safe
- Improve the appearance of 122<sup>nd</sup> Avenue and other key streets with trees and other features
- Minimize the visibility of surface parking and vehicle storage areas; cluster parking where possible to serve multiple uses
- Organize parking access points to reduce conflicts with pedestrians and traffic

### ***Manage Traffic and Transportation***

- Balance transportation modes and optimize the system
- Provide traffic calming and improve safety through street design
- Limit cut-through traffic in neighborhoods

### ***Improve Access to and within the Area***

- Ensure access to the area through connections to the broader system (traffic, transit, bike, pedestrian)
- Plan for new streets where appropriate
- Improve existing and add new pedestrian crossings across 122<sup>nd</sup> Avenue
- Improve and add pedestrian connections east and west to link with 122<sup>nd</sup> Avenue and other key streets

### ***Catalyze Future Investment***

- Build on synergies: link land uses and activities
- Foster a strong business environment to serve local and broader markets
- Emphasize high-quality design and durable construction materials in new development.
- Plan for foreseeable economic and development horizons, but do not preclude potential for new ideas or market changes

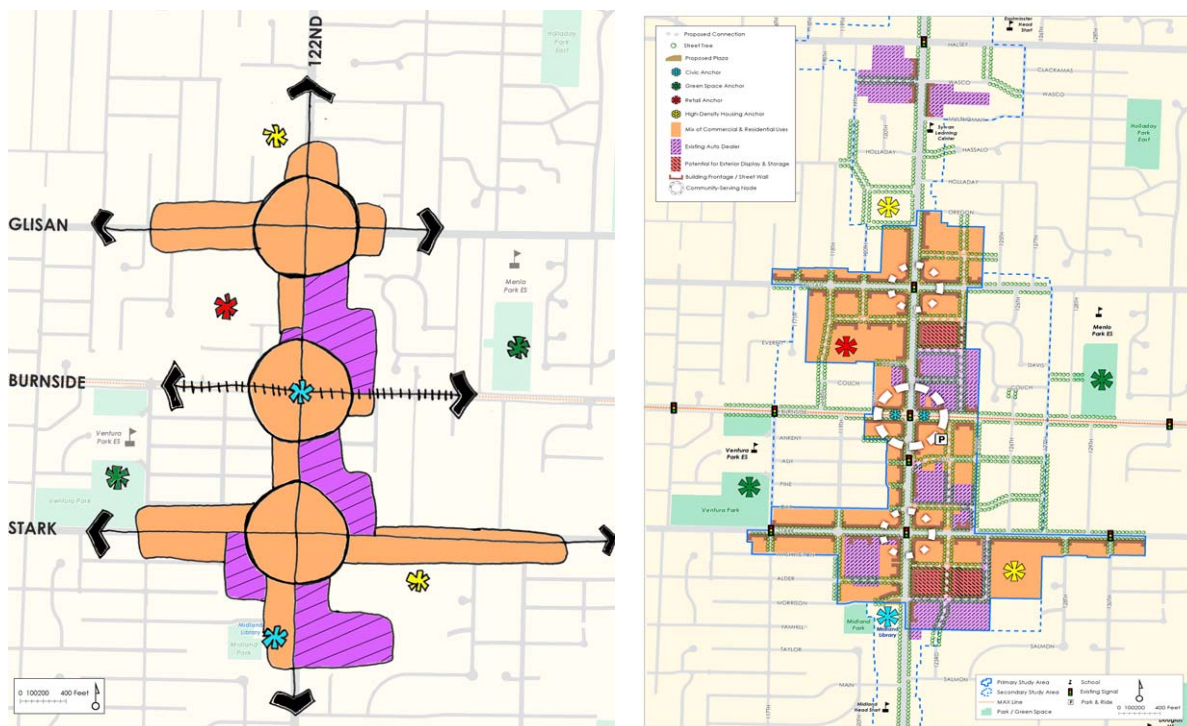
## Station Area Concept Overview

The concept for the 122<sup>nd</sup> Avenue station area blends the established auto-oriented uses in the area with aspirations for a more transit-oriented and pedestrian-friendly future. It accomplishes this objective by focusing pedestrian-friendly development and community-serving land uses at key intersections and other locations in the area. These intersections (122<sup>nd</sup> with Glisan, Burnside, and Stark) are well served by transit and are the key community entry points to this section of the 122<sup>nd</sup> Avenue main street. In key locations between transit intersections, the concept provides for more flexibility to accommodate land uses, such as auto dealers, that feature exterior display and storage as part of their site development. Well-designed and landscaped exterior display areas are expected to provide an attractive environment for customers, as well as enhance the area's character for pedestrians, bicyclists, and motorists.

## Key Concept Components:

### Development Framework

The framework concept fosters a development pattern that focuses new pedestrian-oriented and transit-supportive development at intersection “nodes” at Burnside, Glisan, and Stark streets and areas on the west side of 122<sup>nd</sup> Avenue. The framework also calls for allowing greater flexibility for established uses that utilize exterior display and storage, and potential expansion for new uses that utilize exterior display and storage in key areas between the intersection nodes. The 122<sup>nd</sup> Avenue Station Area Development Concept, a refinement of this framework, is shown on page 9.



The diagrams above show the development framework for the 122<sup>nd</sup> Avenue Station Area. Pedestrian oriented development is focused at the key intersection “nodes” of 122<sup>nd</sup> Avenue and Glisan, Burnside and Stark. Exterior display and storage is prohibited in new development at these corners to enhance the pedestrian environment and encourage community-serving uses.



### **Connectivity Plan**

The recommended connectivity plan shows the locations for future streets and connections in the station area. It is designed to provide, over time, more convenient and direct connections to the 122<sup>nd</sup> Avenue transit station and nearby commercial activities from adjoining neighborhoods. The plan also provides a pattern for future development that is supportive of the more frequent connections needed for a walkable, transit-oriented area.

### **Streetscape**

The recommendations for streetscape enhancements are designed to improve the appearance of the 122<sup>nd</sup> Avenue station area while providing improved pedestrian safety and accessibility. The recommended approach balances the needs for turn movements and access with a desire for improved appearance, and allows for implementation over time.

### **Sidewalks and Building Setbacks**

The recommendations for sidewalks and building setbacks are designed to foster an environment that is pleasing to and convenient for pedestrians, transit users, and motorists. They also respond to the different environments created at intersection “nodes” and the areas in between. Sidewalks along 122<sup>nd</sup> and arterial streets in the Ventura Park Pedestrian District are designed to mitigate the impacts of heavy traffic volumes on pedestrians by providing a generous buffer between pedestrians and traffic. Further, street tree and landscaping treatments are set to provide an aesthetic “greening” effect while better managing stormwater. Maximum building setbacks between the nodes are recommended to be increased for residential buildings to provide greater buffering from the street, as well as for retail businesses that may utilize exterior display areas.



*Existing conditions (left) on 122<sup>nd</sup> Avenue and a concept of future development and streetscape enhancements (right). In the future, the 122<sup>nd</sup> Avenue streetscape may be enhanced with wider sidewalks, street trees, pedestrian refuges and curb extensions. The built environment features some buildings near the street, such as those at the nodes and those without exterior display. Residential uses and uses with exterior display may choose to employ larger setbacks. Exterior display areas “between the nodes” are well landscaped and contribute to the pedestrian experience.*

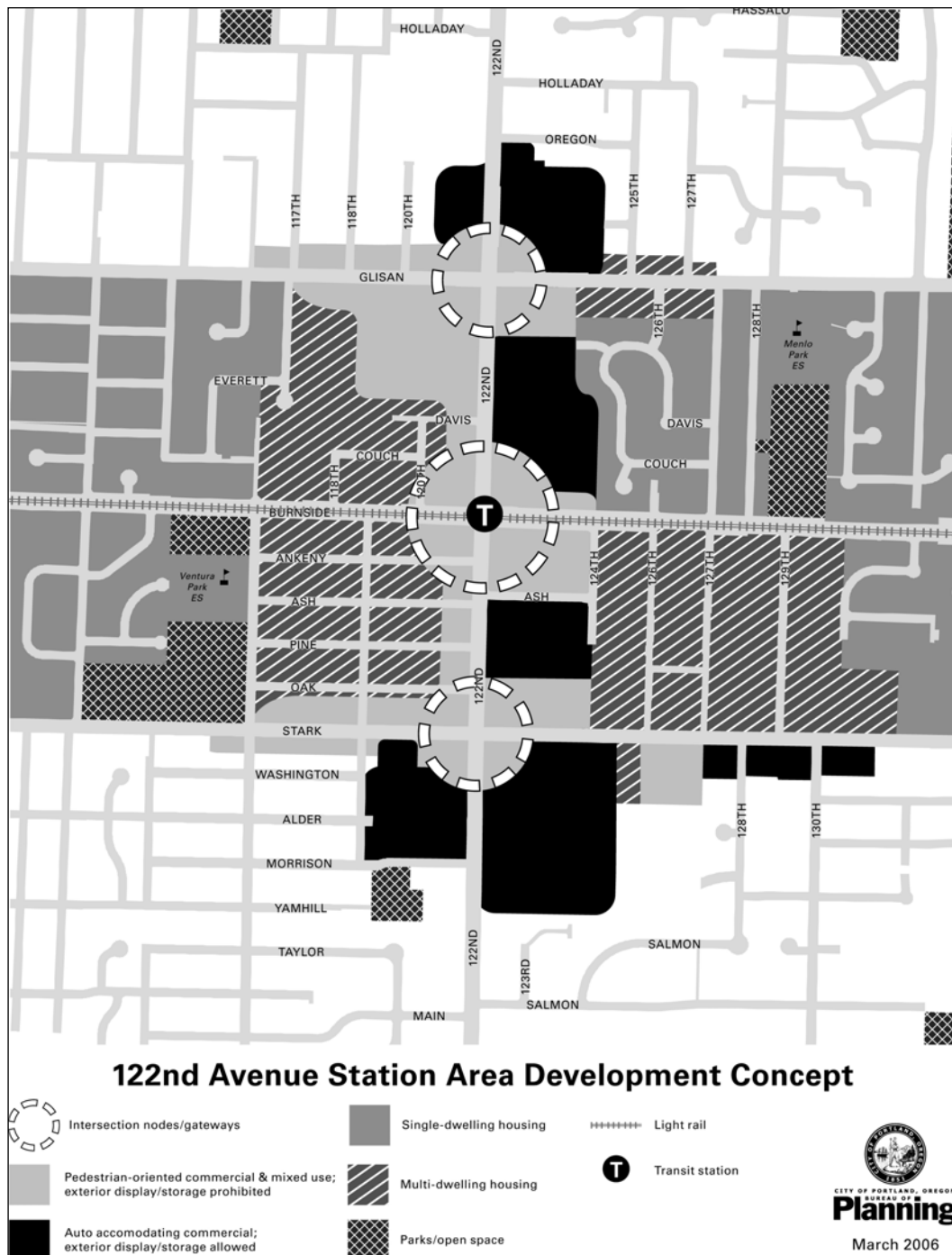
### **Site Design**

The recommendations for site design at the intersection “nodes” encourage an intensely developed mix of retail, office, housing, and mixed-use development that is pedestrian-oriented but accessible by automobiles. In between nodes, site design recommendations call for more flexibility for businesses that feature exterior display, with limitations on the size and location of display areas, and site development plans that may allow for future redevelopment opportunity. In both areas, enhanced design guidelines and/or standards are recommended to encourage a high level of building quality, landscaping, and other features that help ensure compatibility with other uses in the station area.



## 122<sup>nd</sup> Avenue Station Area Development Concept

The recommended development concept for the 122<sup>nd</sup> Avenue Station Area calls for encouraging pedestrian-oriented, community retail and mixed-use development at transit intersection nodes (Glisan, Burnside, Stark), and along major portions along the west side of 122nd Avenue. The concept calls for providing increased flexibility for auto-accommodating uses and regional retail with allowances for exterior display and storage of merchandise on the east side of 122<sup>nd</sup> Avenue between major intersections.



## **Recommended 122<sup>nd</sup> Avenue Station Area Implementation Amendments Summary**

The following is a summary of recommended 122<sup>nd</sup> Avenue Station Area implementation amendments.

### **Comprehensive Plan and Zoning Map changes**

- Change CS and CM to CXd for large or auto-oriented sites within the station area
- Change CS to CGd for auto sites outside station area (Stark Street)
- Change CO1 to CSd to allow retail and address non conforming use issues (Glisan Street)
- Change RHd to CSd on sites in station area to address non-conforming use issues
- Change R3a to R1d Comprehensive Plan Map on selected sites; retain R3a zone
- Apply the Design overlay zone (33.420) to commercially-zoned properties in the area

### **Zoning Code Amendments: Modify 33.521 East Corridor Plan District**

- Create a special subdistrict for the 122<sup>nd</sup> Avenue area with codes that address the special conditions of the area, including sites in the transit station area where exterior display and exterior storage are allowed
- Allow exterior display and exterior storage at key locations in the subdistrict; allow expansion of exterior display and exterior storage in key areas
- Require landscaping of sites with exterior display and exterior storage areas
- Allow exterior display, exterior storage, and vehicle areas on 50% of street frontage
- Increase the maximum building setbacks to 20 feet for commercial uses with exterior display and/or storage, and for residential uses
- Allow additional exterior display area in the 20-foot allowed building setback
- Encourage pedestrian-oriented development and community serving uses by maintaining the prohibition on new exterior display and storage around transit intersections in the subdistrict and in other key locations
- Maintain the minimum 1:1 floor area ratio (FAR) in the area to prevent underutilization of sites near MAX. Provide flexibility for demolition of structures and redevelopment at a reduced minimum floor area ratio (minimum 0.4:1) for sites with auto sales uses in areas where exterior display and storage are allowed

### **Apply the Design Overlay Zone and Amend Community Design Guidelines**

- Use the two-track system, which allows small projects and residential uses to meet design standards rather than Type II design review process
- Apply Community Design Standards (33.218); maintain existing thresholds for the use of community design standards
- Amend the Community Design Guidelines: create “Desired Characteristics and Traditions” statements to provide guidance in applying *Community Design Guidelines* in Type II design review process

## B. Recommended Amendments to the Comprehensive Plan and Map, and Zoning Map

The *Portland Comprehensive Plan* and the *Outer Southeast Community Plan* (OSECP) set the current policy framework for the study area. The OSECP contains Subarea Policy V: MAX LRT (light rail transit) Corridor. The policy is stated below, along with objectives. As a result of the *122<sup>nd</sup> Avenue Station Area Study*, it is recommended that uses with exterior display and storage be allowed near the transit station, and that site configurations with exterior display and storage are appropriate in key locations until such time that market forces dictate more substantial change. To acknowledge this, an amendment to Subarea Policy V, Objective 1 is recommended as shown below.

### Outer Southeast Community Plan Subarea Policy V: MAX LRT Corridor

*Ensure that private development reinforces and is reinforced by the public light rail investment by encouraging development of intense commercial and dense residential uses near the MAX light rail stations.*

#### Objectives:

1. *Encourage the long term redevelopment and intensification of large underused or auto-oriented sites along 122nd Avenue to a mixture of commercial and residential uses.*
2. *Improve the pedestrian orientation of buildings and streets around light rail stations.*
3. *Increase housing densities within one-quarter mile of a transit stop to at least medium-density multifamily, as the appropriate opportunity arises, and apply transit-supportive zones to commercially-zoned land.*
4. *Increase housing densities within one-half mile of the light rail stations to at least the higher density single family designations as the appropriate opportunity arises.*
5. *Establish through connections at approximately 400-foot intervals from east to west and north to south directions as the opportunity exists.*
6. *Provide sidewalks and separate them from traffic by street trees and parked cars wherever possible.*

### Comprehensive Plan Map and Zoning Map Amendments

The Portland Comprehensive Plan map guides land use and development patterns. It specifies, by site, where various land uses can be located in the future. The Comprehensive Plan map designations both protect community livability and provide certainty for those wishing to develop or redevelop their land. The designations are tied to policy statements in the Comprehensive Plan.

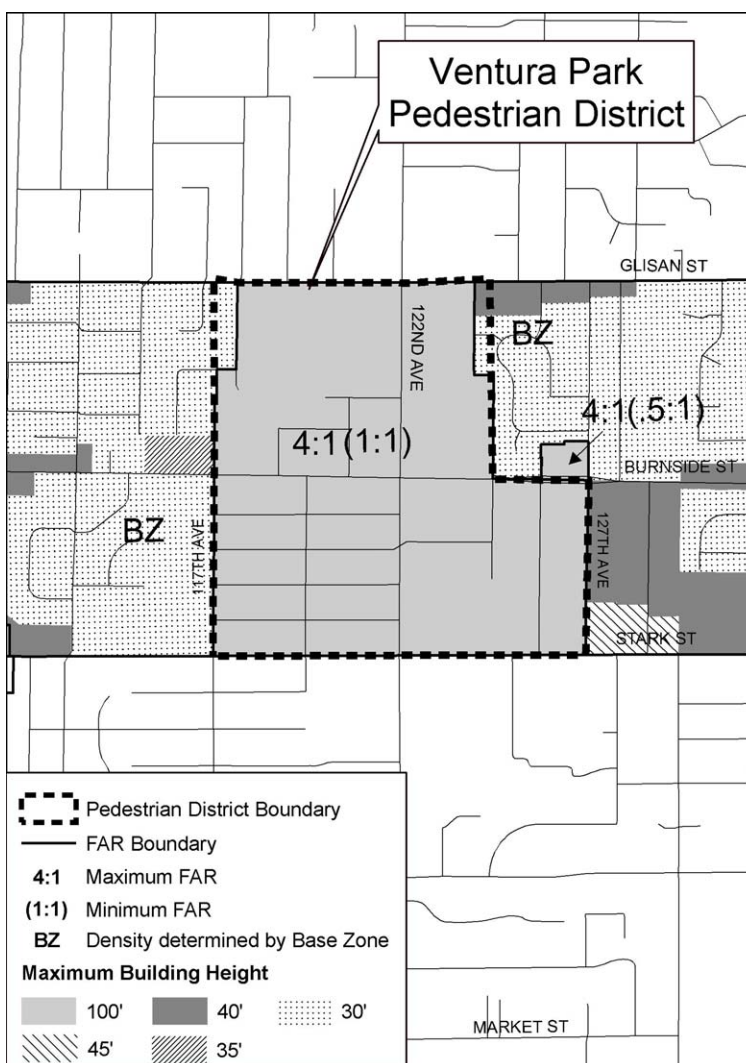
Each Comprehensive Plan map designation corresponds with one or more “zones,” which are defined in Title 33: Planning and Zoning Code. Zoning is a tool that helps implement the Comprehensive Plan map. The zoning code contains regulations that specify the permitted development type, scale, and density on a given site. Zones include provisions that regulate the use of land and some aspects of design. Like the Comprehensive Plan map, there is also a Zoning Map that specifies which zone is applied to every site within the city. The Comprehensive Plan map is “superior” to the Zoning Map, meaning the Zoning Map should not allow development that is more intensive or different than that allowed by Comprehensive Plan map designations.

In addition to the “base” Comprehensive Plan map and zoning designations, sites may have further regulations through the application of “overlay” zones or plan districts. These regulations supersede the “base” designations, and may be more or less restrictive than the base designation. Overlay zones apply to specific circumstances rather than specific areas of the city and may deal with issues like design review, buffers, and environmentally sensitive areas. A plan district is created and applied in only one area of the city to address unique characteristics and development issues. The 122<sup>nd</sup> Avenue station area uses overlay zones as well as a plan district as implementation tools.

The map on page 14 shows the current Comprehensive Plan and Zoning map designations for the area. The recommended Comprehensive Plan Map and Zoning Map are on page 15. The 122<sup>nd</sup> Avenue transit station area is generally defined as the area bounded by NE Glisan on the north; SE Stark on the south; 117<sup>th</sup> Avenue on the west; and 127<sup>th</sup> Avenue of the east. This area is also designated as the Ventura Park Pedestrian District (see map).

In addition to base zoning, the study area is subject to the East Corridor Plan District (Portland Zoning Code Chapter 33.521), which has development standards that apply to sites in the entire plan district, and special regulations that apply within designated pedestrian districts around light rail stations. The 122<sup>nd</sup> Avenue area also has specific maximum heights and floor area ratios (FAR) that apply to the area. No changes are recommended to the maximum height (100 feet maximum) or maximum FAR (4:1, with an additional 2:1 allowed for projects with 80% residential floor area) currently allowed in the area.

In the recommendation, properties will be subject to the plan district regulations, and the regulations of a new subdistrict created for the 122<sup>nd</sup> Avenue area (see code amendments, Section C).



**The map above shows the Ventura Park Pedestrian District boundary, and allowed maximum floor area ratios and maximum building height limits.**

The design overlay zone is currently applied to multidwelling residential zones in the area. The design overlay zone is recommended to be applied to commercial zones to enhance design and compatibility for all development in the station area. Specific Design Guidelines are discussed in Section D of this document. A Type II procedure would apply.

## **Recommended Changes to the Comprehensive Plan Map and Zoning Map**

The following is a summary of recommended changes to the Comprehensive Plan Map and Zoning Map.

**CS (Storefront Commercial) to CXd (Central Commercial):** This change applies to several large and/or auto-oriented sites within the station area. The total area affected is approximately 48 acres. The Central Commercial (CX) zone is intended to provide for commercial development in Portland's most urban and intense areas. The CX zone was selected because: 1) currently allowed FAR (4:1 with 2:1 bonus) and height limits (100 feet) in the East Corridor Plan District exceed those allowed by the CX base zone (4:1; 75 feet); 2) the ground floor window requirements of the East Corridor Plan District are similar to those in the CX zone; 3) the CX zone provides additional flexibility on large sites because there is no required minimum building coverage; and 4) the CX zone, altered through plan district regulation to accommodate lower intensity uses with exterior display and storage, allows for the future intensification and development previously envisioned for the station area. The design overlay zone is applied to foster higher-quality building and site design, and improve compatibility.

**CM (Mixed Commercial/Residential) to CXd (Central Commercial):** This change applies to one lot which is part of a larger site in the station area and pedestrian district. The total area affected is approximately 10,000 square feet. The design overlay zone is applied to foster higher-quality building and site design, and improve compatibility.

**RHd (High-density Residential) to CSd (Storefront Commercial):** This change applies to a few small sites within the station area and Ventura Park Pedestrian District. The total area affected is approximately one acre. The CS zone was selected because: 1) two of the three affected properties are currently developed and used as commercial; 2) the lots affected are relatively small (less than one acre in size); and 3) lot patterns suggest that the lot currently developed with a residence could be consolidated with other parcels for future redevelopment. Residential uses are allowed in this zone; no nonconforming uses are created. The design overlay zone is retained to foster higher-quality building and site design and to improve compatibility.

**CM (Mixed Commercial/Residential) to Cmd:** The CM zone is retained on small parcels near the MAX station to ensure residential or mixed-use development. The design overlay zone is applied to foster higher-quality building and site design and improve compatibility.

**CS (Storefront Commercial) to CSd:** The CS zone is retained on small parcels (roughly one acre or less) in the station area to allow commercial, mixed use, or residential development. The design overlay zone is applied to foster higher-quality building and site design and to improve compatibility.

**CO1 (Office Commercial) to CSd (Storefront Commercial):** This change applies to a few lots on Glisan Street outside the station area and Ventura Park Pedestrian District. The total area affected is less than one acre. This zone was selected to foster neighborhood-serving

retail use near the intersection node and to resolve non-conforming use situations. The design overlay zone is applied to foster higher-quality building and site design and to improve compatibility.

**CS (Storefront Commercial) to CGd (General Commercial):** This change applies to a site on the south side of Stark Street outside the station area and Ventura Park Pedestrian District. The total area affected is approximately three acres. This zone was selected to provide flexibility for existing development and resolve nonconforming development issues on a site currently developed with exterior display and storage. The design overlay zone is applied to foster higher-quality building and site design and to improve compatibility.

**R3a (Low-density Multidwelling) to R1d (Medium-density Multidwelling):** This change applies to a few sites on 122<sup>nd</sup> Avenue outside the station area and Ventura Park Pedestrian District. The Comprehensive Plan is recommended to be amended to R1d, but the R3a zoning is retained. The Comprehensive Plan is changed to balance housing potential in the study area lost by residential to commercial zone changes (see above), and to provide for future density and development types appropriate near a main street with commercial services. If the zone is changed in the future by quasi-judicial action, application of the design overlay zone is recommended to provide higher design quality and compatibility.



March 8, 2006  
**Existing Zoning  
 and  
 Comprehensive Plan  
 Map**

**LEGEND**

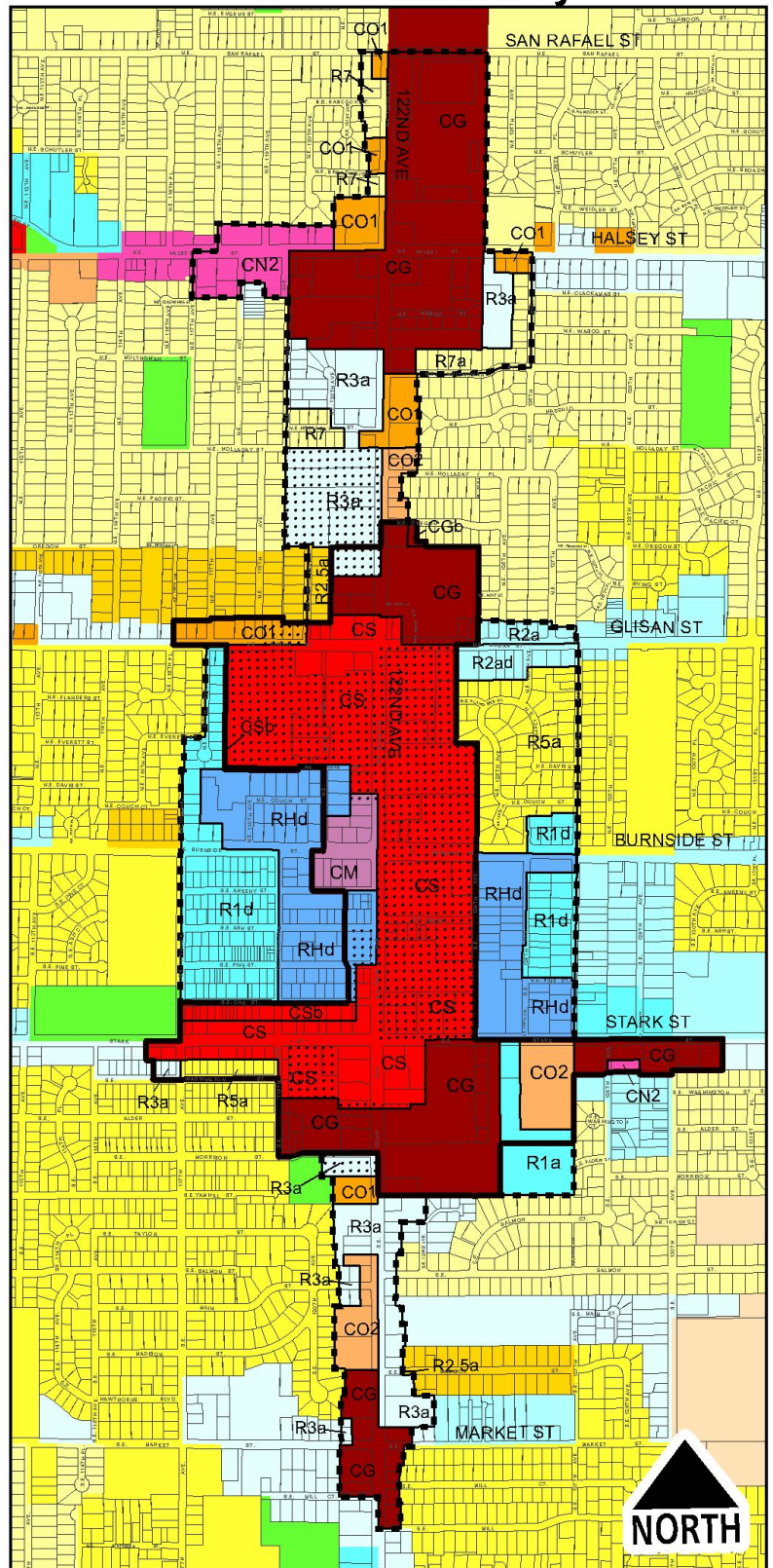
- Primary Study Area
- Secondary Study Area
- R5** Existing Zone Designation
- Areas of recommended change to Zoning/Comprehensive Plan
- Open Space - OS
- Residential 7,000 - R7
- Residential 5,000 - R5
- Residential 2,500 - R2.5
- Residential MD 3,000 - R3
- Low Density MD 2,000 - R2
- Medium Density MD 1,000 - R1
- High Density Residential - RH
- Central Residential - RX
- Institutional Residential - IR
- Neighborhood Commercial 2 - CN2 [NC]
- Office Commercial 1 - CO1 [OC]
- Office Commercial 2 - CO2 [OC]
- Storefront Commercial - CS [UC]
- Mixed Commercial - CM [UC]
- General Commercial - CG
- Central Commercial - CX

Note: Comprehensive Plan map designations generally correspond to one Zoning map designation, and share the same abbreviations. In cases where Comprehensive Plan map designations correspond to more than one Zoning designation, the Comprehensive Plan map abbreviation is shown in brackets [##].

Feet  
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City of Portland, Bureau of Planning

**122nd Avenue Study**



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March 8, 2006  
**Recommended  
 Zoning and  
 Comprehensive Plan  
 Map**

**LEGEND**

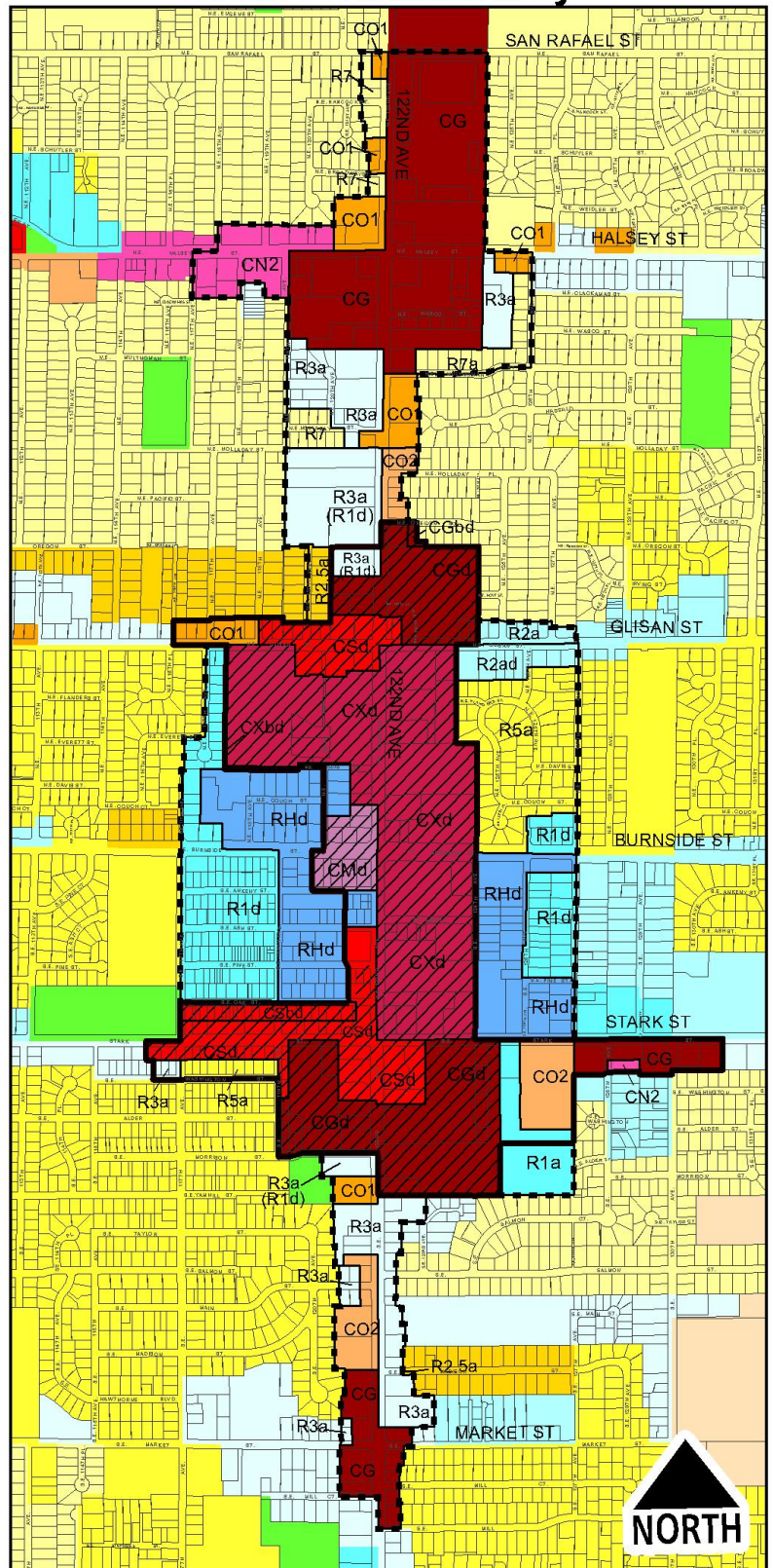
- Primary Study Area
- Secondary Study Area
- R5** Recommended Zone Designation
- (R1)** Recommended Comprehensive Plan where different from zoning
- Additional Area of Recommended Design Overlay
- Open Space - OS
- Residential 7,000 - R7
- Residential 5,000 - R5
- Residential 2,500 - R2.5
- Residential MD 3,000 - R3
- Low Density MD 2,000 - R2
- Medium Density MD 1,000 - R1
- High Density Residential - RH
- Central Residential - RX
- Institutional Residential - IR
- Neighborhood Commercial 2 - CN2 [NC]
- Office Commercial 1 - CO1 [OC]
- Office Commercial 2 - CO2 [OC]
- Storefront Commercial - CS [UC]
- Mixed Commercial - CM [UC]
- General Commercial - CG
- Central Commercial - CX

Note: Comprehensive Plan map designations generally correspond to one Zoning map designation, and share the same abbreviations. In cases where Comprehensive Plan map designations correspond to more than one Zoning designation, the Comprehensive Plan map abbreviation is shown in brackets [##].

