Plan Elements
The backbone of the plan is the Burnside and Couch one-way couplet. The coupling of Burnside and Couch would allow wider sidewalks, full-time on-street parking, free left and right turns, less crossing distance for pedestrians, improved bicycle facilities and opportunities for creating neighborhood and district identity through public art and streetscape finishes. The transitions allow the expansion of Portland’s one-way traffic system and all of the benefits and enhancements that come with its implementation.
Vehicle Operation

West Side

23rd to 15th Avenues
Burnside would carry two-way vehicle traffic with two 10-foot lanes in each direction for a total of four lanes. Couch would function as it does today with two-way traffic (one lane in each direction) between 16th and 19th. Couch Street would be discontinued for vehicle traffic between 15th and 16th Avenues. However, bicycle and pedestrian access would remain.

West 18th and 19th Avenues
The existing 18th and 19th Avenues intersection would form the transition from SW 18th Avenue into the NW 18th and 19th Avenues couplet north of Burnside. Improvements would include new signals, bicycle facilities across Burnside on 18th and 19th, reduced pedestrian crossing distance and a simplified crossing route. Bus lines 15 and 18 would avoid the 18th and 19th intersection by using Morrison to 20th Place.

Transition at 15th Avenue
At 15th Avenue, westbound traffic on Couch turns south onto 15th Avenue, then west or east onto Burnside. Through-trips continue southbound on 15th in two lanes. Southbound 16th Avenue becomes disconnected from the intersection of Couch, 15th and the I-405 off ramp. This would help traffic operate more efficiently and with less delay. Sidewalks would be widened on both sides of the Burnside and Couch bridges. A bike lane would follow the north side of Couch from 14th to 15th.
15th to 4th Avenues
Between 15th and Park Avenues, Burnside would transition into a two-lane eastbound street with 11-foot lanes, 12-foot sidewalks and full time, 7-foot wide on-street parking on both sides of the street. Burnside would transition to the south side of the existing median at the North Park Blocks. The two vehicle travel lanes and on-street parking located on the south side of the existing median would preserve the existing street trees. NW Couch Street would retain its current configuration of two 11-foot travel lanes, full-time on-street parking and 12-foot wide sidewalks for the entire length between NW 15th and NW 2nd.

4th Avenue to Burnside Bridge
Eastbound, Burnside traffic would transition to a four lane configuration, a northbound left-turn lane to 2nd Avenue, and three eastbound through-lanes onto the Burnside Bridge. On-street parking would be on both sides of the street.

The two westbound Burnside Bridge travel lanes would transition to three lanes at 1st Avenue and turn north onto 2nd Avenue. Two lanes would proceed to a double left turn at Couch for continued westbound travel. The eastern most lane would provide continued northbound access to Old Town or a right turn onto Couch for access to Naito Parkway. Parking on the east side of 2nd Avenue between Burnside and Couch would relocate to angled parking on the west side between Couch and Davis. Traffic would continue on Couch one-way to NW 15th Avenue where it would return to Burnside.

Burnside Bridge
The Burnside Bridge would retain its current traffic configuration of two lanes westbound and three lanes eastbound. A more detailed study of sidewalk widths, Waterfront Park and Eastbank Esplanade access, and lighting will follow in the next phase.

Burnside Bridge with special roadway lighting that would visually connect the two sides of the river with a common element. The area under the Burnside Bridge between the seawall in Waterfront Park and the Light Rail Station on SW 1st Avenue provides an art opportunity and would be enhanced with special lighting and painted finishes.
East Side

Bridge to Martin Luther King Jr. Blvd.
At the east end of the Burnside Bridge near NE 3rd Avenue, Burnside would widen to four lanes eastbound, with one exclusive right turn, one combination through and right turn, and two exclusive through-lanes. A bike lane would begin at the west end of the bridge just east of SW 2nd Avenue and continues east to 14th Avenue. At E 14th, bicyclists join eastbound traffic on Burnside.

Westbound traffic would approach the bridge on a new ramp at NE 3rd Avenue which connects Couch to the bridge. NE 3rd Avenue at-grade would become one-way northbound from Ankeny to Davis.

