

ANNOTATED MINUTES

**Tuesday, August 6, 1991 - 9:30 AM
Multnomah County Courthouse, Room 602**

PLANNING ITEM

- P-1 CU 6-91 Request for Board Reconsideration of the Scope of Review for the August 13, 1991 Board Hearing in the Matter of an Appeal of the Decision to APPROVE, SUBJECT TO CONDITIONS, a Requested Conditional Use Permit for a Commercial Activity that is in Conjunction with Farm Uses in the EFU Zoning District, for Property Located at 9833 NW CORNELIUS PASS ROAD

APPELLANT ALLOWED 15 MINUTES FOR NEW TESTIMONY ON SCOPE OF FARM USE AND IMPACTS; TIME LIMIT OF 45 MINUTES PER SIDE; TOTAL TIME OF HEARING TO BE 1-1/2 HOURS.

**Tuesday, August 6, 1991 - 9:35 AM
Multnomah County Courthouse, Room 602**

REGULAR MEETING

NON-DEPARTMENTAL

- R-1 PROCLAMATION in the Matter of Honoring Dr. Hideo Hashimoto for his Contribution to the National and Local Peace Movement on the Occasion of the 46th Anniversary of the Bombing of Hiroshima

PROCLAMATION 91-111 APPROVED.

- R-2 First Reading of an ORDINANCE Creating the County Peace Task Force and the Thousand Crane Award to Recognize Citizens who are Leading Multnomah County Toward a Peaceful Non-Nuclear Future

FIRST READING APPROVED. SECOND READING SCHEDULED FOR THURSDAY, AUGUST 15, 1991.

**Tuesday, August 6, 1991 - 10:00 AM
Multnomah County Courthouse, Room 602**

BOARD BRIEFING

- B-1 Briefing on Albina Community Plan Discussion Draft. Presented by Colleen Ackers and Michael Harrison, Portland Bureau of Planning

ALBINA COMMUNITY PLAN DRAFT WAS PRESENTED AND EXPLAINED TO THE BOARD BY MICHAEL HARRISON, DISTRICT PLANNING MANAGER FOR THE CITY OF PORTLAND; WITH BARBARA SACK, CITY PLANNER; JEAN HESTER, CITY PLANNER; MIKE HAYAKAWA, CITY

COMMUNITY LIAISON; JULIA GISLER, CITY PLANNER;
KIMBERLY MORELAND, CITY PLANNER; MARGARET BAX,
STAFF TO CITY COMMISSIONER GRETCHEN KAFOURY;
AND NORM MONROE, STAFF TO CHAIR GLADYS McCOY.

Tuesday, August 6, 1991 - 10:30 AM
Multnomah County Courthouse, Room 602

AGENDA REVIEW

B-2 Review of Agenda for Regular Meeting of August 8, 1991

Thursday, August 8, 1991 - 9:30 AM
Multnomah County Courthouse, Room 602

REGULAR MEETING

NON-DEPARTMENTAL

1. Formal Recognition of Fifteen and Twenty Year Multnomah
County Employees. 9:30 AM Time Certain

COUNTY EMPLOYEES JOHN B. BJORK, 20 YEARS;
WILLIAM BODINE, 20 YEARS; GARY BROWN, 20 YEARS;
MICHAEL BUFTON, 15 YEARS; EUNICE BUTLER, 15
YEARS; JANETTE CANTRELL, 15 YEARS; VIRGINIA
CHADLY, 15 YEARS; JAMES CZMOWSKI, 20 YEARS;
MARILYN DIRKSEN, 20 YEARS; AMANCIO DIZON, 20
YEARS; WILLIAM DORETY, 20 YEARS; HENRY HOW, 15
YEARS; JANET IRWIN, 20 YEARS; MARJORIE OLSON,
15 YEARS; JAMES PEEBLES, 20 YEARS; SHARILEEN
REED, 15 YEARS; RALPH SCHAFFER, JR., 15 YEARS;
WILMA SMITH, 15 YEARS; MILDRED TITUS, 15 YEARS;
ANNIE ILENE VETSCH 20 YEARS; AND JOAN
VIELHAUER, 20 YEARS; WERE HONORED FOR SERVICE.

CHAIR McCOY REQUESTED STAFF TO INCLUDE
DEPARTMENT AND DIVISION LISTED FOR WHICH
EMPLOYEE WORKS WHEN NEXT SERVICE AWARDS ARE
PRESENTED.

LIBRARY SERVICES

2. Presentation of John Cotton Dana Library Public Relations
Award. 9:50 AM Time Certain

GINNIE COOPER, DIRECTOR OF LIBRARIES,
ACKNOWLEDGED THE RECEIPT OF THE JOHN COTTON
DANA LIBRARY PUBLIC RELATIONS AWARD AND
EXPLAINED TO THE BOARD WHAT A HONOR IT WAS FOR
MULTNOMAH COUNTY TO RECEIVE THIS AWARD.
LIBRARY STAFF AND THE COMMUNITY WERE COMMENDED
FOR MAKING THIS AWARD POSSIBLE.

CONSENT CALENDAR

DEPARTMENT OF HUMAN SERVICES

- C-1 Ratification of an Intergovernmental Agreement Between the City of Portland and Multnomah County Providing Funds for the Emergency Shelter for Homeless Youth Program for the Period July 1, 1991 to June 30, 1992

APPROVED.

REGULAR AGENDA

NON-DEPARTMENTAL

- R-1 RESOLUTION in the Matter of Revising the Amount of Ad Valorem Property Taxes for Multnomah County for Fiscal Year 1991-92

RESOLUTION 91-112 APPROVED.

- R-2 First Reading of an ORDINANCE Relating to the Business Income Tax; Amending MCC 5.70.045 (From June 27, 1991)

TESTIMONY HEARD. RECONSIDERATION OF A MOTION TO APPROVE THE FIRST READING OF ORDINANCE WAS APPROVED. SECOND READING SCHEDULED FOR THURSDAY, AUGUST 22, 1991.

Friday, August 9, 1991 - 8:00 AM - 4:30 PM

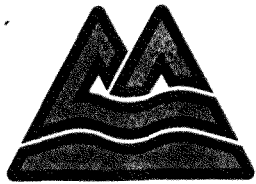
Willamette Center, River Room
121 SW Salmon, Mezzanine Level

STRATEGIC PLANNING SESSION

1. The Multnomah County Board of Commissioners Will Meet to Consider Long-Range Policy Directions for Multnomah County.

STRATEGIC PLANNING SESSION CONVENED AT 8:30 AM FACILITATED BY CYNTHIA GUYER AND ATTENDED BY CHAIR GLADYS McCOY, VICE-CHAIR RICK BAUMAN AND COMMISSIONERS PAULINE ANDERSON, SHARRON KELLEY AND GARY HANSEN. SESSION ADJOURNED AT 4:30 PM.

0163C-1-3
cap



MULTNOMAH COUNTY OREGON

BOARD OF COUNTY COMMISSIONERS
ROOM 606, COUNTY COURTHOUSE
1021 S.W. FOURTH AVENUE
PORTLAND, OREGON 97204

GLADYS McCOY • CHAIR • 248-3308
PAULINE ANDERSON • DISTRICT 1 • 248-5220
GARY HANSEN • DISTRICT 2 • 248-5219
RICK BAUMAN • DISTRICT 3 • 248-5217
SHARRON KELLEY • DISTRICT 4 • 248-5213
CLERK'S OFFICE • 248-3277

AGENDA

MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS

FOR THE WEEK OF

AUGUST 5 - 9, 1991

Tuesday, August 6, 1991 - 9:30 AM - Planning Item. Page 2
Tuesday, August 6, 1991 - 9:35 AM - Regular Meeting. Page 2
Tuesday, August 6, 1991 - 10:00 AM - Board Briefing. Page 2
Tuesday, August 6, 1991 - 10:30 AM - Agenda Review Page 2
Thursday, August 8, 1991 - 9:30 AM - Regular Meeting Page 3
Friday, August 9, 1991 - 8:00 AM - 4:30 PM Page 3
Strategic Planning Session
Willamette Center, River Room
121 SW Salmon - Mezzanine Level

Thursday Meetings of the Multnomah County Board of Commissioners are recorded and can be seen at the following times:

Thursday, 10:00 PM, Channel 11 for East and West side subscribers
Friday, 6:00 PM, Channel 27 for Paragon Cable (Multnomah East) subscribers
Saturday 12:00 PM, Channel 21 for East Portland and East County subscribers

Tuesday, August 6, 1991 - 9:30 AM

Multnomah County Courthouse, Room 602

PLANNING ITEM

- P-1 CU 6-91 Request for Board Reconsideration of the Scope of Review for the August 13, 1991 Board Hearing in the Matter of an Appeal of the Decision to APPROVE, SUBJECT TO CONDITIONS, a Requested Conditional Use Permit for a Commercial Activity that is in Conjunction with Farm Uses in the EFU Zoning District, for Property Located at 9833 NW CORNELIUS PASS ROAD
-

Tuesday, August 6, 1991 - 9:35 AM

Multnomah County Courthouse, Room 602

REGULAR MEETING

NON-DEPARTMENTAL

- APD* R-1 PROCLAMATION in the Matter of Honoring Dr. Hideo Hashimoto for his Contribution to the National and Local Peace Movement on the Occasion of the 46th Anniversary of the Bombing of Hiroshima *91-111*
- R-2 First Reading of an ORDINANCE Creating the County Peace Task Force and the Thousand Crane Award to Recognize Citizens who are Leading Multnomah County Toward a Peaceful Non-Nuclear Future

APD *RB Motion/St - 2nd*
Second Reading Sec. for 8-15-91

Tuesday, August 6, 1991 - 10:00 AM

Multnomah County Courthouse, Room 602

BOARD BRIEFING

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Tuesday, August 6, 1991 - 10:30 AM

Multnomah County Courthouse, Room 602

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Multnomah County Courthouse, Room 602

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LIBRARY SERVICES

2. Presentation of John Cotton Dana Library Public Relations Award. 9:50 AM Time Certain

CONSENT CALENDAR

DEPARTMENT OF HUMAN SERVICES

- C-1 Ratification of an Intergovernmental Agreement Between the City of Portland and Multnomah County Providing Funds for the Emergency Shelter for Homeless Youth Program for the Period July 1, 1991 to June 30, 1992

REGULAR AGENDA

NON-DEPARTMENTAL

- R-1 RESOLUTION in the Matter of Revising the Amount of Ad Valorem Property Taxes for Multnomah County for Fiscal Year 1991-92
- R-2 First Reading of an ORDINANCE Relating to the Business Income Tax; Amending MCC 5.70.045 (From June 27, 1991)

Friday, August 9, 1991 - 8:00 AM - 4:30 PM

Willamette Center, River Room
121 SW Salmon, Mezzanine Level

STRATEGIC PLANNING SESSION

1. The Multnomah County Board of Commissioners Will Meet to Consider Long-Range Policy Directions for Multnomah County.

0104C/18-20/cap

Meeting Date: AUG 06 1991

Agenda No.: R-1

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM
(For Non-Budgetary Items)

SUBJECT: Proclamation honoring Dr. Hideo Hashimoto

AGENDA REVIEW/
BOARD BRIEFING

(date)

REGULAR MEETING

August 6, 1991

(date)

DEPARTMENT Non

DIVISION Bauman

CONTACT Fred Christ

TELEPHONE 248-5276

PERSON(S) MAKING PRESENTATION _____

ACTION REQUESTED:

☐ INFORMATIONAL ONLY

☐ POLICY DIRECTION

☒ APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 5 minutes

CHECK IF YOU REQUIRE OFFICIAL WRITTEN NOTICE OF ACTION TAKEN: XX

BRIEF SUMMARY (include statement of rationale for action requested, as well as personnel and fiscal/budgetary impacts, if applicable):

Proclamation honoring Dr. Hideo Hashimoto for a lifetime of working toward peace.

TIME CERTAIN REQUESTED: 9:30 AM 8/6

BRIEF FORMAL MEETING REQUIRED FOR THIS & ACCOMPANYING ORDINANCE

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL

Or

DEPARTMENT MANAGER _____

(All accompanying documents must have required signatures)

Proclamation 91-111 Original given to Rick Bauman for Presentation to Dr. Hideo Hashimoto.

BOARD OF
COUNTY COMMISSIONERS
MULTNOMAH COUNTY
OREGON
JUL 29 PM 2:22

RICK BAUMAN
Multnomah County Commissioner
District 3



606 County Courthouse
Portland, Oregon 97204
(503) 248-5217

MEDIA ALERT

FOR IMMEDIATE RELEASE
August 2, 1991

CONTACT: Fred Christ
248-5217

COUNTY TO ESTABLISH ANNUAL PEACE AWARD

A Multnomah County ordinance establishing a peace award and a annual citizen selection committee will be presented to the news media on Monday, August 5, 1991 at 1:15 p.m. in Room 605 of the Multnomah County Courthouse, 1021 SW Fourth, Portland.

County Commissioner Rick Bauman will outline the ordinance which:

establishes the Thousand Crane Peace Award, to be presented annually to individuals and businesses on or near the anniversary of the Hiroshima bombing; and

sets up a permanent citizen's task force to select Thousand Crane Award recipients who "are leading Multnomah County toward a peaceful, non-nuclear future."

Also attending and available to answer questions will be Donald McClave, representing the Portland Metropolitan Chamber of Commerce, and peace activists Al Jubitz and Annette Sabatuer.