Feet  
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**City of Portland, Bureau of Planning**

## 122nd Avenue Study



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## C. Recommended Amendments to Title 33, the Portland Zoning Code

This section contains recommended amendments to the Portland Zoning Code (Title 33) to implement concepts developed in the 122<sup>nd</sup> Avenue Station Area Study.

### **How changes are shown in this section**

Language to be added to the Zoning Code is underlined; language to be deleted is shown in ~~strike through~~.

The left-hand page provides commentary for the recommended code language.

In order to limit the size of this document and eliminate excessive printing, only those sections of the Zoning Code that are being amended are included in this document. This document is not intended to replace the entire code. In order to understand the recommended changes, this document should be used with a current copy of the Zoning Code. The current Zoning Code sections may be accessed at the Bureau of Planning website (<http://www.portlandonline.com/shared/cfm/image.cfm?id=53365>).

**Commentary**

**CHAPTER 33.521**

**EAST CORRIDOR PLAN DISTRICT**

The amendments are designed to allow flexibility for uses with exterior display and storage on specific sites in the 122<sup>nd</sup> Avenue MAX station areas. To do this while maintaining other regulations currently in place on other properties, a special subdistrict is created for the 122<sup>nd</sup> Avenue area. The list of sections is updated to reflect the addition of 33.251.300, Additional Standards in the 122<sup>nd</sup> Avenue Subdistrict, and Map 521-4, Areas Where Exterior Display and Storage are Allowed.

**Recommended Code Amendments**

**CHAPTER 33.521  
EAST CORRIDOR PLAN DISTRICT**

(Added by: Ord. No. 178423, effective 6/18/04. Amended by: Ord. No. 179092, effective 4/1/05.)

Sections:

General

- 33.521.010 Purpose
- 33.521.020 Where These Regulations Apply

Use Regulations

- 33.521.100 Purpose
- 33.521.110 Prohibited Uses
- 33.521.120 Housing Regulations

Development Standards

- 33.521.200 Purpose
- 33.521.210 Building Height
- 33.521.220 Floor Area Ratios
- 33.521.230 Connectivity
- 33.521.240 Pedestrian Standards
- 33.521.250 Entrances
- 33.521.260 Building Design
- 33.521.270 Exterior Display and Storage
- 33.521.280 Drive-Through Facilities
- 33.521.290 Parking
- 33.521.300 Additional Standards in the 122<sup>nd</sup> Avenue Subdistrict

Map 521-1 East Corridor Plan District

Map 521-2 Maximum Building Heights

Map 521-3 Floor Area Ratios

Map 521-4 Areas Where Exterior Display and Storage are Allowed

**Commentary**

**33.521.110 Prohibited Uses**

The amendments to the Comprehensive Plan and Zoning Map changed the base zones in the station area. Specifically, the CX base zone allows Self-Service Storage, which is not an allowed use in the current CS zones. The amendments to this section are designed to retain the current prohibitions already in place in the East Corridor Plan District. Vehicle Repair that is not associated with retail auto sales and Self-Service Storage are not primary uses desired in a transit station area.

**33.521.110.A**

The amendment is a clarification of when Vehicle Repair is allowed.

**33.521.200 Purpose**

The purpose of the plan district remains to foster an intense mix of uses. Through application of design standards and guidelines, well-designed development with exterior display areas may function as outdoor showrooms for merchandise and may not adversely affect the pedestrian environment. However, other development, such as drive-through developments create vehicle pedestrian conflicts that should not be permitted in the pedestrian district.

## Recommended Code Amendments

### 33.521.110 Prohibited Uses

The following uses are prohibited in Pedestrian Districts and on the portion of a site within 100 feet of a light rail alignment:

- A. Vehicle Repair that is not ~~accessory to an auto dealership~~ on the same site as auto sales in the Retail Sales And Service category;
- B. Quick Vehicle Servicing; ~~and~~
- C. Commercial Parking-; and
- D. Self-Service Storage.

### 33.521.200 Purpose

Development regulations in the East Corridor plan district ensure that development maximizes the public's investment in transit and fosters intense mixed-use development with a high level of pedestrian amenities in Pedestrian Districts near light rail stations. The development regulations do this by:

- Enhancing the pedestrian experience throughout the plan district, but focusing more active, intense pedestrian activities around the light rail stations;
- Increasing the development potential around the light rail stations;
- Creating a street pattern that is oriented to pedestrians with the most urban streets around the light rail stations;
- Limiting development that may adversely affects the pedestrian environment such as exterior display and storage and drive-throughs along the light rail alignment and in Pedestrian Districts; and
- Encouraging the design of exterior display areas, where allowed, that are attractive and safe for pedestrians.

**Commentary**

**33.521.260.C.1.a Building Design**

The amendment mirrors language found elsewhere in the code and is made for code consistency. No net change in standards is proposed.

**33.521.260.C.1.c Building Design**

Because of the large lot configurations in the area, the development of new streets over time, and the allowance for exterior display and storage, it is possible that on sites with multiple street frontages, developments will not be able to meet this building wall/setback requirement. This amendment is intended to provide flexibility for site development, while orienting buildings to corners, with a priority on transit streets.

The amendment revises code section 33.521.260 to require that on sites with more than two street frontages that building walls meet the specified setbacks on a maximum of two frontages. It prioritizes the building placement near transit streets when the site has multiple frontages. When the site has more than one street of the same transit classification, the applicant may choose which street to meet the requirement on. This change is intended to provide flexibility to allow for parking and exterior display and storage areas by allowing sites with more than two street frontages to have greater building setbacks on certain sides of buildings.



## Recommended Code Amendments

**33.521.260 Building Design**

- A. Purpose.** These provisions promote a safe and interesting pedestrian environment by connecting ground floor uses to adjacent sidewalk areas, encouraging surveillance opportunities by restricting fortress-like façades at street level, and by encouraging the continuity of retail and service uses. They do this by bringing buildings up to the sidewalk and requiring a minimum amount of ground floor windows.
- B. Applicability.** All sites in the RH, R1, and C zones where any of the floor area on the site is in nonresidential uses must meet the standards of Subsection C., below.
- C. Standards.**
1. Street enclosure. In Pedestrian Districts and at intersections where City Walkways or transit streets cross another City Walkway or transit street:
    - a. ~~Exterior walls of primary structures facing the street must be within 12 feet of the right-of-way~~ The street-facing façade of primary structures must be within 12 feet of the street lot line.
    - b. Street-facing exterior façades must be at least 40 feet long and 16 feet high.
    - c. Sites with three or more street frontages must meet standard a. and b. above, on the two intersecting street frontages with the highest transit classifications. Where streets have the same transit classification, the applicant may choose on which two intersecting streets to meet the standard.
  2. Ground floor windows. All street-facing elevations of development must meet the Ground Floor Windows Standards of Paragraph 33.130.230.B.2., regardless of the distance to the adjacent street. Developments that are more than 80 percent residential are exempt from this requirement.

## Commentary

### **33.521.300 Additional Standards in the 122<sup>nd</sup> Avenue Subdistrict**

This new section is designed to allow, under certain conditions, exterior display and storage in the 122<sup>nd</sup> Avenue transit station area and Ventura Park Pedestrian District, where it is currently prohibited.

Vehicle sales have been an established use on many sites in the area since prior to annexation of the area to Portland. Since the introduction of MAX light rail transit in the mid-1980s, public policies have promoted more intense development around the 122<sup>nd</sup> Avenue MAX station, focusing on development that benefits from being near the station and that helps encourage transit use. The regulations that implement this policy prohibit exterior display and exterior storage in the Ventura Park Pedestrian District. This has made it difficult for established auto-oriented development in the area to improve or expand operations without significant changes to development forms. As a follow-up to the 2004 Gateway Planning Regulations Project, stakeholders asked the City of Portland to review land use policies along 122<sup>nd</sup> Avenue and to address the issues that transit-oriented development policies create for established and growing auto-oriented uses. The 122<sup>nd</sup> Avenue Station Area Study was undertaken to explore ways to meet the transit-oriented goals for the area while dealing with the reality and needs of its auto-oriented uses.

#### **33.521.300.A**

This section specifies the areas where the regulations apply and references Map 521-1 (located on page 41 of this document).

#### **33.521.300.B.1**

The purpose statement outlines that exterior display and storage is permitted in the station area, under special design circumstances. The intent is to allow exterior display and storage in key areas and when designed in a way that fosters a pleasant pedestrian environment. The purpose statement also indicates that pedestrian-oriented development should be fostered around light rail and transit intersections but that flexibility should be provided for established uses.

Recommended Code Amendments

**33.521.300 Additional Standards in the 122<sup>nd</sup> Avenue Subdistrict**

**A. Where these regulations apply.** The regulations of this section apply to sites in the 122<sup>nd</sup> Avenue subdistrict, shown on Map 521-1.

**B. Exterior Display and Storage.**

1. Purpose. The regulations of this section encourage Retail Sales And Service uses with exterior display and storage to create an enhanced pedestrian environment and promote compatibility of design between these uses and transit-oriented developments in the area. The regulations accomplish this by:
  - Allowing, in key locations, exterior display and storage areas that enhance the attractiveness and safety of pedestrian environment through landscaping, and well designed buildings and display areas; and
  - Fostering pedestrian-oriented development around the light rail transit station and at key transit intersections, while providing flexibility in other locations and for existing development.

**Commentary****33.521.300.B (cont'd)****33.521.300.B.2**

This paragraph specifies the location and conditions under which exterior display and storage are allowed. Map 521-4 (page 43 of this document) shows the locations within the plan district where exterior display and exterior storage are allowed. New exterior display and storage continues to be prohibited at locations near key transit intersections (intersection "nodes") and other areas in the plan district, which are mapped on Map 521-4. Exterior storage is considered a low-intensity use of land which is not appropriate to dominate a transit station area, and is limited to 20% of the site area. The paragraph also indicates that when development cannot meet the specified standards, modifications may be requested through a design review process rather than through adjustments.

**33.521.300.B.3.a**

This references the setback and landscaping standards in table 521-1. Landscaping is an important aesthetic component of sites that have exterior display and exterior storage. These standards outline the minimum required landscaping that is required when sites feature exterior display or exterior storage areas.

**33.521.300.B.3.b**

This regulation applies to sites where exterior display or storage are allowed, and have a floor area ratio less than 1:1. Sites that have a floor area ratio less than 1:1 are required to provide additional landscaping to provide improved aesthetics, reduce heat island effects, and provide opportunity for on-site stormwater by reducing impervious surface area.

**Recommended Code Amendments**

2. Where exterior display and storage are allowed. Exterior display and exterior storage that is accessory to a Retail Sales And Service use on the site is allowed in the areas shown on Map 521-4. Exterior display and storage in other areas is prohibited. The standards of this subsection must be met, and no more than 20 percent of the site area may be used for exterior storage. Modifications of these standards may be requested through Design Review; adjustments are prohibited.
3. Setbacks and landscaping
  - a. The minimum setback and landscaping standards for exterior display areas and exterior storage are stated in Table 521-1.
  - b. On sites with exterior display and storage as allowed by B.2, if the floor area on the site is less than 1:1, 15 percent of the site area must be landscaped. Landscaping must comply with at least the L1 standard. Required landscaping for exterior display, exterior storage, and parking areas may be counted in meeting this requirement.

## Commentary

## 33.521.300.B.3 (cont'd)

**Table 521-1**

This table defines the minimum landscaped areas for different portions of sites that have exterior display and storage.

**Exterior Display: Between a Building and Street.** Exterior display is allowed in the maximum building setback (20 feet). There is no setback requirement between this display area and a street lot line. To improve the aesthetics and provide greening in the area, fifteen percent of this display area must be landscaped to the L1 standard. A five foot setback landscaped to the L1 standard is also required on nonstreet lot lines.

**Exterior Display: All Other Situations.** Exterior display is allowed on other portions of the site. Overall, 15 percent of the Exterior Display area must be landscaped to the L1 standard. The area is required to be landscaped in order to improve aesthetics of the public realm, mitigate heat island effects of large paved areas, and improve aesthetics of the site. In addition, specific perimeter landscaped areas are required. Landscaping in the specified perimeter areas can be counted toward meeting the 15 percent minimum.

**Exterior Storage.** Exterior storage is allowed on portions of the site. Overall, 15 percent of the Exterior Storage area must be landscaped to the L1 standard. The area is required to be landscaped in order to improve aesthetics of the public realm, mitigate heat island effects of large paved areas, and improve aesthetics of the site. In addition, specific perimeter landscaped areas are required. Landscaping in the specified perimeter areas can be counted toward meeting the 15 percent minimum.

Parking and vehicle areas must be landscaped as required by other sections of the Zoning Code and do not count toward meeting the required percentages shown in this table.

## Recommended Code Amendments

<b>Table 521-1</b> <b>Minimum Setbacks and Landscaping for Exterior Display and Storage</b>		
	<b>Landscaped Setback</b>	<b>Minimum Landscaped Area</b>
<b><u>Exterior Display</u></b>		
<u>If between building and street and B.4.a is met</u>	<u>0 ft from street lot lines</u>  <u>5 ft of L1 from nonstreet lot lines</u>	<u>15% of exterior display area landscaped to L1 standard. Landscaping in setbacks counts toward meeting this standard.</u>
<u>All other situations</u>	<u>5 ft of L1 from street lot lines [1]</u>  <u>5 ft of L3 from nonstreet lot lines</u>	<u>15% of exterior display area landscaped to L1 standard. Landscaping in setbacks counts toward meeting this standard.</u>
<b><u>Exterior Storage</u></b>	<u>20 ft of L2 from transit streets [2]</u>  <u>10 ft of L2 from other street lot lines [2]</u>  <u>10 ft of L3 from nonstreet lot lines</u>	<u>15% of exterior storage area landscaped to L1 standard. Landscaping in setbacks counts toward meeting this standard.</u>

Notes:

[1] Exterior display areas separated from the street by areas used for parking or exterior storage do not have to meet this standard.

[2] Exterior storage areas separated from the street by areas used for parking or exterior display do not have to meet this standard.

## Commentary

### 33.521.300.B.4.a: Walls of primary structures

33.521.260.C.1.a, requires the street facing façade of primary structures in pedestrian districts to be within 12 feet of the street lot line. In order to provide additional flexibility, street facing facades for sites with exterior display may be set back 20 feet from street lot line. Exterior display of merchandise is allowed in the 20-foot setback area between a building and the sidewalk, provided that a special display area with a high level of pedestrian amenity is created. Landscaping and other pedestrian amenities are also allowed.

### 33.521.300.B.4.b: Main Entrances

This regulation requires the entrances of buildings to be located close to the street in cases where the larger 20 foot setback is employed.

### 33.521.300.B.4.c: Exterior Display between a building and a street.

This allowance is to be used in conjunction with design review, with the intent to allow limited well-designed display opportunities in front of buildings.

Typically, exterior display is not allowed in this location on site. The accompanying illustration shows how such a display area is envisioned. The intent is to allow high-quality design of exterior display areas that are conceived as a component of the adjacent building.



### 33.521.300.B.4.d: Site frontage.

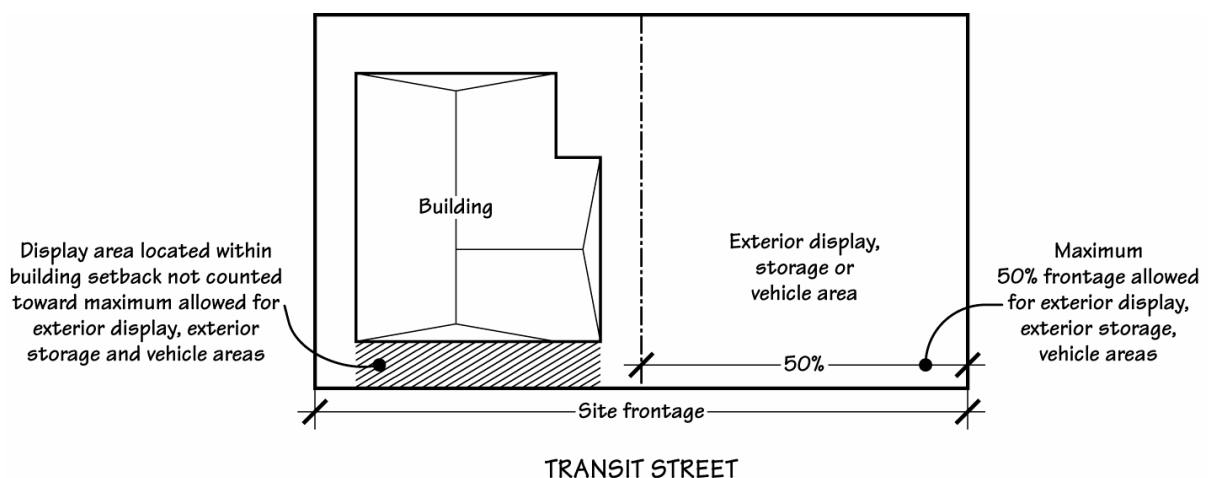
This regulation limits vehicle area, exterior display area, and exterior storage area to no more than 50 percent of a site's frontage on a transit street. The intent of this regulation is to limit the amount of exterior development used for these purposes and improve urban form and the pedestrian realm by requiring a significant amount of a site's street frontage to be abutted by a building that is close to the street. The regulation is similar in its urban form intent to the regulations of 33.266.130.C.3.b, which, in pedestrian districts or on transit streets, limits to 50% the amount of frontage that may be used for vehicle areas.



### Recommended Code Amendments

4. Additional development standards for sites with exterior display or storage.
  - a. Walls of primary structures. This standard applies only in areas that allow exterior display and storage shown on Map 521-4. The street-facing façades of primary structures must be within 20 feet of the street lot line.
  - b. Main Entrances. The main entrance must meet the standards of Section 33.521.250, Entrances, except the entrance must be within 25 feet of the street it faces.
  - c. Exterior display between a building and a street. Exterior display areas may be between a primary structure that meets B.4.a, above, and a street if the following are met:
    - (1) The exterior display area must be accessible to pedestrians from the sidewalk for inspection of merchandise;
    - (2) The exterior display area must be hard surfaced with unit paving blocks or bricks; and
    - (3) Temporary signage and temporary advertising materials are prohibited in the display area.
  - d. Site frontage. No more than 50 percent of a site frontage on a transit street may be used for vehicle areas, exterior storage areas, or exterior display areas. Display areas located between a building and street as allowed by B.4.c do not count toward the 50 percent maximum. See Figure 521-2.

**Figure 521-2**  
**Transit Street Site Frontage for Exterior Display, Exterior Storage, and Vehicle Areas**



**Commentary****33.521.300.B.4.e**

This section allows a 0.4:1 minimum floor area ratio for sites that have an existing or proposed auto sales use, when the site is located in an area that allows exterior display and exterior storage as per Map 521-4.

The overall goal of the plan district is to create a more densely developed and urban environment with sites that achieve floor area ratios of 1:1 or greater. However, for development and uses that employ exterior display and storage, this ratio may not be achievable, particularly in the near term. The provision allows sites with auto sales uses in areas where exterior display and storage are allowed to meet a lower minimum floor area than other types of uses.

The provision recognizes the existing concentration of auto sales uses in the station area, and the proportion of site area employed for exterior display and storage by this type of use. It allows new development to meet the 0.4:1 minimum floor area ratio, and also allows sites with nonconforming floor area to come closer into conformance with the minimum. On sites with multiple building, floor area and buildings may be demolished when proposed new development brings the site closer into conformance with minimum FAR and other site development standards. For many sites with exterior display and storage, additions to existing development that would bring the site closer into conformance would result in an undesirable urban form, with building set back from streets and poorly designed landscaped areas. The provision provides flexibility to achieve better urban form in both new and existing developments of this type.

The intent for new development is to have sites with buildings that are close to the street, allow future intensification and development of non-built area, and provide opportunity for landscaping. For existing development, the intent is to allow sites to come closer into conformance with the standards, with buildings near the street and on-site landscaping. The standards are also intended to bring the site closer into conformance with the desired minimum FAR, and with other development standards that improve the pedestrian environment.

**Recommended Code Amendments**

- e. Minimum floor area for sites with auto sales. On sites where exterior display and exterior storage are allowed on all or part of the site by Paragraph B.2, and there is an existing or proposed auto sales use in the Retail Sales And Service category on the site, the minimum required FAR is 0.4:1.

**Commentary**

**33.521.300.B.5**

This section addresses development with existing nonconforming exterior display and exterior storage areas in areas where it is prohibited (Map 521-4). The intent is to allow existing development with exterior display or storage in prohibited areas to reconfigure the location of buildings and exterior display and exterior storage areas when the overall area of nonconforming exterior display and exterior storage is not increased.

**33.521.300.B.5.a**

This paragraph allows changes to existing nonconforming exterior display and storage areas where they are prohibited. The intent of the regulation is to allow flexibility to reconfigure or rearrange exterior display and storage when the prohibited area is not increased, and when it is developed to meet standards for allowed exterior display and storage areas.

**33.521.300.B.5.b**

This paragraph indicates that changes to existing nonconforming developments are allowed only when they bring sites closer into conformance with this section.

**Recommended Code Amendments**

5. Nonconforming exterior display and exterior storage. Alterations to exterior display and exterior storage areas that are nonconforming because they are located where exterior display and exterior storage is prohibited are allowed as follows:
- a. The area that is nonconforming may be moved to another location on the site where exterior display and storage is prohibited if:
    - (1) The square footage of nonconforming exterior display or storage is not increased;
    - (2) The standards of Table 521-1 are met for the area that is moved; and
    - (3) The change does not take the site out of conformance, or further out of conformance with B.4.d, site frontage.
  - b. If the exterior display and exterior storage areas are not being moved, changes may be made that bring the areas closer into conformance with this Section;

**Commentary**

**33.521.300.C**

This paragraph allows a maximum setback of 20 feet for development that is 100% in residential use. This allows greater flexibility for residential uses and helps to mitigate the impacts of traffic volumes in the area though the opportunity for increased landscaping, etc.

**33.521.300.D**

This paragraph allows Retail Sales And Service Uses in the RH zone under certain circumstances. This provision is only applied to a small group of lots that are adjacent to or near 122<sup>nd</sup> Avenue. The intent of the regulation is to allow greater flexibility and streamline processes to facilitate residential mixed-use development along 122<sup>nd</sup> Avenue. The percentage of floor area allowed for nonresidential use is limited to ensure a portion of the development provides needed housing units.

**33.521.300.E**

In the CX zone, the size of Vehicle Repair uses is limited to 10,000 square feet of floor area. The size of Vehicle Repair is limited to assure that they will not dominate the commercial area and to limit their potential impacts on residential and commercial uses. Vehicle Repair is a use that is often on the same site as auto sales. Vehicle Repair uses associated with auto sales in the 122<sup>nd</sup> Avenue area often exceed the 10,000 square foot size limit but are generally 30,000 square feet or less in size. The 30,000 square foot size limit is intended to allow for Vehicle Repair uses that are typically associated with auto sales and auto dealerships in this area, but limit the size of the use so that they do not dominate the area or commercial sites, and to limit their potential impacts on residential and commercial uses.

## Recommended Code Amendments

**C. Residential development standards.** When all the floor area on a site is in Residential uses the maximum setback from a street lot line is 20 feet.

**D. Retail Sales And Service and Office uses in the RH zone.**

1. Purpose. This regulation provide opportunity for mixed use development in the RH zone by allowing a limited amount of commercial use while ensuring that development in residential zones is predominately residential in character.
2. Retail Sales And Service and Office uses are allowed in the RH zone if they meet the following regulations:
  - a. The uses are allowed in new multi-dwelling developments only. Conversion of existing structures is prohibited; and
  - b. The uses are limited to 20 percent of the net building area of the development. More than 20 percent of the net building area used for Retail Sales And Service or Office is not allowed.

**E. Vehicle Repair in the CX zone.**

1. Purpose. Vehicle Repair uses are limited in size to assure that they will not dominate the commercial area and to limit their potential impacts on residential and commercial uses.
2. The size limitation of 33.130.100.B.5 does not apply to Vehicle Repair uses when auto sales in the Retail Sales And Service category are on the same site. No more than 30,000 square feet of floor area in Vehicle Repair uses is allowed on a site.

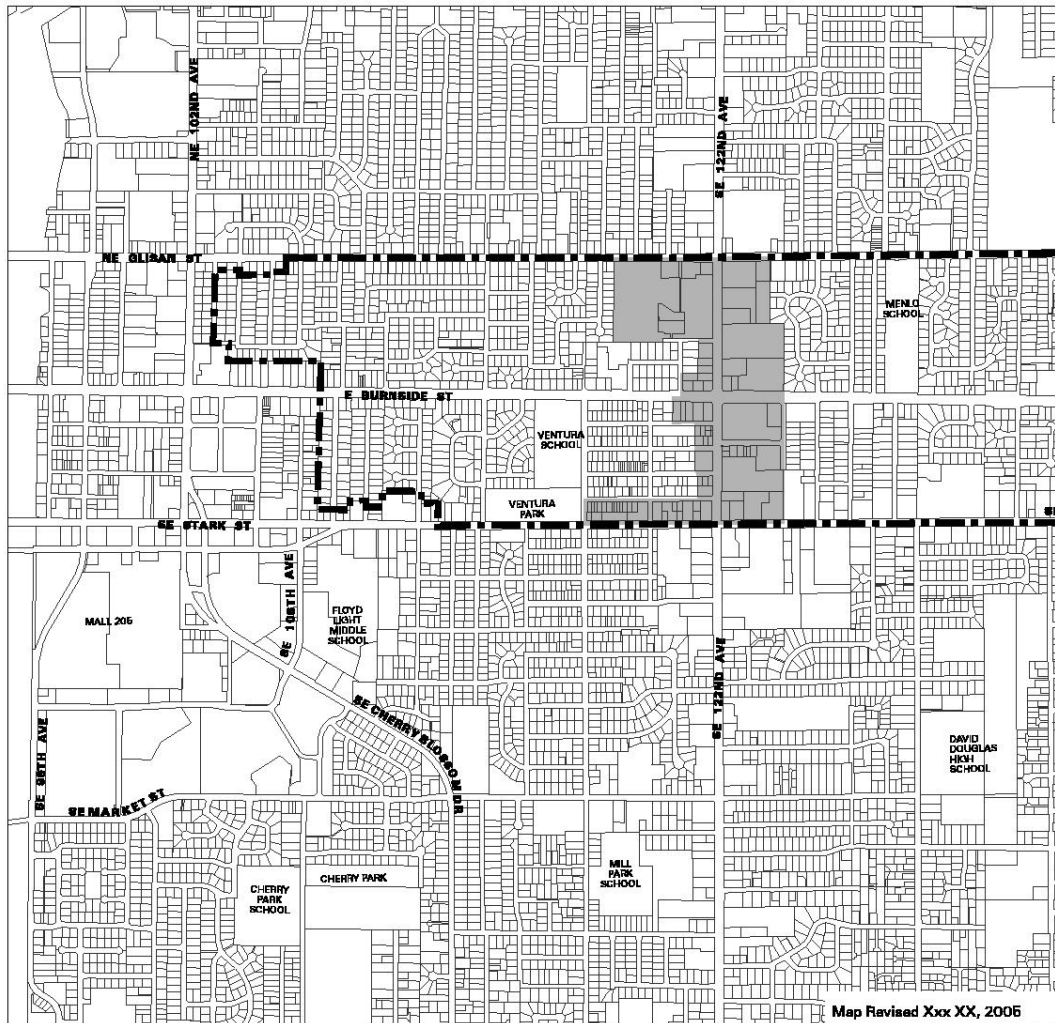
**Commentary**

**Map 521-1 East Corridor Plan District  
122<sup>nd</sup> Avenue Subdistrict**

This map shows the area of the 122<sup>nd</sup> Avenue Subdistrict.



## Recommended Code Amendments

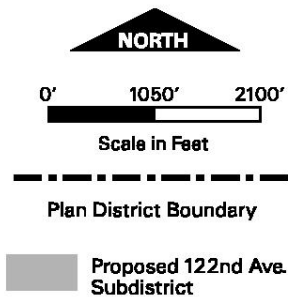


### Map 521-1

## East Corridor Plan District

Map 1 of 2

Bureau of Planning • City of Portland, Oregon

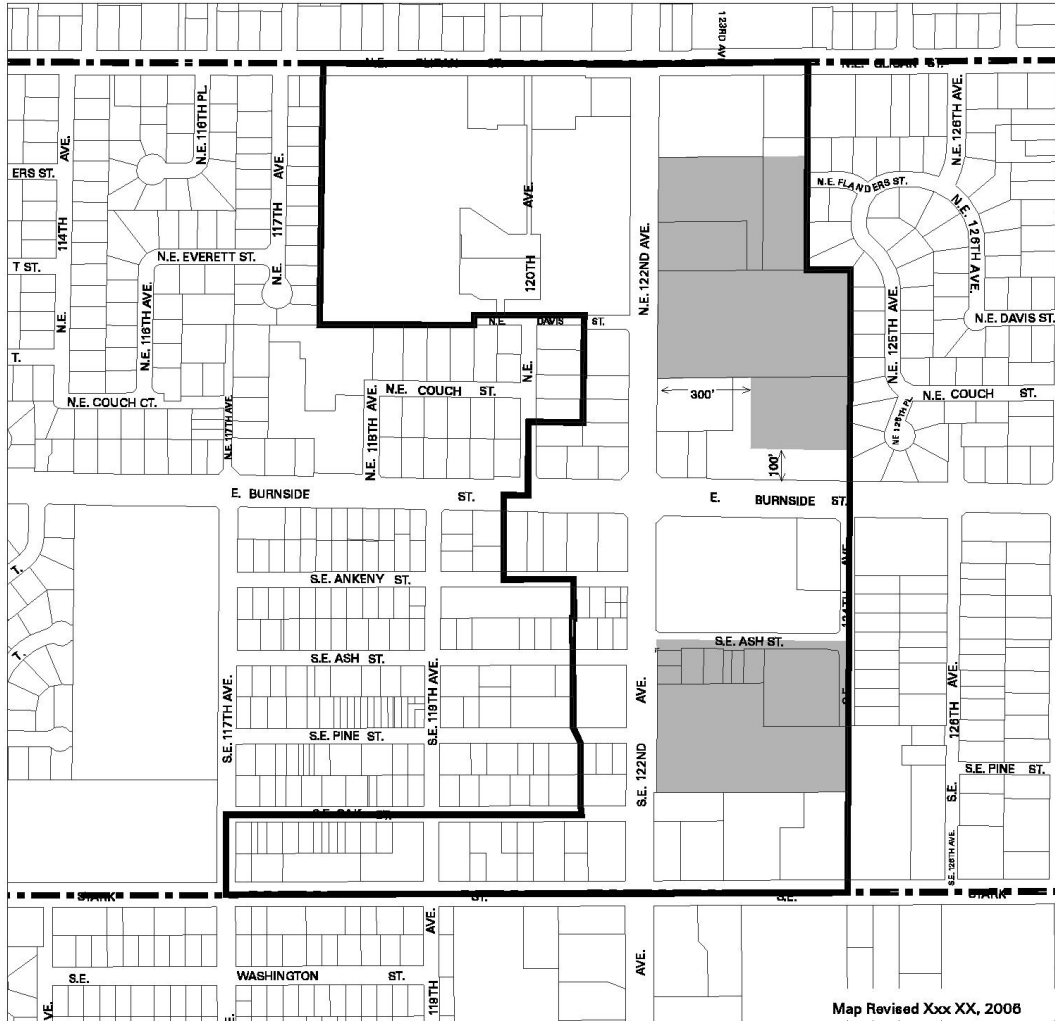


**Commentary**

**Map 521-4 Areas Where Exterior Display and Storage are Allowed**

This map shows the area of the 122<sup>nd</sup> Avenue Subdistrict where exterior display and storage is recommended to be allowed. This map reflects changes made by the Portland Planning Commission, which sought to align mapped areas with existing property lines and with the locations of potential future streets.