Martin Luther King Jr. Boulevard to 12th Avenue
Between Grand Avenue and E 11th Avenue, Burnside would maintain three 11-foot lanes traveling eastbound with 8-foot full-time on-street parking on both sides of the street. The sidewalks would be 15-feet wide. Couch would remain as it is with two 11-foot westbound vehicle lanes, 7-foot on-street parking on both sides of the street and 12-foot sidewalks.

7th and 8th Avenue Couplet
A couplet formed with East 7th and 8th Avenues would provide direct access from the Burnside and Couch couplet to and from the heart of the Central Eastside Industrial District. The couplet would begin at SE 7th Avenue and Washington Street using a short segment of Sandy Boulevard for northbound traffic to transition to SE 8th Avenue. Southbound traffic would travel on 7th Avenue. In the future, the 7th/8th couplet could extend north to the Lloyd District with a new bridge over I-84.

Both 7th and 8th Avenues have one 15-foot travel lane, a 5-foot bike lane, 8-foot parking lanes on each side, and 12-foot sidewalks. Turning radii at intersections would accommodate heavy trucks that circulate and service that portion of the industrial area of the Central Eastside.
12th/Sandy/Burnside Intersection and Couplet Transition

Westbound traffic on Sandy would travel onto one-way Couch at NE 14th Avenue, returning to the Burnside Bridge by a new ramp at NE 3rd Avenue.

Traffic traveling westbound on Couch would access the SE 11th and NE 12th Avenue couplet via two-way East 12th Avenue and Sandy Boulevard south of Burnside.

The intersection results in less delay for pedestrians and vehicles, provides better defined pedestrian crossings and allows northbound left turns from Burnside and Sandy, which are not allowed today. Specifically, the plan makes the following intersection improvements:

<table>
<thead>
<tr>
<th>Existing</th>
<th>Proposed</th>
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<tbody>
<tr>
<td>6 entering movements</td>
<td>4 entering movements</td>
</tr>
<tr>
<td>6 movement phases</td>
<td>3 movement phases</td>
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<tr>
<td>11 signal phases</td>
<td>4 signal phases</td>
</tr>
<tr>
<td>140 second signal cycle</td>
<td>70 second signal cycle</td>
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</table>

Service Vehicles

Because lower East Burnside serves the Central Eastside Industrial District and is a truck district, the turning radius design used for most main intersections such as Martin Luther King Jr. Boulevard, Grand, 7th, 8th, 12th and 14th, would accommodate an interstate truck. Therefore, the street design would serve delivery vehicles and truck circulation. Placement of utility poles and streetscape elements at intersections and maintaining 11-foot travel lanes would further facilitate truck operations.

On-Street Parking

On the east side, Burnside and Couch would have full-time, on-street parking between 3rd and 14th Avenues. On the west side, parking would be on both sides of Burnside from 1st to 15th and on Couch from 2nd to 15th. On-street parking would not occur between 8th and Park on Burnside and Couch in the North Park Blocks. The south side of Oak is occupied by curb cuts, which limits parallel parking to three spaces. Adding angled parking on the north side of Oak between SW 9th and SW 10th would provide additional parking for adjacent retail businesses. On-street parking in triangles west of 15th Avenue where possible would increase the amount of parking. Overall, on-street parking could potentially increase by as much as 15%.

View looking southwest over the existing 12th/Sandy/Burnside intersection.
**Signals**

The traffic signal system for the Burnside/Couch couplet would operate similarly to the existing downtown street grid signal system. Each intersection on Burnside and Couch would be signalized between 2nd and 15th Avenues on the west side and between 3rd and 14th Avenues on the east side. In addition to the existing signals at 15th and 23rd Avenues on the west side, new signals would be installed at 22nd Avenues and 20th Place.

A new signal at NE 3rd Avenue on the Burnside Bridge would provide additional traffic control and a pedestrian crossing on Burnside to help pedestrians cross the double right turn onto the bridge, control a left turn from East 3rd Avenue onto Burnside and provide an additional pedestrian crossing to reach the Eastbank Esplanade.