The task force and award grew out of a county proposal last December which would have established Multnomah County as a Nuclear Weapon Free Zone. The new ordinance has wide acceptance and support by all parties involved in the earlier NWFZ discussions, and is seen as a positive way in which to influence individuals and businesses in Multnomah County.

Hiroshima Day is Tuesday, August 6.

#

1991 AUG - 2 AM 10:53
MULTNOMAH COUNTY
OREGON
CLERK OF COUNTY COMMISSIONERS

BEFORE THE BOARD OF MULTNOMAH COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON

In the Matter of Honoring Dr. Hideo)
Hashimoto for his Contribution to the)
National and Local Peace Movement on) PROCLAMATION
the Occasion of the 46th anniversary) 91-111
of the Bombing of Hiroshima)

WHEREAS August 6, 1991 marks the 46th anniversary of the bombing of Hiroshima; and

WHEREAS the Board of Multnomah County Commissioners are committed to recalling this date to remind community members of the destructive capabilities of nuclear weapons and of war and to urge them to cultivate avenues for worldwide peace; and

WHEREAS Dr. Hideo Hashimoto, a long time disarmament activist whose mother was killed by the Hiroshima Bomb, serves to remind both of the devastation incurred by the atom bomb and of the impact that individuals can have in the non-violent struggle for peace;

NOW THEREFORE BE IT RESOLVED that the Multnomah County Board of Commissioners does hereby honor Dr. Hideo Hashimoto, professor emeritus of Lewis and Clark College, 50-year-plus member of the Fellowship of Reconciliation, past board member of the Urban League, past committee member of the American Friends Service Committee's Peace Education Committee, and longstanding member of the peace activist community for his efforts to reduce this country's reliance upon war and to cultivate greater opportunities for peace, disarmament, and understanding locally, nationally, and internationally.

Adopted this 6th day of August , 1991



BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON

By: _____

Gladys McCoy
Gladys McCoy
Multnomah County Chair

REVIEWED: _____

By: _____

Lawrence Kressel
LAWRENCE KRESSEL, COUNTY COUNSEL
FOR MULTNOMAH COUNTY , OREGON

Meeting Date: AUG 06 1991

Agenda No.: R-2

(Above space for Clerk's Office Use)

AUG 15 1991

AGENDA PLACEMENT FORM
(For Non-Budgetary Items)

SUBJECT: County Peace Task Force Ordinance

AGENDA REVIEW/

BOARD BRIEFING _____ REGULAR MEETING August 6, 1991
(date) (date)

DEPARTMENT Non DIVISION Bauman

CONTACT Fred Christ TELEPHONE 248-5217

PERSON(S) MAKING PRESENTATION _____

ACTION REQUESTED:

☐ INFORMATIONAL ONLY

☐ POLICY DIRECTION

☒ APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 15 minutes

CHECK IF YOU REQUIRE OFFICIAL WRITTEN NOTICE OF ACTION TAKEN: XX

BRIEF SUMMARY (include statement of rationale for action requested,
as well as personnel and fiscal/budgetary impacts, if applicable):

Creates on-going County Peace Task Force to annually
select recipient(s) of Thousand Crane Award, given to
county residents working for peace, non-nuclear economic
and political alternatives.

*First Reading Approved. Second Reading on
8-15-91.*

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL _____

Or

DEPARTMENT MANAGER _____

(All accompanying documents must have required signatures)

ORDINANCE FACT SHEET

Ordinance Title: County Peace Task Force

Thousand Crane Award

Give a brief statement of the purpose of the ordinance (include the rationale for adoption of ordinance, description of persons benefited, other alternatives explored):

Multnomah County citizens should be recognized and encouraged for efforts to reduce political and economic dependence on nuclear weapons. The task force will meet to select recipients of the Thousand Crane Award annually.

What other local jurisdictions in the metropolitan area have enacted similar legislation?

0

What has been the experience in other areas with this type of legislation?

none known

What is the fiscal impact, if any?

\$0

(If space is inadequate, please use other side)

SIGNATURES:

Person Filling Out Form:

FRED CHRIST - KAREN BELSEY

Planning & Budget Division (if fiscal impact):

Department Manager/Elected Official:

[Signature]

BEFORE THE BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON
ORDINANCE NO.

1

2

3

4 An Ordinance creating the County Peace Task Force and the
5 Thousand Crane Award to recognize citizens who are leading
6 Multnomah County toward a peaceful non-nuclear future.

7

8 Multnomah County ordains as follows:

9

10 Section I. Findings

11

12 A. The existence of nuclear weapons creates an
13 atmosphere profoundly detrimental to the psychological and
14 physical health of all individuals.

15

16 B. The creation of a political and economic environment
17 that is devoid of these weapons is desirable.

18

19 C. The Board of County Commissioners are committed to
20 the care and protection of their citizens and support efforts
21 that move the community toward a greater state of well-being.

22

23 D. There exist in Multnomah County individuals who are
24 making positive efforts to reduce our emotional, political, and
25 economic dependence upon nuclear weapons through education and
26 alternative forms of economic development.

1 E. These individuals should be recognized and encouraged
2 for their efforts, the community informed of the significance
3 of their undertakings, and other individuals encouraged to
4 assume similiar challenges.

5
6 F. This commitment to peace is exemplified in the story
7 of Sadako, a young girl who contracted radiation poisoning from
8 the Hiroshima blast. Sadako believed that if she could
9 sucessfully fold 1,000 paper cranes before she died, peace
10 would prevail. She died before she reached her goal. Her
11 dream remains.

12
13 Section II. Annual Award

14
15 There is hereby created the Thousand Cranes Peace Award.

16
17 This award will be presented to individuals and businesses on
18 or about August 6th, Hiroshima Day, each year to remember the
19 destructive capability of the Atom Bomb and to recognize those
20 Multnomah County citizens who are leading our community toward
21 a peaceful non-nuclear future.

1 Section III. Task Force

2

3 A. The County Peace Task Force is hereby created. It will
4 include a minimum of eight (8) members representing:

5 Oregon Peace Institute

6 Physicians for Social Responsibility

7 Educators for Social Responsibility

8 Social Investment Forum

9 Beyond War

10 Portland Chamber of Commerce

11 Multnomah County Board of Commissioners

12 and one at large member selected by the Task Force.

13

14 B. Task Force members shall serve without compensation.

15

16 Section IV. Responsibilities

17

18 A. During its first year of existence the Task Force will:

19

20 1. Initiate a design contest for the creation of the
21 Thousand Crane Award.

22 2. Serve as the selection panel for the award design.

23 3. Develop the award criteria.

24

25

26

1 B. On an ongoing basis the Peace Task Force will:

- 2
- 3 1. Refine the award criteria
 - 4 2. Publicize the award
 - 5 3. Accept nominations
 - 6 4. Select recipients.
- 7

8 C. The Task Force will also develop funding for both the
9 design contest and the production of the annual award.

10

11 D. The chair shall assign staff to assist task force members
12 in carrying out the duties assigned to them. Aside from
13 printing, mailing, and staff costs, the County will assume no
14 other liability for expenses incurred by the Task Force.

15

16 Adopted this _____ day of _____, 1991

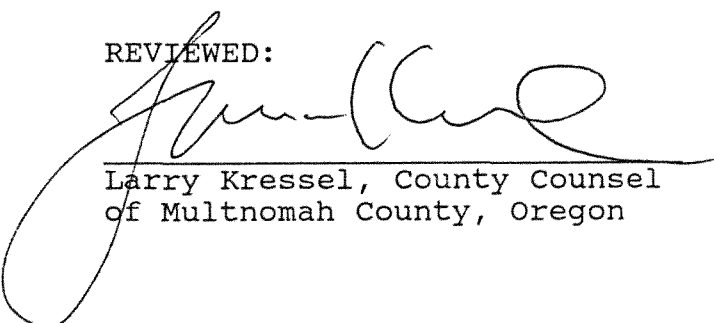
17

18 MULTNOMAH COUNTY, OREGON

19

20 By _____
21 Gladys McCoy, County Chair

22 REVIEWED:

23 
24 Larry Kressel, County Counsel
25 of Multnomah County, Oregon
26

Meeting Date: AUG 06 1991

Agenda No.: B-1

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM
(For Non-Budgetary Items)

SUBJECT: Briefing -Albina Plan

AGENDA REVIEW/
BOARD BRIEFING Aug. 6, 1991

REGULAR MEETING _____

DEPARTMENT Nondepartmental

DIVISION Chair's Office

CONTACT Norm Monroe

TELEPHONE 248-3308

PERSON(S) MAKING PRESENTATION Coleen Ackers, Mel Harrison

ACTION REQUESTED:

XX INFORMATIONAL ONLY _____ POLICY DIRECTION _____ APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 30 minutes

CHECK IF YOU REQUIRE OFFICIAL WRITTEN NOTICE OF ACTION: _____

BRIEF SUMMARY (include statement of rationale for action requested, as well as personnel and fiscal/budgetary impacts, if applicable):

Albina Plan Briefing

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL _____

or

DEPARTMENT MANAGER _____

(All accompanying documents must have required signatures)

7090G

BOARD OF
COUNTY COMMISSIONERS
1991 JUL 30 AM 10:55
MULTNOMAH COUNTY
OREGON

8-6-91
Handout #1
B-1

ELEMENTS OF THE TWO LAND USE ALTERNATIVES

Full Block Zoning - expand zoning for commercial, industrial and multifamily development from 100' to 200' - 250' depths to aid site assembly for new developments:

- Along N. Lombard, Interstate Ave and Martin Luther King Jr. Boulevard
- Smaller nodes along Williams-Vancouver couplet, the Knott-Russell corridor, Mississippi and Albina Ave.

Nodes and Centers - to concentrate commercial activities to attain critical mass

DISTRICT DEVELOPMENT

- ALT 1 FOCUS DEVELOPMENT IN NODES & CENTERS LOCATED ALONG INTERSTATE & KING
- ALT 2 MAJOR NEW CENTER ON KILLINGSWORTH BETWEEN INTERSTATE TO KING

INTERNATIONAL DISTRICTS

- ALT 1: KILLINGSWORTH NEIGHBORHOOD COMMERCIAL NODE
- ALT 2: REGIONAL COMMERCIAL DISTRICT

ALBERTA STREET

- ALT1: BUSINESS INCUBATOR AREA
- ALT 2: MIXED USE CORRIDOR WITH EMPHASIS ON RETAILING AND HOUSING

MIXED USE

- ALT 1 CREATE MIXED USE NODES
- MLK & KNOTT(Eliot)
 - VANCOUVER & LOMBARD(Piedmont)
 - MLK & DEKUM(Woodlawn)
- ALT 2 CREATE MIXED USE CORRIDORS
- WILLIAMS(FREMONT TO ALBERTA) AND (SCHUYLER TO RUSSELL)
 - ALBERTA(9TH TO 33RD)

INDUSTRIAL SANCTUARIES

- ALT 1 NO ADDITIONAL IS
- ALT 2 CREATE 4 ADDITIONAL IS
- MLK(FREMONT-GOING)
 - MISSISSIPPI(GOING-WEBSTER)
 - SW CORNER OF BOISE
 - I-5 TO INTERSTATE(GOING TO KILLINGSWORTH)

Minor Focal Points /Neighborhood Commercial Nodes

ADDRESSED IN NEIGHBORHOOD PLANS

Institutional Growth - The New Institutional Comprehensive Plan and Zoning Designation

- Strong employment growth expected in medical professions over the next 20 years
- Applied to Emanuel Hospital, Bess Kaiser Hospital, Edgar Kaiser Medical Facility, PCC Cascade Campus, Jefferson High School and Concordia College

Urban Renewal - to aid business development and expand the urban homestead program

ALT 1 EXTEND CONVENTION CENTER URBAN RENEWAL DISTRICT

ALT 2 CREATE A NEW URBAN RENEWAL DISTRICT

Regional Transitways/Light Rail

LIGHT RAIL ALIGNMENT

- ALT 1 ADD MLK ALIGNMENT
- ALT 2 ADD WILLIAMS/VANCOUVER ALIGNMENT
(ALSO OPTION OF NO NEW LRT ALIGNMENT)

KING BLVD REDEVELOPMENT

- ALT 1 INTERIM USES UNTIL LRT SITED
- ALT 2 FOCUS REDEVELOPMENT
 - AUTO-ORIENTED
 - COMMERCIAL NODE AT MLK & KILLINGSWORTH
 - POWER RETAILING

No-Net Housing Loss - loss of land for commercial, industrial and institutional expansion will be offset by increasing residential densities

- Density increases are concentrated around business centers and nodes and on mass transit corridors
- Some land in commercial strips has been downzoned to multifamily.