## Recommended Code Amendments

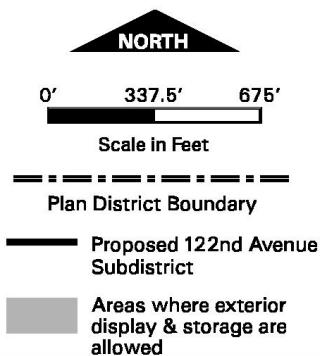


### Map 521-4

## East Corridor Plan District

## Areas Where Exterior Display & Storage are Allowed

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## D. Recommended Amendments to the Community Design Guidelines

The *122nd Avenue Station Area Study* extends the Design Overlay Zone (“d”) to properties zoned CS, CM, and CX in the 122<sup>nd</sup> Avenue subdistrict of the East Corridor plan district. The Design Overlay Zone is currently applied to properties in the RH zone and R1 zone in the study area. See the map on page 45 for properties affected by the design overlay zone.

The *Community Design Guidelines* serve as approval criteria for discretionary design review in the plan district. Eligible projects in the plan district have the option of meeting the nondiscretionary, clear and objective community design standards (Chapter 33.218 of the *Zoning Code*).

“Desired Characteristics and Traditions” statements, located in the shaded box on pages 46-47 of this document, highlight the urban and architectural patterns worthy of integration into new development. The “Desired Characteristics and Traditions” statements of this section provide guidance on how Guideline P1 of the community design guidelines should be considered in the 122<sup>nd</sup> Avenue Station Area.

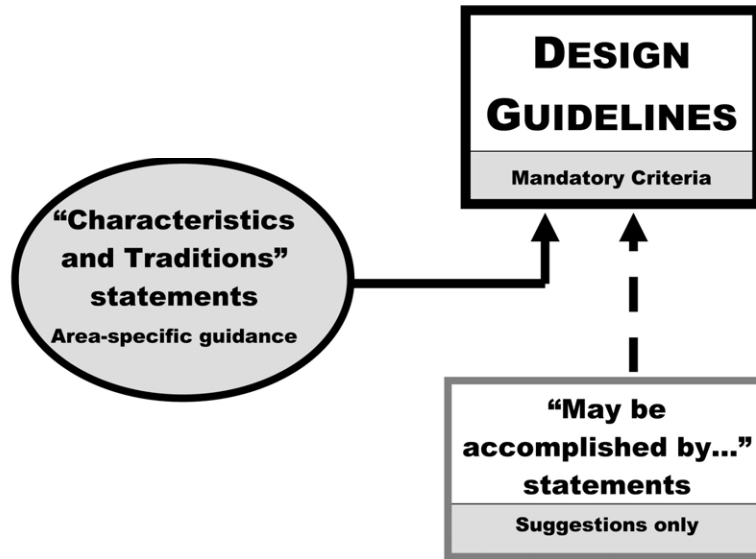
Guideline P1, Plan Area Character, reads:

***Enhance the sense of place and identity by incorporating site and building design features that respond to the area’s desired characteristics and traditions.***

The “Desired Characteristics and Traditions” statements will be used by design review staff and review bodies to determine if a proposal meets the intent of Guideline P1. They may also be used to inform references to “desired character” in the *Zoning Code* (included in criteria for adjustment requests, for example).

Many area plans lack clear and explicit references to desired characteristics and traditions, making interpretation of Guideline P1 difficult. Nearby existing development is often used to identify community character, but existing development does not always correspond to the vision for an area. This section is intended to resolve this issue. Note that the “Desired Characteristics and Traditions” statements are in narrative form, as opposed to succinct statements, to distinguish them from the actual *Community Design Guidelines*. The statements will be included in an appendix to the *Community Design Guidelines* document.

The diagram below illustrates the role of the “Desired Characteristics and Traditions” statements in relation to the *Community Design Guidelines*, emphasizing their role in providing area-specific guidance, and clarifying the nonbinding role of the accompanying “may be accomplished by” statements described later in this section.



The Desired Characteristics and Traditions statements are interpreted in the context of the Development Pattern statement that precedes them.

As the descriptions in this chapter are not exhaustive, developers should refer to the background document, *The 122<sup>nd</sup> Avenue Station Area Study: Phase 1 Report* (June 2005), and consult with community members for more information.



## **122<sup>nd</sup> Avenue Station Area Development Patterns**

### **Background**

The built environment of the 122<sup>nd</sup> Avenue Station Area is the result of development over time. The area transitioned from a rural character to a suburban character after World War II. As a result, much of the area was developed in an auto-oriented manner. Residential uses surrounding 122<sup>nd</sup> Avenue were developed in a low-density pattern of single-dwelling detached houses. In keeping with the low-density character, much of the local street network was not fully improved, and lacked sidewalks, curbs, and in some cases, paving. The commercial areas along 122<sup>nd</sup> Avenue, Glisan and Stark streets developed in the late 1950s to 1990s in a suburban manner, with large shopping center developments at key intersections and smaller commercial infill on small lots in surrounding areas. Many of the sites on these streets were also developed as detached houses, some of which have been converted to commercial uses over time. In the late 1960s, areas along 122<sup>nd</sup> Avenue were established as locations for auto retailing, with dealer showrooms, service facilities and sizable outdoor display and storage areas.

In the mid-1980s, MAX light rail transit was established in the Burnside Street corridor in East Portland, with a station located at 122<sup>nd</sup> Avenue. Since this time, city and regional policy has been to support and foster development that takes advantage of the area's transit service. This has resulted in regulations that allow and require residential development at higher density, and commercial uses that provide for a convenient and pleasing pedestrian access.

### **Commercial Development Pattern**

The 122<sup>nd</sup> Avenue area features an array of commercial uses on a variety of sites that range from small (10,000 square feet or less) to very large (over five acres). In addition to grocery stores, variety/department stores, specialty retailers and personal and professional services, the area is established as a location for the sales of automobiles. As the area continues to develop in a more urban fashion, auto sales facilities featuring exterior display and exterior storage areas will continue to be a presence in the area. A key objective in the 122<sup>nd</sup> Avenue area is to encourage a more urban development pattern that allows for future intensification, and increased pedestrian safety and amenity on sites that feature exterior display or storage of merchandise. Another key objective is to enhance the design of buildings and sites so that compatibility with other adjacent residential and commercial uses is increased, and that development has a sense of quality and permanence.

### **Form and Architecture:**

Commercial development in the 122<sup>nd</sup> Avenue Station Area is a combination of coarse and fine grains. Sites on the east side of 122<sup>nd</sup> Avenue and at major intersections are generally large and irregular, and the block pattern is one of superblocks. Development along Glisan Street, Burnside Street, and Stark Street, and much of the west side of 122<sup>nd</sup> Avenue, is much finer-grained, with small lots and block size dimensions ranging from 200 feet to roughly 600 feet in length. Much of the commercial development is setback from the street and features parking areas.

Buildings are generally post World War II era, and predominately one story. The area includes numerous auto retailers that feature exterior display areas, in addition to showroom



areas; many feature large storefront windows at the ground level. The area also includes some larger development: a three story office building, a six-story mixed-use building, and a five-story residential building which is located in the Mixed Commercial/Residential (CM) zone.

### **Residential Development Pattern**

Residential development in the 122<sup>nd</sup> Avenue Station area is a mix of older, generally small, single-dwelling detached houses on small and large lots, and newer attached single-dwelling and multi-dwelling residential development on large and small lots. As the area transitions to a more intense development pattern, much of the established character of small-scale detached housing will be eclipsed. However, residential areas follow patterns of development that have suburban qualities: they are generously landscaped, often have gabled and hipped-roof forms, and feature parking areas. A key objective is to foster residential development with landscaping, a characteristic of much of the existing residential development in the area.

### ***Form and Architecture:***

Residential areas in the 122<sup>nd</sup> Avenue station area have a finer-grained pattern than the nearby commercial areas. Lots range from over an acre to under 2500 square feet. Streets are generally organized in a grid pattern, with streets at intervals of 200 feet to 600 feet.

The 122<sup>nd</sup> Avenue station area contains a wide variety of building types and architectural styles from different eras of development. Many single-dwelling houses in this area date to the early 1950s, and have low rooflines and dedicate significant area to landscaping. Newer development in the area generally consists of attached single-dwelling houses in the R1 zone, and larger-scale, multi-dwelling buildings in the RH and commercial zones. These buildings range in styles but typically feature somewhat less landscaping than less intense developments.

## 122<sup>nd</sup> Avenue Station Area Desired Characteristics and Traditions

### A. All Development

New development in the 122<sup>nd</sup> Avenue Station Area should strengthen the corridor's character as an active, mixed-use community focused on the light rail station at 122<sup>nd</sup> and Burnside. New buildings should complement adjacent existing structures and uses, foster a safe and attractive pedestrian environment, and be supportive of transit facilities. Buildings should exhibit a strong street orientation; effectively screen parking, necessary service areas (such as loading areas, garbage and recycling facilities), and storage areas adjacent to the sidewalk; and use sound construction practices and high-quality building materials. In addition, the incorporation of well-planted landscaped areas featuring trees, shrubs, and ground cover offers opportunities for area screening, managing stormwater, and for reducing the "heat island effect." Landscaping can forge links with the area's forested past through retention and use of native tree species, including Douglas Fir trees.

### B. Mixed-use Development

Mixed-use developments should carefully consider the placement of different uses on-site and within the building. Locating active retail sales and service-types of uses at the street frontage contributes to an active pedestrian environment. Retail or office uses near the street also provide indirect surveillance of the sidewalk, important to increasing pedestrian safety. Due to the high traffic volumes and vehicle speeds on the area's arterial streets (122<sup>nd</sup>, Glisan and Stark), residential uses that are on-site should be located in quieter portions of the development, or above the ground-level of the building.

### C. Development with Exterior Display and/or Exterior Storage Areas

Development that includes exterior display and/or exterior storage areas should have site designs that reduce the impacts of these areas on the pedestrian environment and allow for future intensification of development on site. These areas should be developed as follows: 1) buildings should be located near the street; 2) exterior display should be located to the side or rear of the building, or may be located in front of a building within the maximum building setback as described below; 3) exterior storage should be located behind buildings and buffered from view from lot lines; and 4) the sites should be well-landscaped.

Development on a site should be located such that open areas used for exterior display, exterior storage, or parking may be further developed in the future. This may be accomplished by locating exterior display, exterior storage, parking, or other open area to the rear or sides of buildings, and by excluding buildings on portions of the site where future streets or connections are planned.

Where incorporated, exterior display areas should be appropriately located, and allow pedestrian interaction, and act as an extension of the building and interior display area. In some cases, limited exterior display areas may be permitted between buildings and the sidewalk. These areas will be developed as a coordinated part of the building's overall design, be designed to enhance the pedestrian environment, be physically and visually separated from the sidewalk through materials and elevation changes, and include features supportive of their display functions.

Landscaping should be designed to improve aesthetics of the public realm, mitigate heat island effects of large paved areas, and improve aesthetics of the site through retention and use of native tree species, including Douglas Fir trees. Lighting for exterior development should be designed to minimize light intrusion onto adjoining properties and reduce ambient lighting intensities adjacent to residential zones and residential development.

**D. Residential Development**

New residential development should contribute to 122<sup>nd</sup> Avenue Station Area's character as an active, vibrant corridor offering of a diverse mix of housing types, styles, densities, and affordability options.

New residential buildings built along the area's arterials (122<sup>nd</sup>, Glisan, or Stark) should be buffered from the high vehicle volumes and speeds. Where street-facing ground-level units are proposed, possible strategies could include (but are not limited to) elevating them above sidewalk grade and/or setting them back behind a landscaped setback. Generally, it is preferable to locate common spaces (lobbies, mailrooms, gathering areas, fitness rooms, etc.) at street-facing ground-level locations within the building, developing stronger connections to the sidewalk.

**E. Transitions**

New development in the 122<sup>nd</sup> Avenue corridor should create effective transitions to existing buildings and uses. Large-scale commercial developments should be integrated into the surrounding urban pattern and mix of uses. For example, this may be accomplished by locating spaces suitable for small-scale active uses (such as banks, services, restaurants, cafes, florists) at the street frontage. New commercial buildings within the edges of commercially-zoned areas facing residentially-zoned areas should respond to the character of the residential zone. New higher-density residential development adjacent to lower-density areas should step down building massing and heights and/or develop increased setbacks to help ease the scale transition to the lower-density neighborhoods.

**F. Intersection Nodes**

Major intersections of 122<sup>nd</sup> Avenue and Glisan Street, Burnside Street and Stark Street should serve as nodes for pedestrian oriented development: the focal point for the most pedestrian-oriented development in the station area. Buildings should feature a strong corner orientation to reinforce activity between corners. Alternatively, the corner may be reinforced by focusing doorways that open on to a space at the corner that functions as an outdoor foyer. Buildings in these locations should offer an added sense of prominence at these entries to the station area. New development at the intersection nodes should, in addition to orienting to the corner, take advantage of the location adjacent to transit by minimizing surface parking and/or locating parking to the rear of sites away from transit streets.

## Amendments to the Portland Personality Guidelines

### Background

The following section includes amendments to the *Community Design Guidelines* that highlight urban and architectural features or characteristics that should be taken into consideration when new development is proposed. The amendments do not change the existing guidelines, but add examples of how to satisfy Guideline P1 (Plan Area Character) for properties in the 122<sup>nd</sup> Avenue Station Area. These additional statements are suggestions and do not constitute binding criteria, as do the guidelines.

Amendments to the “Portland Personality Guidelines” section of the *Community Design Guidelines* are shown below as underlined text, including the “may be accomplished by” statements A - E which are new. A reference is added to the background statements and desired characteristics and tradition statements outlined in the previous section.

The Portland Personality Guidelines recognize the unique characteristics and urban design goals of different parts of the city, and encourage new development that enhances these characteristics and supports these goals. There are special guidelines for the three areas with adopted community plans. Other guidelines address historic and conservation districts, district and town center plans, and gateways.

### Recommended Amendments to the Community Design Guidelines:

Changes are underlined.

### PLAN AREA CHARACTER

#### Background

Plan Areas outside of the Central City which have areas within the design overlay include the Albina, Outer Southeast, and Southwest Community Plan areas, the Hollywood and Sandy Plan Area, the Northwest District Plan Area, the Gateway Regional Center, the St. Johns/Lombard Plan Area, and the 122<sup>nd</sup> Avenue Station Area. Each of these areas has distinct historic, cultural, and geographic characteristics that should be taken into consideration when developing in the area. New development blends into established areas by reflecting the architectural features and site design of the surrounding buildings and responding to views, topography, and nearby amenities such as parks, schools, and community centers.

**Guideline P1:**

*Enhance the sense of place and identity by incorporating site and building design features that respond to the area's desired characteristics and traditions.*

**See the 122<sup>nd</sup> Avenue Station Area Desired Characteristics and Traditions for application of Guideline P1.**

**This guideline may be accomplished in the 122<sup>nd</sup> Avenue Station Area of the Outer Southeast Community Plan area by:**

- A.** Incorporating desired architectural and site design features, and using high-quality materials to create a sense of quality and permanence in new development and additions to existing development.
- B.** Incorporating quality, durable materials in exterior display areas along street frontages, and differentiating exterior display areas from exterior storage and vehicle areas. Changes in elevation may be used to differentiate display areas in front of buildings and add interest.
- C.** Incorporating well-landscaped areas on sites that are in residential use, or in developments that use exterior display, exterior storage, parking, or vehicle areas.
- D.** Using species native to the area in landscaping themes and by preserving large Douglas Fir trees.
- E.** Enhancing exterior display areas with integrated landscape plantings and trees.
- F.** Incorporating stormwater management features in required landscape areas.
- G.** Considering the siting, design, and details of residential buildings: develop effective transitions and relationships between structures through window location and consideration of interface between adjacent development and proposed interior uses.
- H.** Improving connectivity in the area: locate buildings, public and/or private rights-of-way, and connections in a manner that reflects the adopted street plan for the area.

## 122<sup>nd</sup> Avenue Design Features

The following photographs and illustrations provide examples of how particular desired site and building design features may be accomplished in the 122<sup>nd</sup> Avenue Station Area. The accompanying text describes the features being highlighted. Note that the examples are illustrative of features, but are not necessarily examples of developments that would be approved through design review. All examples are from Portland, unless otherwise noted.

### Landscaping of Parking, Display and Storage Areas adjacent to streets

The two photographs below show examples of perimeter landscaping adjacent to exterior display areas and parking. The example on the left features a large landscaped setback with large trees at frequent spacing. The example on the right features a dense planting scheme and a mix of ground covers, shrubs, and trees. This type of landscaping, in conjunction with a wider sidewalk featuring street trees, forms a green edge and sense of safety and enclosure for pedestrians.



122<sup>nd</sup> Avenue south of Halsey

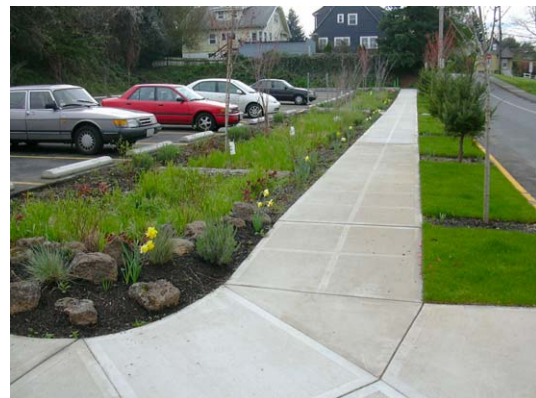


North Ivanhoe at St. John

Using landscaped and vegetated areas for on-site stormwater management is an efficient way to manage stormwater. It can often cost less to infiltrate stormwater into the ground rather than construct a piped system. The two photographs below show examples of how stormwater management functions may be incorporated into small on site landscaped areas near sidewalks and parking areas.



NE Sandy Blvd. and NE 16<sup>th</sup> Avenue



SE (location pending)



### On-Site Landscaping

The photographs below show examples of on-site landscaping that includes trees and also manages stormwater effectively. Simple techniques, such as a vegetated swale, can be incorporated into a site's landscaping to manage stormwater. Trees are beneficial for both aesthetics and stormwater management, and also reduce the "heat island effect" of large paved areas.



*NE 40<sup>th</sup> Avenue near Tillamook*



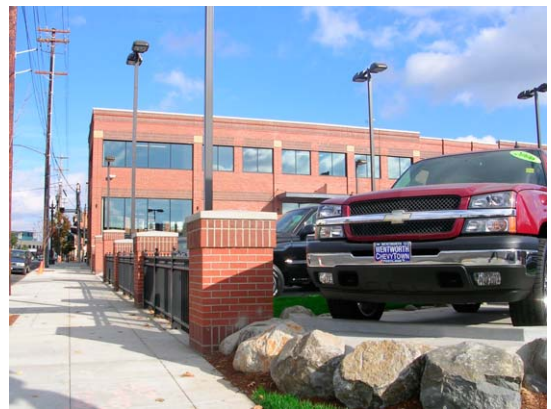
*PCC SE Campus Parking Area*

### Display Area Design

The photograph at left below shows an example of a scored concrete paving technique, ornamental structure, and landscaping that could be utilized in an exterior display area. The example at right shows how integrated display features such as a decorative pedestal and decorative fence create interest and a sense of protection for the pedestrian.



*North Ivanhoe at Charleston*



*SE Ankeny at MLK Jr. Blvd.*

## Display Area Design

The photographs and diagrams below show examples of how exterior display areas in front of a building may be accomplished and how landscaping may be integrated into these areas. The examples also show how generous display windows in buildings can enhance the pedestrian environment and create interest.



Oakland, CA



Naito Parkway at Market



Concept Illustration

The photos below show additional examples of how an exterior display area may be provided in front of a building. The example on the left features a type of arcade. The example on the right features an awning or canopy in front of the building.



Oakland, CA



Wilsonville, OR



### Pedestrian Realm

The photos below show additional examples of how generous display windows in buildings can add interest and enhance the pedestrian environment for uses that may feature exterior display areas.



*Victoria, B.C.*



*122<sup>nd</sup> Avenue north of Burnside*

As shown in the photos below, commercial and mixed-use developments without exterior display and storage should be built near the sidewalk and should include pedestrian-oriented features such as awnings, seating areas, and generous ground floor windows.



*SE Washington at 103<sup>rd</sup> Avenue*



*SE Washington at 103<sup>rd</sup> Avenue*



*Gresham, OR*



*NE Broadway at 11<sup>th</sup> Avenue*

### Main Entry

The photos below show examples of well-defined pedestrian entries. The image at top left shows how a building that is not located at a corner may orient an entrance to provide access from the sidewalk and parking areas. This example would also work effectively in a corner location. The photo at top right shows a pedestrian-oriented entry into an auto dealership in a new building designed for multiple uses. In the lower examples, signage and architectural elements help define the entry.



*NE Glisan east of 122<sup>nd</sup> Avenue*



*East Burnside at Grand*



*NE Broadway at 13<sup>th</sup> Avenue*



*NE Multnomah at Grand*



### Medium-Density Residential Development

The photographs below all show use of durable materials such as wood or cement-fiber siding, decorative trim, and on-site landscaping that are appropriate for development in the residential zones. The example at top left shows how surface parking areas may be hidden from street view. The example at bottom left shows generous landscaped areas with building details that add character to the development. The example on bottom right shows use of quality materials such as wood, concrete, and glass in a more modern style structure.



SE 127<sup>th</sup> Avenue north of Stark



7704-7716 SE Raymond St



211-293 SE 160<sup>th</sup> Avenue



SW 3<sup>d</sup> and Meade

### **High-Density Residential**

The photographs below show building mass, the use of durable materials such as metal brick and wood, and on-site parking solutions (tuck-under and podium) that are appropriate for development in the RH zone. The diagram at bottom right shows transition from higher density to lower intensity and smaller buildings.



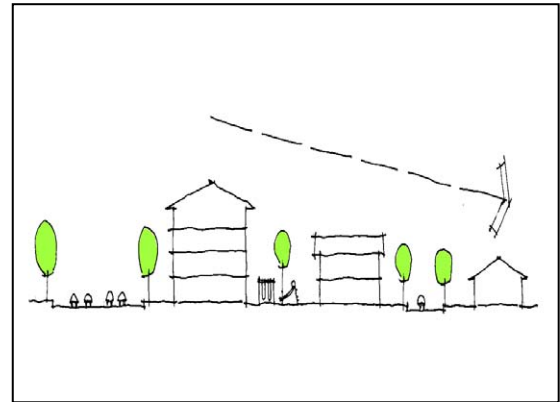
*East Burnside at 122<sup>nd</sup> Avenue*



*NE 99<sup>th</sup> Avenue south of Pacific*



*SE 102<sup>nd</sup> Avenue at Ankeny*



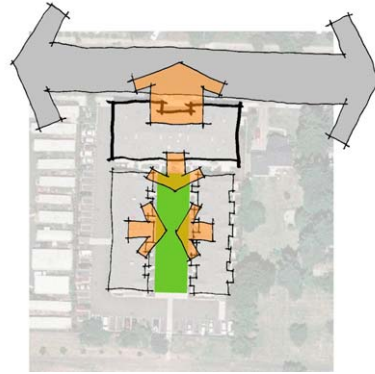
*Transition from larger to smaller buildings*

### On-site Open Areas

Landscaping and open/green space is an important feature in residential development. The photo and diagram below shows an approach to on-site open space. The buildings form a courtyard protecting the open space from traffic, which creates a safe open space for residents that is buffered from street noise.



SE Stark at 109<sup>th</sup> Avenue

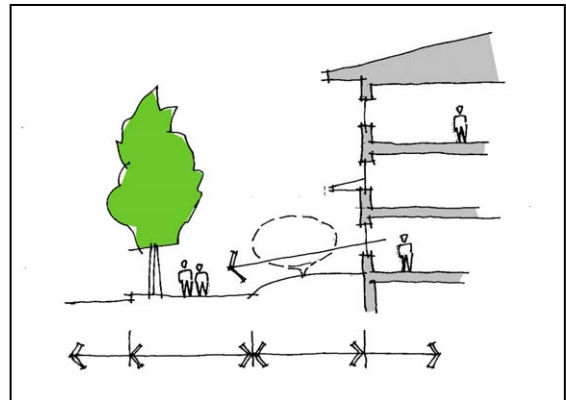


### Residential Development on Busy Streets

Livability is a key factor in multi-dwelling and mixed-use developments. The photograph and diagram below show an example of how ground floor residential units may achieve a greater sense of privacy by elevating units above sidewalk grade, using landscaping, and by increasing the front yard building setback.



SE Hawthorne at 18<sup>th</sup> Avenue





## **Appendix**

- 1. 122<sup>nd</sup> Avenue Station Area Study:  
Phase One Report and Recommendation**
- 2. 122<sup>nd</sup> Avenue Station Area Study:  
Regulatory Impact Assessment (under separate cover)**







*Phase One  
Report & Recommendations*

28 June 2005

**SERA**



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# Acknowledgements

---

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# Executive Summary

*The following is a summary of the  
122nd Avenue Station Area Study - its  
purpose, background, process, and  
recommendations.*

# Executive Summary

The *122<sup>nd</sup> Avenue Station Area Study Phase One Report* is the result of a six-month effort initiated by the City of Portland Bureau of Planning with a grant from the Oregon Transportation and Growth Management Program. This grant funded a consultant team led by SERA Architects that, in conjunction with the City project team, analyzed land use, transportation, and regulatory issues in the 122<sup>nd</sup> Avenue station area.

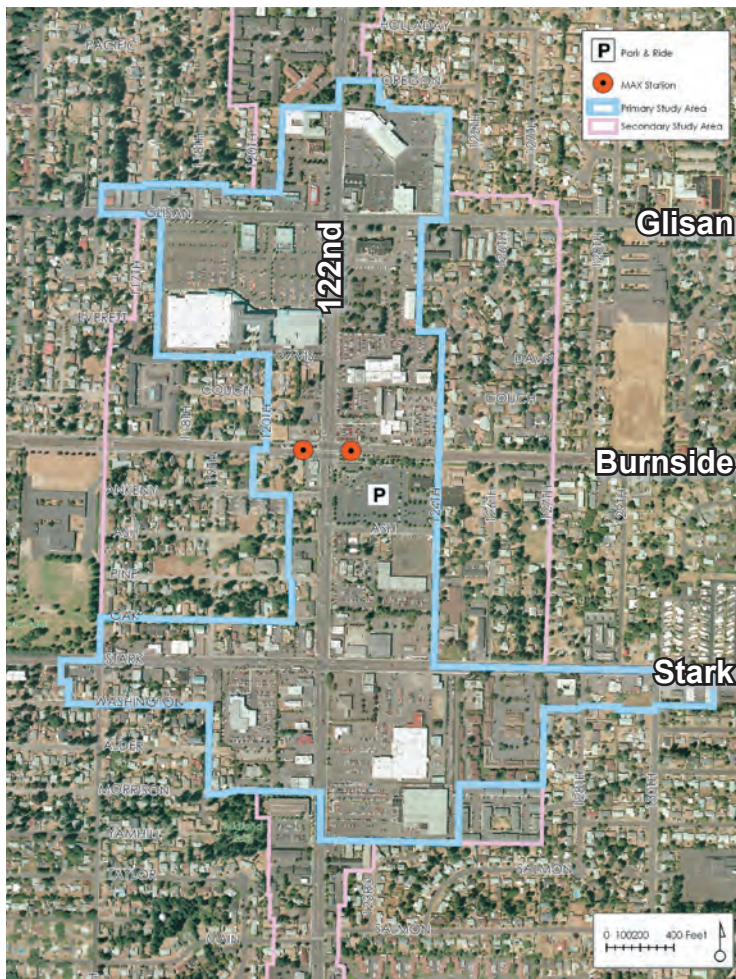
A public process was conducted to review existing conditions in the area, as well as various alternatives for future development, the public realm, and the interface between public and private spaces. The result is a set of phase one study recommendations that aim to strike a balance between the auto-oriented uses in the area with aspirations for a more transit-oriented and pedestrian-friendly future.

## Study Area:

The study is focused around the MAX light rail station at 122<sup>nd</sup> and East Burnside Street, with a primary study area generally running from NE Glisan to SE Stark Streets, and the secondary study area going from approximately NE Halsey to SE Mill Streets and from 117<sup>th</sup> to 127<sup>th</sup> Avenues.

## Background:

Since the introduction of MAX light rail transit in the mid-1980s, public policies have promoted more intense development around the 122<sup>nd</sup> Avenue MAX station, focusing on development that benefits from being near the station and that helps encourage transit use. The regulations that implement this policy have made it difficult for established auto-oriented development in the area to improve or expand operations without significant changes to development forms. As a follow-up to the 2004 *Gateway Planning Regulations Project*, stakeholders asked the City of Portland to review land use policies along 122<sup>nd</sup> Avenue and to address the issues that transit-oriented development policies create for established and growing auto-oriented uses. The 122<sup>nd</sup> Avenue Station Area Study was undertaken to explore ways to meet the transit-oriented goals for the area while dealing with the reality and needs of its auto-oriented uses.





# Executive Summary

## **Study Mission:**

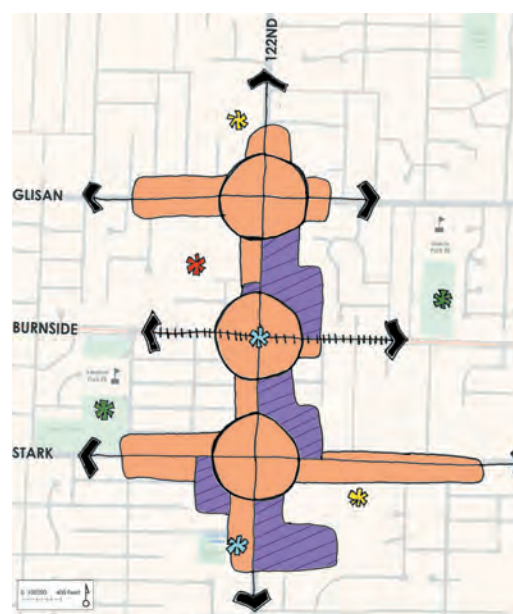
The general mission of the 122<sup>nd</sup> Avenue Station Area Study is to:

*Foster the creation of a positive and distinctive place at the 122<sup>nd</sup> Avenue transit station, and to coordinate public and private investments along the 122<sup>nd</sup> Avenue main street and in the station area in order to:*

- *Build on the area's light rail assets;*
- *Improve the area's appearance and function;*
- *Serve adjacent residents and nearby neighborhoods and*
- *Support businesses that serve both local and regional customers.*

## **Station Area Concept Overview:**

The concept for the 122<sup>nd</sup> Avenue Station Area blends the established auto-oriented uses in the area with aspirations for a more transit oriented and pedestrian-friendly future. It accomplishes this objective by focusing pedestrian-friendly development and community-serving land uses at key intersections in the area. These intersections (122<sup>nd</sup> with Glisan, Burnside, and Stark) are well-served by transit, and are the key community entry points to this section of the 122<sup>nd</sup> Avenue main street. In between the key intersections, the concept provides for more flexibility to accommodate land uses, such as auto dealers, that feature exterior display and storage as part of their site development. Well-designed and landscaped exterior display areas provide an attractive environment for customers, as well as enhance the area's character for pedestrians, bicyclists, and motorists.



*General Development Framework Concept*

## **Key Concept Components and Recommendations:**

- **Development Framework:** The recommended framework concept fosters a development pattern that focuses new pedestrian-oriented and transit-supportive development at key intersection “nodes” at Burnside, Glisan, and Stark streets. The framework also calls for allowing greater flexibility for established uses that utilize exterior display and storage, and potential expansion for new uses that utilize exterior display and storage in areas between the intersection nodes.
- **Connectivity Plan:** The recommended connectivity plan shows the locations for future streets and connections in the station area. It is designed to provide, over time, more convenient and direct connections to the 122<sup>nd</sup> Avenue transit station and nearby commercial activities from adjoining neighborhoods. The plan also provides a pattern for future development that is supportive of the more frequent connections needed for a walkable, transit-oriented area.

# Executive Summary

- **Streetscape:** The recommendations for streetscape enhancements are designed to improve the appearance of the 122<sup>nd</sup> Avenue station area while providing improved pedestrian safety and accessibility. The recommended approach balances the needs for turn movements and access with a desire for improved appearance, and allows for implementation over time.
- **Sidewalks and Building Setbacks:** The recommendations for sidewalks and building setbacks are designed to foster an environment that is pleasing to and convenient for pedestrians, transit users, and motorists. They also respond to the different environments created at intersection “nodes” and the areas in-between. Sidewalks along 122<sup>nd</sup> and arterial streets in the Ventura Park Pedestrian District are designed to mitigate the impacts of heavy traffic volumes on pedestrians by providing a generous buffer between pedestrians and traffic. Further, street tree and landscaping treatments are set to provide an aesthetic “greening” effect while better managing stormwater. Maximum building setbacks between the nodes are proposed to be increased for residential buildings to provide greater buffering, as well as for retail businesses that may utilize exterior display areas.
- **Site Design:** The recommendations for site design at the intersection “nodes” encourage an intensely-developed mix of retail, office, housing, and mixed-use development that is pedestrian-oriented but accessible by automobiles. In between nodes, site design recommendations call for more flexibility for businesses that feature exterior display, with limitations on the size and location of display areas, and site development plans that may allow for future redevelopment opportunity. In both areas, enhanced design guidelines and/or standards are recommended to encourage a high level of building quality, landscaping, and other features that help ensure compatibility with other uses in the station area.