New signals also will be added to the following intersections as the couplet is implemented:

- NE 12th and NE Davis
- SE Ankeny and SE Martin Luther King Jr. Boulevard
- NE Martin Luther King Jr. Boulevard and NE Grand at Davis
- NW Naito Parkway at NE Couch and NE Davis

Signals will be added to the following intersections to accommodate pedestrian access, bicycle safety and the Flanders Bike Boulevard:

- NW 16th and NW Flanders
- NW 14th and NW Flanders
- NW Broadway and NW Flanders

The traffic signals, while spaced close together in the couplet area on the east and west sides, are progressed to move traffic at consistent and moderate speeds. The signal design also provides more pedestrian crossing opportunities at signalized intersections and creates more gaps in traffic to allow safe crossings at unsignalized intersections.
Transit

Burnside transit service would operate with the same bus lines as today.

Lines 12 and 19
Continue regular eastside service to and from the downtown mall, using Couch in the westbound direction between NW 2nd and NW 5th Avenues.

Lines 15 and 18
Continue service between NW 23rd and Barnes Road to the PGE Park Light Rail Station at SW 18th and Morrison. Morrison would provide westbound access from the PGE Park LRT Station to Burnside via SW 20th Place on the existing two-way street as a parallel route to Burnside.

Line 20
Continue through service on Burnside, using Couch for westbound traffic, between East 14th and West 15th Avenues. The westbound bus transitions back to two-way Burnside at 15th.

Transit Mall Access
Eastside buses westbound on Couch would enter the transit mall at the intersection of Couch and 5th Avenue. Outbound buses would leave the mall, eastbound at 6th and Burnside as they do today.

Portland Streetcar is one element of an extensive multimodal system that intersects with Burnside.
Bicycles

West Side

On the west side, bicycles would operate within the travel lanes on Couch between NE 2nd and NW 19th Avenues, and on Burnside from the bridge to NW 23rd Avenue. Bicycle lanes on the Couch and Burnside bridges over I-405 and a lane between SW 4th and SW 2nd on Burnside would be analyzed in a subsequent phase. A parallel bike boulevard on NW Flanders provides through bike access from the Steel Bridge at Waterfront Park to Westover in the Northwest District. The Portland Development Commission is investigating a pedestrian and bicycle crossing at Flanders and Naito Parkway. The Flanders alignment bridges I-405 with a relatively short span that would accommodate bicycle and pedestrian access between the Northwest and Pearl Districts. Bike lanes cross Burnside on W 18th and 19th Avenues. Some special transitions may be necessary on W 19th to accommodate lane changes for north/south through-bicycle traffic.

Burnside Bridge

Bike lanes are marked on both sides of the Burnside Bridge.

East Side

On the east side, Burnside would provide through-bicycle connections with an eastbound marked bike lane between Martin Luther King Jr. Boulevard and 14th. Marked bicycle lanes on the East 7th and 8th Avenues couplet provide direct access from Davis, Couch and Burnside south to the Central Eastside Industrial District and north to a future bridge connection to the Lloyd District. In addition to the bicycle facilities provided on Ankeny, Burnside and Couch, Davis provides another choice for east-west bicycle access between NE 12th and Martin Luther King Jr. Boulevard with new signals at Martin Luther King Jr. Boulevard and Grand Avenue. Ankeny also receives a new signal at Martin Luther King Jr. Boulevard.
Pedestrians

Sidewalks would expand on Burnside in nearly all cases to a width of 12 feet or 15 feet, while sidewalks on Couch generally remain at 12 foot minimum width. Pedestrian crossings would be shortened by narrowing the roadway or by adding curb extensions on Burnside from W 15th to W 2nd and from E 3rd to E 14th; on Couch from W 14th to W 2nd and E 3rd to E 14th; and, on adjacent side streets within the project area.

Extensive sidewalk improvements at 12th/Sandy/Burnside would provide comfortable and convenient pedestrian access to businesses, neighborhoods, parks and transit. From E 15th to Martin Luther King Jr. Boulevard, sidewalks would be at least 15-feet on Burnside. On Couch, sidewalks would remain 12 feet wide. Sidewalks on E 12th and 14th Avenues would be at least 12 feet wide. Sidewalks on all other avenues would be at least 12 feet, including the E 3rd Avenue bridge ramp.

On the Burnside Bridge, wider sidewalks, special ornamental roadway light fixtures and specialty lighting recommended by the Willamette Light Brigade, would replace the existing Cobrahead roadway lighting to enhance pedestrian comfort and strengthen the bridge’s function as a visual connector over the Willamette River and between districts of the Central City. All improvements to the bridge would be made in collaboration with Multnomah County which has ownership of the bridge.