Establish Affordable Housing Overlay

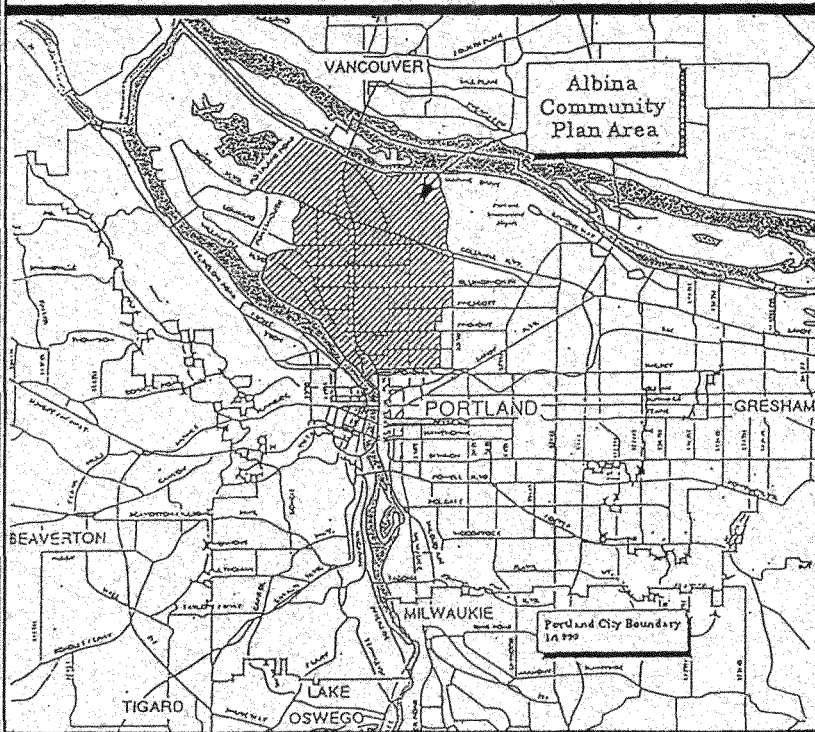
- Eliminate Off-Street Parking Requirements For Small Projects
- Permit Granny Flats To Be Created In Or Above Garage
- Allow Attached Residential Infill on Vacant Single Family (R5) Lots Vacant for 36 Months Or Longer
- Liberalize Home Occupation Regulations

Seven Historic Districts

Lower Russell Street
Eliot
Irvington
Piedmont
Woodlawn
Kenton
Mock's Crest

PORTLAND'S

ALBINA COMMUNITY PLAN



DISCUSSION DRAFT



MAY 1991
Portland Bureau of Planning

ALBINA
COMMUNITY

ALBINA COMMUNITY PLAN DISCUSSION DRAFT



**MAY, 1991
PORTLAND BUREAU OF PLANNING**



CITY OF
PORTLAND, OREGON
BUREAU OF PLANNING

Gretchen Kafoury, Commissioner
Robert E. Stacey, Jr., Director
1120 S.W. 5th, Room 1002
Portland, Oregon 97204-1966
Telephone: (503) 796-7700
FAX: (503) 796-3156

To the Citizens of Portland:

The community of Albina is experiencing tremendous change, a pattern which will continue through the 1990's. The Albina Community Plan provides an opportunity for the residents of the district to plan for and guide the future development of their community.

The Discussion Draft Albina Community Plan and the nine accompanying neighborhood plans are products of the hard work of the citizens of this district. The plans are based upon the input of community members collected during many public meetings. The Albina Community Plan process began with the positive work of those living in the area. In May of 1989, the North/Northeast Economic Development Task Force, now known as the North/Northeast Economic Development Alliance, published an action plan for the area. The District-wide Plan builds on the values and vision reflected in this action plan. The neighborhood plans are consistent with the District-wide Plan and are based on the responses gathered during the neighborhood workshops as well as the work of the Alliance.

The Albina Community Plan process is designed to achieve several ends. It will encourage physical improvements in the area, ensure that the improvements benefit current residents and businesses, reduce the degree to which revitalization leads to dislocation and displacement of current residents, and build a more secure future for the people of Albina.

I believe that if we continue to work as partners in this project, we can realize these common goals.

The Discussion Draft is intended to encourage a dialogue on the many choices the community faces. I invite and encourage all residents of the Albina community to participate in the review of this Draft and examine the alternative approaches to addressing the issues facing the district. Your continued input and support are critical to the successful completion and implementation of the Albina Community Plan.

Thank you.

Sincerely,

Gretchen Kafoury
Commissioner of Public Utilities

Funding for the Bureau of Planning's participation in the development of this plan was provided as a part of the Albina Community Plan project. The Albina Community Plan was made possible by the financial support the Emanuel Hospital (Health Link Systems Inc.), Kaiser Permanente, Pacific Power & Light, Portland Bureau of Community Development (Federal Community Block Grant Funds), Portland Development Commission, Portland Department of Transportation (Regional Rail Program) in addition to the City of Portland's General Fund.

ACKNOWLEDGMENTS

Portland City Council

J.E. Bud Clark, Mayor
Gretchen Kafoury, Commissioner
Earl Blumenauer, Commissioner
Dick Bogle, Commissioner
Mike Lindberg, Commissioner

City Of Portland Planning Commission

Martha Peck Andrews, President
W. Richard Cooley, Vice President

Stan Amy
Estill Deitz
Barbara M. Karmel
Margaret Kirkpatrick
Chet Orloff
Richard Michaelson
Vivian Parker

Bureau Of Planning

Gretchen Kafoury, Commissioner-in-Charge
Robert E. Stacey, Jr., AICP, Planning Director

Discussion Draft Project Staff

Michael S. Harrison, AICP, District Planning Manager
Colleen G. Acres, AICP, PhD., City Planner *- out of office*
3 Mike Hayakawa, AICP, City Community Liaison
4 Barbara Sack, AICP, City Planner
5 Kimberly Moreland, City Planner
Paul Scarlett, City Planner *Deaution*
11 Julia Gisler, City Planner
12 Jean Hester, City Planner
Susan Gregory, Word Processing Operator

Albina Community Plan Technical Advisory Committee

Greg Carlson, City of Portland Bureau of Buildings
Carol-Linda Baugh, Portland Development Commission
Ross Roberts, Tri-Met
Steve Dotterer, City of Portland Office of Transportation
Mary Holley, Housing Authority of Portland
Doug Warren, City of Portland Bureau of Planning
Martha McLennan, City of Portland Bureau of Community Development
Marcia Douglas, City of Portland City-School Liaison
Jeanne Harrison, City of Portland Bureau of Planning
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INTRODUCTION

The Albina Community Plan represents a major commitment on the part of the City of Portland as well as the citizens of Albina to improve the quality of life in the district. Over time, businesses and public and private agencies will be asked to implement the most comprehensive approach ever formulated to address the needs of the inner north and inner northeast neighborhoods of the city.

Citizen involvement has been central to the direction that this project has taken and will continue to be a crucial element in its future and ultimate success. Twelve neighborhood workshops were held during 1990 and close to 400 people attended. Outreach efforts were made to special needs populations and disenfranchised groups such as youth, seniors, and the disabled. The commitment and effort of those involved in the citizen involvement process not only indicated the need for a major planning effort but revealed the tremendous amount of energy that the citizens of the area are willing to apply to determining the future of Albina.

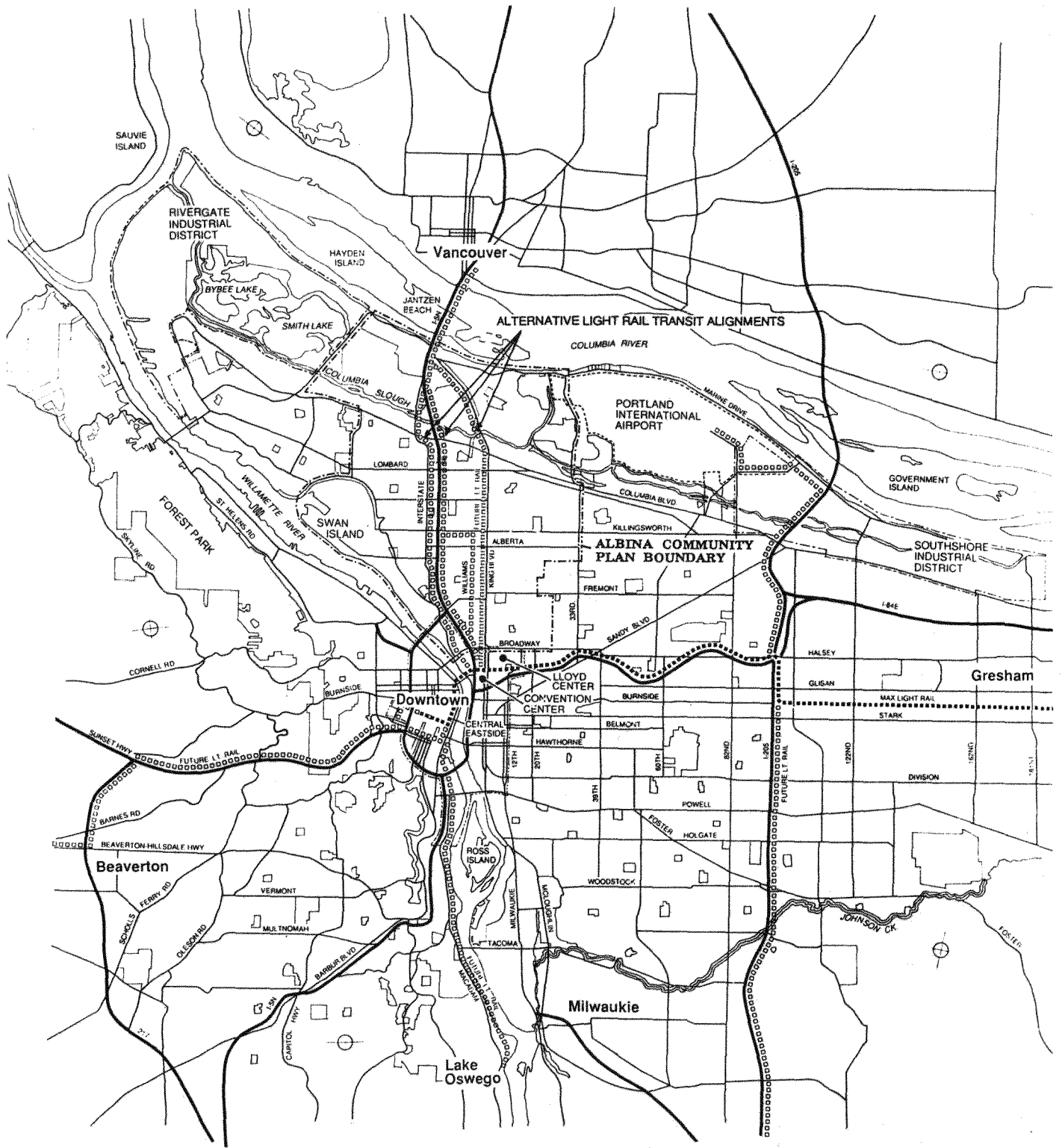
A healthy community is an asset to its citizens and to the entire city. This promise to commit energy and resources to the Albina area will provide the livability and economic vitality for which Portland is known.

Purpose

The Albina Community Plan process is the first comprehensive planning effort for the Albina area since the Portland Model Cities Program of the 1960s and 1970s. The Albina Community Plan project includes the Model Cities area as well as six additional neighborhoods.

The Albina Community Plan is intended to combat the loss of employment base, disinvestment and dilapidation in the Albina area through a comprehensive planning effort. A comprehensive district action plan provides a policy framework and long-term certainty to those that own property or that may wish to invest in the Albina land market. A comprehensive plan also recognizes the interrelationship between land use, transportation, environmental, educational, social and family issues and how each must be addressed in order for others to succeed.

This plan proposes land use, transportation and public service strategies. These strategies address livability, increased accessibility, reduction of land use and transportation impacts, improving the developability of land, preservation of Albina history and improvements in public infrastructure. This plan also includes social and educational programs to address the most pressing concerns of the people of Albina. These programs include job training, family services and improvements in educational opportunities. All branches of government, the private sector, and the



Albina Community Plan Area Vicinity Map

citizens of Albina must participate for this plan to be successfully implemented.

The land use element of the discussion draft includes two land use alternatives that propose changes in comprehensive plan designations and zoning patterns for certain areas. The new patterns recommend alternative means to increase the developability of certain areas, increase housing opportunities, enhance commercial areas, and provide flexibility for institutional expansion.

The loss of existing housing units and future housing opportunities are a concern for the citizens of Albina. Both alternatives address the issue of housing retention and propose major changes in density and some downzoning to increase residential zoning. These new opportunities are at locations with site sizes that are attractive to the marketplace. Preservation of the area's many historically significant structures and stable residential neighborhoods is one concern while the revitalization of the area by replacing worn-out housing with newer higher-density developments is another.

A significant transportation decision will be the determination of whether a third northern light rail corridor should be considered. Currently two alignments have been selected to be examined as possible light rail corridors: I-5 and N Interstate Avenue. In addition, possible alignments on Martin Luther King Jr. Boulevard and on the N Williams/Vancouver couplet have been identified and will be evaluated as potential corridors. A comparison of all four corridors through North/Northeast Portland will take into consideration development opportunity, ridership, and the need to acquire additional right-of-way.

A list of implementation actions is proposed for those parts of the plan that focus on issues other than land use. These include development of programs and projects in the areas of economic development, crime prevention, education, family services and historic preservation. Projects and programs will be prioritized. Inclusion of these provisions in the plan assures that they are coordinated with the plan and each other; that they have community support; and that they have been reviewed by the City Council and found to be consistent with and supportive of the Comprehensive Plan.

The Albina Community Plan Process

The Albina Community Plan process began in July 1989, with the expectation that it would take up to three years to complete a district plan and a number of accompanying neighborhood plans.

The first task in the planning effort was to agree upon a process. A discussion draft of the process report was published in September 1989 based upon input gathered at public meetings. This draft was reviewed over the next three months during meetings with more than 30 groups interested in the project, and a second draft was published in November 1989. In December 1989, the document was submitted to the Planning Commission which approved the report in January 1990.

Workshops for the formulation of the district plan and neighborhood plans began in February 1990 and concluded in July 1990. Three district-wide workshops, one workshop for each neighborhood, and two workshops for business associations were held. Ongoing meetings continue to be held with the various neighborhood associations. Also, a special outreach effort was made to special needs populations. The Albina Community Plan Technical Advisory Committee (TAC) continues to meet on a monthly basis to review the plans.