## Implementation Strategies:

The report concludes with several implementation strategies for advancing the recommendations in this report. These include addressing existing policy and objectives for the 122<sup>nd</sup> Avenue Station Area, pursuing revisions to regulations for development, refining transportation planning for streetscape and pedestrian improvements, and seeking funding for implementation.



*Development Concept: existing conditions (left) and potential future development & streetscape (right)*



# 1. Introduction

*This introduction includes a description of the study's mission, the context under which it has been undertaken, and an outline of the study's process.*

# Introduction

The 122nd Avenue Station Area Study is an analysis of land use, transportation, and regulatory issues in the vicinity of the 122nd and Burnside MAX station. The primary study area generally focuses on the land along 122nd Avenue between NE Glisan and SE Stark Streets in Portland, Oregon. A secondary study area encompasses a larger area from approximately NE Halsey to SE Mill Streets, and from 117<sup>th</sup> to 127<sup>th</sup> Avenues.

Since the introduction of MAX light rail transit (LRT) in the mid-1980s, public policies have promoted more intense development around the 122<sup>nd</sup> Avenue MAX station, focusing on development that benefits from being near the station and that helps promote transit use. The new multi-family infill buildings, row houses, and streets that have been developed in the vicinity of the MAX station are in line with these policies.

At the same time, much of the current development along 122nd Avenue is characterized by storage of automobiles either in the form of car sale lots, shopping center parking lots, or driveways. Up until the development of the LRT line, these types of auto-oriented uses dominated the character and role of 122nd Avenue. While development in the area is evolving, auto-oriented uses remain a major component of the area.

As a follow-up to the 2004 Gateway Planning Regulations Project, stakeholders asked the City of Portland to review the land use policy along 122<sup>nd</sup> Avenue and to address the issues that transit-oriented development policies create for established and growing auto-oriented uses. The 122nd Avenue Station Area Study was undertaken to explore ways to meet the transit-oriented goals for the area while dealing with the reality and needs of its auto-oriented uses. Is it possible to balance the two? Could better designed streetscapes, pedestrian environments, and commercial uses make a difference?



*Existing MAX station and auto dealership on Burnside east of 122nd.*

# Introduction

The general mission of the 122<sup>nd</sup> Avenue Station Area Study is to:

*Foster the creation of a positive and distinctive place at the 122<sup>nd</sup> Avenue transit station, and to coordinate public and private investments along the 122<sup>nd</sup> Avenue main street and in the station area in order to:*

- *Build on the area's light rail assets;*
- *Improve the area's appearance and function;*
- *Serve adjacent residents and nearby neighborhoods and*
- *Support businesses that serve both local and regional customers.*



*Existing MAX station at 122nd and Burnside*

This report summarizes the process and findings of the study; it includes the following sections:

**Background:** This section provides a review of the history and intent behind current land use policies, as well as brief summaries of current development, market, and transportation conditions in the study area.

**Concept Development:** This section discusses development of a concept for the station area. It starts with a vision statement for the study area, goals and objectives, and an analysis of opportunities and constraints. It includes a description of the different development and land use scenarios explored during the public process.

**Station Area Concept & Recommendations:** This section presents the preferred Station Area Concept. It includes a recommended development framework concept, a proposed master street plan, recommendations for streetscape improvements, and concepts and principles / standards for development along the street.

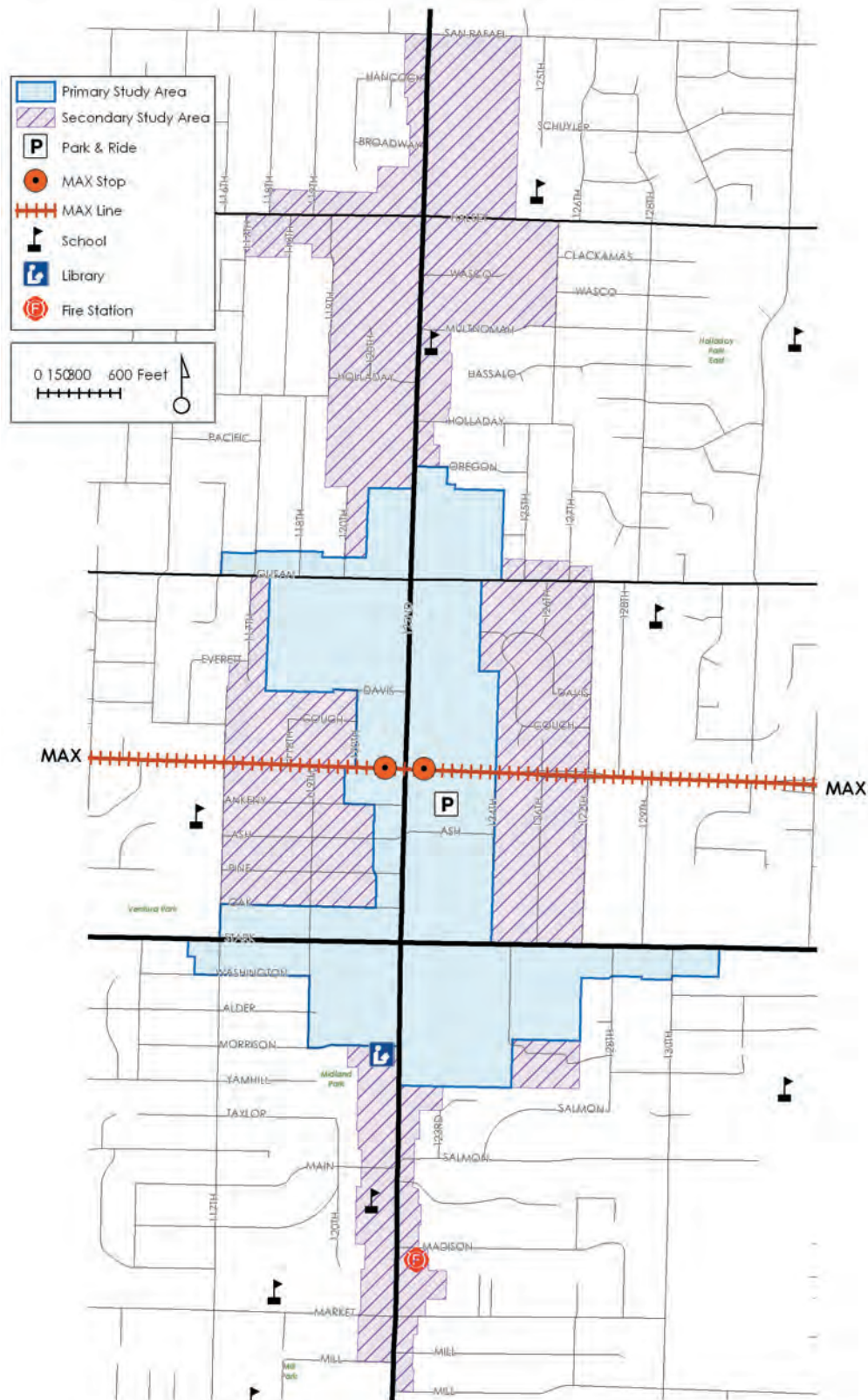
**Implementation Strategies:** The report concludes with strategies for implementing the recommendations of the study.



*Existing auto dealership on 122nd*

# Study Area

## 1. Introduction





# Process

## **TGM Grant**

The City of Portland was awarded an Oregon Transportation and Growth Management (TGM) quick response grant. The grant funded a consultant team to provide expertise in urban development and design, transportation, and urban economics. The TGM consultant team includes: SERA Architects (lead/urban development and design), Falconi Consulting Services (transportation), and Johnson/Gardner (urban economics).

## **Timeline**

The project was initiated in November 2004 and has followed the basic timeline below. This report encompasses phase one portions of the scope through step four, below. Phase Two will explore further a set of implementation measures, and may lead to review and consideration by the Portland Planning Commission and City Council.

## **Phase One**

### **1. Assess Existing Conditions (Winter 2004-05)**

*Demographic and market data*  
*Review land use patterns and transportation systems*  
*Review policy and regulatory parameters*  
*Identify opportunities and constraints*

### **2. Set Goals and Objectives (Winter 2005)**

*Confirm problem statement and issues*  
*Discuss and set key goals*

### **3. Develop and Evaluate Alternatives (Winter-Spring 2005)**

*Explore alternative land use and transportation concepts and scenarios*  
*Assess and explore streetscape and connectivity issues*  
*Explore design for auto dealers and other land uses*

### **4. Refine Preferred Alternative and Explore Implementation Strategies (Spring 2005)**

*Explore alternatives for achieving future development*  
*Future street plan*

## **Phase Two**

### **5. Develop and Refine Implementation Strategies (Summer-Fall 2005)**

*Policy issues*  
*Comprehensive plan map, zoning map and code*  
*Design guidelines and regulations*

### **6. Adoption Process (as appropriate: Fall-Winter 2005)**

*Planning Commission review*  
*Design Commission review*  
*City Council hearing*

# Process

## **Working Group**

The study included a working group (SWG) composed of community stakeholders that met monthly from December 2004 through June 2005. While not a decision-making body, the group provided feedback to staff and consultants on various concepts and proposals from a variety of perspectives, and acted as a communication link to other organizations. The SWG included representatives appointed by nearby and local neighborhood associations and business associations, auto dealers, TriMet, and Metro. In addition to group members mentioned above, SWG meetings were attended by other community stakeholders.

## **Public Meetings**

The study process included three meetings where the general public was asked to attend and provide input on ideas and alternatives developed by the project team of City staff and consultants. These meetings are described below.

### **Open House, February 7, 2005**

This open house was attended by over 40 people and introduced the study and issues to the general public. The project team presented information on goals for the area (developed with feedback from the SWG), a discussion of market factors for development, land use and transportation system constraints, and an analysis of opportunity areas. Feedback from the participants included:

- Concerns about change and increased density in the area, particularly affordable multi-dwelling residential development;
- Acknowledgement that existing auto dealers are an established part of the community that provide jobs and other economic benefits;
- A desire for improvements to the pedestrian environment (getting across 122<sup>nd</sup> Avenue safely can be a particular challenge);
- Concerns about traffic flow (there is a need to maintain traffic movement in the area as it changes);
- Discussion about the benefits of MAX (it increases access, but there are perceptions about increased crime and vandalism);
- Desire for aesthetic improvements to the public realm and private property (this includes streetscape amenities, beautification, and more “greening” of the area).

### **Workshop #1, April 2, 2005**

This workshop was attended by over 40 people and included the presentation of four development scenarios, a draft circulation plan (master street plan), ideas for streetscape improvements, and a draft mission and vision statement for the study area. Participants completed a questionnaire and provided verbal and written feedback, which was assessed and then synthesized by the project team into a refined concept following this workshop. The scenarios and feedback are discussed in the concept development section of the report.

# Process

## ***Workshop #2, June 4, 2005***

This workshop was attended by over 20 people and included the presentation of a refined development concept for the area which evolved from the four development scenarios presented previously. A revised draft circulation plan (master street plan), refined ideas for streetscape improvements, and specific options for concepts and site development (setbacks, landscaping, etc.) were also presented. The workshop included small group discussions to obtain feedback on several station area land use and transportation ideas. Feedback from this workshop is discussed in the concept development section of this report.



Photo courtesy of Tim Curran, Mid-county Memo

*June workshop participants included local business people, neighbors, and other stakeholders*

## 2. Background

*This section includes background and context information for the study and the 122nd Avenue station area. Specific topics covered include City, County, and Regional policies, existing land use and development, market conditions, and existing transportation conditions.*



# Policy Background

## **Policy and Regulatory Background**

Until the 1980s, the area encompassed by the 122<sup>nd</sup> Avenue Station Area Study was in the jurisdiction of unincorporated Multnomah County, Oregon. Plans for this portion of Multnomah County allowed a variety of multi-family and single-family residential, and commercial land uses in this area, which was transitioning from a rural to suburban character.

As the area urbanized through the 1960s, new residential and commercial development began to occur. Much of the commercial development was on large lots at major intersections, and designed for easy auto access. In the late 1960s, Multnomah County adopted the CAC (Commercial Automobile Center) zoning code regulations that facilitated the development of auto retailers on key sites along 122<sup>nd</sup> Avenue.

The construction of the eastside MAX light rail line in the mid-1980s changed public expectations about the area, and resulted in a change in policies for future development around the MAX station and along 122<sup>nd</sup> Avenue. Policies to promote transit-oriented development were first implemented while the area was in the jurisdiction of Multnomah County through use of the transit zones (“T”) which limited exterior activities and allowed mixed use development.

The area was annexed to the City of Portland during the 1980s and 1990s along with other areas in East Multnomah County. Portland zoning designations were applied in the area as it transitioned from unincorporated Multnomah County.

In 1991, a rewrite of Portland’s zoning code resulted in another change to the zoning designations in the area. In addition to commercial and residential zones, a Light Rail Transit overlay zone (“t”) was applied to sites near light rail. This overlay zone had several provisions designed to promote transit-oriented development; specifically, the “t” overlay:

- Prohibited vehicle repair, quick vehicle servicing, and drive through development;
- Prohibited single-dwelling development in multi-dwelling zones;
- Required a minimum 0.5:1 Floor Area Ratio (FAR);
- Required ground floor windows;
- Limited parking between a building and the street;
- Prohibited exterior display and storage.

In the mid-1990s, the regional *Metro 2040 Growth Concept* identified the area surrounding the 122<sup>nd</sup> Avenue MAX transit station as a “station community” and designated 122<sup>nd</sup> Avenue as a “main street.” Local implementation of regional policy resulted in regulations for the 122<sup>nd</sup> Avenue station community and main street that encourage it to evolve into a pedestrian-oriented area with development that supports the public investment in transit.

In 1996, the Portland City Council adopted the *Outer Southeast Community Plan* (OSCP). This plan created a vision, urban design framework, policies, and implementation actions for much of east Portland. The plan included an update to the Portland Comprehensive Plan, Comprehensive Plan map, Zoning map, and Zoning code for the area.

# Policy Background

As part of the *OSCP*, the MAX LRT Corridor Policy was adopted (see Appendix). This policy called for development around the MAX light rail stations to support public transit investment. To implement the policy, zoning on much of the commercial land near the 122<sup>nd</sup> Avenue MAX station was designated CS, Commercial Storefront. Residential areas near MAX were zoned for high-density multi-dwelling (RH), medium-density multi-dwelling (R1) development, as well as other zones, including areas of R5, single-dwelling residential. The area along 122<sup>nd</sup> Avenue from NE Glisan to SE Stark was designated as the Ventura Park Pedestrian District.

The *Hazelwood Neighborhood Plan* was also adopted as part of the *OSCP* process. It included a 122<sup>nd</sup> Avenue Subarea policy that called for development of commercial areas in a nodal pattern (see Appendix).

Finally, the *OSCP* resulted in adoption of the Gateway Plan District. This was applied in Gateway, and along the MAX Corridor between Glisan and Stark to the city limits. The Gateway Plan District included additional regulations to foster transit-oriented pedestrian-friendly development in transit station areas. The Gateway Plan District continued the prohibitions on vehicle repair uses, quick vehicle servicing uses, drive-through developments, and development with exterior display and storage. It added the following:

- Required minimum amounts of housing in commercial zones on sites over 200,000 square feet.

In 2004, the *Gateway Planning Regulations Project* revised the Gateway Plan District regulations. This project separated the Gateway Plan District into two separate plan districts: the Gateway Plan District which focuses exclusively on the Gateway Regional Center, and the East Corridor Plan District, which includes the area from NE Glisan to SE Stark along the MAX line east to Gresham. As part of this effort, the plan district code provisions were revised to simplify and add flexibility as follows:

- Eliminated required housing in C zones on sites over 200,000 square feet;
- Allowed vehicle repair that is accessory to auto dealers;
- Increased minimum FAR in the 122<sup>nd</sup> Avenue area;
- Eliminated open area requirement on large lots;
- Eliminated internal circulation requirements;
- Changed building and development standards in conformance with other adopted code updates.

# Existing Land Use & Development

122<sup>nd</sup> Avenue is a major arterial street on the eastside of Portland. The street extends from NE Marine Drive to SE Foster Road, and is a major center of auto-oriented retail uses. Within the study area, 122<sup>nd</sup> Avenue is lined with shopping centers, automobile dealerships, other commercial uses, and multi-family housing, while the blocks located to the east and west are typically developed with single- and multi-family residential uses.



*Glisan Street Station at the intersection of 122nd & Glisan*

The zoning pattern in the area is a mixture of Storefront Commercial (CS), General Commercial (CG), Mixed Commercial/Residential (CM), Neighborhood Commercial (CN2), Office Commercial (CO1 & CO2), and multi-family residential along 122<sup>nd</sup> Avenue, with single family and medium density residential zones on the blocks immediately behind the avenue.

Zoning within approximately ¼-mile of the MAX station at Burnside and on key transit streets is aimed at fostering development that supports the public investment in transit. Much of the commercial land in the primary study area is zoned Commercial Storefront (CS), and residential areas are a combination of multi-dwelling zones (RH, R1, and R2) and some single dwelling zones (R5, and R7). A small area of the Mixed Commercial/Residential zone (CM) is applied on the east side of 122<sup>nd</sup> Avenue near Burnside. In addition to base zoning requirements, the area between NE Glisan and SE Stark Streets is also subject to the regulations of the East Corridor Plan District.

Parcels in the primary study area vary greatly in size. Small sites ranging from roughly 7,000 to over 30,000 square feet are located generally on the west side of 122<sup>nd</sup> Avenue and on Glisan and Stark Streets. These parcels include areas zoned for commercial, multi-dwelling residential, and mixed commercial/residential use. Land uses in the area located on smaller sites include a crematorium, several small restaurants, retail, offices, and community-oriented services.



*Commercial development along 122nd Avenue*

# Existing Land Use & Development



*Residential development adjacent to the 122nd MAX station*

The area also includes a number of large sites, which range from 100,000 square feet to over 400,000 square feet. Many of these sites in the primary study area are located on the east side of 122<sup>nd</sup> Avenue, but also occur at or near the intersection of 122<sup>nd</sup>/Glisan and 122<sup>nd</sup>/Stark Streets. Large sites accommodate a variety of uses in the area, and include community-oriented retail uses (Safeway, Target, etc.) and uses that may serve a larger market area (Fabric Depot, Big 5, Staples, etc.).

The study area includes several large sites that are in auto sales and service use: Rey Reece Dealerships (Volkswagen and Mitsubishi), Ron Tonkin Dealerships (Chevrolet, Honda, Gran Turismo, Mazda, and Toyota), and Acura of Portland are located within the primary study area. Courtesy Ford, and Tonkin Nissan are located to the north near NE Halsey in the secondary study area. The auto dealer sites are typically developed with substantial areas for exterior display and storage. Site development with exterior display and storage does not conform to the current CS zoning and plan district standards applied near the MAX station.

A TriMet park and ride facility is also located at Burnside Street and 122<sup>nd</sup> Avenue. This six-acre facility is currently configured as a 612-car surface parking lot.

Land uses surrounding commercial areas on 122<sup>nd</sup> Avenue, Stark Street, and Glisan Street are a mix of older, single-dwelling uses and more recent row house and multi-dwelling development. The area roughly between 122<sup>nd</sup> Avenue, 117<sup>th</sup> Avenue, Stark Street, and Davis Street has a combination of high-density (RH) and medium-density (R1) residential zones; the Mixed Commercial/Residential (CM) zone is applied close to Burnside Street. Much of this area is currently transitioning from low-density single-dwelling development into higher density single- and multi-dwelling uses. The area east of 122<sup>nd</sup> Avenue to roughly 127<sup>th</sup> Avenue between Stark Street and Burnside Street is generally developed in a medium density single dwelling pattern. New infill development at higher density is occurring in conformance with the RH and R1 zones applied in this area.



*Ventura Park*



# Existing Land Use & Development

## 2. Background



*Auto dealer and commercial businesses on the east side of 122nd south of Stark*



*Existing commercial business on the west side of 122nd between Stark & Burnside*



*Existing civic use on the SE corner of 122nd & Glisan*



*Rowhouses on SE Pine west of 122nd*



*Tri-Met Park & Ride lot at SE corner of 122nd and Burnside*



*Commercial development along SE Stark east of 122nd*



## 2. Background



# Market Conditions

The following is a summary of a market conditions assessment performed by Johnson Gardner during the Spring of 2005. The full market report has been produced under separate cover and is available from the Bureau of Planning.

The commercial environment of the 122<sup>nd</sup> Avenue station area is varied, including both neighborhood as well as more regional retail uses. A key distinguishing characteristic of the area is the concentration of auto dealerships. The surrounding area also contains a fairly high residential density, with almost 20,000 people estimated to live within a half-mile of the study area. Residential densities are expected to increase considerably over the next several decades, and an increased demand for associated retail is anticipated.



*122nd Avenue is a varied commercial environment*

The 122<sup>nd</sup> Avenue Corridor has a number of key attributes that influence viable development forms in the area. These include the following:

- *122<sup>nd</sup> serves as the major north/south arterial in the area of Portland east of I-205. Estimated average daily traffic volume is over 25,000.*
- *Transit access is quite good in the corridor, including bus (lines 71, 4, 20, 25 and 27) and light rail access at East Burnside.*
- *The existing concentration of auto dealerships provides a regional draw and employment, but at a relatively low development intensity and configured with an auto-oriented street relationship.*
- *The surrounding area has a substantial residential density, providing support for a range of commercial uses.*
- *Proximity to the Gateway Regional Center, which provides services but also competes for potential uses.*



*The 122nd Avenue station area has a concentration of auto dealerships and auto-related uses*



# Market Conditions

Taking into account these market area characteristics, as well as local and regional market conditions, Johnson Gardner evaluated the short and long-term potential for future development in the 122<sup>nd</sup> Corridor Study Area. The following table summarizes our findings and conclusions by major land use.

**Current Market Conditions & Assessment of  
(Re)Development Opportunities by Land Use**

Land Use	Occupancy/ Sales Activity	Lease Rates/ Sale Prices	Short-Term Development	Long-Term Development
<b>Rental Housing</b>	Relatively high occupancy levels, currently estimated at 96%	\$0.70 to \$0.92 per square foot quoted rents.	Good development potential, for both tax-credit as well as market rate units. Under the current rent structures, affordable projects represent the most viable development type, in addition to senior housing.	The long-term marketability of the area for market rate apartments will be dependent upon the perceived desirability of the area. Expansion of the nearby Gateway Regional Center will present competition for the 122 <sup>nd</sup> Corridor.
<b>Ownership Housing</b>	14 attached home sales in the area over the last year, with 93 detached sales	Average price of \$157,000 for attached new construction, and \$257,000 for detached new construction.	New development within the study area is expected to be limited to either attached for-sale (townhome or condo) or small lot product. These are seen as being price point as opposed to lifestyle driven in this area.	Assembly of land will limit the viability of redevelopment for ownership housing over time, with longer term prospects potentially turning to condominium product in a flat configuration.
<b>Office</b>	Occupancy over 90%, well above the regional average.	\$15.00 to \$18.00 per square foot (Gross)	The short-term potential is good, but at a limited scale.	The lack of regional access, as well as the proximity to the Gateway Regional Center, will likely limit local office space development to neighborhood-serving commercial.
<b>Retail (Non-Auto)</b>	Healthy, local occupancy exceeds 90%.	\$13.00 to \$16.00 per square foot (NNN)	While vacancy in the broader market area is elevated, the study area vacancy based on projects surveyed was only 4%, indicating strong localized retail demand. Opportunities exist for new retail development with a wide range of uses.	Expected marginal increases in local residential density will increase retail demand, particularly for neighborhood serving uses. Better connections with the residential areas east and west of the corridor will help this relationship.
<b>Auto Dealerships</b>	Very Healthy, Full Occupancy	Dealerships are owner occupied, but have the ability to outbid most alternative uses for vacant land.	Demand exists for short-term expansion and redevelopment of dealerships within the study area, but preferred configurations are not allowed under the current code.	The long-term nature of auto dealerships is unknown, but escalating prices in real terms would be expected to shift the development pattern to a more intensive form.



# Market Conditions

New development in the area will largely take the form of redevelopment, as most of the area has been developed previously. The opportunities can be broken into three broad categories. The first of these is redevelopment of commercial properties fronting the major arterials. Many of these properties are considered under-developed or have been developed in configurations that are not consistent with current market requirements. These properties are expected to redevelop over time through natural market forces, as the value of the improvements falls below the value if redeveloped.

The second major opportunity is for ongoing infill residential development, comprised of rental apartments, senior housing or attached ownership housing. This is already occurring in the area, and is expected to continue over time. With the higher density developments, linkages to the commercial and transit corridors will be more desirable for residents.



*New residential development is occurring in the station area*

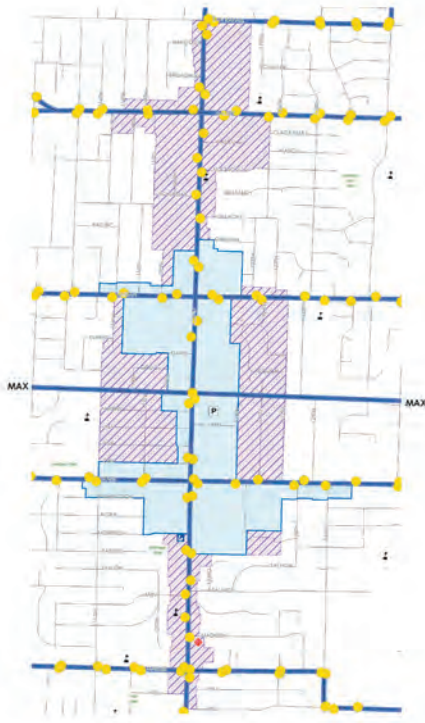
The third major opportunity type is redevelopment and/or reconfiguration of the auto dealerships. The relatively high land values associated with prime dealership sites, coupled with the fact that auto dealerships typically require a large amount of land relative to their improvement values, generally place dealerships as highly redevelopable using typical land-to-improvement methodologies. While many of the dealers expressed interest in short-term redevelopment or expansion, their preferred development programs are not allowable under current zoning restrictions. As a result, the scale of redevelopment in the near term will be contingent upon the dealerships willingness and ability to reconfigure. Over time, escalating land values in the area would be expected to encourage dealerships to evaluate more intensive development scenarios, particularly for auto storage. A key design goal may be to assure that dealer configurations allow for later densification if land values justify it.

An important determinant in the final form of development in the area will be how parking needs are met. Under current land values, surface parking is expected to represent the most cost effective parking option for most uses. There exists an immediate potential for ground floor podium and tuck-under parking options for residential projects, as ground floor units are often not very marketable and residential tenants will pay for secured parking. Office and commercial uses are unlikely to generate any income from secured parking in the short-term, making the lower cost surface parking option more likely.

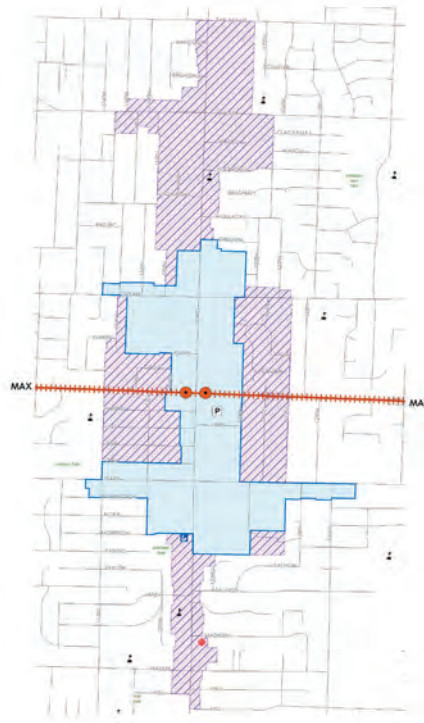
Transit-oriented mixed-use development will be viable if the individual uses are viable and the site is suitable. Transit-oriented development need not be mixed-use, as residential development that is supportive of transit ridership often locates within walking distance of transit opportunities. We see immediate demand for transit supportive development in the area, with recent residential construction activity related to the availability of transit. In the study area, we would expect that vertical mixed-use development could be done if mandated, but would be unlikely to occur in any substantial way in the short term merely through market forces. Nonetheless, if required on appropriate sites, the market appears capable of supporting these development forms.

# Transportation Conditions

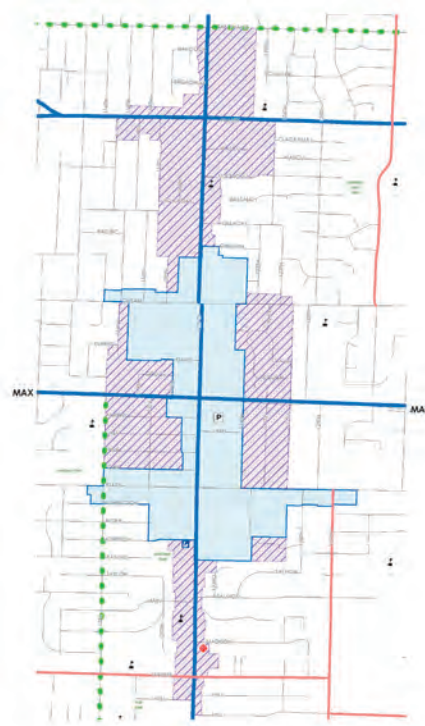
**Bus Lines & Stops**



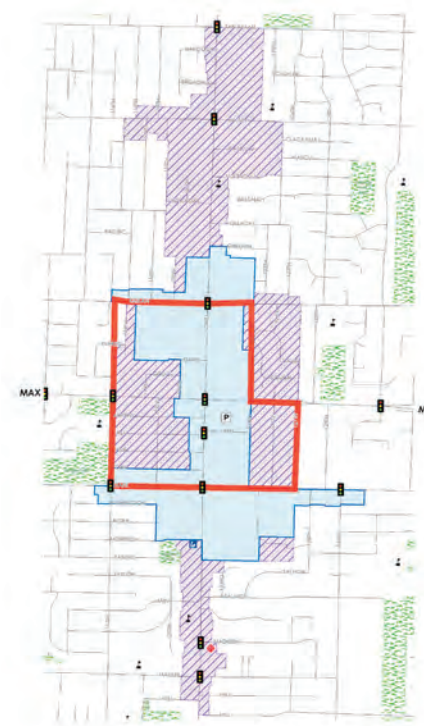
**MAX Line & Stops**



**Bike Routes**



**Pedestrian District**



# Transportation Conditions

According to the City of Portland Transportation System Plan, 122<sup>nd</sup> Avenue is classified as a Major City Traffic Street, Transit Access Street, City Bikeway, City Walkway, Major Truck Street, Major Emergency Response Street, and Regional Main Street (between Oregon and Stark Streets). Due to the variety of functions that 122<sup>nd</sup> Avenue serves and the high volumes of traffic it handles on a daily basis, making this street a pedestrian friendly facility presents some challenges. Other major streets within the study area are:

**Glisan Street.** West of 122<sup>nd</sup> Avenue, Glisan Street is classified as a Major City Traffic Street; east of 122<sup>nd</sup> Avenue it is classified as a District Collector Street. In addition, Glisan Street is a Community Transit Street, City Bikeway, City Walkway, Minor Truck Street, Major Emergency Response Street, and Community Main Street (116<sup>th</sup> to 123<sup>rd</sup> ).

**Burnside Street.** In the vicinity of 122<sup>nd</sup> Avenue, Burnside Street is a Neighborhood Collector Street, Regional Transitway, City Bikeway, City Walkway, and Community Main Street (117<sup>th</sup> to 127<sup>th</sup>).

**Stark Street.** In the vicinity of 122<sup>nd</sup> Avenue, Stark Street is a Major City Traffic Street, Transit Access Street, City Bikeway, City Walkway, Major Truck Street, Major Emergency Response Street, Community Main Street (117<sup>th</sup> to 122<sup>nd</sup> ), and Regional Corridor (east of 122<sup>nd</sup> Avenue).

The average total width of 122<sup>nd</sup> Avenue between curbs is approximately 76 feet. In general, 122<sup>nd</sup> Avenue between Oregon and Yamhill Streets consists of four lanes of travel with a continuous two-way left turn lane; bike lanes and sidewalks are found on both sides of the street. There are designated left turn lanes at major intersections, which in most cases are controlled by traffic signals. On-street parking is allowed on both sides of the street with the exception of specific areas designated for transit stops where on-street parking is not allowed.

The posted speed along 122<sup>nd</sup> Avenue is 35 MPH. A pedestrian crossing analysis was performed by the Portland Department of Transportation in 1999 for 122<sup>nd</sup> Avenue at Morrison Street. As part of this analysis, a radar speed study (conducted November 23, 1999) reported an 85<sup>th</sup> percentile speed of 39 MPH with up to 47% of drivers exceeding the posted speed limit; up to 3% of drivers exceeded the limit by 10 MPH or more. Traffic volume along 122<sup>nd</sup> was measured in 1992 at 23,000 vehicles per day (vpd) in each direction. 1996 and 1999 directional counts study indicated that traffic volume had increased to over 25,000 vpd in each direction. The most current traffic counts (2000-2004) put directional traffic flow in vehicles per day (vpd) at the following:

- 122<sup>nd</sup> Avenue at NE Glisan: ~29,000 vpd
- NE Glisan at 122<sup>nd</sup>: ~28,000 vpd
- SE Stark at 122<sup>nd</sup>: ~34,000 vpd
- E Burnside @ 122<sup>nd</sup>: ~9,800 vpd

In addition to MAX light rail service on Burnside Street, TriMet serves the study area with bus service on 122<sup>nd</sup> Avenue (#71), Glisan (#25), Stark (#20), San Rafael (#23), Halsey (#77), and Market (#27). Light rail tracks cross 122<sup>nd</sup> Avenue at Burnside Street, which makes this intersection very busy at times, as transit users try to connect between light rail and buses.