Bridge/Waterfront Park Access

Pedestrians may access Waterfront Park and the Eastside Esplanade by several attractive routes. The plan proposed additional opportunities for pedestrian access, including a stair and ramp system from bridge elevation to Waterfront Park and the Eastbank Esplanade on the north side of the Burnside Bridge.
The streetscape is enhanced throughout the project area with many improvements. Sidewalks are generally wider throughout the project area while pedestrian crossings are shortened. Street trees, furniture, art, special paving, enhanced transit stops and other amenities improve the street environment and pedestrian experience.

The plan provides a general framework for streetscape elements. Details will be developed as part of the next phase of the project.

**Sidewalks**

The Pedestrian Design Guidelines regulate sidewalk widths on all public streets. The guidelines call for 15' sidewalks on major city traffic streets. The 15' guideline applies to new development or major redevelopment on Burnside for the full project area. The plan recommends requiring 15' sidewalks where possible.

For the section of Burnside and Couch where 15' sidewalks can only be achieved by requiring a dedication of private property, and where the dedication of property would have a detrimental effect on development, the plan recommends that the City Engineer exercise his/her authority to reduce the sidewalk width requirement to a width not less than 12'.

**East Burnside**

**E 12th to Burnside Bridge**

Sidewalks would be at least 15-feet wide on Burnside. On Couch, sidewalks would remain 12-feet wide. Sidewalks on E 12th and 14th Avenues are at least 12-feet wide. Sidewalks on all other avenues would be at least 12-feet, including the NE 3rd Avenue bridge ramp. Sidewalks at NW 2nd between Burnside and Couch are at least 12-feet.
West Burnside

2nd to Park Avenue
Existing street trees within the median would remain. Special intersections and curb extensions complement southern 15-foot wide sidewalks and curb extensions. The design of the streetscape within the right of way north of the median referred to as “The Link”, will be made in a subsequent phase.

Park Avenue to 15th Avenue

The sidewalks would be 12-feet wide with on-street parking. Currently, sidewalks are 8-feet wide without street trees. This would make Burnside similar in character to a typical downtown street such as SW Washington or SW Stark. Additional sidewalk width may be required by the City Engineer in conjunction with new development. The eventual sidewalk width would be 15-feet.

15th Avenue - 23rd Avenue
Travel lanes would be reduced from 11-foot to 10-foot. The extra two feet of lane width would be used to widen the existing 8-foot sidewalks to 10-foot allowing enough room for street trees. Minimum dimensions for street tree planters are 4-foot by 6-foot with the long dimension parallel to the curb line and a surface compliant with the Americans With Disabilities Act (ADA). This sidewalk configuration allows a 4-foot furnishing zone to be established between the curb and a 5.5-foot pedestrian through zone. The pedestrian through zone becomes an unobstructed path adjacent to the furnishing zone. Additional sidewalk width, up to 5-feet, may be required by the City Engineer in conjunction with new development.

Burnside between Park and NW 15th Avenue features 12-foot sidewalks with street trees and full-time on-street parking to support businesses and buffer pedestrians from vehicular traffic. Pedestrian street crossings become 26 feet wide compared to 44 feet today.

Couch would include improvements similar to those in the Breuery Blocks including curb extensions, ornamental street lights, street trees and either tree grates or planting strips.

West Burnside between 15th and 23rd.
Street Lighting
New ornamental street lighting would identify places such as neighborhoods, gateways, open space and special districts. Ornamental street lighting would be used in downtown and on Martin Luther King Jr. Boulevard, Grand Avenue and Burnside. On the Burnside Bridge, special ornamental roadway light fixtures would replace the existing Cobrahead roadway lighting enhancing the bridge’s function as a connector over the Willamette River and between districts of the Central City.

Street Trees
A diverse selection of street trees would be either infilled where healthy street trees are established or added in new stretches where extensive improvements require new plantings. Specific street tree selections will be determined during the design phase of the project. Species diversity assures forest canopy longevity and creates interest.

Special Paving
Special paving would identify special places along Burnside and Couch. Ankeny between Waterfront Park and Park Avenue contains special paving. Park and 8th Avenues also contain specialty paving and pedestrian oriented street features that would replace the typical standard street design.