The Albina Community Plan staff published the Background Documents in February 1991. This document provides the factual basis for the recommendations contained in the proposed district and neighborhood plans.

A pre-publication review of the Albina Community Plan Discussion Draft was conducted by a committee that consisted of a representative from each of the neighborhoods that compose the Albina area, a representative from the four area business associations and a representative from the North/Northeast Economic Development Alliance.

How The Discussion Draft Plan Is Organized

The Albina Community Plan has several sections:

- **Alternative Plan Maps and Land Use Designations.** The plan map shows existing land use designations as well as two proposed land use alternatives to the existing designations. The changes will be amendments to the Comprehensive Plan and therefore will be adopted by ordinance.
- **Vision Statement.** The vision statement guides the adoption and implementation of the plan. It provides an illustration of what the people of the district are striving for and helps keep the implementation process on track. It ensures that the plan remains a living object. The vision statement will be adopted by ordinance.
- **Goals and Policies.** The goal policy will tie this plan to Portland Comprehensive Plan. There are twelve policy areas for the Albina Community Plan that address the primary issue areas that affect the community. Goals and policies are adopted by ordinance.
- **Action charts.** The action charts contain specific strategies through which the objectives are implemented. The proposals are assigned a time-frame for action with one or more implementation agencies. Action items are adopted by resolution.
- **Other maps.** Functional maps accompany many policies and show some of the proposals on the action charts. Maps also provide a geographic context for actions that are site-specific. These maps are adopted by resolution.
- **District Urban Design Plans.** Urban design plans illustrate the proposals contained in the district action chart. They also may present more specific details for locations of points of interest, physical amenities, improvements, or gateways. Urban design plans are adopted by resolution.

There are also illustrations throughout the Albina Community Plan. These illustrations attempt to convey an artist's concept of how a specific new development or improvement may appear in the future. They are not intended to suggest a certain development or the way a particular development should appear. They may function as a starting point for implementation.

Previous publications related to this planning effort include the following:

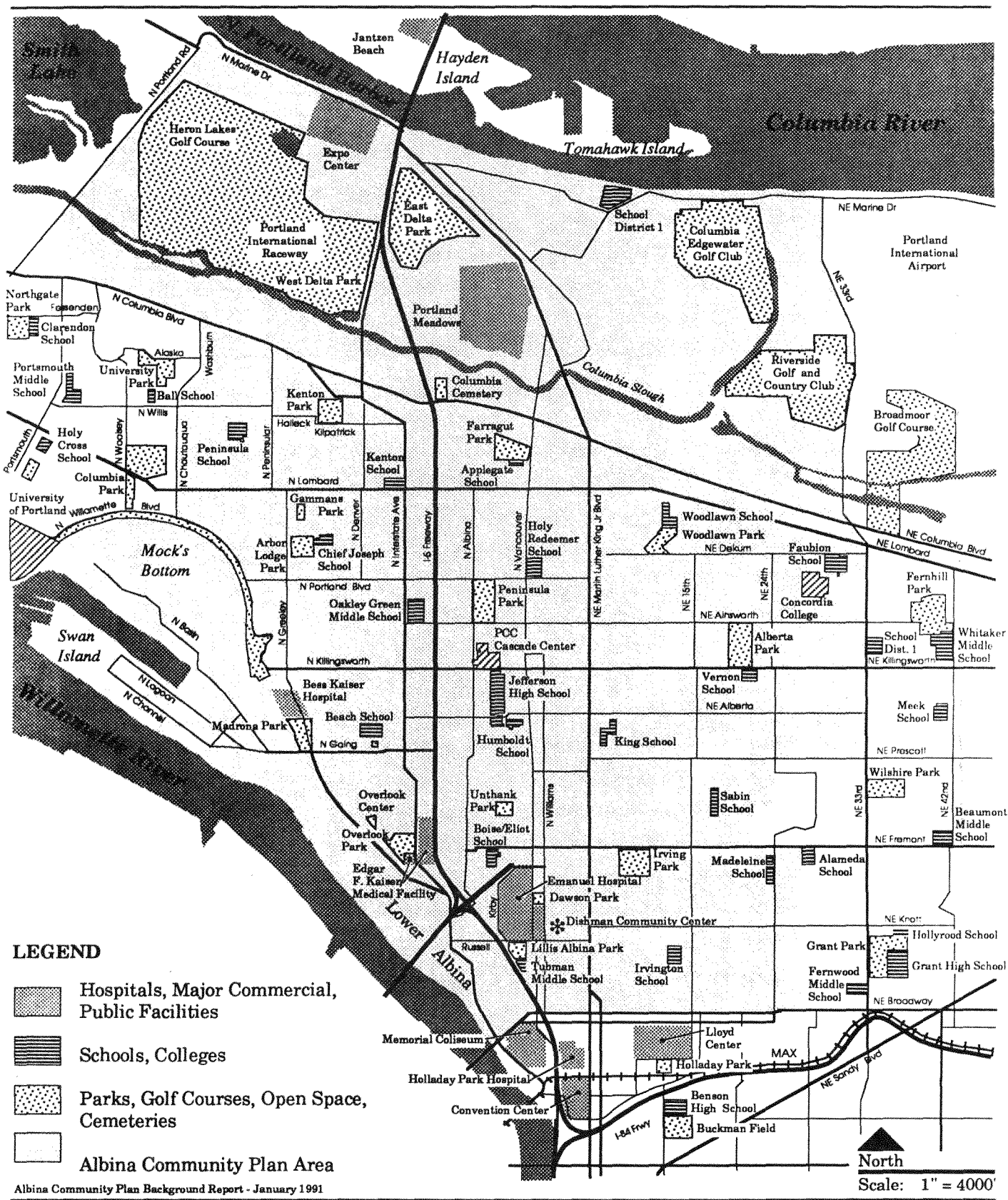
History of the Albina Plan Area and Historic Resources in the Albina Plan Area. (Comprehensive Planning Workshop, Portland State University, Department of Urban Studies and Planning: Winter, 1990)

Albina Community Plan Process. (City of Portland, Bureau of Planning: May, 1990)

Albina Community Plan Background Documents, Volumes I, II, and III. (City Of Portland, Bureau of Planning, February, 1991)

How To Participate In the Review Of the Discussion Draft Plan

The Bureau of Planning and the North/Northeast Economic Development Alliance will conduct at least three open forums on the discussion draft. The Bureau of Planning will offer informational and discussion meetings to businesses and neighborhood associations located within the Albina Community Plan area that request them. Finally, three informal Planning Commission hearings will be held in the district on the draft plan. A subcommittee of the Planning Commission will host these hearings.



Institutions and Public Facilities in the Plan Area

A VISION OF THE ALBINA COMMUNITY

Introduction

A vision is central to a planning process. It is an expression of those things that the people of the community have identified as important and desirable. This vision includes the present generation's desires for themselves and for their children.

The people of the Albina Community have worked with the City to create this vision to guide future activities in this area. This vision will remind decision-makers of what they are working towards as a path is created towards a better community. The vision is intended to exist as a living document.

Vision Statement

The Albina Community is a positive model within the region and throughout the nation of a multi-cultural and multi-racial district. Due to this rich mix, it has evolved into a center for culture. It is enhanced by the Jefferson High School Arts program, the establishment of the American Indian Cultural Center and a Museum of African-American Heritage.

The community of Albina is composed of thirteen separate neighborhoods. Each has its own distinct history and identity. Each has its own distinguishing characteristics yet remains an integral part of the larger community. Many common characteristics of the neighborhoods bind them together to form the area known as Albina.

The streets of Albina are adorned with mature trees providing shade and beauty. At many locations utilities are underground allowing the area's trees and buildings to dominate the community's landscape. Regional facilities and ethnic businesses are concentrated on Killingsworth Street, while neighborhood commercial and activity nodes throughout the district serve the residents of the entire community. New housing has been constructed throughout Albina in conformance with development standards designed to ensure compatibility and to encourage design excellence. There are historic districts that preserve both residential and commercial areas. Neighborhood traffic management programs have reduced through-traffic in residential areas and improved the efficiency of major streets. There are several historic districts within the Albina area and the commitment to the district can be seen in the large number of houses which have been rehabilitated.

Albina is the residential neighborhood of choice for many Portlanders because of its well-maintained, historic structures, attractive neighborhoods and central location. Its proximity to the Lloyd

Center/Convention Center/Coliseum district and the downtown area and the variety in housing stock that exists in the area are important assets that have contributed to the area's revitalization. There is an abundance of residential opportunities for special needs groups, including seniors and those with disabilities. The establishment of historic districts has encouraged owner-occupancy and re-investment in houses. Housing remains affordable and the district remains economically mixed. There has been a steady increase of owner-occupancy of residential units in the area. Opportunities for both owner-occupancy and renting have been increased by substantial amounts of new residential construction. This abundance of choice has resulted in stable neighborhoods that attract and retain households.

The Albina area enjoys excellent public transportation and public services are readily available to all. Bike paths have been completed in the area, linking the district to the downtown area, Lloyd Center, the 40-Mile Loop Trail System, the Willamette River Greenway and Delta Park. A light rail transit corridor runs through Albina and functions to provide local service to Albina residents while linking Vancouver with Milwaukie, Clackamas County and the downtown core. The station areas enjoy neighborhood commercial developments and significant new residential development and are fed by bus lines from the east and west. Throughout the Albina Community new residential development has occurred at densities that support light rail and bus transit service.

Albina continues to enjoy excellent access from other parts of the City and the region. The Marine Drive project has completed the vital link between industrial areas. Pedestrian and bicycle paths have increased access for city residents to the Columbia Slough and trails have been developed through new open spaces located along the Columbia River.

The Matt Dishman Center and the Peninsula Community Center are two activity centers that, through recent improvements, serve the entire Albina area. Youth service centers provide facilities for after-school activities and the after-hours use of school buildings adds to the types of activities that are available to the youth of the community.

Significant investment along Columbia Boulevard, in the Swan Island area and in other industrial and mixed employment areas have resulted in industrial employment opportunities for the residents of Albina. The Emanuel Hospital campus and the Edgar Kaiser facility provide jobs for the people of the area, and these facilities have attracted businesses related to the medical field. Businesses have participated in job training and counseling programs, and have provided internships to provide job experience for Albina residents. Lower Albina has evolved into a bustling industrial area with commercial and residential activity centered along the Russell Street Historic District. Northeast Russell Street has grown into an entertainment center serving the entire region. Incubator businesses have also flourished in the district through the participation of businesses and

educational institutions. The revitalization of the commercial district on Lombard Street has created an area for auto-related commercial uses that serve Albina as well as the Peninsula neighborhoods.

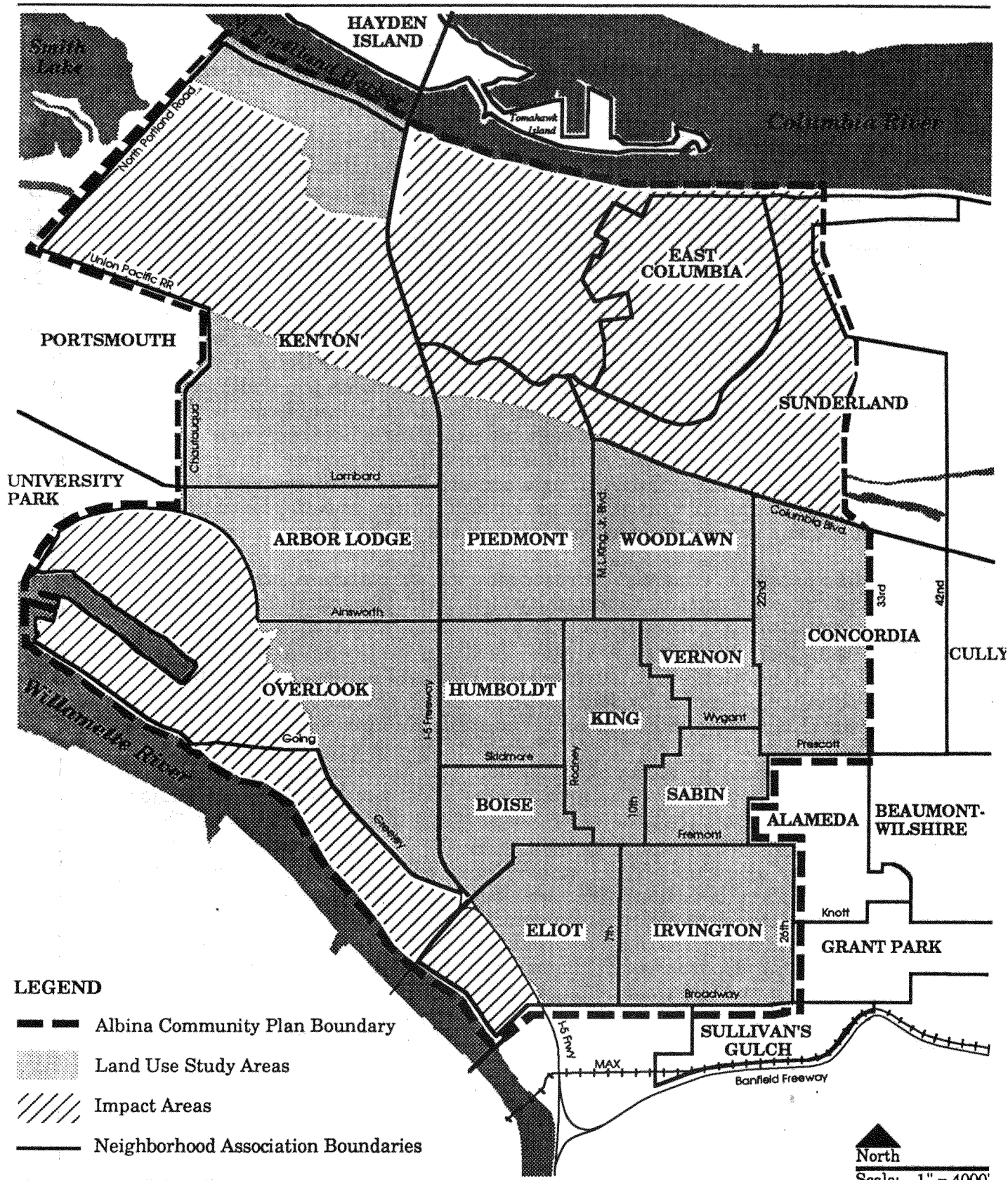
One of the outstanding features of living in Albina is its safety. Public safety has improved with the implementation of community policing. Community policing emphasizes interaction with neighborhood residents and increased the visibility of police officers through the establishment of storefront precincts and foot patrols. The establishment of youth service centers and after-school activities also contributes to this effort.