# Transportation Conditions

Traffic accident data was obtained from ODOT for the five-year period between 1999 and 2003. A review of this data revealed that the intersection of Glisan Street at 122<sup>nd</sup> Avenue had a total of 92 accidents; Burnside Street at 122<sup>nd</sup> Avenue had 31 accidents, and the intersection of Stark Street at 122<sup>nd</sup> Avenue showed a total of 83 accidents.

As indicated in the following table, based on information provided by the City of Portland, an inventory of existing access points was conducted and revealed the following number of driveways along 122<sup>nd</sup> Avenue and within the project area.

**APPROXIMATE NUMBER OF  
DRIVEWAYS**

<b>Location</b>	<b>East of 122<sup>nd</sup> Avenue</b>	<b>West of 122<sup>nd</sup> Avenue</b>
Oregon Street to Glisan Street	4	4
Glisan Street to Burnside Street	5	9
Burnside Street to Ash Street	1	2
Ash Street to Stark Street	5	1
Stark Street to Morrison Street	7	8
Morrison Street to Yamhill Street	2	1
Total	24	25
Access per mile	28.16	29.33



*The sheer number of driveways along 122<sup>nd</sup> contribute to an unfriendly pedestrian environment*

The relatively high number of driveways along 122<sup>nd</sup> Avenue, in conjunction with the high number of auto-oriented businesses (many of which have substantial parking lots), means that there is a greater chance that a pedestrian walking along 122<sup>nd</sup> Avenue (or a cyclist using the bike lane) will come into conflict with a vehicle turning into or out of a driveway. This type of conflict contributes to a hostile pedestrian environment, an environment which is further degraded by:

- narrow sidewalks (or a lack of sidewalks, as occurs in parts of the study area);
- street lights and/or telephone poles in the sidewalk;
- a lack of pedestrian-scale lighting;
- a lack of street trees;
- wide roadways (122<sup>nd</sup>, Burnside, Glisan, Stark) to cross;
- a lack of crossing opportunities;
- development patterns that are not pedestrian-oriented (lacking windows/doors on the street edge, large parking areas along the sidewalk, auto-oriented setbacks, etc.)

In short, although there are bike lanes and sidewalks along 122<sup>nd</sup> Avenue, this 'main street' has been designed up to this point almost exclusively for automobiles at the expense of pedestrians, bicyclists, and transit riders.

### 3. Concept Development

*Throughout the Spring of 2005, a development framework concept was formulated for the 122nd Avenue station area. This section traces the evolution of that concept - from vision and goals, through an opportunities and constraints analysis, to the creation of four alternative concept scenarios.*

# Vision Statement

A draft 20-year future vision statement for 122<sup>nd</sup> Avenue Station Area was developed in the Spring of 2005 with input and feedback from the study working group.

## **A 20-Year Vision for the 122<sup>nd</sup> Avenue Station Community (Draft):**

*The 122nd Avenue Transit Station Community has evolved over the years. Close to the bustling Gateway Regional Center, as well as established residential neighborhoods, development of the area along 122nd Avenue and near the MAX stop has intensified.*

*122<sup>nd</sup> Avenue has continued to develop as the community's "main street", featuring businesses that serve local and regional market areas. Development in the area includes single-purpose buildings as well as mixed use sites, some of which featuring ground-floor commercial uses with housing. The corners of Glisan and Stark at 122<sup>nd</sup> Avenue are key intersections or "nodes" for community-oriented businesses in the station area, while the area or "node" near Burnside has a more mixed-use emphasis with more residential uses. Major streets in the area continue to carry large amounts of traffic, but they have become more walkable and pedestrian friendly over time with changes to both the sidewalk environment and private development. New commercial buildings at the nodes are close to the sidewalk, and have large windows that allow retail display opportunities; they also provide "eyes on the street," enhancing the sense of security for pedestrians. Between the major nodes, some buildings are setback from the sidewalk; these are well landscaped or feature attractive retail displays. Sidewalks have been improved and feature street trees and other amenities.*

*Somewhat unique among light rail station areas, auto dealers are a presence at 122<sup>nd</sup> Avenue. Consistent with the special character of the area, they have been built in a manner that is pleasing to pedestrians, and allows them to reconfigure and intensify development of their sites over time. Serving customers from around the region, the presence of auto dealers has attracted other retailers and services to the area; these businesses bolster the main street by serving the local community. The design and streetscape features of auto dealers help support a vital pedestrian main street environment, and minimize conflicts with the nearby housing.*

*The area surrounding the 122nd Avenue MAX station has evolved through redevelopment from a low-intensity area of detached houses to a more highly developed area featuring apartments, condominiums and row houses. People that live in the area take advantage of nearby shopping and services, and rely less on their cars for daily use. Many in the area use MAX and bus transit services for their commute and some do not own a car. The well-developed network of tree-lined streets and paths make walking and bicycling in the station area easy and pleasant. Neighbors in the area take advantage of nearby Ventura Park for recreating, but also enjoy smaller green spaces and plazas created by development, and the improved sidewalk environment created by enhanced landscaping and additional street tree planting.*

*Outside the station area environment, the area largely remains in the development pattern established long ago. Neighborhoods of detached homes on generous lots flourish, although some infill development has occurred over the years. These neighborhoods are served by retail and service businesses along major streets in the community. In addition to businesses, major streets have also provided opportunities for higher-density housing outside of the established single-dwelling neighborhood areas.*

# Goals & Objectives

The following draft goals and objectives were developed for the 122<sup>nd</sup> Avenue Station area with input and feedback from the study working group.

## **Foster a stronger “Sense of Place”**

- *Create focal points of activity (nodes) that support concentrations of active businesses and residences*
- *Integrate neighborhood-serving businesses within areas that include established businesses that serve a larger market area*
- *Support light rail transit (MAX) investments with more intense development near the station area*
- *Create safe, defensible spaces*
- *Foster “greening” of the area through landscaping and sustainable stormwater management practices*

## **Enhance the Pedestrian Environment**

- *Create streets and pedestrian connections that are convenient, direct, comfortable, appealing and safe*
- *Improve the appearance of 122<sup>nd</sup> Avenue and other key streets with trees and other features*
- *Minimize the visibility of surface parking and vehicle storage areas; cluster parking where possible to serve multiple uses*
- *Organize parking access points to reduce conflicts with pedestrians & traffic*

## **Manage Traffic and Transportation**

- *Balance transportation modes and optimize the system*
- *Provide traffic calming and improve safety through street design*
- *Limit cut-through traffic in neighborhoods*

## **Improve Access to and within the Area**

- *Ensure access to the area through connections to the broader system (traffic, transit, bike, pedestrian)*
- *Plan for new streets where appropriate*
- *Improve existing and add new pedestrian crossings across 122<sup>nd</sup> Avenue*
- *Improve and add pedestrian connections east and west to link with 122<sup>nd</sup> Avenue and other key streets*

## **Catalyze Future Investment**

- *Build on synergies: link land uses and activities*
- *Foster a strong business environment to serve local and broader markets*
- *Emphasize high-quality design & durable construction materials*
- *Plan for foreseeable economic and development horizons, but do not preclude potential for new ideas or market changes*

# Opportunities & Constraints

Following initial market, transportation, and land use analysis, as well as interviews with major property owners and consultation with City staff, a sketch diagram was prepared outlining an early understanding of opportunities and constraints within the study area.

The resulting illustration indicates the major open space anchors (Ventura Park, Ventura Park Elementary School, and Menlo Park Elementary School) and assets (Midland Park) and the major commercial nodes (the Safeway / Target shopping center at the southwest corner of Glisan/122<sup>nd</sup> and the Staples/Walgreen's shopping center at the northeast corner of Glisan/122<sup>nd</sup>). Existing major buildings were noted, as were existing higher-density residential developments. The two major civic nodes (the Midland Library and the MAX station at Burnside/122<sup>nd</sup>) were documented as well.

This diagram also posited potential sites for significant investment in the future. Specifically, sites were highlighted that had some perceived degree of potential for major redevelopment, small-scale redevelopment, reconfiguration, or expansion. Many of the more noteworthy sites occur in close proximity to the major intersections of 122<sup>nd</sup> and Glisan, Stark, and Burnside. These sites include the Tri-Met Park & Ride site on the SE corner of 122<sup>nd</sup>/Burnside, the Multnomah County Sheriff site on the SE corner of 122<sup>nd</sup>/Glisan, and the parcels at the SE corner of 122<sup>nd</sup>/Stark. Smaller-scale redevelopment opportunity sites occur at the SW corner of 122<sup>nd</sup>/Stark, at the NW corner of 122<sup>nd</sup>/Burnside, and to the NE of 122<sup>nd</sup>/Glisan. In general, there is greater potential for large-scale redevelopment on the east side of 122<sup>nd</sup> within the study area, while smaller sites offer small-scale redevelopment opportunities on the west side.

The existing transportation system also was scrutinized, and opportunities for new connections and/or pedestrian crossings were noted. Many of these connections were lined up with existing roadways in the study area, while others were drawn to provide better connectivity to the major commercial streets.

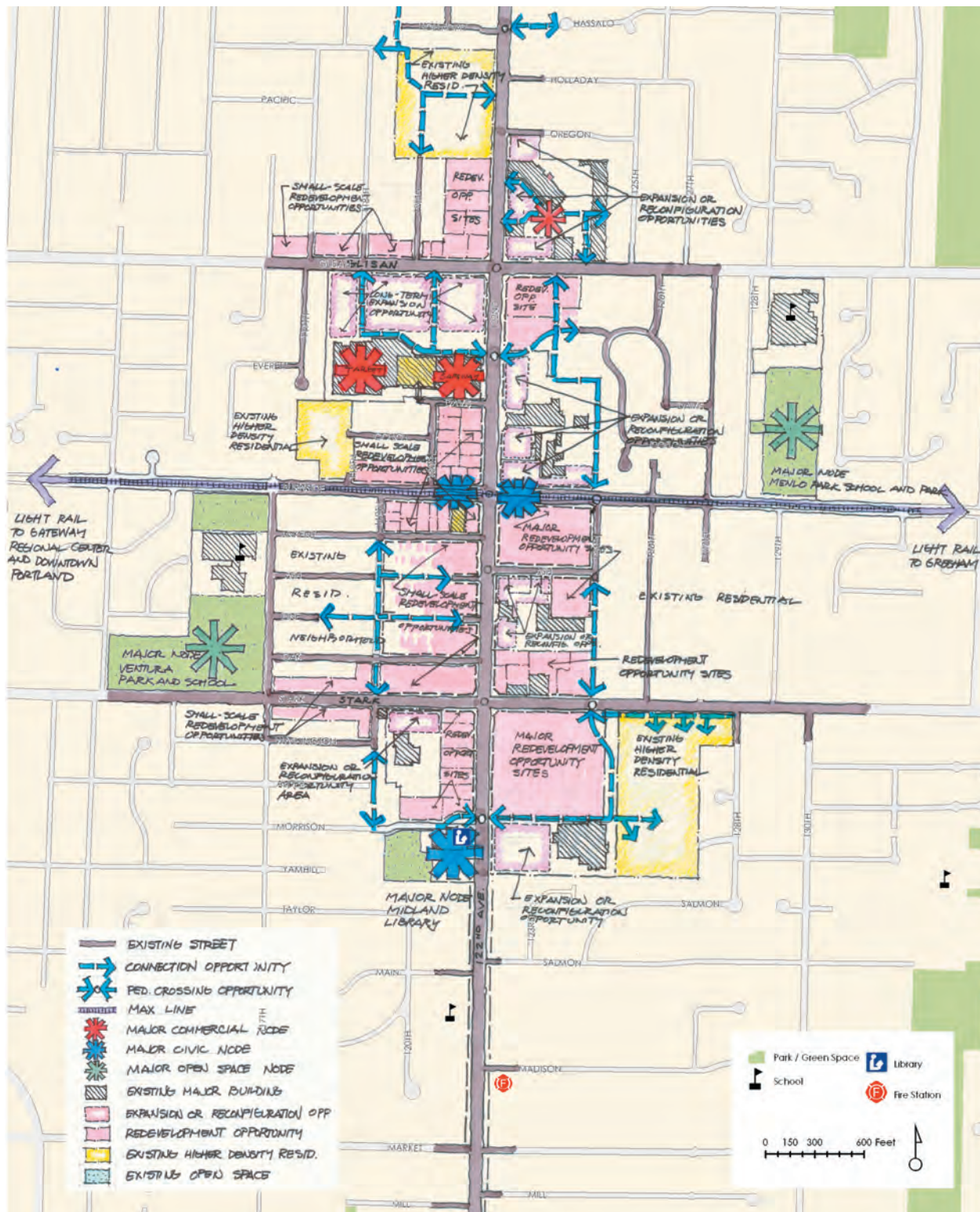
The opportunities and constraints diagram was presented to the public at the first scheduled Open House on February 7, 2005. Generally, the comments received included at this event included:

- Concerns about increased density;
- Desire for more green space;
- Desire for a better and safer pedestrian environment;
- Concerns about traffic flow in the study area;
- Hope for a more aesthetically pleasing 122<sup>nd</sup> Avenue corridor.

The opportunities & constraints diagram, further informed by these comments and the results of further analysis and study, formed the basis for the station area development concepts developed in the Spring of 2005.



# Opportunities & Constraints



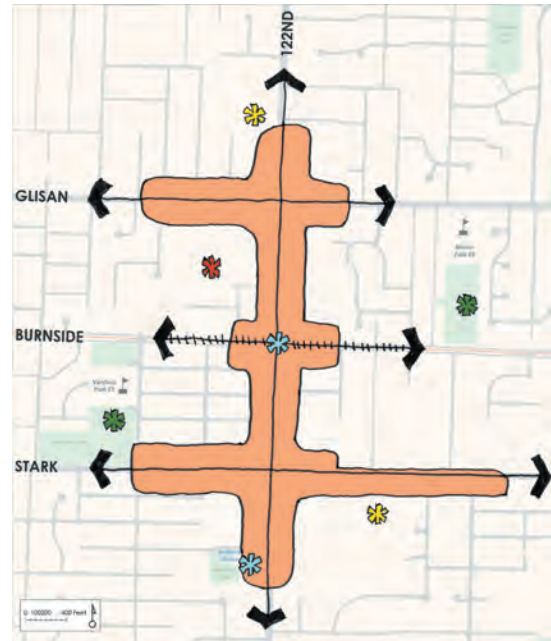
## 3. Concept Development

# Alternative Concept Scenarios

Four development concept scenarios were developed for the primary study area. They illustrate a range of policy approaches to exterior display and storage – from maintaining the City’s current prohibitions on exterior display and storage, to relaxing these regulations in certain locations and situations, to removing these restrictions altogether. Presented here are general diagrams illustrating the essence of the four concept scenarios, as well as text descriptions for each. (Detailed diagrams for each scenario are located in an Appendix to this report.)

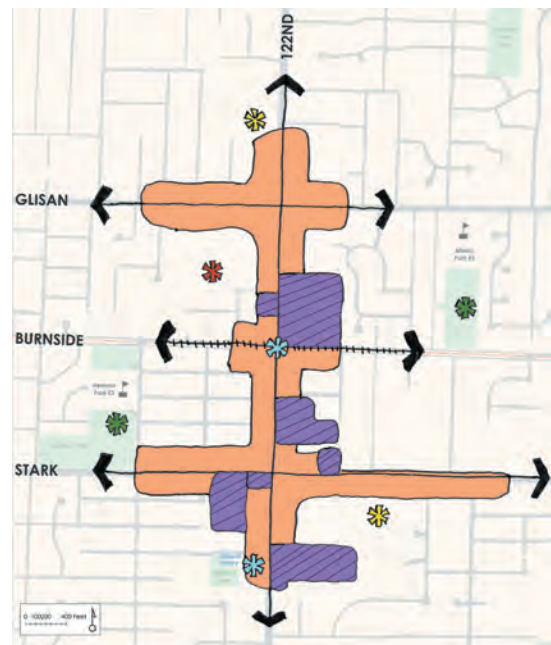
## **Scenario 1: Mixed-Use Station Area (Existing Policy)**

Scenario 1 envisions a mixed-use station area and encourages higher-intensity commercial and residential development. This scenario represents the stringent maintenance of current zoning code prohibitions of exterior display and storage within the station area. It supports pedestrian activity by increasing densities, pedestrian amenities, and the orientation of buildings to the street edge. Because of the prohibition on exterior display and storage, this scenario would require any new lumber yards, auto dealers, nurseries, etc. to enclose their displays, inventory, and services within a building. Similarly, significant reconfiguration of existing sites with exterior display and storage would require more building area and less exterior display and storage.



## **Scenario 2: Mixed-Use Station Area with Auto Dealer Reconfiguration**

Scenario 2 encourages a mix of higher-intensity commercial and residential development throughout much of the station area. However, it would allow some flexibility for established auto dealers. Specifically, it would enable existing dealers in the station area to reconfigure their operations on their existing sites by permitting a limited amount of exterior display and storage. The allowance of exterior display and storage under this scenario might be contingent upon the meeting of various criteria, including perhaps the provision of significant landscaping or screening. Reconfigured buildings would be required to be oriented (and proximate) to the street. Because exterior display and storage still would be generally prohibited, new uses that traditionally utilize exterior display and storage (auto dealers, nurseries, lumber yards, etc.) would need to internalize their inventory and storage.

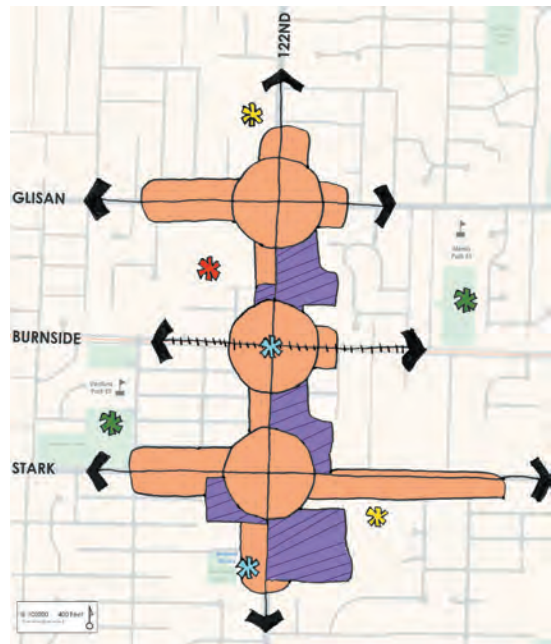




# Alternative Concept Scenarios

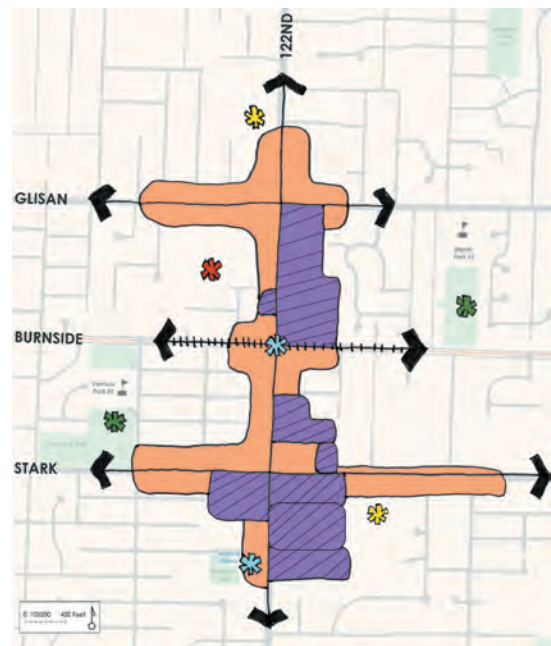
## **Scenario 3: Intersection Nodes**

Scenario 3 calls for creating nodes of pedestrian oriented, community-serving, development at key intersections. The current policy regarding exterior display and storage would be maintained within the primary nodes surrounding the intersections of 122<sup>nd</sup> with Glisan, Burnside, and Stark. These nodes would become the focal points for pedestrian activities and amenities, and could include community-serving retail and office development as well as housing. Auto dealers also would be permitted within these nodes, but would be required to maintain their display and inventory within a building. Between these nodes, current regulations regarding exterior display and storage would be altered to allow greater flexibility for existing auto dealers as well as new or expanded uses that traditionally utilize exterior display and storage. As with Scenario 2, the building, expansion, or reconfiguration of such uses would require that buildings be oriented (and proximate) to the street, and might also require the meeting of various other criteria, including the provision of significant landscaping or screening.



## **Scenario 4: Auto Dealer Emphasis**

Scenario 4 would allow considerable flexibility in the ultimate location of auto dealers and uses with exterior display and storage in the station area, including at key intersections and near MAX light rail. This scenario would represent a change in City policy by allowing exterior display and storage throughout much of the study area. The potential for the expansion of existing uses to potential redevelopment sites within the study area, coupled with the relatively strong purchasing power of auto dealers in general, could result in a station area with an even stronger auto dealer presence than is seen currently along 122<sup>nd</sup> Avenue and its major cross streets. Under this scenario, certain criteria in terms of orientation and proximity to the street, landscaping, and screening, would still need to be met for those uses utilizing exterior display and storage.



# Concept Development Conclusions

These four alternative concept scenarios were presented to the public for consideration at a workshop held on April 2, 2005. Both scenarios 1 and 4 generally were not received favorably by the public – the former as being too stringent in terms of its treatment of existing businesses in the station area, and the latter because of concerns regarding the relative freedom it would grant to uses with exterior display and storage and that it ultimately would transform the area into an auto mall. The two scenarios that received the most favor were scenarios 2 and 3 – the former because it recognizes the role of auto dealers in the area and would allow them to continue to operate, and the latter because it would encourage the creation of pedestrian-oriented nodes of development with community-serving land uses.



*At the April 2nd workshop, attendees expressed support for a development concept that supports existing local businesses, including auto dealers.*



*Workshop attendees also supported the notion of nodes with community-serving businesses.*



## 4. Station Area Concept & Recommendations

*This section describes the 122nd Avenue station area concept and recommendations in terms of connectivity, streetscape, sidewalk and setback standards, and site design considerations.*



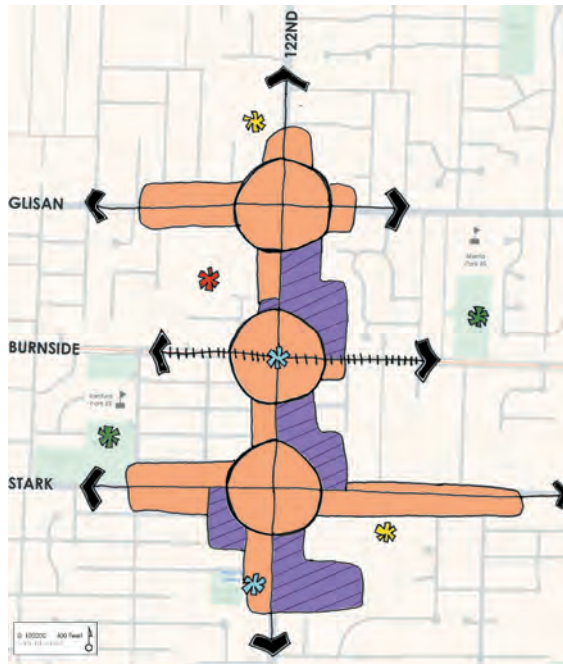
# Development Framework Concept

Based on comments received at the April workshop and those received from the Study Working Group, a refined station area development concept was formulated – combining the favored elements of Scenarios 2 and 3 into a single concept. The concept for the 122<sup>nd</sup> Avenue Station Area blends the established auto-oriented uses in the area with aspirations for a more transit oriented and pedestrian-friendly future.

The concept focuses pedestrian-friendly development and community-serving land uses at key intersections in the area. These intersections – 122<sup>nd</sup> with Glisan, Burnside, and Stark – are well-served by transit, and are the key community entry points to the 122<sup>nd</sup> Avenue main street. Because of its proximity to a major MAX station, the intersection at 122<sup>nd</sup>/Burnside is envisioned as a mixed-use “node,” with housing as a key component. The intersections of 122<sup>nd</sup> with Glisan and Stark are current locations for retail and services, and the concept calls for building on this foundation in a more pedestrian-friendly manner. To encourage the envisioned development at these three intersection “nodes,” exterior display and storage would not be permitted in new development. Existing uses at the nodes with exterior display could be allowed to reconfigure under certain circumstances.

Between the intersection nodes, the concept provides for more flexibility to accommodate land uses such as auto dealers that feature exterior display and storage as part of their site development. The concept envisions exterior display areas that are well designed and landscaped to provide an attractive environment for customers, as well as to enhance the area for pedestrians, bicyclist, and motorists. Exterior display would be permitted or allowed under certain conditions for those sites that currently utilize exterior display. These conditions might include reconfiguration of buildings that result in orientation and proximity to the street and more

## **General Development Framework Concept:**

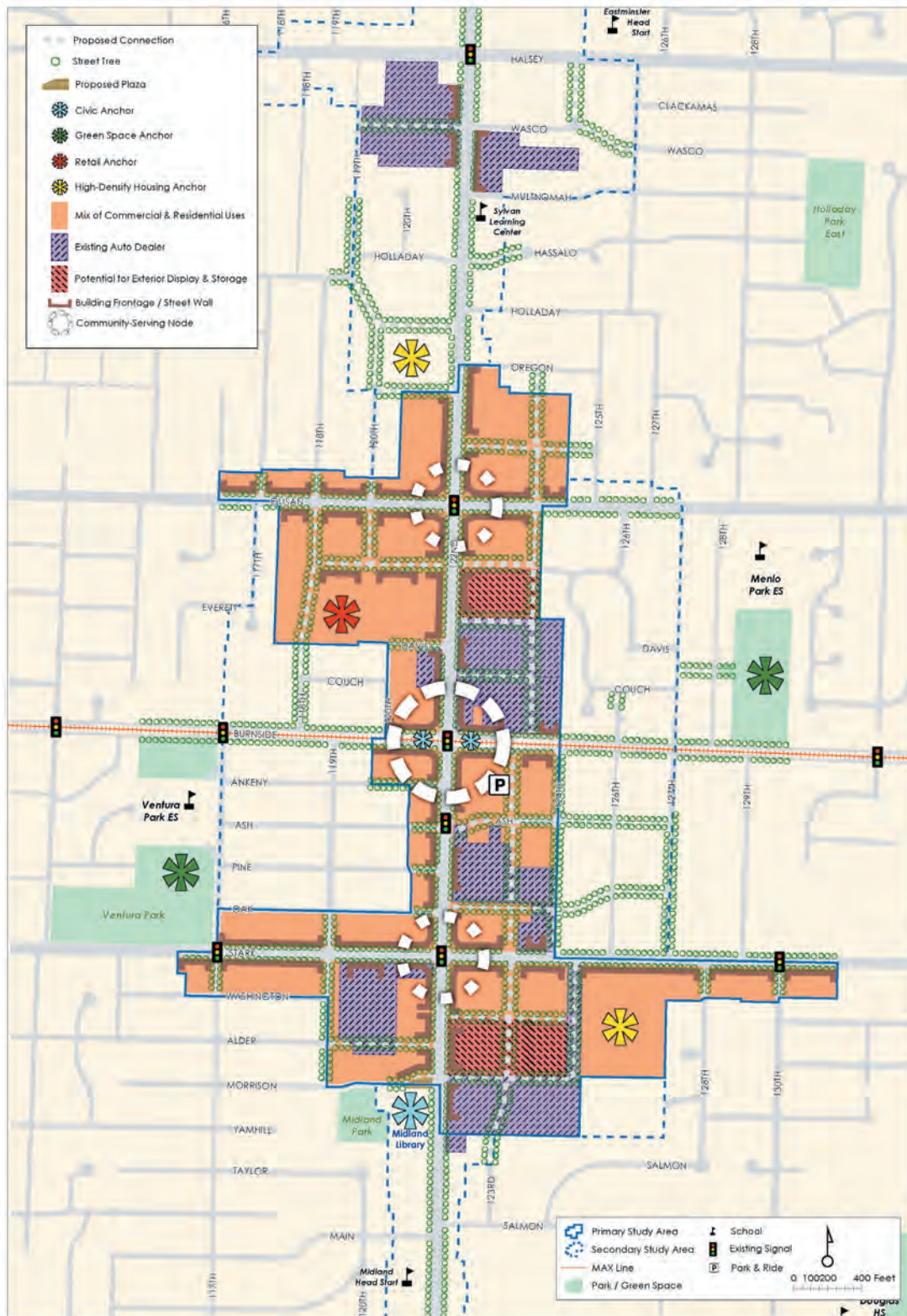


highly developed landscaping or screening. On other sites between the nodes, exterior display could be permitted for new or expanded uses, provided that similar criteria regarding building orientation and landscaping are met.

The station area development concept was presented to the public at the June 2005 workshop. The concept received general support from most attendees. Participants generally supported the notion of pedestrian-friendly nodes of development at the major intersections. They also supported the accommodation of new, expanded, or reconfigured uses that have exterior display and storage on certain sites between the nodes.

# Development Framework Concept

The diagram below is a detailed version of the refined development framework concept.