Transit Stops
Transit stops would provide opportunities to create neighborhood or district identity by incorporating public art or special features that reflect the special character of a place. Transit stop amenities such as shelters, public art, and transit information will be considered.

Bike Racks
Bike racks are placed on each block in the furnishing zone. The bike rack design would provide another opportunity to incorporate neighborhood identity and public art to the street.

Wayfinding System
Wayfinding means knowing where you are, following the best route, and recognizing your destination. For Burnside and Couch, the term wayfinding might refer to walking maps, street signs, directional signs, banners and information kiosks.
Gateways

Burnside could be called a “gateway” street because it is the route to many neighborhoods and community features. A streetscape element can highlight the transition from Burnside to an adjacent neighborhood. For example, the Chinese Gate at 4th Avenue serve as an entrance to Old Town/ChinaTown. Gateways could be defined with landscaping, sculpture or banners.

Public Art

Art enlivens public space and can be used as a streetscape element on Burnside and Couch. Art is a crucial element in making this public space distinctive and unique, public and cultural. At a variety of scales, art would add continuity to the entire length of the project, could help unite Burnside and Couch and make the linear experience of the couplet eventful and episodic. The process of selecting and placing art should be done in partnership with the Regional Arts and Culture Council (RACC) as part of the design development process and should not be limited to isolated pieces.

Art on Burnside should be composed of permanent and temporary pieces. Temporary sculptures and installations add new life and ideas to daily routines. A major portion of the art should be site specific and intentionally contextual.

“The Link” would enable gateways along Central Burnside to gain more prominence and enable views from multiple directions.

A gate at 3rd Avenue would help identify Old Town/China Town.

Second Avenue gateway concept.

A Greek column in the median at 2nd Avenue would contribute to neighborhood identity.

Some public art opportunities include “triangles”, the Park Blocks and building entries.
Special Places

Triangles

There are triangular shaped parcels and right-of-way fragments where the southwest and northwest street grids join. Triangles typically contain excessive roadway paving and circuitous pedestrian routes. By consolidating the roadway space, the triangles provide an opportunity to improve and enhance pedestrian routes and access to transit. It could also provide opportunities for public art, fountains, bike racks, special landscape or gateway features.

10th and Burnside

The triangular island at SW 10th Avenue and Burnside contains a slip lane that allows left turns by eastbound traffic from Burnside to NW 10th Avenue. This lane would not be needed when Burnside becomes one-way eastbound. Eliminating the travel lane would nearly double the triangle’s size and provide an excellent opportunity for a small plaza. Adding new street trees, special paving, lighting, bike racks, and transit shelters would contribute to a lively urban space. The Regional Arts and Cultural Council installed a kinetic and interactive sculpture at this location.

Opening SW 9th Avenue would support the triangle improvements and enable better access between the Pearl District and the Midtown Blocks. The Federal Reserve Bank has eliminated all but two parking spaces on SW Oak Street between SW 9th and 10th Avenues. Angled parking could be striped on the north side of SW Oak Street as an initial phase to increase on-street parking.

13th and Burnside

This location is unofficially recognized as the gateway to the “Gay Triangle.” This triangle was reconfigured as part of the Brewery Blocks development. Traffic focuses onto SW 13th Avenue while allowing right turns onto SW Stark Street. The concrete separating SW 13th Avenue and SW Stark Street would provide an opportunity to create a gateway with specialty paving, lighting, bike racks, water features or public art.
15th and Washington

This triangle is configured the same as the one at SW 10th Avenue and SW Oak Street, but does not perform the same function. Removing the short segment of SW Washington Street, which dead ends at SW 15th Avenue, would create another opportunity to enhance transit facilities and simplify the pedestrian system. It also would provide a gateway element that identifies the intersection of Goose Hollow, Northwest, the West End and the Pearl Districts. The expansion of the triangle provides an opportunity to create a gateway using specialty paving, lighting, bike racks, water features and/or public art that could recognize this important neighborhood interface.

18th, 19th, Burnside and Alder

Multiple triangular shaped pieces of public and private land create a complex intersection at W 18th and W 19th Avenues, and Burnside and SW Alder. The triangles would be reconfigured to provide areas of relief from the busy street with enhanced landscaping, paving materials, a bus shelter, bike parking and street furniture.