While blessed with good local parks, Albina also lies near Delta Park and the Columbia Slough. Albina boasts an Urban Wildlife Corridor, which has been established along the slough area. Important sections of the 40-Mile Loop have been completed. There are links between the trails along the Columbia Slough and residential areas south of Columbia Boulevard. Peninsula Park has grown to be a regional attractor with its diverse activities - the summer music series is a particularly popular program. Albina also boasts a community music center. Important regional facilities include the Portland International Raceway and the Heron Lakes Golf Course and other public attractions located in the area.

Albina has excellent educational resources. An educational plaza has developed around Portland Community College, Jefferson High School and the Multnomah County Library. Portland Community College and Concordia College have expanded their facilities and remain important parts of the community. The University of Portland is also an important nearby resource. Community schools have been established in school district buildings to provide additional educational opportunities.

The rebirth and revitalization of the Denver Avenue commercial area is one recent major achievement. The area is now a historic district and a major district retail center. Historic commercial areas along N Killingsworth Street near Portland Community College, in the Woodlawn area near NE Dekum and NE Durham Streets and on Martin Luther King Jr. Boulevard, near NE Knott and NE Russell Streets once again play major roles in providing opportunities for retail and service industries. Carriageways link the historic districts, bed and breakfasts and the guest houses of Albina to the Convention Center area. Historic districts play a prominent role in the redevelopment of an area. They establish a context in which this redevelopment occurs and provide a link to the past. History and historic districts provide a sense of image and function to attract people from outside the district.

Albina is the product of the dedication of its people. Government, businesses, and the residents of the district together have created an area that is a good location to conduct business as well as a desirable place to live. Only the positive has been carried forward from its past. Albina is a full-service community that has built upon its history and tradition.



Albina Community Plan Area and Neighborhoods

BASIS OF THE ALBINA COMMUNITY PLAN ALTERNATIVES

The two land use alternatives presented in this Discussion Draft are intended to stimulate public participation in the shaping of this area's future. Both alternative concept plans contain possible solutions to problems troubling the Albina Community.

The following discussion presents an overview of the problems the alternative concept plans address. The alternatives contrast as to how they should address these problems.

Introduction

Location, accessibility, and the availability of inexpensive serviceable, and buildable sites and leasable space are the keys to development in the Albina Community. Over the next 20 years the area north of Columbia Boulevard, Swan Island, Mocks Bottom, Albina Yard and Lower Albina are expected to develop differently than the remainder of the Albina Community Plan Study Area. For purposes of this discussion the former areas are referred to as the Impact Area. The remaining portion of the Albina Community Plan study area is referred to as the Land Use Study Area.

The Impact Area will continue to attract the majority of the community's non-residential growth. Conservative forecasts anticipate a demand for 40 acres of new retail and 550 acres of new non-retail employment-based activities in and immediately adjacent to these primarily industrial areas. In contrast, the projected demand for the remainder of the Albina Community Plan area is low: 18 acres for retail and 40 acres for non-retail employment-based enterprises.

Little residential growth is expected according to these same forecasts. Projections forecast the construction of about 970 new housing units in the Albina Community Plan Study Area over the next 20 years. It is not, however, lack of land which inhibits non-industrial growth in the Study Area. Of the 429 vacant acres available for immediate development, an estimated 43% is zoned for residential use and 7% for commercial use.

For the Albina Community Plan Study Area, attractors will continue to be primarily location and accessibility. In addition, the Impact Area has a large reserve of fully served buildable sites varying in size, configuration, and price which are ready for immediate occupancy. Land in the Land Use Study Area is also fully supplied with urban services and competitively priced. But, unlike the Impact Area, 81% of the sites are 5,000 square feet or less in

size. Less than 1% are an acre or larger in size. Existing leasable space can be expensive to rehabilitate and prepare for occupancy. In addition, many of the non-residential sites along the arterials are only 100 feet in depth failing to meet the demand for larger sites by either commercial and residential developers. Existing on-street parking is limited. Off-site parking lots and loading areas are often poorly developed and located. In a strong market problems of land assembly, multiple ownerships, incompatible adjacent development, applicable land use regulations, and the challenge of creating effective site layouts will be viewed as obstacles. In a deteriorating market, these conditions become barriers to growth and community reinvestment.

Development Constraints

The most obvious barriers to economic revitalization are land use related: lack of available large scale vacant sites, inadequate size of available sites and the need to provide off-street parking, little to no room for expansion, current zoning patterns and the presence of incompatible adjacent development and on-site deteriorating building stock. The removal of these constraints is the primary focus of the Land Use Plan Concept alternatives.

These factors and the already longstanding preferences of households and industry for more suburban locations has depressed local market activity and the employment outlook for area residents. The relocation of expanding industries and failure of the area to attract new growth has led to a drop in the number of locally available jobs providing family level wages with adequate fringe benefits. Consequently, unemployment and underemployment rates have increased and household resources have been reduced.

Exacerbating these conditions is the image of the Land Use Study Area portion of the Albina Community as unsafe for residents, employees, and customers. In actuality, the majority of neighborhoods within the Albina Community, according to most recent 1990 crime statistics, do not have significantly higher crime rates than other City neighborhoods. Some have rates that are lower.

The consumer base for neighborhood-serving retailers and commercial services is in decline. Population and households are being lost as those with improving disposable incomes move elsewhere in the Portland region. Average household income drops as these households are replaced by those with more limited incomes. Disproportionately high unemployment rates reduce the disposable income available to area households. Purchasing power declines as wage hikes fail to keep pace with inflation and rising prices of consumer goods and services. Contrary to regional growth trends, the result of these economic forces at work in the Albina area is a steady decline in the number of retail and service establishments and associated employment since 1980.

Neighborhood recovery is made more difficult by the past practice of redlining properties within the community and past failure of traditional lending institutions to provide mortgages to potential home buyers. The result is increasing loss of homeowners and accompanying rises in the number and proportion of renters, accelerating rates of neighborhood turnover, and building vacancy. Speculative activity may also be increasingly drawn by low property values.

Sixty-two percent of Albina's building stock was constructed before 1930 and continues to deteriorate as the rate of home ownership falls, businesses close, and residential and commercial vacancies increase. Only minimal investments in property upkeep and maintenance are made by speculators or marginal businesses and poor households. The aging of the building stock also increases the likelihood of structural fires and building abandonment.

The area's building stock is simultaneously a community asset and a liability. On the positive side, the old buildings and homes are an investment from the past which can be continuously used and adapted to meet new demands for space by both residential and non-residential users. These buildings are a physical reminder of the rich cultural past and present of this community. Proposed historic districts recognize both the diversity of the architectural styles present in the community and the desire of community members and organizations to protect their heritage for future generations.

Affordable selling prices create opportunities for home ownership by moderate income and first time home buyers in a regional market where less than 25% of the population can afford to purchase a newly constructed detached single family home. For the transit dependent, the Albina Community offers housing at prices they can afford in areas in close proximity to commercial and industrial employment centers, educational institutions, and social services.

On the negative side, the age of the housing stock, heavy reliance upon wood construction, and lack of maintenance mean that not all housing can and should be preserved.

The housing stock is primarily made up of single family detached homes. Few alternatives are available for low, moderate, or middle income households searching for housing alternatives to the single-family detached structure. While this community is the only area within the Portland region where the majority of new housing stock built since 1980 is more than 50% multifamily attached, the actual number of units created by this construction was low--190 units. New construction was unable to offset losses to the housing stock. Between 1980 and 1990, the community experienced a net loss of 550 units.

For most residential developers, the Albina Community's isolated single lot and small cluster vacant infill sites in the Land Use study area are not attractive. Their isolation and size deter developers seeking to minimize costs through economies of scale. Because developers see no advantage to be gained by building attached units rather than single-family detached units on land commanding such low prices, innovative designs which could result in the construction of multifamily units of high quality at lower cost are not built. The difficulty and costs of acquiring construction financing and home mortgages in the older neighborhoods depresses opportunities for the creation and rehabilitation of housing and home ownership. This is due to the small size of projects and lenders' perception of risk further. The retreat of neighborhood based retail and commercial services lowers area amenities which also depresses the residential markets. This trend in its turn leads to further erosion of the local consumer market upon which neighborhood oriented businesses and enterprises are dependent.

Offsetting decreases in retail activities and employment has been the slow but steady growth and expansion of enterprises and institutions which are only partially dependent or indirectly linked to the Study Area's consumer-based economy. Firms engaged in manufacturing, warehousing, and distribution are finding the Albina Community centrally located and affordable.

Land Use

The critical land use issues in the Albina Community Study Area are related to location. There is a mismatch between desired locations and current patterns of zoning. Zoning depths limit expansion. Incompatible forms of development and zoning are located on land needed by expanding businesses and industries. The scattered pattern of vacant sites and linear forms of development prevent businesses from realizing economies of scale which are possible in more nodal patterns of development.

Neither alternatives propose major changes in comprehensive plan designations. Both do propose, however, the reallocation of land to reshape commercial strips into nodes while extending the depth of zoning from 100 feet to 200 feet (more at some locations). The commercial nodes are then reinforced by proposed increases in residential densities in the surrounding area. In Alternative 2, industrial concentrations in the Study Area are similarly strengthened by increasing site depth and clearly defining the boundaries within which industrial activities will be allowed. The creation of an institutional designation and zone addresses the complaints regarding the approval process for extensions or expansions of institutional activities. It may be applied where five or more acres are already within such uses within the community. Opportunities for use of innovative housing designs and non-traditional alternatives are created through the application of urban infill and multifamily residential

designations in residential areas in transition and where urban services such as transit, sewer, streets, sidewalks, and water are available to support higher density residential development.

Existing Comprehensive Plan Map designations (for 1991) allocate the 3,808 acres of land in the Albina Community Land Use Study Area as follows:

Single-Family Residential	57%
Urban Infill Residential	20%
Multifamily Residential	8%
Mixed Use Commercial	0%
Neighborhood Commercial	1%
Urban Commercial	8%
Institutional	0%
Employment	2%
Industrial Sanctuary	4%

Both alternatives propose decreasing the amount of land in the single dwelling detached designation while increasing the amount of land allocated for residential urban infill and multi-dwelling development. The total amount of land allocated for all three residential uses would decrease by 8% to 2,911 acres in Alternative 1 and 10% to 2,818 acres in Alternative 2. Both designate 900 acres for infill development while Alternative 2 allocates a slightly larger share of single-family designated land to multifamily use.

Alternative 2 also contains a proposal for the conversion of a large area in the Impact Area north of Columbia Boulevard being redesignated and zoned for higher density multi-dwelling development. This change would create close to 250 acres of new multi-dwelling land and will increase the amount of land zoned for higher density multi-dwelling development by more than 50%. This area could accommodate over 10,000 units of new housing, but it is likely that actual housing development will be much less than this figure.

Between both alternatives, the total amount of land designated for commercial activities varies by only 1%. Both alternatives set aside land for mixed use-residential and commercial, where at present, no such designation exists resulting in a small reduction in the amount of land designated for urban commercial use. Both alternatives assume the creation of an Institutional Campus Designation to be applied to sites of five acres or larger already in institutional use. Both alternatives increase the amount of land to be considered for designation as mixed-use commercial and employment. The amount of land designated for employment activities is 2% currently in Alternative 2. In Alternative, 1 this is reduced to 1%.

The amount of land designated for Industrial Sanctuary uses varies by less than 1% between the two alternatives. Currently 156 acres are designated Industrial Sanctuary. An estimated 143 acres are proposed in Alternative 1 and 160 acres in Alternative 2. In both alternatives, locations for industrial

activities are improved. Market potential is enhanced through the clustering of sites in areas already shown to be attractive to a variety of industries. Further diversification of the community's economic base is encouraged by the proposed placement of Comprehensive Plan designations and extension of average zoning depth to 200 feet. In addition, both alternatives call for the creation of a special housing pool credit system that expanding businesses may draw on to offset future conversions of residentially zoned land to business uses. By these measures, smaller expanding businesses will have the option of remaining in the land use study area while new and larger commercial activities are directed towards designated commercial centers and larger industrial areas in the Impact Area.