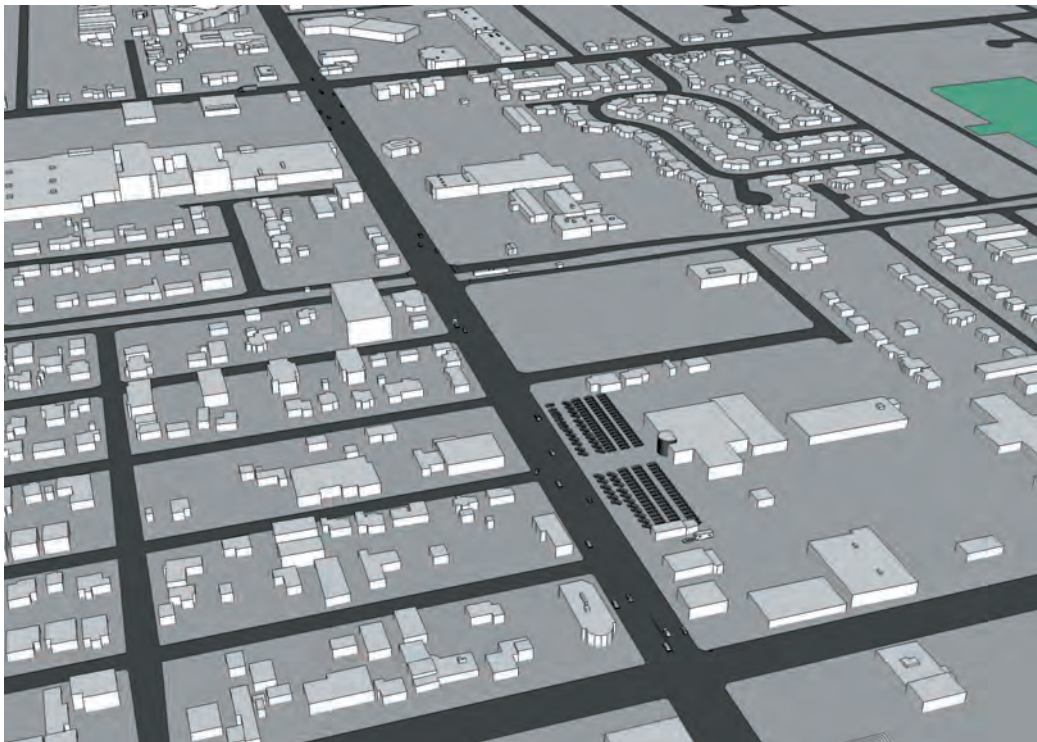
## 4. Station Area Concept



# Development Framework Concept

## 4. Station Area Concept

**Existing Conditions:**

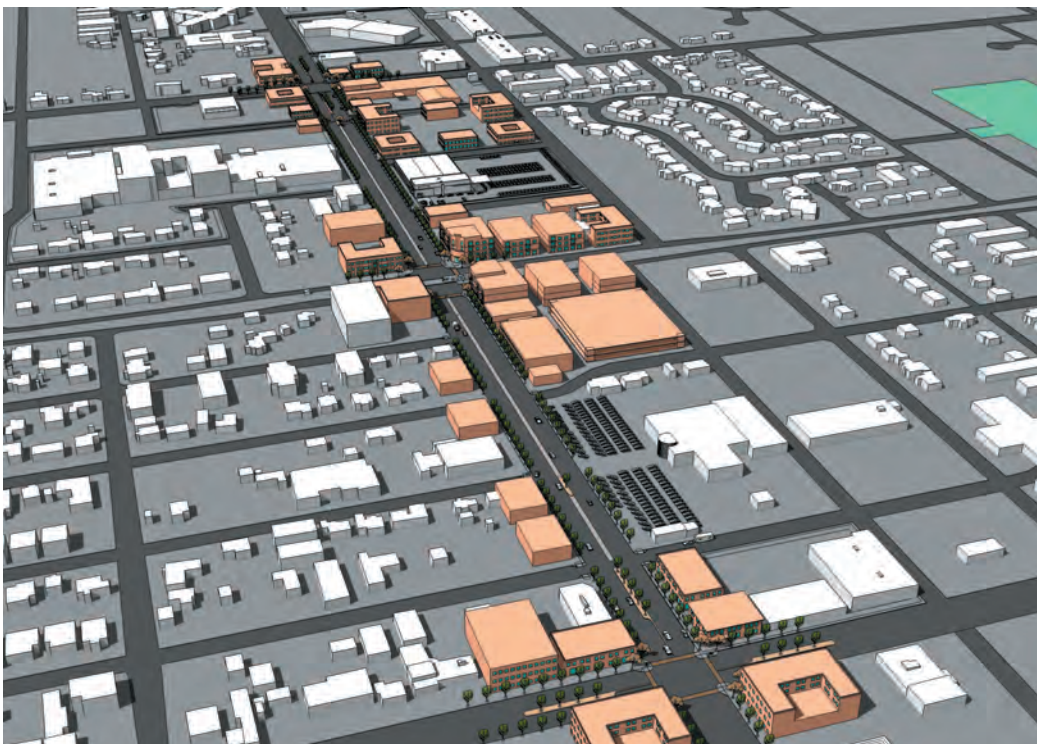


Glisan

Burnside

Stark

**Future Development Concept:**



Glisan

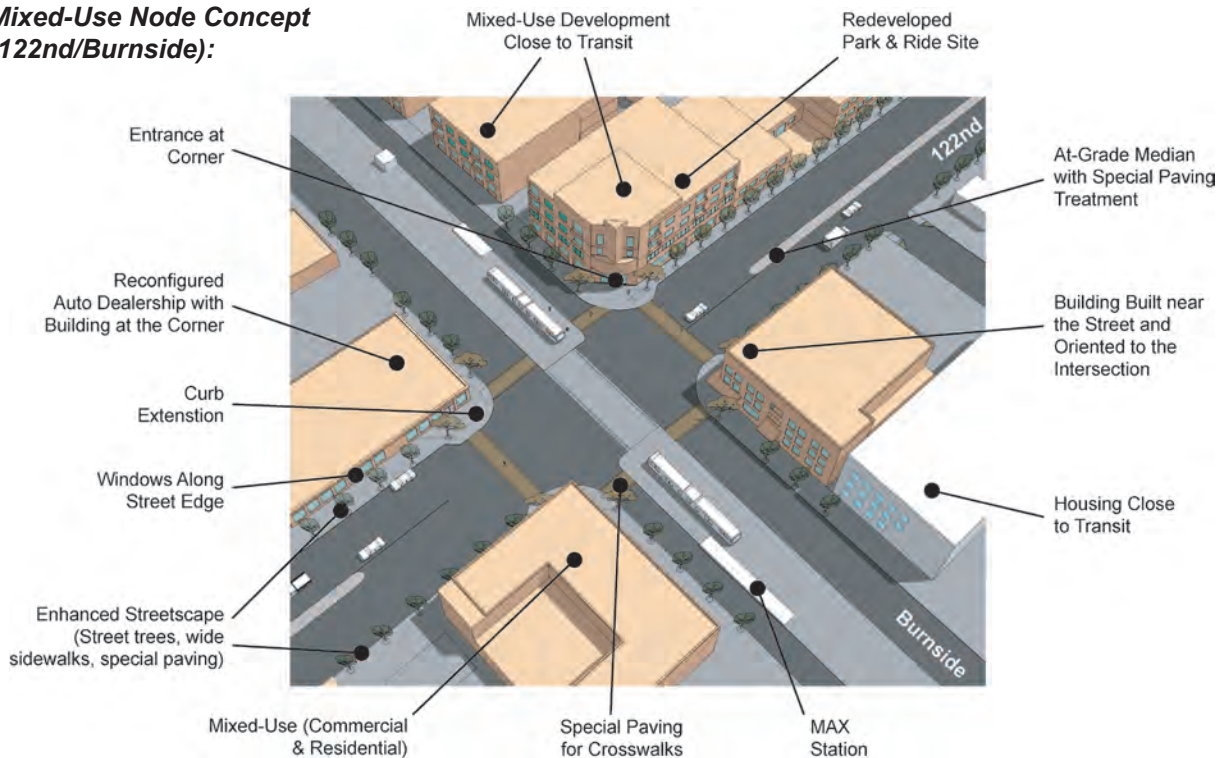
Burnside

Stark

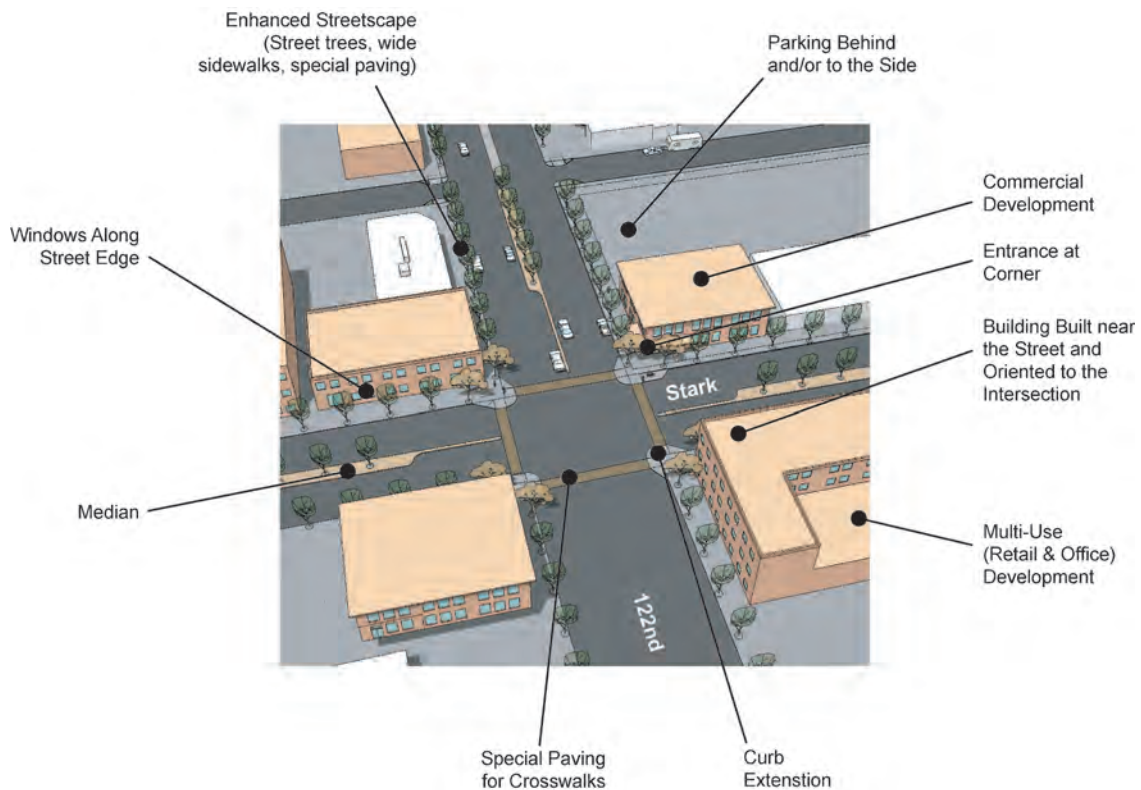


# Development Framework Concept

## **Mixed-Use Node Concept (122nd/Burnside):**

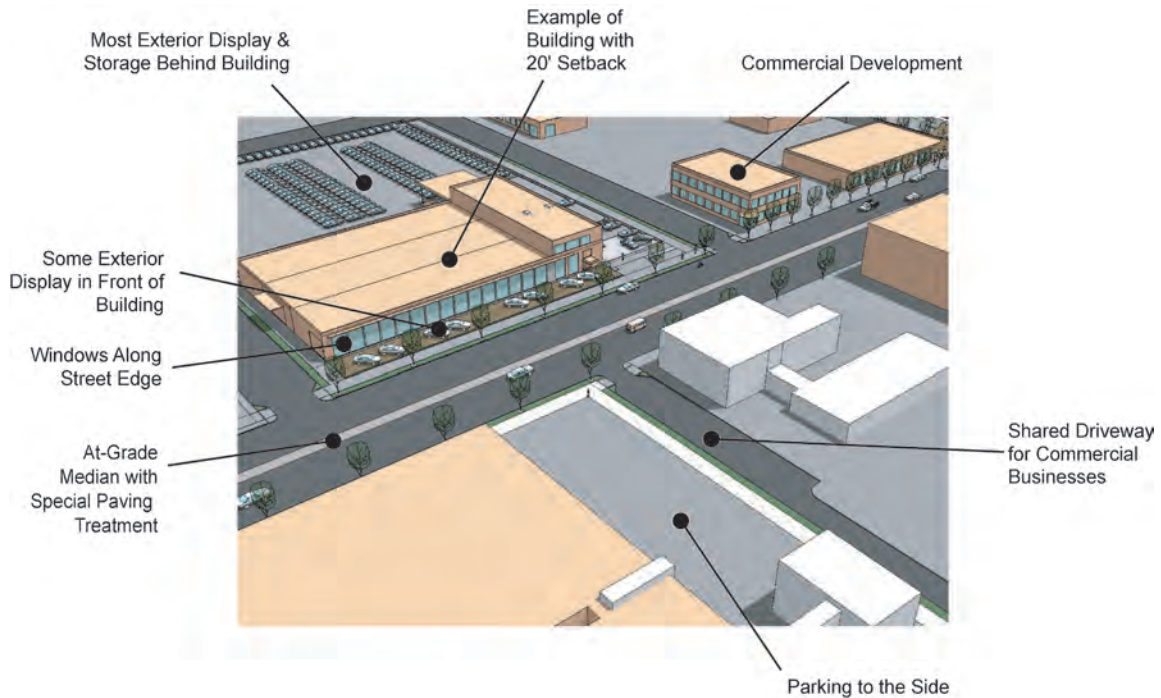
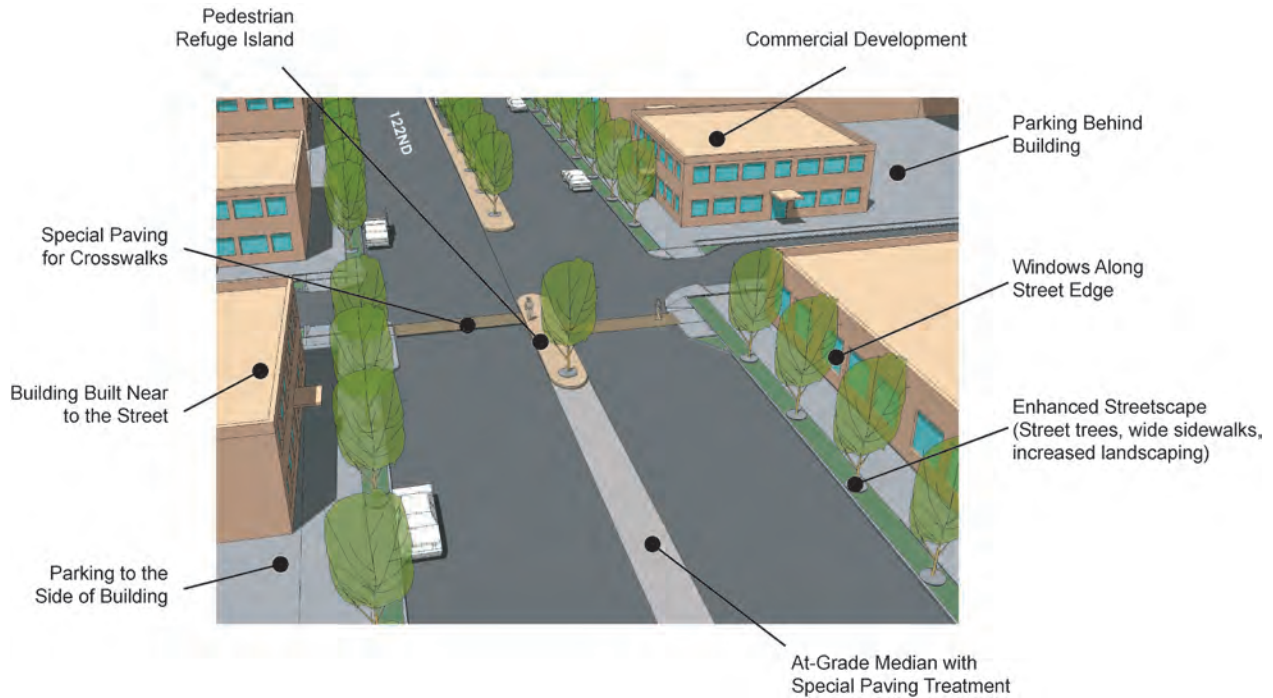


## **Multi-Use Node Concept (122nd/Glisan or 122nd/Stark):**



# Development Framework Concept

## Concept Between Nodes:





# Development Framework Concept

## Example Images:



*Corner Commercial Development*



*Commercial Streetscape*



*Corner Commercial Development*



*Mixed-Use Development*



*Higher-Density Residential Development*



*Corner Commercial Development*

# Development Concept: *Recommendations*

## **Intersection Nodes**

In general, the areas around the major intersections of 122<sup>nd</sup> Avenue and Glisan, Burnside, and Stark should become nodes of pedestrian-oriented development that include community-serving uses. When coupled with streetscape and connectivity improvements, concentrations of retail, office, and residential uses at these 'community corners' will help foster a pedestrian-oriented environment. Because of its immediate proximity to MAX, the 122<sup>nd</sup>/Burnside node also should contain residential components. As described elsewhere in this report, these proposed nodes currently contain several key sites that have various capacities for future redevelopment. Also, these nodes are easily accessed over the near term by pedestrians, bicyclists, transit users, and autos. Recommendations for these nodes follow below; specific recommendations for setbacks, landscaping, sidewalks, streetscape, and site development appear elsewhere in this report.

- Define the size of the intersection nodes as being generally within 200 to 300 feet of the 122<sup>nd</sup>/Stark intersection or 122<sup>nd</sup>/Glisan intersection and within 300 to 400 feet of the 122<sup>nd</sup>/Burnside intersection. These dimensions correspond approximately to the proposed master street plan. These distances should be refined further, taking into account existing development patterns, zoning boundaries, taxlot boundaries, closer scrutiny of the master street plan, and other factors.
- Maintain the current prohibition on exterior display and storage for new developments within the node areas. Provide for limited reconfiguration of sites with existing exterior display areas over the near- and mid-term.



*Development Concept: existing conditions (above) and potential future development & streetscape (below)*



## **Areas Between the Nodes**

In general, the areas between the nodes should allow for greater development flexibility, taking into account the functionality of businesses currently located in these areas, as well as market conditions and the potential for (re)development in the near- to mid-term. Recommendations follow below; specific recommendations for setbacks, landscaping, sidewalks, streetscape, and site development appear elsewhere in this report.

- Revise regulations that prohibit exterior display and storage. These revisions should be coupled with design requirements and regulations that provide a safer and more aesthetically pleasing pedestrian environment, minimize stormwater run-off and urban heat island effects, and allow for more intensive development to occur in the future.

# Connectivity

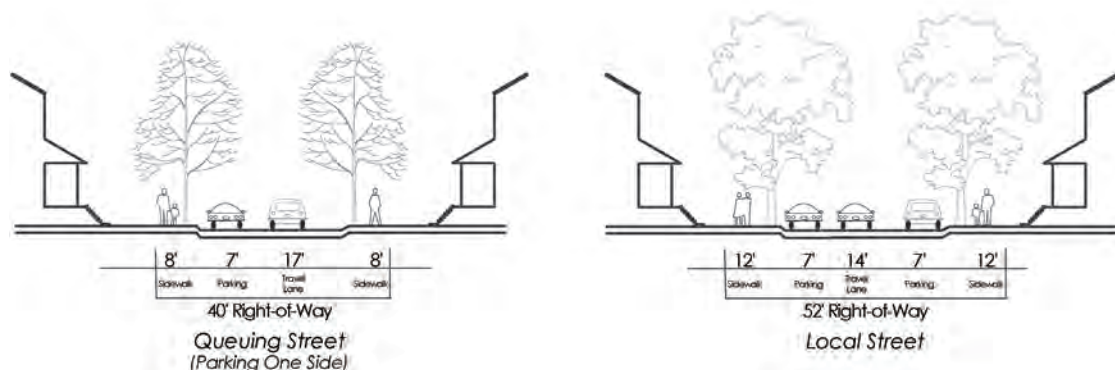
Streets and pedestrian connections provide access to activities. A network of connections allows users to choose the shortest and most convenient routes to a desired destination. Increasing “connectivity” – the frequency of connections to destinations – therefore increases the number of choices someone has to get from one point to another. A high degree of connectivity is particularly important in a transit station area, where walking is expected to increase over time as a travel mode of choice. Unlike inner Portland, which features a dense street network that provides multiple options, the 122<sup>nd</sup> Avenue station area and its surroundings are served by a widespread and discontinuous network of streets.

To improve connectivity, new streets or connections are required by the City when large properties redevelop; street locations are determined according to a master street plan. The 122<sup>nd</sup> Avenue station area does not currently have an adopted master street plan. In the absence of an adopted plan, Portland code currently states that new streets for the area should generally be based on a block size of 400 by 200 feet and should connect to the surrounding street grid.

A draft circulation plan was developed and presented to the public at the April workshop. In some cases, improvements were recommended for roadways, such as SE 119<sup>th</sup> Avenue south of SE Washington Street, that are currently unimproved. In other cases, new connections were recommended as extensions of existing streets – such as SE Ash Street east of SE 124<sup>th</sup> Avenue or SE Alder Street east of SE 119<sup>th</sup> Avenue. Lastly, some entirely ‘new’ connections were recommended. (A copy of the Draft Circulation Plan can be found in the Appendix.)

There was general consensus among participants that a ‘tailored approach’ to circulation was appropriate for the study area. Specifically, attendees felt that this area of Portland has a very different street and block pattern from the grid found in the close-in sections of Portland. There was support of a circulation plan that more closely fit the character and development pattern of the area. Attendees voiced some support for increased connectivity in the area, but also shared some concerns about certain connections and the impacts those connections might have on local businesses or nearby residential areas.

## Example Local Street Sections:





# Connectivity

The circulation plan was later revised to bring the plan into closer conformance with City and Metro goals for street spacing and to facilitate future development. Connections were adjusted and, in some cases, added to allow for more easily developable blocks and to more closely line up with existing roadways. A revised connectivity plan was presented to the public at the June workshop. As presented, the plan represents aspirations of what a street grid may eventually look like in the area, rather than a guide for immediate roadway construction. Current City practice holds that new connections are put into place only when practical and during significant (re)development.

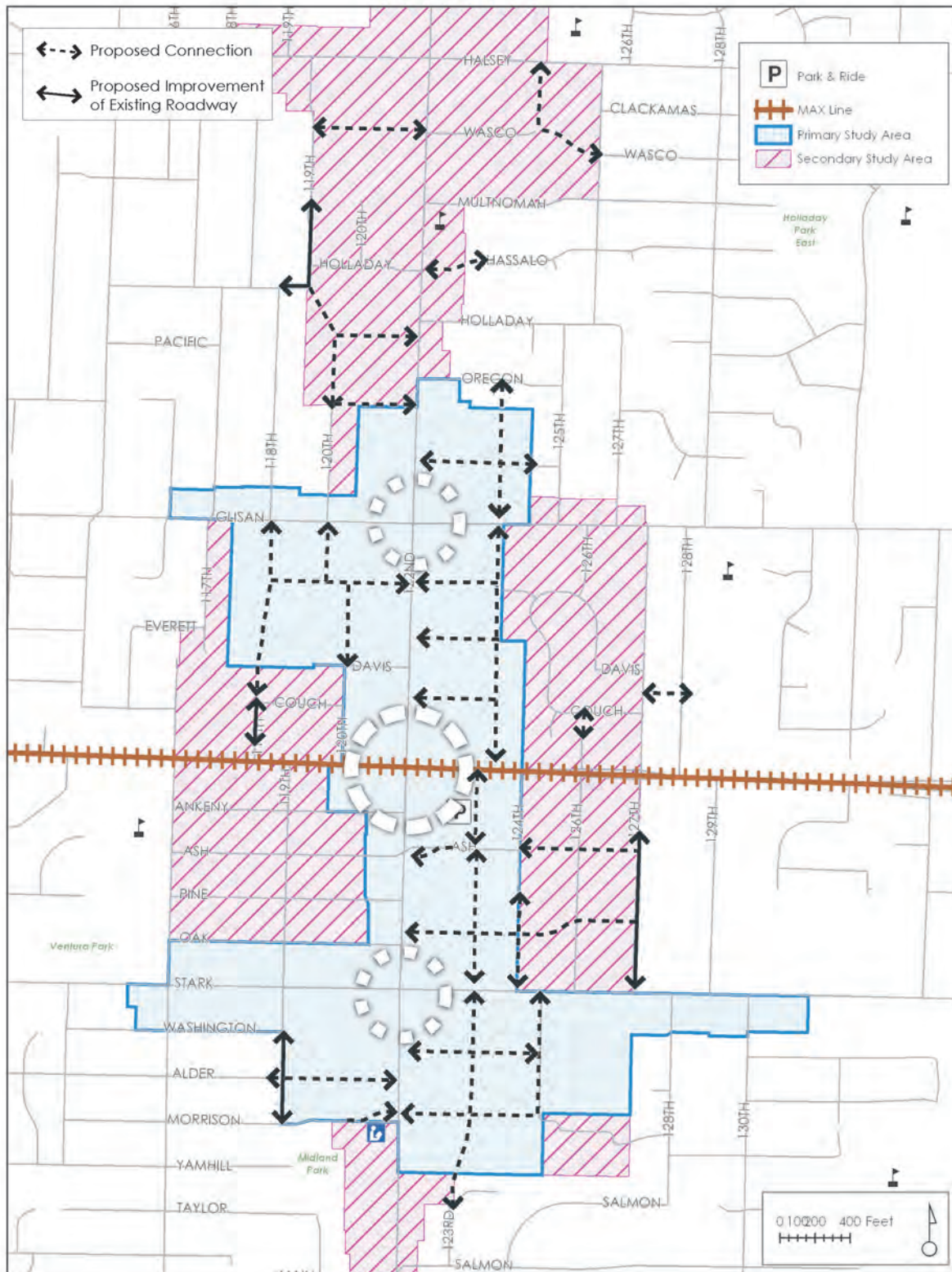
Except in the case of improvements to current roadways, the draft plan does not posit the types of connections that would eventually be installed. Instead, it provides approximate locations as a framework for the Portland Office of Transportation (PDOT) to utilize for determining locations for future roadways or pathways. While it was not determined whether or not individual connections would be local streets, private circulation routes, or pedestrian pathways, the working assumption throughout this process was that in all cases these future connections, at a maximum, would be of a 'local street' type. Also, it generally was assumed that new connections most likely would come as a result of significant redevelopment rather than through an active road-building effort by the City.

***Local Street Examples within the Study Area: SE Ankeny and SE Pine***



# Connectivity

## Connectivity Plan:



## 4. Station Area Concept

# Connectivity: *Recommendations*

The following are recommendations to improve connectivity in the study area:

- **Master Street Plan.** A master street plan should be adopted for this area. Such a plan will help guide future development and provide property owners with a clearer understanding of the implications for their properties. The connectivity plan proposed in this study should be used as the basis for this master street plan, but should be reviewed in greater detail by the Portland Office of Transportation. Planning for additional streets and connections in East Portland should also be done for those areas not included in the 122<sup>nd</sup> Avenue study that lack a master street plan.
- **Signals.** Continue working to develop a clear understanding of the future improvements needed for the traffic signals along the 122<sup>nd</sup> Avenue corridor within the station area. While implementation funding is uncertain, the Portland Office of Transportation (PDOT) has indicated that they are currently working on a list of potential signal operations improvements such as:
  - Reviewing signal timing and optimization.
  - Installing countdown “ped heads” to let pedestrians know how much time is left to cross.
  - Using a “leading pedestrian interval” to allow pedestrians to occupy the crosswalk before starting the parallel traffic.
  - Revising the loop detection layout to provide for more efficient “free” operation. (For example, the revised spacing at Powell and 82<sup>nd</sup> Avenue has helped.)
- **Access Management.** Access management is a tool that can be used to improve the traffic circulation at major intersections and also to make 122<sup>nd</sup> Avenue more pedestrian friendly. From field observations, it appears that some existing driveways are not being utilized (or are very under-utilized). These types of driveways could become part of the sidewalk and therefore enhance the pedestrian environment along the 122<sup>nd</sup> Avenue corridor. There is also the opportunity in some instances to combine driveways as new development occurs in the area. As new roadways are installed with redevelopment, driveways could even be further consolidated by removing them from 122<sup>nd</sup> and placing them along these new streets. Developing an access management plan would greatly assist the City in making decisions in the future related to land development opportunities within the project area.



# Streetscape

Local and regional plans posit 122<sup>nd</sup> Avenue as a “main street,” while the area of 122<sup>nd</sup> between Glisan and Stark is considered a “station community” and “pedestrian district” focused on the MAX station at Burnside. In order to beautify the station area, improve the pedestrian environment, and increase the safety of pedestrians, potential streetscape elements were explored and a streetscape concept plan was developed for 122<sup>nd</sup> Avenue and its major cross streets.

## ***Curb Extensions:***

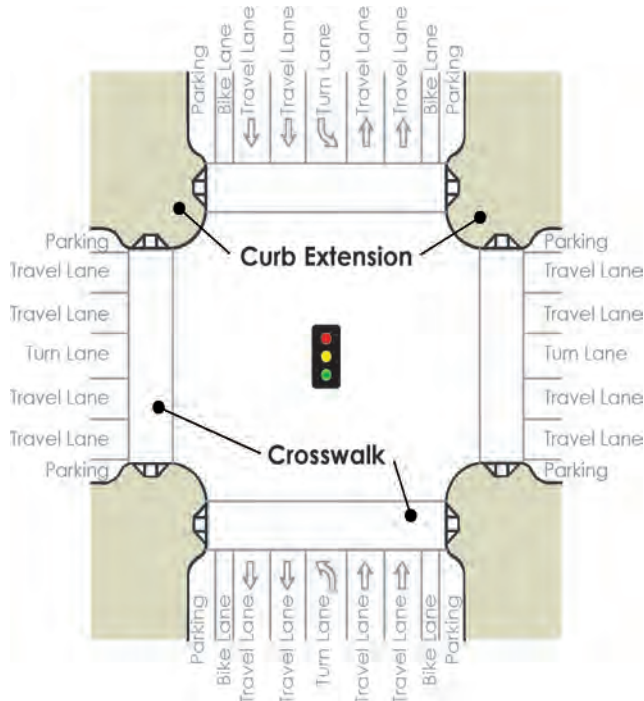
Curb extensions, also known as bulb-outs, are useful tools for reducing the pedestrian crossing distances in areas with on-street parking. Curb extensions increase pedestrian visibility, help control vehicular speeds, and enhance transit to an urban area. Curb extensions also provide a narrowing feel to the roadway at intersections.

Curb extensions must be designed to accommodate a variety of vehicle types. However, due to the speed, traffic characteristics, and importance of alternative modes along 122<sup>nd</sup> Avenue, the level of accommodation of large vehicles should be minimal.

Generally, curb extensions should be constructed to the full width of the on-street parking and should not block bicycle lanes. Special consideration is required in many situations for addressing drainage in conjunction with curb extensions. Also, the location of existing driveways may be a factor in retrofit situations.



*Curb Extension Example*



*Example Detail: Curb extensions at the intersection of 122nd and Glisan*

# Streetscape

## Medians:

A median is the area of a roadway that separates opposing directions of travel. Curbed medians can either be traversable (hardscape that can be crossed by a pedestrian) or non-traversable (planted to discourage pedestrian crossing). Medians can enhance traffic flow on a given street by reducing cross movements and left turns.

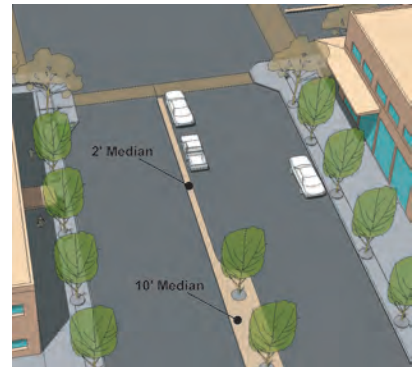


*Median Example*

Medians also can serve aesthetic and traffic calming functions. If landscaped medians are used, plantings should be low enough so that they do not obstruct visibility and spaced far enough apart to allow for pedestrian passage. Medians provide friction between the median and the motor vehicle driver, which may help in calming traffic speeds.

Where medians are required to maintain acceptable traffic flow and safety, it is important to evaluate options that reduce the impact on pedestrian crossing and safety. When medians are not needed for turning movements but are needed for pedestrian crossings, the width of the pedestrian crossing median should be a minimum of 6', and preferably 8-11'. In tightly constrained areas, a 4' median can be used, and a 2' median can be utilized to

control turning movements at locations near the left turn bays of signalized intersections (such as at 122<sup>nd</sup>/Glisan and 122<sup>nd</sup>/Stark). Median installations can be accompanied or augmented by curb extensions, mid-block crossings, pedestrian refuges, or other treatments to further improve pedestrian safety. Median type, width, and length should be determined following an engineering study of circulation characteristics of the surrounding transportation system, as well as of development patterns, driveway locations, and pedestrian and bike needs.



*Potential median treatment on 122nd Avenue*



*Unique paving material in center turn lane*

Another type of median, utilized elsewhere in Portland and the region, is one that is at-grade but employs a different paving treatment. Such a treatment would enhance the streetscape and provide the appearance of a median, but would still allow left-turns. Because of its unique appearance and texture, this specially-paved median would discourage drivers from traveling in the center turn lane. A specially-paved median could evolve over time; discrete sections of it could be transformed into full medians as driveways are consolidated and new connections are constructed.

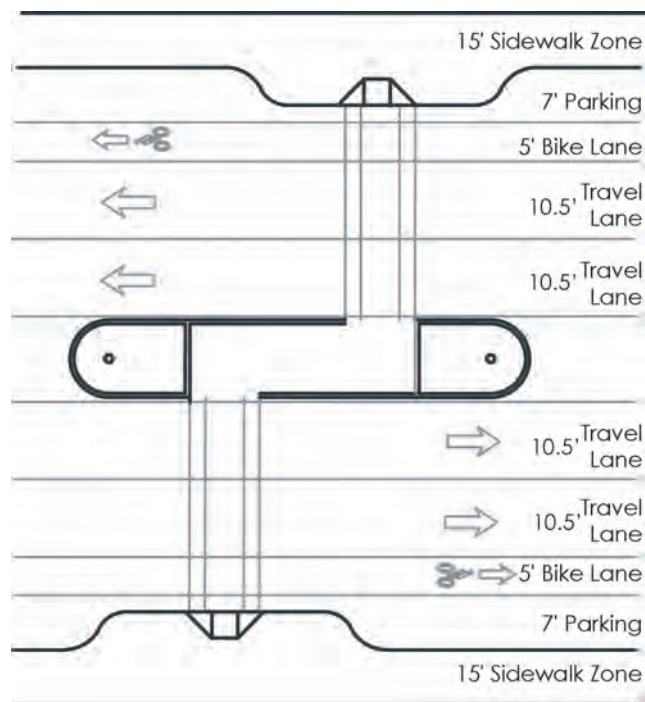
# Streetscape

## ***Pedestrian Crossings and Refuge Islands:***

Pedestrians need to have frequent, safe, well-designed crossings of the major streets within the study area. The use of various infrastructure elements (including curb extensions, channelization islands, and median islands) can reduce the crossing distances for pedestrians while improving pedestrian visibility and safety. In some situations, the use of mid-block pedestrian crossings may be viable and could enhance pedestrian mobility and circulation within the study area. Pedestrian refuge islands, approximately 10' in width, could be utilized at key locations, and should be accompanied by curb extensions to further shorten crossing distances. A "Z" crossing design can further increase pedestrian safety by requiring pedestrians to look towards on-coming traffic before leaving the pedestrian refuge. Such islands must comply with City standards, including appropriate striping, signage, and signalization as required. Their precise locations should also be examined in conjunction with local bus stops to facilitate transit-related pedestrian crossings.



*Existing pedestrian refuge island on 122nd north of Glisan*



*Proposed pedestrian refuge ("Z" crossing)*

## ***Trees and Landscaping:***

Besides providing a street with a more inviting and visually pleasing effect, landscaping, especially trees, can be a traffic calming technique. Trees provide a vertical element, much in the same way that adjacent buildings do, which has an impact on the vehicle driver. A row of trees gives the appearance to the driver that the roadway is narrower, thereby calming traffic. Trees and other landscaping features need to be located in the appropriate location so that sight distance, especially at intersections, is not compromised. The same consideration should be given to landscaping features located at pedestrian crossing islands and medians.