20th Place

The existing triangle and expanded roadway paving area at SW 20th Place, SW Morrison and Burnside would continue to allow eastbound traffic movement on Morrison. A new westbound lane would accommodate bus access from the PGE Park LRT station to westbound Burnside. Consolidation of the intersection configuration, combined with a new traffic signal, enables direct pedestrian routes and circulation. On-street parking is preserved on both sides of Morrison.
“The Link”

The Burnside/Couch couplet would create approximately 54 feet of public right-of-way on the north side of Burnside between NW 2nd and NW 8th Avenues. This area would provide an opportunity to create a distinct streetscape and “link” the North Park Blocks to Waterfront Park. “The Link” would become a mixed pedestrian, entertainment and development project with an expanded pedestrian environment. It is an opportunity to enhance the overall project streetscape by improving neighborhood and district gateways, connecting two major north-south linear urban parks, and changing Ankeny into an entertainment and dining district. The scale of “The Link” will help catalyze redevelopment and create a new identity for this stretch of Burnside and in downtown Portland.

Small scale retail expansion such as cafe space could help revitalize the street.

“Popouts” or cafe coverings during winter months could extend expanded retail space use to year-round.

Section showing remaining space on the north side of Burnside.
North Park Blocks

The North Park Blocks crossings at Burnside and Couch would provide a new opportunity to create usable space where Burnside's six travel lanes currently dominate the streetscape. Burnside and Couch would contain two traffic lanes with special street paving, without on-street parking between Park and 8th Avenues. The space enclosed by the building fronts between Park, 8th, Ankeny and Couch would provide the framework to create a lively urban open space within the Central City. The streets continue to serve vehicles, but the experience is more like driving in a park.
Planning and Policy

The existing zoning in this area allows a wide range of uses and activities and has some of the most flexible and highest density zoning in the city. However, many of the neighborhood and district plans focus away from Burnside while at the same time plan visions provide directions for improving Burnside and Couch.

No significant land use or zoning amendments are proposed with this plan. Burnside’s street classification would not change. The clarification and revision of sidewalk setbacks would provide more certainty for future new developments.

The Transportation Element (TE) street classification system includes designations and descriptions that describe the street function and design for each mode of transportation.

Transportation Element of the Comprehensive Plan

The Transportation Element of Portland’s Comprehensive Plan will require a number of amendments to the current street classification system to accommodate the creation of a Burnside /Couch couplet proposed in the plan.

Burnside is an important street for Portland and the region. With a couplet design the function of Burnside will also shift to NE and NW Couch, and to the streets where the couplet transitions - NE 3rd and NE 4th and NW 2nd and NW 15th Avenues. This change in function and design of the affected streets will require street classification changes.

Following are the recommended street classification changes.

**E/W Burnside**
No changes to current classifications

**NE/NW Couch**
Traffic Classification – Major City Traffic Street
(NE 14th – NE 3rd & NW 2nd – NW 15th)
Transit Classification – Major Transit Priority Street
(NE 14th – NE 3rd & NW 2nd – NW 15th)
Bicycle Classification – No change
Pedestrian Classification – City Walkway
(NE 14th – NE 3rd & NW 2nd – NW 9th)
Emergency Response – Major Emergency Response Street
(NE 14th – NE 3rd & NW 2nd – NW 15th)
Street Design Classification - Regional Main Street
(NE 14th – NE 3rd & NW 2nd – NW 15th)

**NW Flanders**
With the completion of the NW Flanders bike and pedestrian bridge, NW Flanders should be reclassified to a City Bikeway between I-405 and Naito Parkway.

**NE Sandy**
With the physical closure of Sandy Blvd. between 12th & 14th, all street classifications for this segment should be removed from the Transportation Element.
NE 3rd, NE 4th, NW 2nd, & NW 15th
Traffic Classification – Major City Traffic Street
(Couch – Burnside)

Transit Classification – Major Transit Priority Street
(Couch – Burnside)

Pedestrian Classification – City Walkway
(Couch – Burnside)

Emergency Response – Major Emergency Response Street
(Couch – Burnside)

Street Design Classification - Regional Main Street
(Couch – Burnside)

Major System Improvements
The current project description and estimated costs for the Burnside Boulevard Improvements and the 12th/Sandy/Burnside Intersection Improvements projects will need to be updated.