Proposed placement of the medium density commercial/employment designations at major intersections within the Land Use Study Area and adjacent to growing industrial, institutional, and commercial centers offers suppliers of goods and services affordable sites and rents in areas allowing contact with purchasers of those goods and services. For these small scale businesses their command of the market is based on the ability to provide personalized in depth and convenient services to their customers. Growing conflicts among industrial and residential users is addressed through buffering proposals which use the natural landscape, built features such as highways and arterials, and site design strategies to mitigate the negative off-site impacts of industrial and related activities.

North of Columbia Boulevard the two land use alternatives vary substantially in the amount of land to be allocated among open space, commercial, and residential uses. In the area north of Delta Park and west of the I-5 freeway, the majority of the land, 78%, is proposed for industrial activities followed by employment at 11% and open space activities 9%. In Alternative 2, the majority, 53%, is proposed for residential uses followed by Open Space, 32% and industrial, 9%. Alternative 1 more closely reflects existing Comprehensive Plan Map designation patterns. East of the I-5 freeway Alternative 2 proposes rezoning land which is mostly designated for commercial uses and in Alternative 1 land which is residentially zoned. Under these proposed scenarios, 133.43 acres of land designated for commercial use would be available east of I-5 freeway in a broad linear band paralleling Marine Drive. In Alternative 2, the majority of this acreage, 109 acres would be designated for residential activities with an estimated 26 acres remaining in commercial designations.

The land use policies and alternatives of the Albina Community Plan Discussion Draft respond to the demonstrated spatial requirements of industry and commerce by creating clearly defined clusters of sites available for development where most sites are proposed to be an average 200 feet deep. By moving away from a pattern of linear strips into a nodal pattern, businesses and industries will have the opportunity to take

advantage of economies of scale and agglomeration. By increasing the residential densities immediately around commercial and institutional nodes, the local markets for consumer goods and services will be strengthened.

Additions of open space in the Impact Area respond to opportunities existing for the development of revenue generating recreational activities. Additional wildlife habitat would also be provided. The development of area focal points, gateways, and open space in higher density commercial and residential areas of the Land Use Study Area enhances the attractiveness of both commercial and residential communities for further development. Gateways and focal points create visual reference points for area residents and visitors. By providing definition for neighborhoods and activity centers, these improvements become a foundation upon which to build community pride and around which to focus community revitalization efforts.

The large tracts of land proposed for residential use in Alternative 2 create within the Impact Area north of Columbia Boulevard, an opportunity to add substantial amounts of new housing. Larger sites offer tracts of land large enough to draw the attention of large scale residential developers. The future amenities of the area are likely to attract developers prepared to construct residences which offer non-traditional housing alternatives which appeal to a wide spectrum of incomes and types of households. Nowhere else in the Albina Study Area can such an opportunity be created. This proposal supports the targeting of commercial density and intensity to the area surrounding the intersection of NE Martin Luther King Jr. Boulevard and Killingsworth Avenue. Alternative 1 relies upon existing shopping areas to support existing and future residential densities while continuing to support commercial development on the south side of Marine Drive.

The two Land Use Alternatives each provide community businesses, industries and residents with choices as to where activities must be and should be located. Alternative 1 builds on existing patterns of zoning. Alternative 2 creates a new district level growth center in the center of the community at the intersection of NE Killingsworth Street and NE Martin Luther King Jr. Boulevard and a more intensively utilized and developed community. It is expected that the plan for the Albina Community landscape will be reshaped at least once more as community businesses, industries, and residents review and evaluate proposed alternatives.

Comparison of Alternatives 1 & 2 To Current Land Use Designations

Alternatives Comparison to Current Land Use Designations (numbers shown are acres of land)											5/14/91
Location	Single Family R 5	Infill Residential R2, R2.5 & R3	Designations Residential Development R1, RH & RX	Mixed Commercial CM	Neighborhood Commercial CN-1& CN-2	Commercial CG, CS & CX	Institutional (Varies)	Employment EG-1&2, & EX	Industrial Sanctuary	Open Space* OS	TOTALS**
Current Designations By Neighborhood											
Arbor Lodge	280	3	35	0	4	13	0	0	0	0	335
Boise	0	98	7	0	0	6	0	31	10	0	152
Concordia (west of 33rd)	217	92	9	0	5	10	0	0	19	0	352
Eliot	0	67	56	0	1	79	0	37	8	0	248
Humboldt	28	133	27	0	5	25	0	1	0	0	217
Irrington	291	24	46	0	1	10	0	1	0	0	373
Kenton	343	17	32	0	0	40	0	5	17	0	454
Kenton: N. of Delta Park	0	0	0	0	0	0	0	0	261	0	261
King	90	133	15	0	0	39	0	7	0	0	284
Overlook	262	32	47	0	2	36	0	0	3	0	382
Piedmont	263	51	16	0	2	14	0	11	55	0	412
Sabin	155	4	0	0	0	0	0	0	0	0	159
Vernon	54	67	9	0	0	10	0	0	0	0	140
Woodlawn	194	59	3	0	2	19	0	0	45	0	322
Impact Area: E. of I-5	0	0	0	0	0	136	0	0	0	0	136
Total	2,175	780	302	0	22	301	0	93	418	0	4,227
Alternative 1											
Designations											
By Neighborhood											
Arbor Lodge	235	8	59	0	4	11	0	0	0	17	334
Boise	0	50	54	0	5	16	0	18	0	9	152
Concordia (west of 33rd)	128	148	10	0	7	9	32	0	19	0	353
Eliot	0	70	45	17	2	24	54	21	0	14	247
Humboldt	27	124	0	0	10	5	43	0	7	0	216
Irrington	291	4	46	0	0	12	0	0	0	19	372
Kenton	271	32	91	0	10	28	0	0	0	22	454
Kenton: N. of Delta Park	0	0	0	0	0	8	0	29	21	203	261
King	20	138	50	0	1	38	14	0	0	6	265
Overlook	140	24	64	0	9	20	65	0	0	62	384
Piedmont	212	58	15	18	7	8	0	2	59	32	411
Sabin	77	75	0	0	5	0	0	0	0	3	160
Vernon	23	93	0	0	0	9	0	0	0	17	142
Woodlawn	167	38	27	0	6	13	0	2	59	10	322
Impact Area: E. of I-5	0	0	0	0	0	136	0	0	0	0	136
Total	1,591	862	461	35	66	199	208	72	165	414	4,209
Alternative 2											
Designations											
By Neighborhood											
Arbor Lodge	235	27	47	0	7	11	0	0	0	8	335
Boise	0	70	14	23	1	7	3	16	14	4	152
Concordia (west of 33rd)	125	113	34	25	5	0	32	0	19	0	353
Eliot	0	68	37	42	1	6	51	6	23	13	247
Humboldt	26	41	61	17	0	17	43	0	12	0	217
Irrington	249	48	45	0	0	10	0	1	0	19	372
Kenton	141	160	96	0	9	25	0	0	0	22	453
Kenton: N. of Delta Park	0	0	139	0	0	13	0	4	23	83	262
King	18	96	73	14	0	33	9	0	17	4	284
Overlook	143	36	26	0	6	17	68	0	25	64	385
Piedmont	203	76	23	8	3	5	0	2	54	38	412
Sabin	77	75	0	0	5	0	0	0	0	3	160
Vernon	27	44	42	8	3	0	0	0	0	17	141
Woodlawn	132	68	35	9	8	10	4	50	0	6	322
Impact Area: E. of I-5	0	0	110	0	0	27	0	0	0	0	137
Total	1,376	922	672	146	48	154	210	79	187	281	4,212
* Current designation figures are based on the 1989 land use inventory. Since at the time of the inventory there was no separate open space zone other open space totals are not clearly comparable. Areas currently zoned and designated open space are included under the other designations. This has the result of showing more land in the zone open space designations than is actually the case.											
** Totals for neighborhoods and the district as a whole are not exactly the same for current zoning and the two alternatives. The difference results from rounding the figures to the closest acre.											

A rough way to gauge the impact of the changes being suggested in the two alternatives is to compare them in terms of the total amount of housing they could theoretically accommodate. The "build-out" figures for housing are more useful than those for commercial or industrial activities because the market in this area is unlikely to support possible build-out of non-residential development types. Even in the most built-up parts of Portland's Downtown, build-out is generally below 50% of what the zoning would allow. In fact, build-out of housing will not occur, but will be more closely approached than for other uses.

The present Comprehensive Plan and zoning map allow about 48,750 housing units to be built in the Albina Community. This potential does not include potential housing that might be built on lands commercially zoned but allowing mixed use or 100% housing developments. It also does not include the potential for creation of accessory rental apartments in large houses which the zoning code currently permits. The Albina Community presently contains over 29,200 housing units or roughly 60% of its current permitted build-out under the Comprehensive Plan.

Alternative 1 increases the area's potential build out to 54,500 housing units. This figure represents an 11% increase over current build-out. Alternative 2 increases the area's build-out to about 67,000 housing units. However, over 10,800 of these units are located in the Impact Area north of Columbia Boulevard. While Alternative 2 creates a 38% increase in total possible housing units, if the area being considered is limited to the residentially-zoned areas south of Columbia Boulevard, the Alternative 2 build-out figure is reduced to 56,200. This is about a 15% increase in potential total number of housing units. Since build-out will not occur, it is important to review and use these figures as a guide to how the alternatives compare in terms of housing opportunity rather than as projections of what will occur.

Transportation

The accessibility of the Albina Community to a multi-modal transportation system is a key to the revitalization of the area's economic base and business centers. The area's image as a centrally-located community is defined more by the perceived ease with which this community can be reached from all parts of the region, than the area's actual physical location in the heart of the metropolitan area. Reinforcement of this image and transport for passenger and freight movement are important for both the community's retention of existing businesses and the attraction of new business and investment.

The transportation policy, objectives, and actions protect existing public infrastructure while building on the existing system. In both the land use and transportation sections of these plans, the mutual interdependence of

transportation and land use are noted. Proposals support system enhancement and expansion where land use patterns and densities will be highest. Correspondingly, land use patterns and densities are located in areas where the transportation network and public transit systems are in place to respond to increased demand.

Objectives and actions call for the improvement of access to industrial areas and proposed institutional centers for both freight and passenger moving vehicles. The importance of enhancing the area's regional accessibility cannot be underestimated as a growth stimulus. But it is the proposals for improving the area's internal circulation systems, addressing conflicting demands among road users, improving on-site parking, and developing traffic mitigation measures for residential areas which will most directly support neighborhood revitalization efforts. Proposed bicycle and pedestrian pathways reinforce proposed commercial nodes and the linkages among the Community's residential neighborhoods, commercial centers, and public amenities.

Both Land Use Alternatives call for the restructuring of commercial linear strips into commercial nodes reinforced by high density residential development within walking distance of these commercial centers. Past construction has created a primarily storefront pattern of development which aids the formation of pedestrian districts. Where commercial nodes are placed on high volume traffic streets, proposed development standards encourage the creation of adequate and convenient on-site parking.

The availability of room for the siting of new activities and expansion of existing health service and related activities within the proposed Emanuel Hospital campus gives this community a competitive edge in its efforts to capture new growth in health sciences and related fields. Further strategic advantage is created by proposals in both alternatives for the construction of an off-ramp from the I-5 Freeway at N Mississippi Avenue to improve north-south access to the Emanuel Campus.

In Alternative 1, Regional Transitways are proposed for NE Martin Luther King Jr. Boulevard, N Interstate Avenue, and in the Interstate 5 corridor. In Alternative 2, Regional Transitways are proposed for the Interstate 5 corridor, N Interstate Avenue and in the Williams/Vancouver corridor.

Placing the alignment on NE Martin Luther King Jr. Boulevard and increasing proposed commercial and residential densities in the vicinity of light rail stations will attract new investment, increase the markets for locally provided goods and services and improve access to regionally located employment centers for the area's population in where rates of dependence upon public transit are disproportionately high. The need to convert privately held sites along the Boulevard to public right-of-way for rail construction and unknown dates for construction will also increase

speculative activity and postpone investments. This is an economically fragile area; abutting neighborhood revitalization is heavily dependent upon the development of commercial nodes of activity and expansion of locally available goods and services.

Placement of the alignment in the Vancouver/Williams corridor will support the expansion and extension of services by nearby institutions and create a market for commercial and residential revitalization particularly in the vicinity of proposed light rail transit stations. Real estate values of existing properties will rise stimulated by new private development.

Alternatives 1 and 2 make no provision for the application of industrial designations to properties in the Vancouver/Williams Corridor. Changes required to site access to accommodate light rail transit movement will likely have a strong negative impact on existing industrial and transport oriented firms, many of whom occupy built-out sites where revisions to layout are difficult if not impossible. Use of this area by start-up and incubator industrial and supply firms will decline as the market for higher use commercial and residential development improves and real estate prices rise.

Business Growth and Development

The general economic and industry-specific outlook for Albina Community based economic activities is strong. Nationally, positive growth is anticipated in services, wholesale trade, manufacturing, transportation and related, finance/insurance/real estate, and retail industries.

The Albina Community is competitively positioned to capture new regional growth in wholesale trade, manufacturing, and transportation and related activities. The Albina Community offers a centralized location, easy access to a multi-modal transportation system and a strong diversified economic base upon which to build. The Impact Area offers a diverse inventory of sites zoned for industrial use and ready for immediate purchase and development.