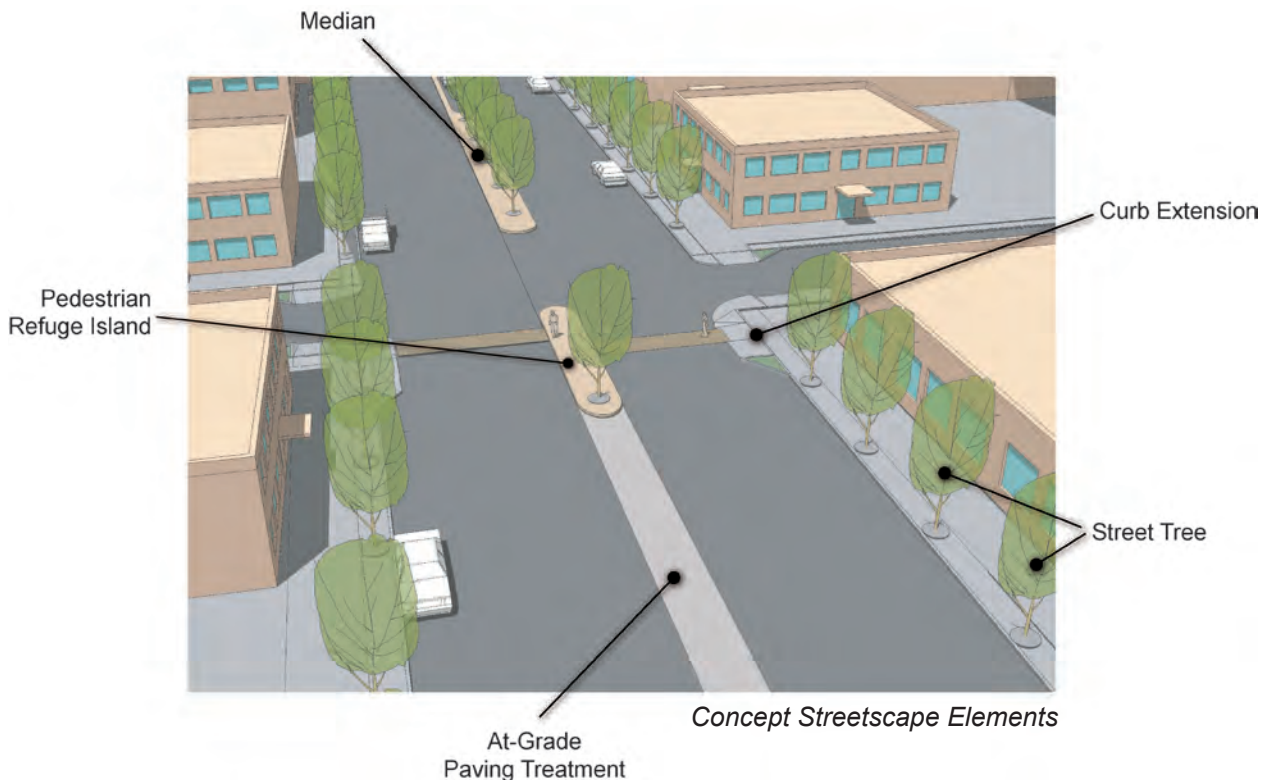
# Streetscape

## **Draft Streetscape Plan:**

Elements of a draft streetscape plan were prepared and presented to the public at the April workshop. This diagram included ideas for street trees and pedestrian-scale lighting throughout the study area, curb extensions at the major intersection nodes, and medians and pedestrian refuge islands at select locations. Attendees generally supported the beautification of the station area as well as the notion of making the area safer and more attractive for pedestrians. Specific concerns arose around the curb extensions, especially in those situations that would require the elimination of free right turn lanes. Concerns were also raised about the intersection of 122<sup>nd</sup> and Burnside – about signal timing, MAX prioritization, turn movements, and the risky behavior currently exhibited by pedestrians crossing against signals in order to catch MAX trains. (A copy of the Draft Streetscape Plan can be found in the Appendix.)

## **Refined Streetscape Plan:**

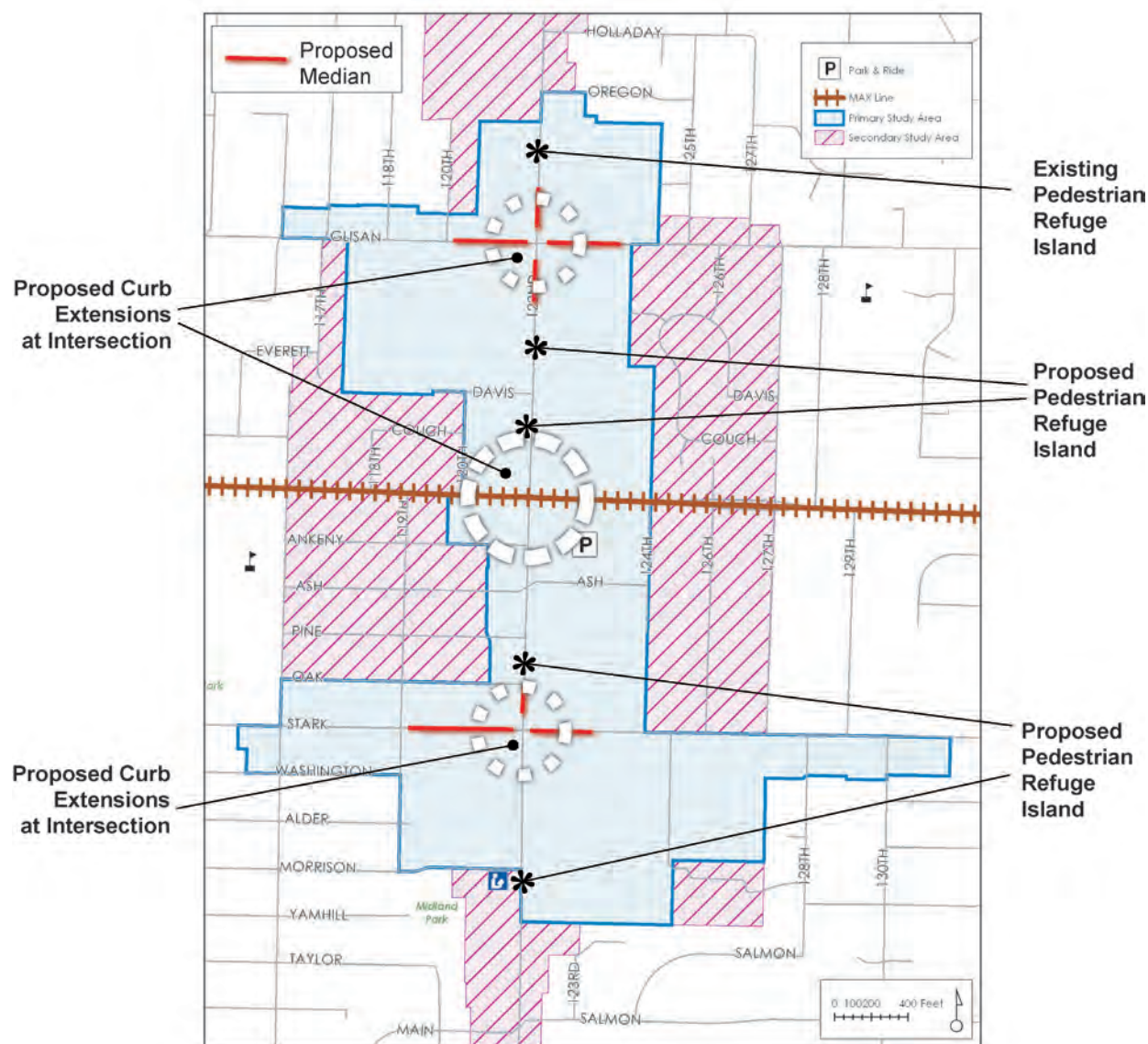
The refined streetscape plan was developed following the workshop and revisions to the connectivity plan. The refined streetscape plan maintains the notion of curb extensions at the intersection nodes. It also provides more specific locations for modest medians designed to improve safety by limiting conflicting left turn movements. It recommends several locations for pedestrian crossing islands on 122<sup>nd</sup> Avenue (see Streetscape Plan map). In areas not taken up by curbed medians or pedestrian islands, a unique pavement treatment could be utilized, such that the roadway be given a median-appearance, while still allowing full vehicular mobility across this treatment. Concepts for street trees, landscaping, sidewalks, setbacks, and frontage requirements were also presented, and are discussed in detail below.



# Streetscape

The refined streetscape plan was presented to the public at the June workshop. In general, attendees supported the idea of making infrastructure improvements that would increase safety for pedestrians. However, attendees strongly recommended that all such improvements (medians, curb extensions, pedestrian refuge islands) be studied thoroughly prior to implementation to ensure that traffic flow and turn movements would not be hindered as a result of their installation. It also was suggested that analysis of recommended improvements be coordinated with studies for new roadways and improved access management.

## Refined Streetscape Plan:





# Streetscape: *Recommendations*

Streetscape recommendations include the following:

- Streetscape Improvements.** Opportunities exist to improve the pedestrian environment and traffic flow throughout the station area. Some suggestions include the installation of curb extensions, medians, and pedestrian crossing islands – with specific locations coordinated with the proposed connectivity plan. The installation of any of these devices will require further analysis. Curb extensions may conflict with the current configuration of some of the intersections along 122<sup>nd</sup> Avenue and further analysis would be needed to be able to balance the demand for right turning movements and the ability to make pedestrian crossing safer. Given proper study and analysis, the minimum recommended streetscape improvements (and locations) include the following:
  - Curb extensions at the major intersections of 122<sup>nd</sup> and Burnside, Glisan, and Stark;
  - Curbed medians of varying lengths on all four legs of the 122<sup>nd</sup> / Glisan intersection;
  - Curbed medians of varying lengths on the east, west, and north legs of the 122<sup>nd</sup> / Stark intersection;
  - At-grade median treatment (special paving material) at areas between intersections without curbed medians;
  - Pedestrian refuge islands with curb extensions on 122<sup>nd</sup> in the following locations: adjacent to the Midland Library; north and south of NE Davis; and between SE Pine and SE Oak;
  - Up-graded paving materials for crosswalks in key locations.
- On-Street Parking Study.** The on-street parking-related issues deserve additional analysis. From field observations at various times during the day, it appears that the current on-street parking on 122<sup>nd</sup> Avenue is not utilized to its full potential. A possible solution would be to work with the merchants and property owners in the area to develop a parking plan that would take into consideration the elimination of on-street parking at key locations along 122<sup>nd</sup> Avenue in order to create traffic calming elements and pedestrian amenities, such as curb extensions and planting areas. At a minimum, an in-depth on-street parking inventory should be conducted, as well as a study of those points at which unused parking areas are being used as *de facto* travel lanes, potentially endangering bicyclists and pedestrians.

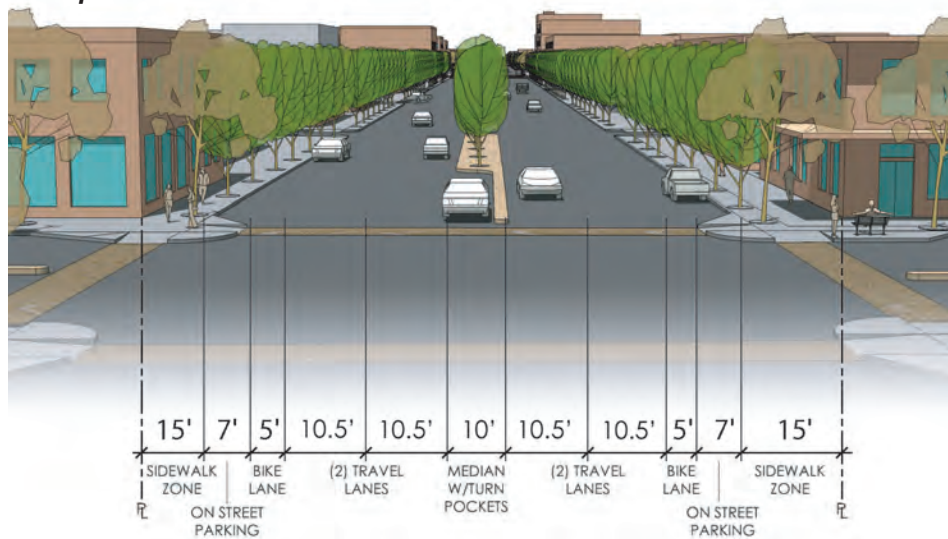


*Mid-block curb extension used in conjunction with current pedestrian refuge north of Glisan*

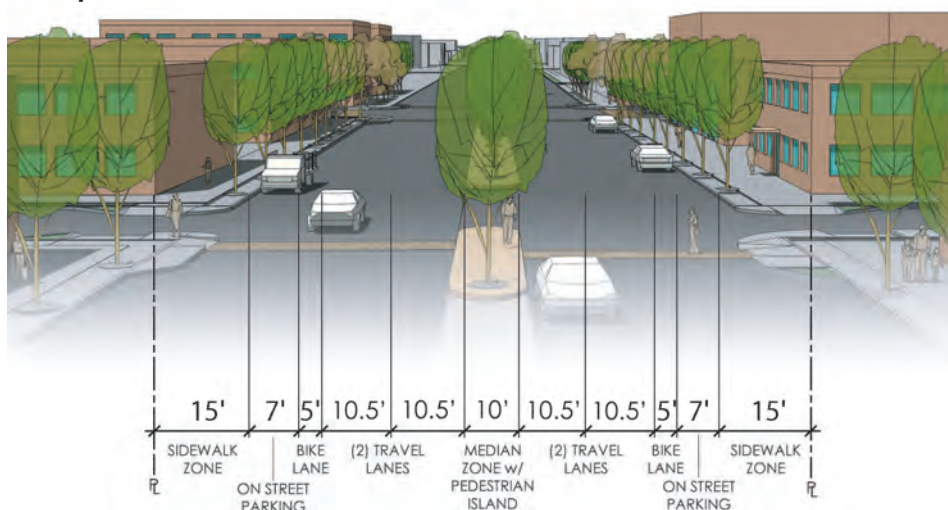
# Streetscape: *Recommendations*

- Refinement Plan.** The development of a refinement plan would be the next step for this project. A detailed traffic analysis should be undertaken for the intersections along 122<sup>nd</sup> Avenue to determine existing conditions and analyze models of projected future conditions (perhaps at five, ten and twenty year periods). This study should also include a more detailed review of traffic accident data in order to develop solutions to the types of accidents and any consistent and problematic patterns that occur in the station area. This level of analysis would help to determine the type of improvements that need to be in place in order to support the additional land development proposed in the area. This analysis and planning could be utilized to develop a comprehensive capital improvement program for the area. The refinement plan should also incorporate the access management plan and traffic safety analysis discussed above.

**Example Street Section for Node Areas:**



**Example Street Section for Areas Between the Nodes:**



# Sidewalks & Setbacks

## Pedestrian Environment

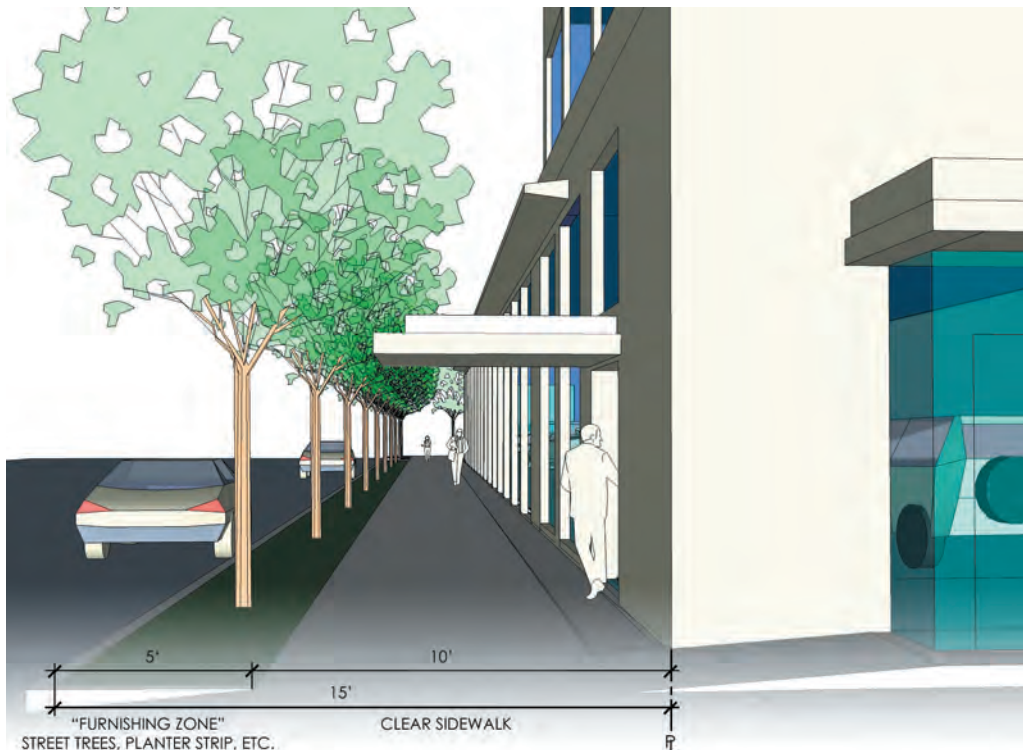
The public was generally supportive of the ideas presented regarding potential sidewalk design, landscaping, building frontage requirements, setback allowances, ideas for exterior display and storage, and restrictions on temporary exterior signage.

In general, all of the pedestrian environment design concepts contain a 5' furnishing zone between the curb and the sidewalk, and an 8'-10' concrete sidewalk to the property line. These improvements to the public right-of-way would most often be made during the redevelopment of individual properties. Several permutations illustrating these concepts are presented below.

At the nodes, the preferred treatment of the furnishing zone area is to use a permeable paving surface, such as pavers or porous concrete. This approach provides an area that can serve pedestrians as an extension of the sidewalk area, but allows for stormwater runoff infiltration.

In areas between nodes, the furnishing zone should be either landscaped or hardscaped to manage sidewalk stormwater runoff. A landscape treatment may be preferred for "greening," aesthetic, and stormwater management purposes when ongoing maintenance is likely.

**0' Setback.** There are currently no required building setbacks in the study area; this illustration represents the typical condition allowed under current City code. It depicts a 5' furnishing zone with a permeable surface and street trees, a 10' sidewalk, and buildings built to the property line with entrances oriented to the major streets.



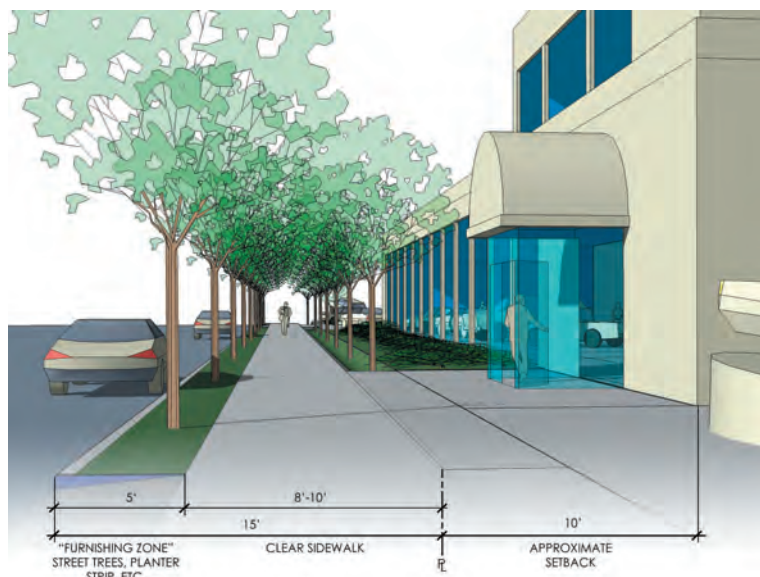


# Sidewalks & Setbacks

**0' Setback with Hardscape.** This scheme utilizes a permeable hardscape such as concrete pavers or porous concrete in the furnishing zone (with trees in wells), thereby providing a larger sidewalk area. This condition is envisioned for the community-serving nodes at the major intersections of 122<sup>nd</sup> and Glisan, Stark, and Burnside – where pedestrian activity is expected to be the greatest.

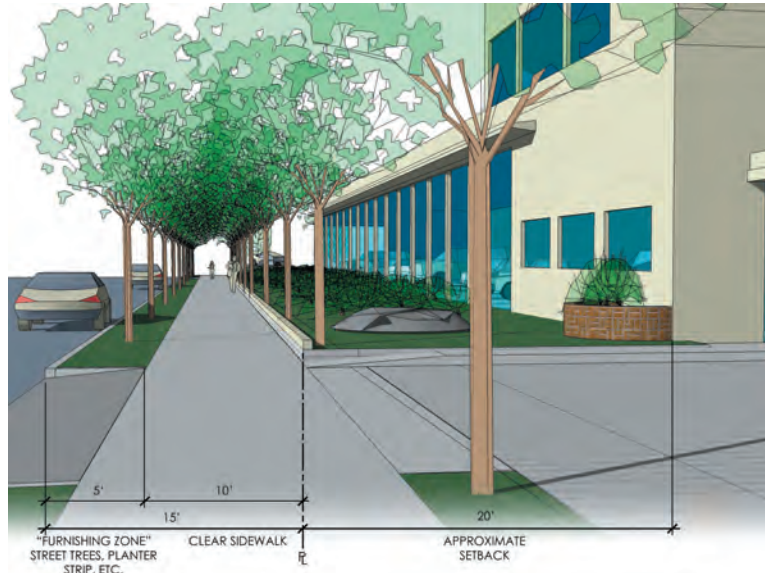


**10' Setback.** This variation allows for a 10' setback between the property line and the building frontage. This setback would allow for additional landscaping, perhaps even a second row of trees. A 10' setback is currently allowed under existing City code. At the intersection nodes, this setback may be hardscape to allow for outdoor seating, etc.

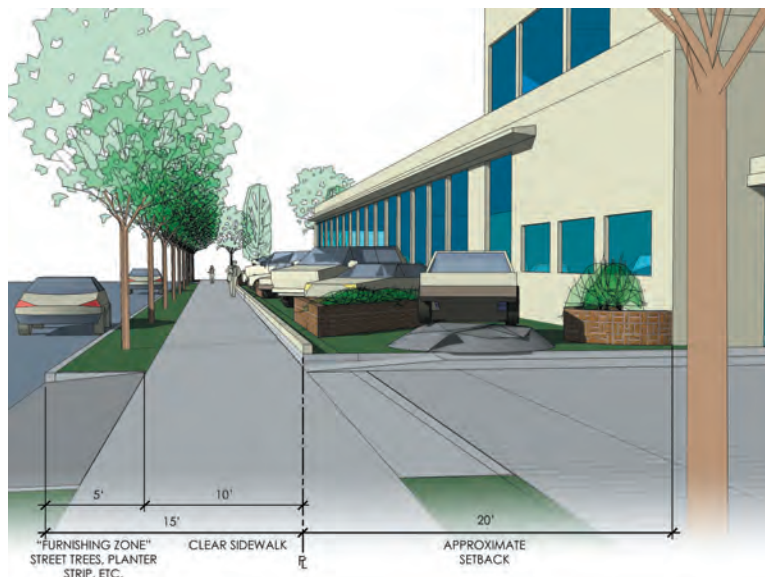


# Sidewalks & Setbacks

**20' Setback with Landscaping.** In the areas between the nodes, a 20' setback may be allowed for certain uses and developments, provided that certain criteria (regarding building frontage, landscaping / screening, window and entrance orientation) are met. This variation would allow for generous landscaping – even a second row of trees – between the sidewalk and the building.



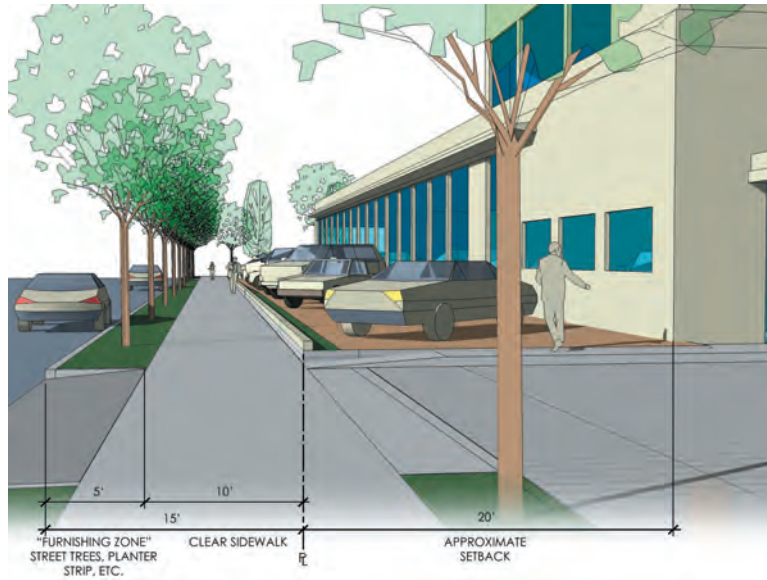
**20' Setback with Landscaped Exterior Display.** In the areas between the nodes, a 20' setback may be allowed for certain uses and developments provided that certain criteria (regarding building frontage, landscaping / screening, window and entrance orientation) are met. These criteria may also be imposed to allow for limited amounts of exterior display of products such as automobiles. In this variation, generous landscaping is utilized as an integral part of a tasteful exterior display.



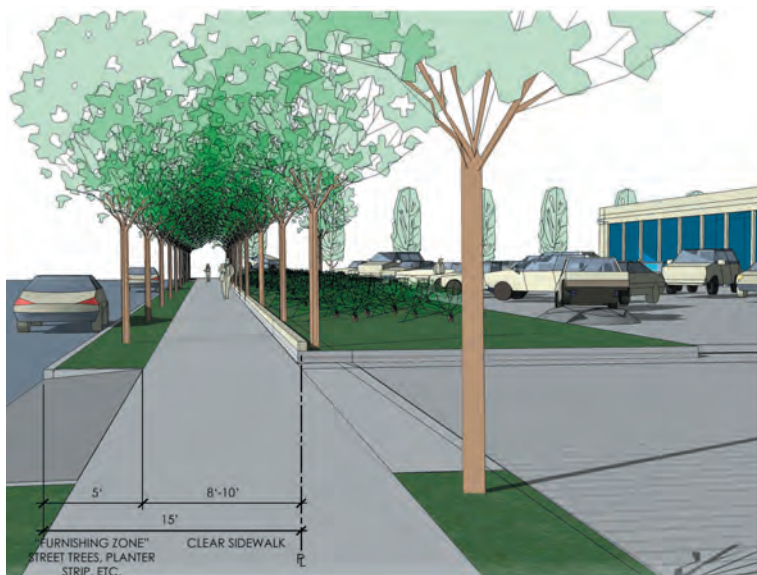


# Sidewalks & Setbacks

**20' Setback with Hardscaped Exterior Display.** In the areas between the nodes, a 20' setback may be allowed for certain uses and developments provided that certain criteria (regarding building frontage, landscaping / screening, window and entrance orientation) are met. These criteria may also be imposed to allow for limited amounts of exterior display of products such as automobiles. In this variation, a plaza (with unique pavers) is created between the building and the sidewalk for exterior display.



**Setback for Reconfigured Sites with Exterior Display.** In this variation, which would only apply to existing auto dealerships that are reconfiguring, a generous landscaped buffer would be required between the back of the sidewalk and a limited amount of exterior display.



# Sidewalks & Setbacks: *Recommendations*

The following recommendations are for the areas in the public-private interface – those areas in which private property (building frontages, setbacks, landscaping) meet the public realm (sidewalks, furnishing zones). General recommendations to apply throughout the study area include the following:

- Regulate the amount, type, and duration of temporary signage and displays in the public right-of-way or in setback areas.
- In order to foster a stronger pedestrian environment, improve building frontages and landscape areas by allowing no more than 50% of a site's frontage on transit streets to be dedicated to open vehicle parking, storage, or display.
- To improve pedestrian visibility and safety, provide enhanced pedestrian-scale lighting.
- Implement improved streetscape, including upgraded sidewalks, street trees, lighting, etc.
  - Street trees should be of a significant size capable of providing ample shade for the entire sidewalk width; tree canopies should be high enough such that there is high visibility for ground-floor businesses.
  - Street furniture and amenities (benches, trash cans, fountains, public art) should be consistently applied throughout the study area.



*Improved streetscape, minimal setback, windows and doors oriented to the street*

Specific recommendations for intersection nodes and the areas in between are as follows:

## **Intersection Nodes**

- Maintain existing maximum building setback standards of 0-10 feet.
- Require windows and doors on all street frontages to enhance visibility for retailers, and provide opportunities for “eyes on the street.” Primary entrances should be provided on the primary transit street, and should be oriented towards node corners when development occurs at an intersection node
- Use special trees and plantings to give further distinction to the nodes.
  - In nodal areas, street trees should be placed in wells surrounded by hardscape, thereby allowing for wider sidewalks in the areas where pedestrian activity is expected to be the greatest.



*Temporary signage should be limited in the right-of-way and in setback areas*

# Sidewalks & Setbacks: *Recommendations*

## ***Areas Between the Nodes***

- Allow building setbacks of 0-20 feet for uses that incorporate exterior display or have residential components.
- Require windows and doors on all street frontages to enhance visibility for retailers, and to help promote “eyes on the street.” Primary entrances should be provided on the primary transit street.
- Provide incentives for developers / property owners that provide a second row of trees along the back of sidewalk on private property. Such a provision should be a requirement for any renovation projects that might be exempted from the maximum setback due to existing building configuration.
- Allow exterior display of merchandise in the zone between buildings and the sidewalk according to design standards:
  - Separate display areas from the sidewalk with a protective landscape buffer and, where possible, a minor grade difference
  - Use special concrete or pavers for hard surfaces to create a plaza-like display area. Consider a minimum percentage (10-15%) of ‘soft elements’ (plant material and/or water elements) in these exterior display areas.



# Site Design

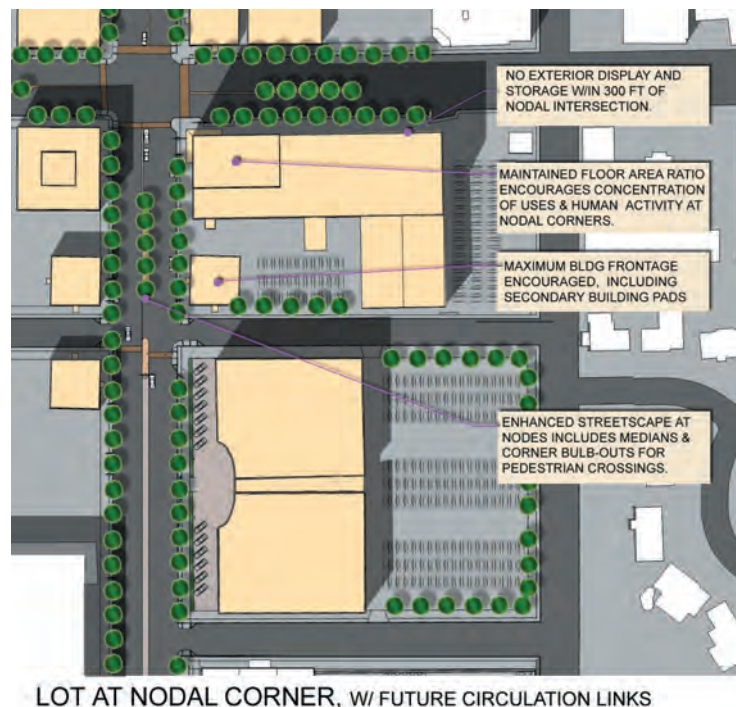
Throughout this study various site development and configuration issues were used to evaluate approaches to exterior display and storage, setbacks, landscaping, building frontage, and site coverage. These design variables were analyzed against the programmatic needs of various commercial enterprises, including retail, office, and residential uses, as well as auto dealerships. A primary goal of this analysis was the development of recommendations that would allow for flexibility in terms of site development while providing for a vibrant, consistent, and pedestrian-friendly streetscape. The resulting recommendations vary for developments within the intersection nodes and those in the areas between the nodes – in order to best support and concentrate human-scaled uses at the nodes.

The following parameters were utilized in developing these various diagrams:

- Setbacks at nodes ranging from 0'-10' (maximum allowed under current code = 10');
- Setbacks between the nodes ranging from 0'-20' (maximum allowed under current code = 10');
- FAR\* minimum of 1:1 at nodes (current minimum is 1:1);
- FAR\* minimum of 0.4:1 between the nodes (current minimum is 1:1);
- Exterior display and storage not allowed at nodes in new development;
- Exterior display and storage allowed in certain circumstances between the nodes. (Note: additional landscaping may be required to off-set stormwater and urban heat island impacts.)