Recommended Amendments to the Regional Transportation Plan
The Regional Transportation Plan (RTP) classifies Burnside as the following:

Street Design System Regional Boulevard
Motor Vehicle System Major Arterial
Public Transit System Regional Bus
Bicycle System Regional Access Bikeway (NE MLK Jr. – NW 1st)
Pedestrian System Transit/Mixed Use Corridor

To create the Burnside-Couch couplet, the Regional Transportation Plan will need an amendment to add NE/NW Couch, NE 3rd, NE 4th, NW 2nd, and NW 15th to the regional transportation system. The regional classifications on these streets will correspond to the E/W Burnside designations for the Street Design, Motor Vehicle, Public Transit, and Pedestrian systems.

NW Couch, between 1st and 14th, is classified as a Regional Access Bikeway in the Regional Transportation Plan. This classification would remain.

Recommended Amendments to the Portland Zoning

Special Building Lines on West Burnside

To address the constrained pedestrian environment along West Burnside, the 1996 Goose Hollow Plan created a 10-foot building setback requirement along West Burnside between 10th and 21st Avenues. This regulation is implemented through the Central City Plan District’s Required Building Lines provisions (33.510.215 C). Special 10-foot building setbacks are measured from the street lot line. Separate from the special building line requirement, The Pedestrian Design Guide and the Burnside plan recommend a 15-foot wide sidewalk along W. Burnside, achieved through property dedication at time of development. The combined impact of the special setback requirement and the dedication of property for a sidewalk result in the acquisition of more property than necessary to achieve the desired 15-foot sidewalk.

To remedy this situation, the plan recommends the Bureau of Planning eliminate regulation 33.510.215 C special building lines. The Bureau of Planning has indicated a willingness to consider such a revision within the context of a Central City Plan update.
Implementation Strategy

Taking the plan recommendations from concept to construction will require a variety of tasks. Following is a summary of the major tasks organized by category.

**Economic Development**

**Jobs and Housing Strategy**
The jobs and housing strategy will identify needs, opportunities and action steps to ensure that Burnside continues to support a diverse mix of jobs and housing.

**Market Analysis**
The plan identifies many catalyst development opportunities along Burnside and within the project area. The purpose of a market analysis is to better understand the development opportunities on Burnside and identify how improvements to Burnside and Couch can support or stimulate redevelopment and new development.

**Sandy Boulevard Block Assemblage**
The feasibility of removing Sandy Boulevard between SE 12th Avenue and SE Washington Street to reestablish the traditional street grid. An important part of this task is determining new property configurations and ownership after the Sandy is vacated and returned to private ownership. In addition, this task will determine how to maintain full truck and customer access to existing businesses and prevent additional truck traffic on adjacent residential streets. Finally, this task will include refinement to the 12th/Sandy/Burnside intersection design.

**Maintenance and Management Plan**
“The Link” between the Park Blocks and the Burnside Bridge represents an opportunity for a grand public space, connecting two major linear urban parks and helping to unify the downtown core. To be fully successful, this new public space will need to be well managed and maintained. This task will identify the partners and necessary to manage and maintain the space.

**Planning Amendments**

**Street Classification Amendments**
With Burnside and Couch operating as one-way streets, the street classifications need to be changed for Couch, NW 2nd and NE 3rd within the project boundary. Additionally, Flanders Street will become a bike boulevard. These changes should be made as a revision to the Transportation System Plan.

**Building Setback Amendment**
Delete regulation 33.510.215 C Special building lines, from Title 33 Planning and Zoning as part of the Central City Plan update.

**Transportation Design**

**Transportation Operations Plan**
The concept plan provides general recommendations and preliminary design solutions for traffic operations on Burnside and Couch. As the project moves forward into preliminary engineering, the design of intersections, couplet transitions and traffic signals will be further refined. Special attention should be given to ensuring safe and efficient bus operations and to coordinating improvements with the potential addition of light rail to the transit mall.

**Preliminary Engineering**

**Preliminary Engineering**
Preliminary Engineering involves all of the design and engineering work that begins with the completed concept plan and ends with the final construction drawings that go to bid. This work includes surveying, drafting and engineering.