The community's ability to capture new regional growth in services, finance/insurance/real estate and retail trade is questionable. Current Comprehensive Plan Map designations and zoning direct these activities to locations within the Land Use Study Area. Only in health services is there a cluster of sites under consolidated ownership available for immediate development. Remaining services and retail trade activities must weigh the locational, price, and infrastructure advantages of the Albina Community against those offered in other commercial centers. The latter offers large vacant sites or vacant building space in high amenity, mixed use commercial nodes in suburban communities. Add in the possible needs in the Land Use Study Area for site assembly, building demolition or

expensive rehabilitation, and zone changes combined with lack of parking, proximity to incompatible development, spatial limitations to expansion, and the area's public image and the Albina Community is at a competitive disadvantage.

Both Land Use Plan Concept Alternatives address these constraints to development. Establishment of proposed institutional campus designations and zones encourage creation of master plans for development by the area's larger institutions and reservation of land for future expansion as the institution and related activities grow. Conversion of linear strips into commercial nodes with opportunities for site enlargement through the use of 200 foot zoning depths respond to the demands of businesses and services for room to expand and the retention of existing and new employment opportunities created by the growth of these firms. It is this lack of room for expansion which has traditionally forced plant and business relocation, even by firms desiring to stay in the community.

Another constraint to business recruitment and retention is the lack of available buildable sites. All too often the buildings on sites within the Land Use Study Area are viewed as a demolition expense because of their condition or the costs of the buildings to meet the space and layout requirements of new users. Both Land Use Concept Alternatives address this issue in a number of ways. An extension of the Convention Center Urban Renewal District is called for along NE Martin Luther King Jr. Boulevard. The tools which the establishment of an urban renewal district affords are needed to allow easier site assembly, creating sites of sizes and in condition to compete with areas that are more attractive now for new business investment. For some uses the creation of historic districts may enhance the value of areas with concentrations of older buildings as possible locations.

Research has indicated the existence of significant amounts of land with high redevelopment potential. While these identified sites are often delapidated and underdeveloped, they comprise a significant resource towards the future developability of the district. Due to the existence of social and economic ills, these areas may be considered liabilities in the current land market, but may be considered assets in the long run.

Areas with high redevelopment potential are areas where the value of existing site improvements are low compared to the combined value of land and improvements. Marginal activities are likely to be on this land and speculative activity and property turnover rates are high. Areas exhibiting these patterns are concentrated in the center of the Albina Community. In these same areas, owner-occupancy rates are low, concentrations of households with limited resources and special needs are found, and the prevalence of social problems are high. In these areas, both alternatives propose the application of the affordable housing overlay or higher density residential designations in order to contain costs of housing and increase the number of types of housing alternatives that are available to

disadvantaged households. In Alternative 2 proposed densities of development are higher and the size of the proposed urban renewal district shaped to encompass both these areas and those expected in the shorter run to attract new investment. In addition Alternative 2 proposes the creation of a new regional commercial along Killingsworth Street. Additionally, Alternative 2 proposes consideration of a second urban renewal district in this area aimed at stabilizing housing for the area's existing residents to prevent large scale displacement due to gentrification.

While the age of many of Albina's structures often constrain the ability to recruit business, it may be considered an asset. For specialty and low budget retail, craft, and service operations the very conditions which impede the siting and expansion of general merchandising and larger scale commercial operations act as a magnet. Rents are affordable because of the Community's eroded retail market base, age of the building stock, deteriorating neighborhood conditions, and public image. Establishment of historic districts may also help to counter the negative image held by some in the region of inner north and inner northeast Portland.

The older building stock is adaptable for reuse and offers opportunities to combine low cost business and living space. For operations with a regional draw, capable of surviving within a linear commercial or mixed use strip the community offers a centralized location and easy access for customers. Vehicular traffic on arterials brings potential customers by the business door every day. Northeast Martin Luther King Jr. Boulevard is one of the most heavily travelled arterials within the Portland region. According to area business representatives, lack of parking and image are the two most serious problems facing retail operations in the Albina Community seeking to attract customers from outside the immediate area.

For the suppliers of goods and services to growing Convention Center activities, Impact Area industries, and expanding Lloyd Center and Jantzen Beach commercial ventures, the Study Area offers affordable rents, small sites and building spaces up to about 10,000 square feet in size, and immediate access to their clients. Existing and expanding ethnic enclaves are large enough to support businesses catering to specialized demands for goods and services as well as the larger community. And residential revitalization in areas such as Piedmont are creating new support for a comeback by neighborhood serving retail and service businesses.

The constraints and opportunities facing business and industry within the Impact and Land Use Study Areas vary. For the Impact Area activities, improved inter-regional access, recruitment of a qualified workforce, expansion of markets, and identification of suppliers are paramount. Businesses and industries in the Land Use Study Area need more space, need that space to be located within defined and reinforced nodes where access and parking are not inhibiting factors, a strengthened consumer base, and a prospering community which draws clients and other

businesses. In common with Impact Area based activities, they also need a qualified workforce and better access to suppliers of services and purchasers of their products and services.

Jobs and Employment

Service industries provide an estimated 45% of the jobs available within and near the Albina Community. Non-profit and for-profit health service institutions and enterprises account for more than 90% of this employment. Manufacturers provide 26% of the jobs available locally. Unlike the service sector, the community's manufacturing base is highly diversified. The industries generating the largest number of jobs locally are, in order: transportation equipment, primary metals, fabricated metals, furniture and fixtures, lumber and related, electrical equipment and industrial equipment. The majority but not all of these activities are concentrated in the Albina Community Plan Impact Area.

Both Land Use Concept Alternatives propose the creation of viable commercial, institutional, and industrial employment centers where business and industry are encouraged to locate and expand. This growth creates both new employment and entrepreneurial opportunities for area households and businesses. Proposals for the placement of mixed use commercial/residential and medium density commercial/employment designations on well located sites on major arterials provide locations for home occupations, cottage industries, artisans, service providers, and retailers. In these areas, demand for existing nonresidential buildings is low, site size and building spaces are small, and leases affordable. The two alternatives seek to preserve existing employment opportunities and support new employment creation by the strategic placement of commercial, institutional, and industrial designations in areas attractive to permitted activities where room is available for expansion.

Area employers engaged in non-retail industries report that aside from parking and other site development issues, their biggest hurdle to business growth and expansion is the recruitment of workers with skills needed to occupy either entry-level and more advanced positions. This presents an opportunity for the Albina Community's residents. But the same accessibility which works to give local enterprises a competitive advantage works to the detriment of the local labor force as jobs created are also within easy access for prospective employees living throughout the Portland metropolitan area. In interviews with representatives from faster growing industries and institutions, few firms claim to hire a majority of their work force from the Albina Community. Rather, the majority of firms reported that their labor force did not reside in the Albina Community or immediately adjacent areas. And industries with specialized needs such as wood crafters in the furniture making enterprises reported that they

have workers who come from as far north as Kelso and as far south as Woodburn. They also reported that the availability of a large labor force in close proximity was not an major reason for choosing to locate or remain within the Albina Community.

The alternatives propose varying approaches to addressing the same problems. Specifically, the residents and businesses of Albina require training, family services, educational opportunities, easy transportation access and affordable housing. both land use alternatives seek to enhance the livability of the area through addressing each of these areas.

Housing

Deteriorating housing stock, increasing speculative activity, and the failure of traditional lenders to provide financing have blocked efforts to rehabilitate viable housing stock, increase home ownership, and encourage building maintenance in the Albina Community. These problems coupled with the lack of available larger building sites to attract residential developers have produced few housing starts and a depressed real estate market.

Well documented but less appreciated by the public are the Albina Community's residential assets: location; proximity to employment centers, regional shopping nodes and public facilities; opportunities for affordable home ownership; below market rents; and the presence of a full complement of public physical, educational and social facilities and services. The economic, cultural, and ethnic diversity of its neighborhoods and residents are viewed by many as an asset but by some as a liability.

The majority of the housing stock is made up of single-family detached dwellings. The limited number of multifamily units are typically located along the Community's arterials and collector streets in older areas of mixed use development. Retail services and public transit are readily available but amenity levels are lower. Alternatives for households seeking other than single family residential dwelling units are limited.

Demand for housing and the composition of households is changing. The percentages of one and two person households without children under the age of 18 are growing as age of marriage increases while number of children per household declines to less than replacement level at 1.9. Between 1980 and 1990 the proportion of households with persons over 65, 75, and 84 increased substantially spurred on by recent waves of immigration to Oregon by retirees. The proportion of the housing market claimed by older citizens will increase dramatically over the next 20 years.

The diversity of demand does not match the supply of housing in the Albina Community. The Land Use Concept Alternatives address this problem through a combination of approaches. The amount of land zoned for higher

density residential development is increased through the rezoning of portions of commercial strips and single family residential areas. In Alternative 1, densities are increased but there are no radical departures from existing land use zoning patterns. In Alternative 2, more and larger areas are proposed to receive higher density residential designations. In addition, significant portions of land at the old stockyard site and area parallel but south of Marine Drive east of I-5 freeway are designated for multi-dwelling residential development. Affordable housing overlay provisions support the development of second units through remodeling and or expansion of existing structures or additions to garages.

The preservation and rehabilitation of existing housing stock is addressed using a combination of land use and program strategies. Historic design district applications are proposed in both alternatives for five residential and two commercial clusters of vintage building stock reflecting the development of Albina from the late 19th century to post World War II. Housing objectives and actions call for the expansion of programs where funding is available to support both the rehabilitation of single-family owner-occupied homes and renter occupied properties.

The demolition of existing housing is a sensitive issue in a community beginning to undergo revitalization. Displacement of low and moderate income households is a predictable by-product of gentrification. Levels of new residential construction and rehabilitation by non-profit corporations and publicly subsidized for-profit operations designed to maintain a stock of low cost homes for purchase or rent are few.

This lack of housing alternatives will also impair the Community's ability to attract new renters and potential homeowners. It is reported that by the year 2000, less than 9% of American households will fit the image of the traditional family--one working spouse supporting a stay-at-home parent with one or two children under the age of 18. As age of marriage rises, the proportion of single person households and couples without children increases, and as baby boomers age, demand will increase for non-traditional housing. Already some developers are reporting that the most underserved residential market is for senior citizens requiring one story construction for independent living accommodations.

Developers are unwilling to build new housing in areas of older building stock where construction costs place the new and smaller units at a price disadvantage to existing homes.

The Albina Community is the residence of choice for a diverse population of households and one of a limited number of choices for the economically disadvantaged. For households with options, measures to attract and retain are workable. But for the households with limited resources and few alternatives, efforts must focus on the long term provision of high quality low cost housing. The latter is by far the more difficult to achieve, given the limited public resources available committed to this challenge.

Programs and mechanisms can be set up to insure that the community maintains a long term inventory of affordable housing. Non-profits and for-profits community based corporations and trusts can be encouraged to enter the rental property management field. At present these organizations concentrate primarily on house rehabilitation and sale. These programs need to be expanded if the community is to respond to the varied housing needs of area households, changing population demographics, and displacement likely to result from gentrification. Much attention is going to be focused on the American Institute of Architects' sponsored construction of 11 new attached multifamily units where purchasers will be required to resell their homes at no more than the original price plus adjustments for inflation.

Education

It is through education that youth are prepared to enter the marketplace and through which adults can seek to improve their life circumstances. The educational policies, objectives, and actions stress the central role of education in these process and the importance of educational institutions to Community attractiveness and well-being.

Both land use alternatives recognize the importance of educational institutions within the Albina district. Previous discussion on Jobs and Employment emphasized the importance of training for the employability of the residents of Albina. Both alternatives include a new comprehensive plan designation for institutions which would enhance the opportunity for educational and other types of institutions to plan for their long-term expansion. The maintenance of educational institutions within the community will make significant contributions to the livability of Albina.

Public Safety

Community residents, organizations, businesses, and enterprises all agree that the community's negative image due to social problems which arise from neighborhood instability and poverty are barriers to revitalization. Redesign of land use patterns, declaration of historic districts, and investments in physical infrastructure while allowing for redevelopment by themselves are insufficient. As recently shown in Columbia Villa, key factors to revitalization are the commitment of community members supported by the implementation of community policing and an infusion of social service capital and program personnel.

The plan addresses public safety, not through land use alternatives, but rather through the action charts. The programs and projects emphasize the importance of nuisance abatement, educating and training the residents of the district and the central role that community policing will play in the future of the community.

Community Identity and Enrichment

Community image can be a deterrent to revitalization long after the Plan's other strategies have been successfully implemented. An aggressive marketing campaign which promotes the area based upon the Community's strengths can act as a stimulus to promote revitalization and reinvestment.

This policy, its objectives and action charts, build upon the uniqueness of this area. Its multi-cultural and multi-ethnic past is evidenced in the urban form and architecture of the area. Its current cultural diversity is seen in its ethnic residential enclaves and business clusters.

The keys to an effective promotional campaign are resource targeting and coordination. Single events and features will draw attention to an area and have a cumulative effect over time. As a stimulus for reinvestment the image of the area as a whole must be changed.

Urban Design and Historic Preservation

The Albina Community is a historically rich inner-city area. Its urban form was shaped in an era where the trolley car was the primary modes of intra-city passenger transport. Its buildings and architecture record the Community's periods of development. Existing land use patterns reflect the continuous adaptations of the community to changing technologies, life styles, and demands for goods and services. The cultural and ethnic diversity of its residential neighborhoods and commercial centers give testimony to the successive waves of immigrants and regional newcomers who have called this community home.

The resulting urban landscape is a patchwork of residential neighborhoods composed primarily of single-family detached housing and mixed use linear strips where commercial, institutional, and industrial activities compete for space and visibility.