## Node Example:

This diagram shows a typical development at an intersection node, as well as of a property just outside that node. At the node, exterior display & storage is not allowed within 200'-300' of the intersection, the minimum floor area ratio (FAR) of 1:1 is maintained, the current 10' maximum setbacks are maintained, and maximum building frontage is encouraged. An enhanced streetscape is indicated, with unique street trees, modest medians, and curb extensions to ease pedestrian crossing. Taken together, these site development considerations encourage a concentration of uses and pedestrian activity at the nodes. The development just south of the node is still oriented to the street, but has a larger (20') allowable setback,



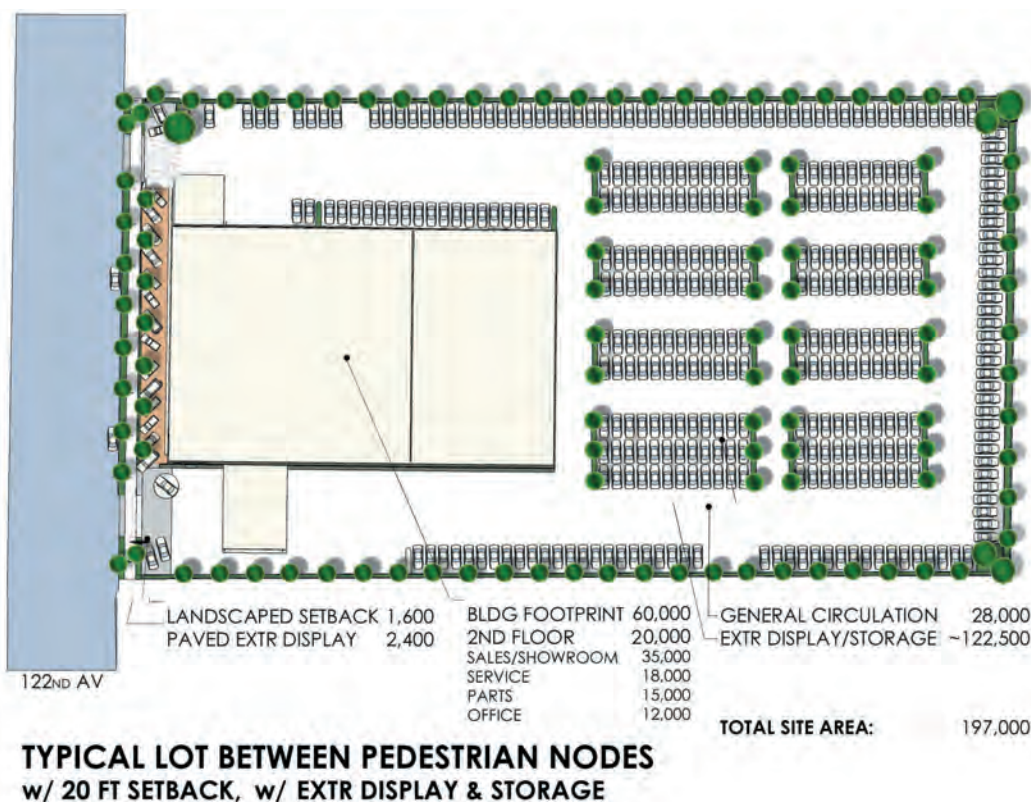
# Site Design

a less intensive FAR requirement, a modest amount of exterior display allowed between the building and the street, and exterior display allowed behind the building. (Note: a variation of this diagram appears in the Appendix.)

## **Examples for Sites Between the Nodes:**

The following three diagrams illustrate various site designs for sites between the intersection nodes. Specifically, these examples demonstrate: a typical new development with exterior display and storage, the potential reconfiguration of a site that currently utilizes exterior display and storage, and a redeveloped site with new transportation connections. (Additional site design variations can be found in the Appendix.)

The diagram below shows a *typical lot utilizing exterior display and storage*. As shown, the development achieves an FAR of 0.4:1. A 20' setback is shown with a modest amount of exterior display that is presented in a landscaped plaza. Building frontage is maximized, and all exterior storage is to the rear of the site.

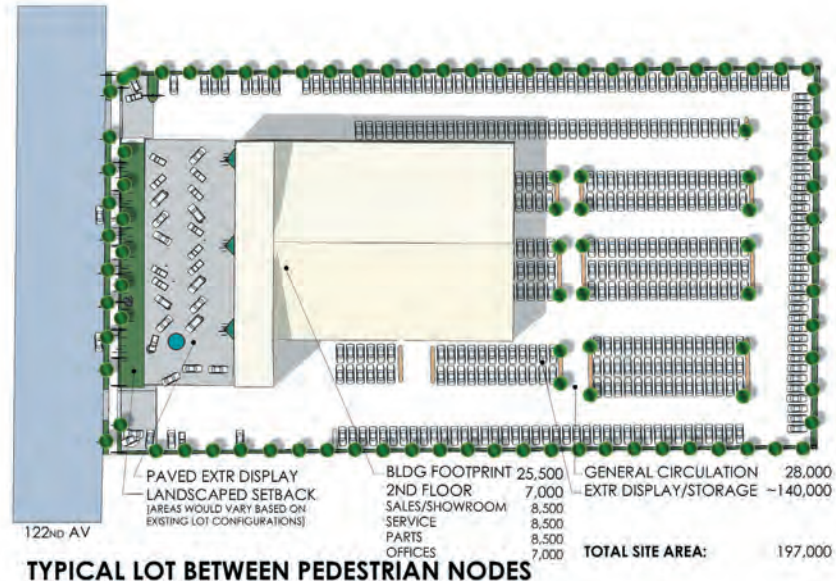


\* Note: FAR stands for "Floor Area Ratio." FAR is the ratio of building floor area to total site area. In this case, a minimum FAR of 1:1 is recommended, meaning that a developer or property owner would be required to construct a building with a total floor area equal to that of the total square footage of his/her site. Such a building (or buildings) would be multiple stories, so as to provide un-built areas of the site for landscaping, parking, plazas, etc. An FAR of 1:1 or greater (2:1, 3:1, etc.) generally indicates a multi-story building, while an FAR less than 1:1 (0.7:1, 0.5:1, etc.) generally indicates a single-story building that will take up less than the total site area.

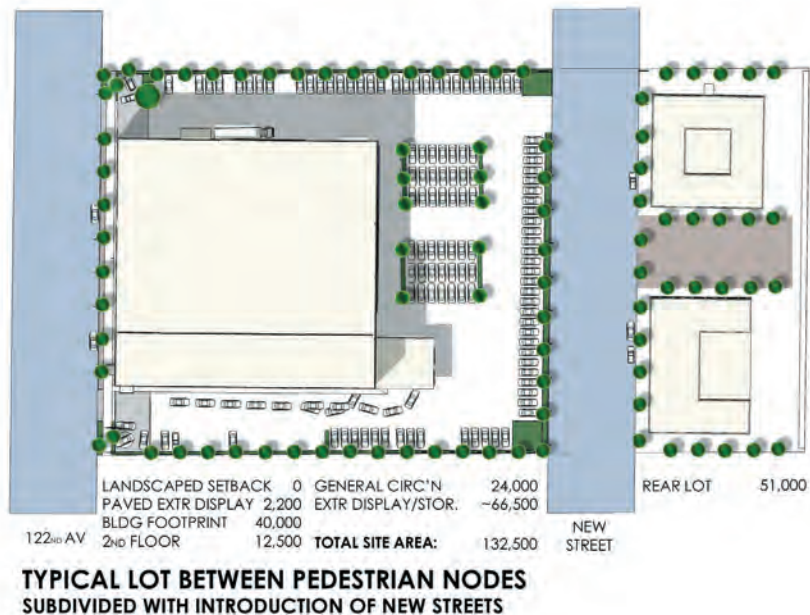


## Site Design

This diagram illustrates a *typical reconfiguration of a lot utilizing exterior display and storage*. The building is located closer to the street and exterior storage is located behind the building. Exterior display is allowed between the building and the street; the exact size of this display area is determined by existing development and reconfiguration feasibility. Ample landscaping exists between the display area and the sidewalk.



This last diagram demonstrates how a site may be *redeveloped in the future with the introduction of new connections* based on the master street plan. The commercial development to the left is built near the primary street (122<sup>nd</sup> Avenue), with parking and/or exterior storage located behind the building. Development to the right – potentially residential – has been oriented to the new street.



# Site Design: *Recommendations*

The following recommendations are for site design and development within the 122<sup>nd</sup> Avenue station area. General recommendations to apply throughout the study area include the following:

- Consider applying design standards or guidelines to commercially-zoned properties. This will improve and/or ensure the compatibility of uses and the quality of design, and complement the design overlay zone currently applied to higher-density, residential-zoned properties.
- In order to improve and/or ensure the compatibility of uses (specifically between retail and residential uses), exclude or closely regulate the use of commercial loudspeakers.

Recommendations for the nodes and the area in between are as follows.

## ***Intersection Nodes***

- Maintain the current minimum FAR of 1:1 to encourage higher-density development at the nodes.\* Consider allowing for lowering FAR requirements over the near term when a master plan demonstrating how properties will develop over time to achieve a minimum 1:1 FAR is provided. First phase buildings should be required to be built within maximum building setbacks and be oriented to the primary corner (122<sup>nd</sup> and Burnside, Glisan, or Stark).

## ***Areas Between the Nodes***

- Consider allowing flexibility on minimum FAR requirements for sites between the nodes. Based on modeling done as part of this study, it was determined that a minimum FAR of 0.4:1.0 could be achieved over the near term on the east side of 122<sup>nd</sup> (where most current auto dealers and larger parcels exist). Where FAR requirements are relaxed in the near term, developers and/or property owners should be required to provide a master plan demonstrating how higher FAR's (1:1) could be achieved in the future. First phase buildings should be required to be built within maximum building setbacks and be oriented to the transit street. For those properties that are being reconfigured, and where additions are being made to existing buildings, these additions should approach the street as much as is feasible.
- In the interest of mitigating stormwater runoff and urban heat island effect, maintain and/or strengthen landscape requirements throughout hardscape areas of each site – whether these hardscape areas are utilized for parking lots or exterior display and storage. Larger trees should be planted along the southern property line if feasible to provide greater shading across the site. In keeping with the landscape character of the area, the preservation of existing Douglas Fir trees and the use of conifer trees on-site should be encouraged.

## 5. Implementation Strategies

*This section presents strategies to  
implement the recommendations of the  
122nd Avenue Station Area Study*

# Implementation Strategies

The following general strategies are proposed to implement the recommendations of the 122<sup>nd</sup> Avenue Station Area Study and foster the evolution of the area into a pedestrian-friendly district that combines new transit-oriented development with existing development types and patterns.

- Evaluate and revise existing policies, objectives, zoning map designations, and/or other regulatory elements to facilitate the development concept and design recommendations indicated in this report.
- Work with area property owners to facilitate redevelopment of sites or additions to existing development in keeping with the station area concept.
- Pursue refinement of the streetscape concept plan through more detailed analysis of driveway locations and other access management issues, traffic modeling, and preliminary engineering.
- Pursue funding for streetscape elements through public and private sources. These sources could include:
  - Local or regional transportation funding sources (such as the City's Capital Improvement Program (CIP) or the Metropolitan Transportation Improvement Program (MTIP));
  - Private financing opportunities such as through the creation of a Local Improvement District (LID) or Business Improvement District (BID).
- Work with City bureaus and other government agencies to identify opportunities for funding to meet multiple objectives through the implementation of streetscape or pedestrian improvements. For example, various landscaping techniques may achieve both streetscape and stormwater management goals.
- Consider directing economic development resources to the 122nd Avenue station area and main street to provide financial or technical assistance for transit-oriented redevelopment at key nodes.
- Work with TriMet other key stakeholders on a more detailed development program and redevelopment scheme for the park and ride facility at 122<sup>nd</sup>/Burnside. (This site presents the area's largest transit-oriented development opportunity.)
- Review and refine connectivity recommendations for the 122nd Avenue Station area, and adopt as a Master Street Plan for the area as part of the next *Transportation System Plan* update.

# Appendix

*The following materials appear in this Appendix:*

- Policy excerpts from the *Outer Southeast Community Plan* & the *Hazelwood Neighborhood Plan*
  - Traffic Counts
- Alternative Concept Scenario Diagrams
  - Draft Circulation Diagram
  - Draft Streetscape Diagram
- Alternative Site Design Diagrams



# Policy Background

## **Outer Southeast Community Plan**

The following policies and objectives pertaining to the study area were adopted as part of the Outer Southeast Community Plan.

### **MAX LRT Corridor Policy**

*Ensure that private development reinforces and is reinforced by the public light rail investment by encouraging development of intense commercial and dense residential uses near the MAX light rail stations.*

#### **Objectives:**

1. *Encourage the redevelopment of large underused or auto-oriented sites along 122nd Avenue to a mixture of commercial and residential uses.*
2. *Improve the pedestrian orientation of buildings and streets around light rail stations.*
3. *Increase housing densities within one-quarter mile of a transit stop to at least medium-density multifamily, as the appropriate opportunity arises, and apply transit-supportive zones to commercially-zoned land.*
4. *Increase housing densities within one-half mile of the light rail stations to at least the higher density single family designations as the appropriate opportunity arises.*
5. *Establish through connections at approximately 400-foot intervals from east to west and north to south directions as the opportunity exists.*
6. *Provide sidewalks and separate them from traffic by street trees and parked cars wherever possible.*

## **Hazelwood Neighborhood Plan**

### **Policy 7: 122<sup>nd</sup> Avenue Subarea**

*Ensure that the 122<sup>nd</sup> Avenue commercial area develops in a nodal pattern to maintain the quality of adjacent neighborhoods and enhance the pedestrian and bicycle-friendly nature of areas in-between commercial nodes.*

#### **Objectives:**

1. *Recognize the role which 122<sup>nd</sup> Avenue plays as a major traffic and transit street in future planning and development efforts.*
2. *Encourage construction of a mix of housing types and commercial/retail along 122<sup>nd</sup> to increase transit use and support local business nodes.*

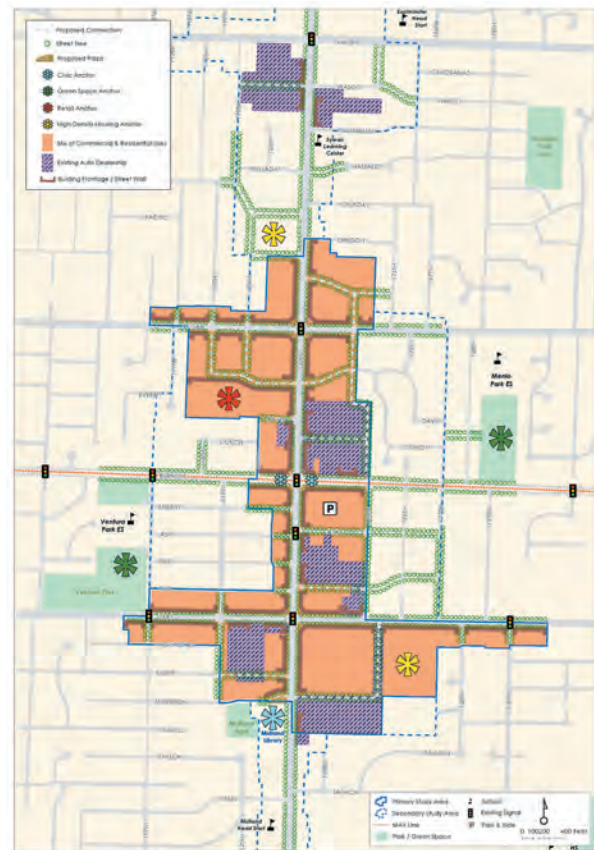
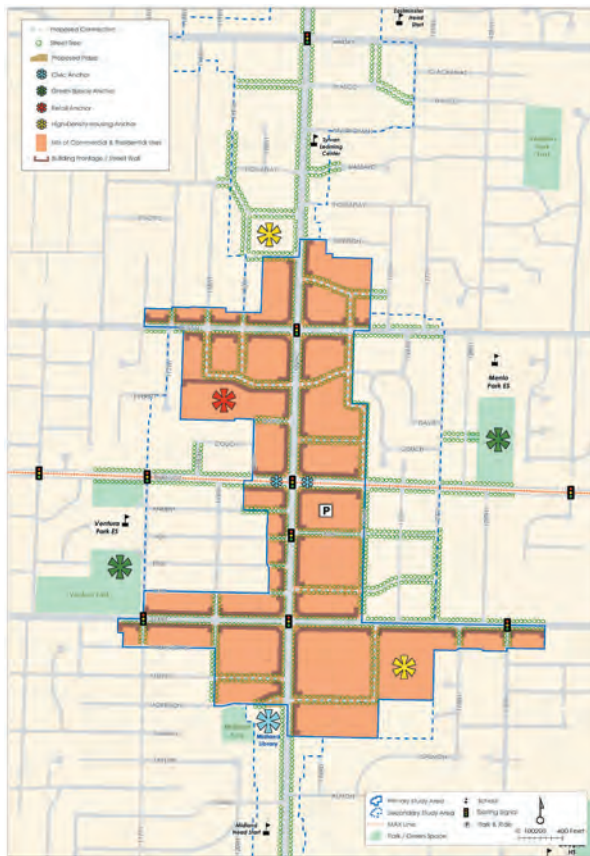
# Traffic Counts

The following are traffic counts taken within the 122nd Avenue station area between 1996 and 2004. (Data provided by the City of Portland's Office of Transportation.)

STREET	DATE	VOL	East	West	North	South
<b>GLISAN</b>						
NE Glisan St, W/NE 122nd Ave	16-Sep-96	34880	18529	16351		
NE Glisan St, W/NE 122nd Ave	25-May-00	30486	16541	13945		
NE Glisan St entering NE 122nd Ave	14-Jan-02	26629	16316	10313		
<b>122nd</b>						
NE 122nd Ave, N/NE Glisan St	1-Oct-96	33070			15324	17746
NE 122nd Ave, N/NE Halsey St	7-Jul-03	31345			16131	15214
SE/NE 122nd Ave ent E Burnside St	8-Jan-98	30582			13544	17038
NE 122nd Ave, N/NE Halsey St	7-Jul-03	30345			15131	15214
NE 122nd Ave, S/NE Halsey St	7-Jul-03	28956			13648	15308
NE 122nd Ave, S/NE Glisan St	10-Aug-98	28838			13483	15355
NE 122nd Ave, N/NE Glisan St	13-May-98	28782			13465	15317
NE 122nd Ave, N/NE Glisan St	12-Sep-00	28085			13029	15056
NE 122nd Ave, N/NE Glisan St	8-Nov-04	27126			12804	14322
SE 122nd Ave ent SE Stark St	3-May-00	26960			12408	14552
NE 122nd Ave entering NE Glisan St	5-Mar-02	26951			12913	14038
SE 122nd Ave ent SE Market St	8-Jul-99	25569			12508	13061
NE 122nd Ave NB Left Turn, S/NE Glisan St	10-Aug-98	2108			2108	
<b>STARK</b>						
SE Stark St, W/SE 122nd Ave	3-May-00	34301	16692	17609		
SE Stark St, W/SE 122nd Ave	17-Sep-96	33446	15674	17772		
SE Stark St, W/SE 122nd Ave	20-May-98	31967	14732	17235		
<b>BURNSIDE</b>						
E Burnside St, W/SE 122nd Ave	1-Jun-00	9856	4877	4979		
E Burnside St, W/SE 122nd Ave	17-Sep-96	9364	4568	4796		
E Burnside St, W/NE 119th Ave	18-May-98	9125	4553	4572		

# Alternative Concept Scenarios

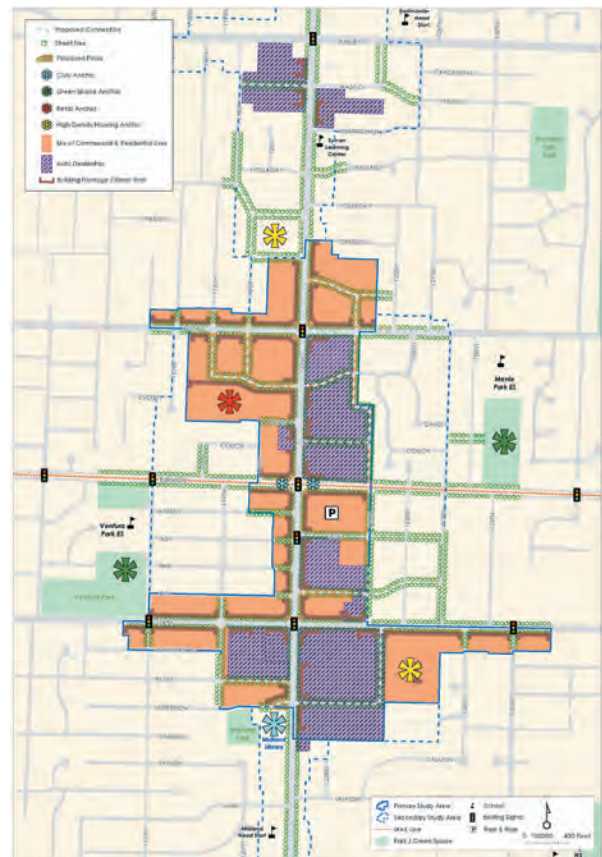
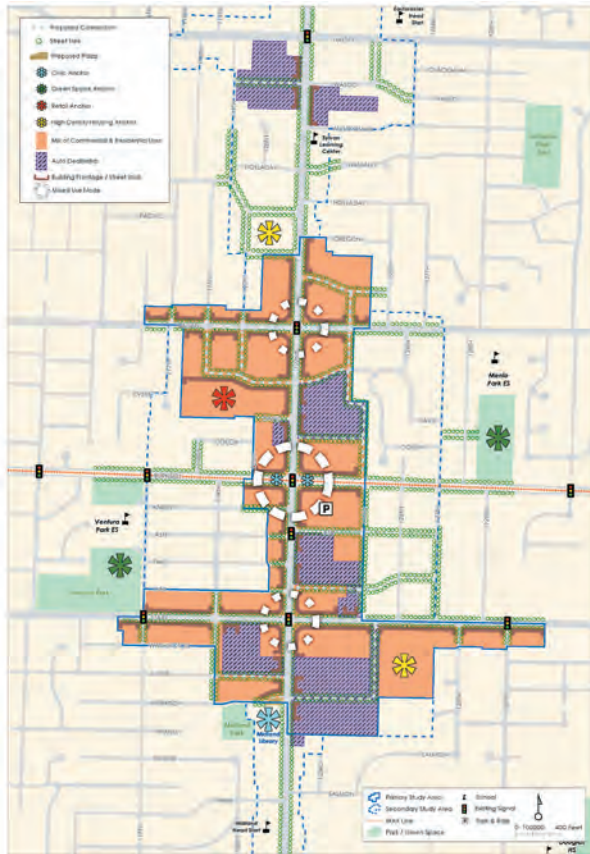
**Scenario 1: Mixed-Use Station Area  
(Existing Policy)**



**Scenario 2: Mixed-Use Station Area with  
Auto Dealer Reconfiguration**

# Alternative Concept Scenarios

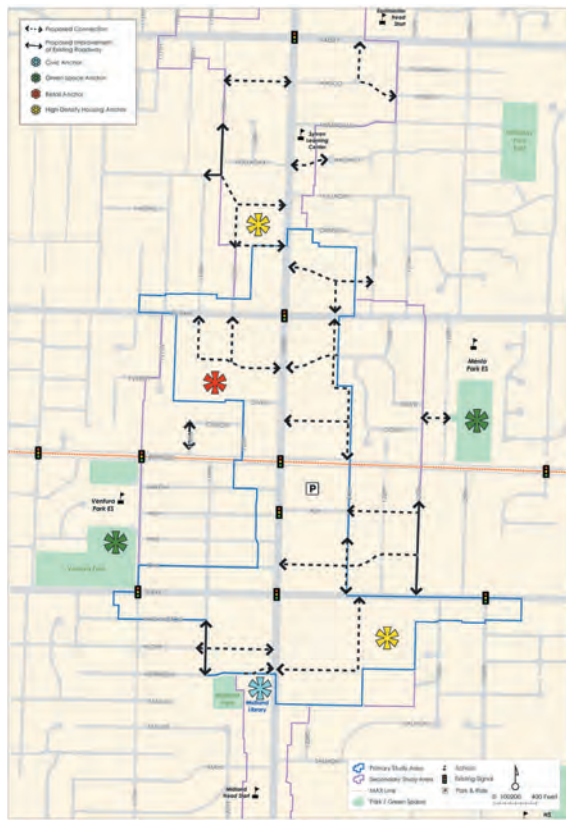
**Scenario 3: Intersection Nodes**



**Scenario 4: Auto Dealer Emphasis**

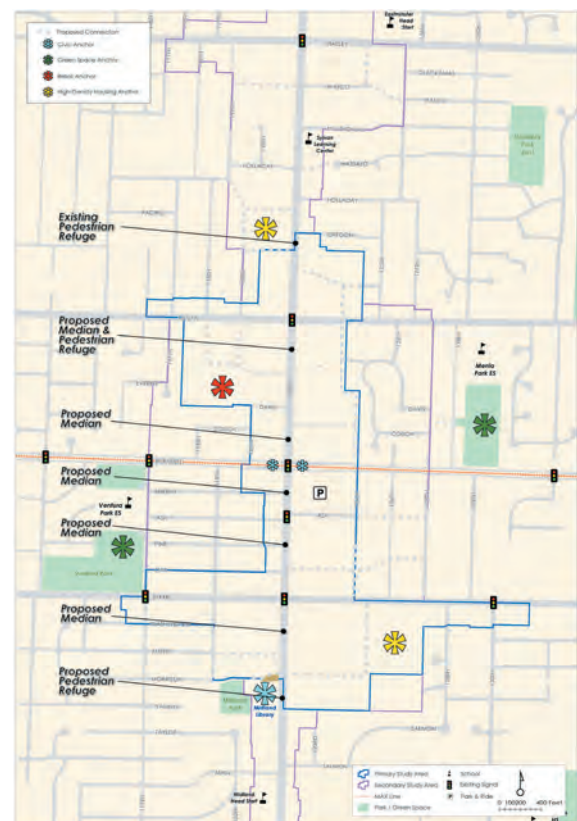


# Draft Circulation & Streetscape Diagrams



*Draft Circulation Diagram*

*Draft Streetscape Diagram*

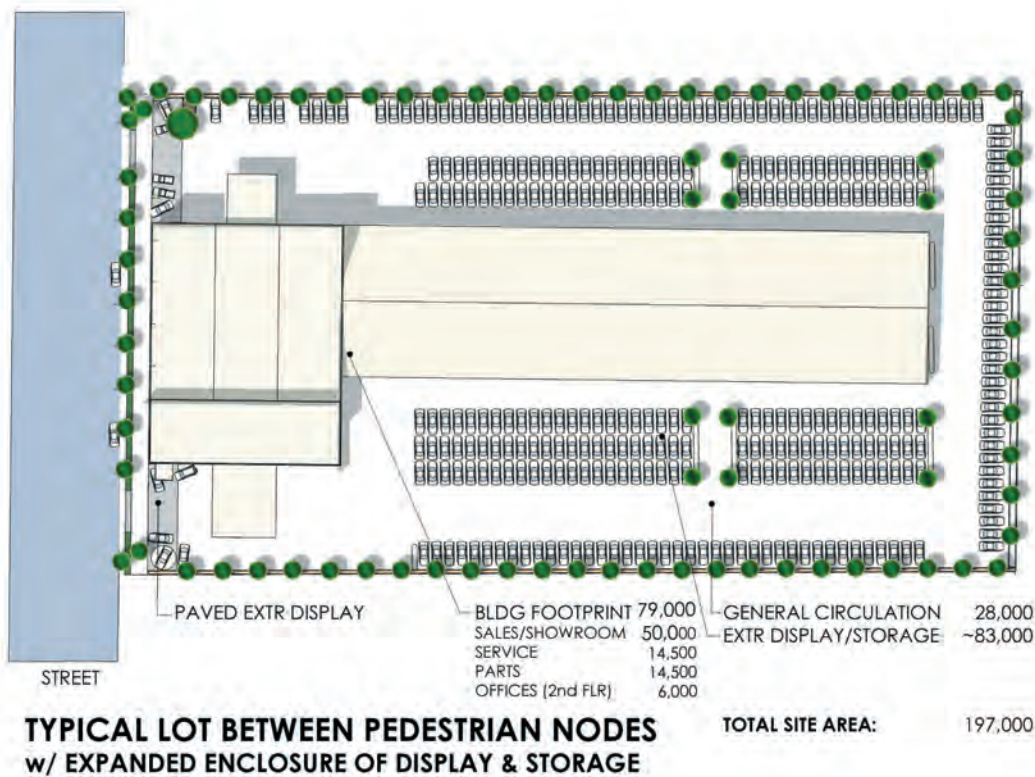




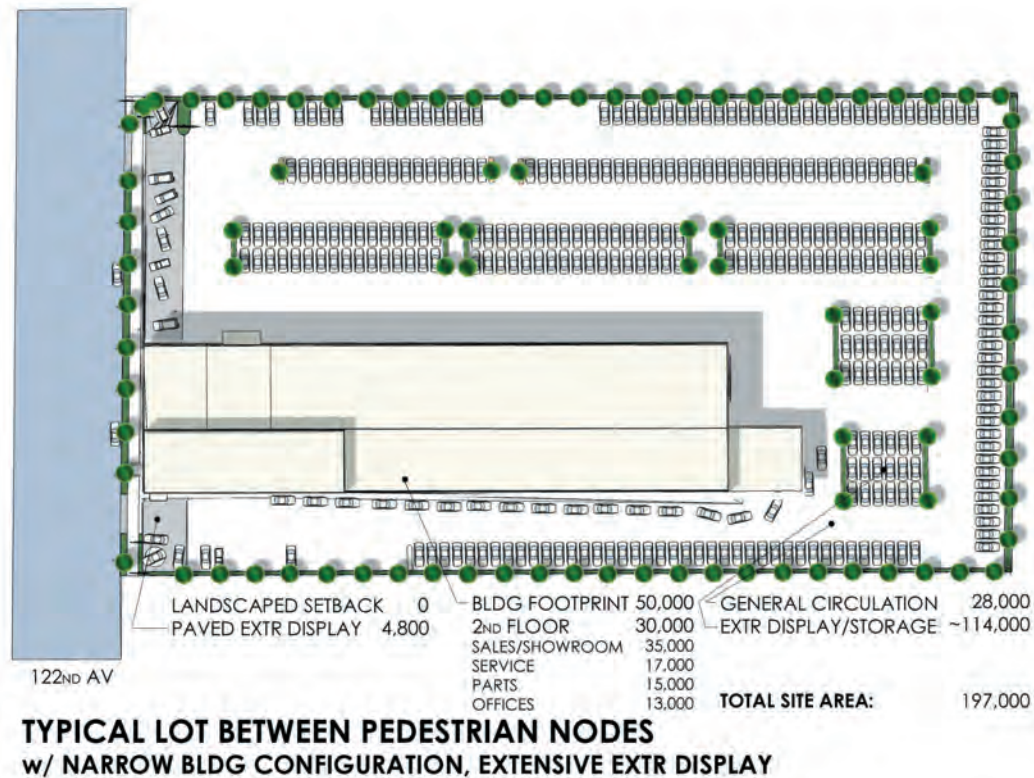
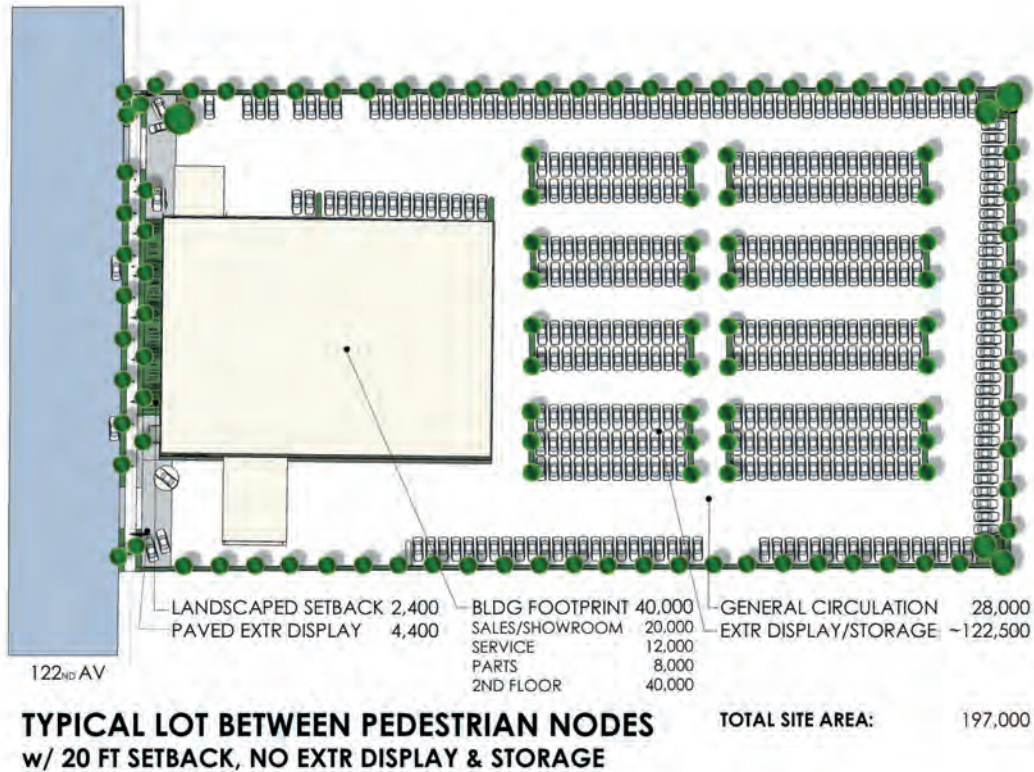
# Site Design



LOT AT NODAL CORNER, W/ FUTURE CIRCULATION LINKS



# Site Design









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