**Streetscape Design Standards**
The primary function of the Streetscape Design Standards is to further develop and refine the recommendations of the concept plan. This constitutes the first stage of engineering and, when complete, is sometimes referred to as 20% PE (preliminary engineering). The standards should be developed in a public process with opportunities for community review and comment. Special attention should be given to the design of “The Link” segment between the Park Blocks and West 2nd Avenue to determine the best function and use for this section of Burnside. The provision of a contra flow lane for buses between 2nd Avenue and 5th Avenue should be examined.
Another important function of the Streetscape Design Standards is to coordinate city bureau goals to meet multiple objectives and reduce overall costs that result in well-maintained spaces. Development of standards will address sustainable stormwater treatment and disposal, compliance with accessibility requirements, and where applicable urban design and historic landmark requirements and utility relocations.

Some streetscape elements recommended in the concept plan may be constructed as part of a large public project. Other streetscape elements may be constructed in conjunction with private development. It is also likely that the plan will be implemented in phases over time. The Streetscape Design Standards establish a coordinated framework for the design for all improvements.

**Construction Phasing**
Prior to beginning construction, the design team will develop a plan to phase the project. This will involve deciding the order in which the overall plan is implemented and, for individual phases, the sequencing and choreography of the construction.

**Cost Estimates & Funding Strategy**
At various points in the design process the project cost will be reestimated. As the design moves towards completion the cost estimates will become more accurate. It may be necessary to revise the funding strategy as the cost estimates are refined.

**Prospectus for Federal Funds**
After federal funds have been awarded to the project, a project prospectus must be completed, and approved, before the funds can be used. The prospectus will incorporate information generated during the preliminary engineering phase.

**LID Formation**
A Local Improvement District (LID) is a funding mechanism that allows private property owners, who directly benefit from the streetscape improvements, to contribute to the cost of the project. To generate support for an LID, it is important to engage the property owners who are adjacent to the improvements in the design process.

**Construction**
The construction phase of the project involves the work of building the improvements. During construction it is important to maintain ongoing communication with businesses, property owners and neighborhoods to ensure minimum disruption of life and commerce. Construction of the plan’s recommendations will likely happen in phases.
## Tasks and Timeframe

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<th>Task</th>
<th>Time Frame (fiscal years)</th>
<th>Cost (millions)</th>
<th>Responsibility</th>
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**LEGEND RESPONSIBILITY**
- ● Lead Responsibility
- ○ Support Responsibility
- PBA Portland Business Alliance

**LEGEND FUNDING SOURCE**
- BOP Bureau of Planning
- PDC Portland Development Commission
- PDOT Portland Office of Transportation
- GO General Obligation Bond
- LID Local Improvement District
- TIF Tax Increment Financing
- GTR General Transportation Revenue
- MTRP Metro Transportation Improvement Plan

*Funding not currently available
| Summary of Phases |
|-------------------|-------------------|-------------------|-------------------|
| Phases and Tasks  | Time Frame (fiscal years) | Cost (millions) | Responsibility |
|                   |                   | Federal | Local |
| PHASE 1: Concept Plan | Plan Complete | Complete | |
| Jobs and Housing Strategy | |
| PHASE 2: Plan Development | FY 03 to 05 | $ .575 to $.925 | $ 0.00 | $.575 to $.925 |
| Jobs and Housing Strategy | |
| Market Analysis | |
| Sandy Boulevard Block Assemblage | |
| Streetscape Design Standards | |
| Street Classification Amendments | |
| Code Amendments for Building Setbacks | |
| Revise Cost Estimate and Funding Strategy | |
| Prospectus for Federal Funds | |
| PHASE 3: Preliminary Engineering | FY 05 to FY 07 | $3.0 to $5.0 | $2.7 to $4.5 | $.300 to $.500 |
| Preliminary Engineering | |
| Transportation Operations Plan | |
| Construction Phasing | |
| LID Formation | |
| Maintenance and Management Plan | |
| PHASE 4: Phased Construction | FY 08 to Completion | $40.0 - $55.0 | $24.0 to $33.0 | $16.0 to $22.0 |
| Final Engineering | |
| Construction | |