Both land use alternatives contain urban design elements to enhance the appearance of the district, maintain its past and help future development. The alternatives include proposed district and neighborhood gateways and focal points and the development of design districts. The Albina Community Plan's urban design elements are used to strengthen the attractiveness of the community's centers of activity, encourage the utilization of designs which are compatible with surrounding development, and raise urban amenity levels. Buffer overlays protect fragile residential neighborhoods by their placement at the edges of areas designated for intensive commercial, institutional, and industrial development. The actions call for the formulation of standards which will control negative impacts of more intensive development while allowing sites to be more fully utilized.

Historic resource inventories and County tax assessment records were used to identify five primarily residential clusters of vintage buildings with few vacant sites where the proportion of owner-occupants was higher-than-average and rates of turnover and vacancy low. Two historically significant commercial nodes were also identified: lower Russell Street in the Eliot Neighborhood and the former center of the Swift and Company meat packing town on N Denver in the Kenton Neighborhood.

Designations of these areas as historic design districts does not limit the Community's ability to supply affordable housing for purchase or rent by households with limited resources. Less than 10% of the Community's housing stock is within proposed design district boundaries. The few scattered vacant sites are small and unlikely to support or attract new development of five units or more.

LAND USE ALTERNATIVES

Two alternative land use concepts are being presented as part of the discussion draft. These alternatives suggest zoning, transportation and urban design concepts. The alternatives propose varying densities of residential zoning as well as different scenarios for the location of industrial and commercial uses in the Albina area.

These concept plans were developed by the Bureau of Planning in response to the Albina Community Plan outreach process that took place during 1990. These Alternative Concept Plans should be considered in conjunction with the Discussion Draft Albina Community Plan booklet. The booklet presents the complete plan, including changes to the Comprehensive Plan, goals, policies and specific implementation actions for each of twelve policy areas. The Albina Community Plan is intended to be comprehensive and to address issues beyond land use. Proposals in the areas of family services, education and public safety are important parts of the plan. However, these topics do not lend themselves to being depicted in the map format.

The land use designations shown on each of the alternative concept maps are compressed into general categories. The final plan will be more detailed and will make use of the full range of land use designations possible under Portland's Comprehensive Plan. At this early stage we are presenting general land use concepts using broad land use categories. Part of the public's review of the alternatives includes determining what specific designations and corresponding zones fit best for each part of the study area. For example the alternatives show the category "Residential Infill." This category includes Portland's R2, R2.5 and R3 zones. The three zones share the characteristic of being the lowest density residential zones that are transit supportive. The three zones cover the range of density from 14 to 21 units per acre. R3 is the lowest density zone characterized by lower height limits, smaller buildings and greater landscaping. In the R2.5 zone new multifamily density must be built as rowhousing. This emphasizes owner occupancy while allowing development that is energy efficient and transit supportive. The R2 zone allows apartments, condominiums and rowhouses. Projects in the R2 zone are slightly denser than those in the R3 and R2.5. Development in all three of these zones is more likely to result in development on vacant land than through removal of existing housing. There are other differences between the zones.

Common Characteristics Shared by the Alternatives

Full Block Zoning

The use of full block zoning in both alternatives is a major departure from the current Comprehensive Plan. Presently, higher density corridors have zoning that is generally 100 feet deep, about one-half block. The 100-foot deep zoning pattern dates from the days of the trolley cars and provides little opportunity for contemporary styles and patterns of development. The shallow depth of zoning is an impediment to all kinds of development: commercial, employment, multifamily residential and industrial. Both alternatives propose deeper zoning for all types of development. Denser zoning tends to be located along major corridors and at important centers. Full block zoning is generally not proposed for small commercial nodes that serve neighborhoods. Both alternatives apply full block zoning to large areas along N Lombard Street, Interstate Avenue and Martin Luther King Jr. Boulevard. Smaller nodes of full block zoning are proposed for the Williams/Vancouver couplet, the Knott-Russell corridor through the Eliot Neighborhood, Mississippi Avenue and Albina Avenue.

Critical Mass, Nodes and Centers

The success of Portland's downtown illustrates the economic concept of critical mass. Similar activities located in proximity to each other create an identity as a group that helps them succeed and attracts additional activity to the area. A cluster of retail businesses will generally do better than a single retail establishment. Businesses wish to locate in areas that have a clear business identity. Individuals and households looking for a home seek an area that has a residential character. Shopping centers, industrial parks and housing developers have long recognized this principle.

A significant problem facing the Albina Community Plan study area is the area's inability to attract a critical mass of business establishments to the area. A very real reason for this is the District's size (the Albina Community Plan study area includes over 19 square miles). Business location opportunities are spread out over such a large area that new investment is dispersed and does not create a critical mass. This is made worse by the presence of large business centers in the Central City and Columbia Corridor that have created a critical mass and consequently compete more effectively for new investment than sites within the Albina Community Plan study area.

The concept alternatives address this issue by reconfiguring the Albina District's zoning. Locations for commercial uses are concentrated into large and small nodes and centers. Other areas are zoned for concentrations of new housing and/or industrial development. The land use concept plans propose establishment of focused centers that can accommodate large enough amounts of development to create a critical

mass. A consequence of this is that while development opportunities remain abundant these alternatives are concentrated into a more limited number of commercial nodes and centers. This concentration of commercial opportunities is offset by restricting development in areas that were once commercial. This switch is accomplished by rezoning areas between these nodes and centers to multifamily residential or industrial. Presently the Albina District is characterized by many long and somewhat isolated commercial/industrial corridors. Under either alternative, this will diminish over time and the area will be increasingly characterized by large and small clusters of similar activity.

Institutional Growth

Background research conducted for the Albina Community Plan process indicates that strong areas of employment growth over the next twenty years will be in jobs related to the medical professions. Additionally, an increasingly demanding work environment will emphasize education. Both alternatives propose the creation of a new "Institutional Campus" Comprehensive Plan designation. The designation will support the growth of major medical and educational campuses in the study area. The designation would be created as a tool available throughout Portland but would initially be used only within the Albina Community. The institutional campus designation is proposed to be applied to the Comprehensive Plan map at Emanuel Hospital, Bess Kaiser Hospital, the Edgar Kaiser Medical Facility, PCC Cascade Campus, Jefferson High School and Concordia College.

No-Net Housing Loss

The two alternatives are different ways of rebalancing housing opportunity in the Albina Community Plan study area. Presently commercial, industrial and institutional expansion plans may be restricted by the City's responsibility to maintain opportunities for the development of new housing at urban densities. Creating business and institutional nodes and centers with full-block zoning has required that the total area committed to these uses be increased. This increase has been created through shifting some lands zoned for residential to business and institutional designations. To offset the resulting loss of residential opportunity it is necessary to increase the allowable density of other residential areas. The alternatives focus these increases around business centers and nodes and along transit corridors.

Both alternatives make up for the loss of housing opportunity resulting from creation of the business and institutional centers and nodes. Additional housing opportunity creates a new balance within the study

area that will allow for individual business expansions beyond current business zone boundaries. This would occur when such expansion furthers the the implementation of the Albina Community Plan and the neighborhood plans that are part of the Albina Community Plan.

Locations for development of higher density housing have been proposed emphasizing several important locational criteria. Generally the densities proposed in proposed historic design districts have been consistent with the historic density and development pattern in the district. Fully developed areas of high quality well maintained single family housing have been left in single-family designations. Multifamily development has been targeted to areas with vacant land, areas near commercial centers, near public transit, areas where the older housing stock is already being removed and areas having significant amounts of multifamily development. Several concentrations of higher density multifamily opportunity are proposed for lands formerly zoned for business development. Full block zoning has been applied to multifamily opportunity areas as well as business and institutional areas.

Public Attractions

Both alternatives identify existing public attractions as well as approximate locations for siting attractions to be developed in the future. Public attractions are identified as major or minor based on whether they serve the entire region or more a neighborhood based population. Emanuel Hospital and Health Center is a major attraction because it serves residents of the entire Portland metropolitan area. The Killingsworth branch of the Multnomah County Library is a minor attraction because it serves a population that is localized within the Albina Community.

A large concentration of attractions presently exists in the area north of Columbia Boulevard. This concentration creates the potential for enhanced employment opportunities in jobs created to serve the recreational uses associated with these attractions. The large number of recreational attractions located here also may serve to counter the image problems that trouble inner-north and inner-northeast Portland. This concentration of attractions frames the northern part of the study area. In a similar manner the concentration of attractions within the Central City District on the Albina Community's southern edge also provides opportunities for employment.

Additional or new attractions are suggested as anchors that can economically reinforce the Albina Community's commercial nodes and centers. Others are proposed as facilities that will reinforce the special cultural and ethnic character of the Albina Community. Public attractions are placed at locations that are accessible. As a consequence there possible locations will be influenced by the location of the northern light rail transit corridor. Most differences between the alternatives in the location of public

attractions are based on the locations of the northern light rail transit corridor. Existing major public attractions located within or near Albina include the Oregon Convention Center, Portland Community College's Cascade Campus, Portland International Raceway, Columbia Edgewater Golf Course and the Peninsula Park Rose Garden. Possible new public attractions that might be developed include a farmers' market, Native-American cultural center, Albina Arts Center and a canoe rental shop on the Columbia Slough.

Minor Focal Points

These are locations that serve as community meeting points for individual neighborhoods and for visitors to these neighborhoods. Both alternatives seek to reinforce the stability of small commercial centers proposing physical improvements and land use changes that will strengthen these areas as viable neighborhood commercial areas. A theme throughout the community workshops conducted in 1990 was the need to increase the number of retail and service businesses that serve the Albina Community and its neighborhoods. One key to attracting more businesses to this area will be increasing the area's population enough to improve the chances of new and existing small businesses in the area prospering. Another key will be working to improve the income of the households located within the Albina area. Minor focal points are located where commercial centers serving neighborhood populations have historically been located. They are also located at places that are highly visible. Generally they are small areas covering only a few blocks with existing buildings that were designed to orient to pedestrians. A **Major Focal Point** is proposed in Alternative 2 but not in Alternative 1.

Historic Districts

The Albina Community is rich in historic resources. Several of this area's neighborhoods date from the late nineteenth and early twentieth century. Seven Portland historic design districts are proposed to be created as part of the planning project. Collectively these districts illustrate the pattern of development through which the Albina area evolved. They also contain a rich resource of significant architecture and locations important to the history of Portland and Oregon. The seven districts are Lower Russell Street, Eliot, Irvington, Piedmont, Woodlawn, Kenton and Mock's Crest. Several smaller districts or historic ensembles are also proposed for designation as Portland Historic Design Zones. A node of buildings along Mississippi Avenue, a section of Killingsworth between the I-5 freeway and Vancouver Avenue and several other small collections of buildings retain a character that is architecturally distinct and illustrative of important phases of Portland's development.

Creation of these historic design zones will help to accomplish three objectives. The districts, once identified, will create opportunities for the growth of business and associated jobs by creating areas of interest to tourists and other visitors to Portland who may be initially attracted by the public attractions located at the edges of the Albina Community. Several of the proposed districts are located near the northern or southern edges of Albina and are convenient to such attractions as the Oregon Convention Center and Portland International Raceway. Recognition of this area's importance in Portland's history and its many significant historic resources will provide another positive image building association for the area. This same recognition may also aid individuals in the area to better appreciate and take pride in their own area and the diversity of ethnic populations the area has historically been home to.

Historic design districts and landmarks are proposed to be linked to the Central City and Convention Center by a horse drawn carriage ride. These **Carriageways** will attract the interest of visitors and connect Albina tourist related facilities, such as bed and breakfast inns, with the attractions drawing visitors to Portland's Central City.

Gateways

Gateways are points of transition within the City. They mark changes of identity and may be developed to celebrate an area's special character. Gateways are proposed in both alternatives to mark the entrances of the Albina District. A number of lesser, or minor, gateways are also identified to celebrate the transition points between neighborhoods. Gateways shown in the Concept Alternatives include several that were called for in the Central City Plan. They also reflect gateway locations identified in the Arterial Streets Classification Policy. Gateways reinforce shared identity and pride that can help build a sense of community among an area's residents.

While it is possible to build a gateway that is literally a gate the sense of transition that the Plan calls for can be emphasized in many ways. Use of special street light standards, a distinctive planting of trees, a work of art or change in the architecture of surrounding buildings have been used in other locations to create gateways. Those called for in the Albina District will need to be developed over time and in response to the ideas and inspirations of those living near them.

Freeway Access

A significant asset that those living within the Albina Community Plan study area have is easy access to the rest of the City and the region. The area will benefit further from two improvements to the highway system. Improved access is called for from the I-5 Freeway to the Emanuel Hospital Health Center Campus. Presently access is not possible to Emanuel from I-5 freeway, northbound or southbound, from the Freeway's interchange with the Fremont Bridge.

Access improvements are also needed to better connect I-5 freeway with Columbia Boulevard. Columbia Boulevard is one of Portland's major truck routes. It ties to St. Johns, Rivergate and the entire Columbia South Shore. Lack of access from I-5 freeway southbound and to I-5 freeway northbound have been blamed for undesirable levels of truck traffic using such streets as Willamette and Portland Boulevards.

Pedestrian and Bicycle Ways

Both alternative land use concepts show locations of streets where movement by bicycles and pedestrians is to be facilitated. These reflect Portland's Arterial Streets Classification Policy which identifies Pedestrianways and Bicycleways. Over time the City's expenditures for street improvements are modifying Portland's street system to reflect the Arterial Streets Classification Policy's designations. Also shown are proposals for how those streets identified for improvements for pedestrians and bicyclists may link with significant recreational corridors such as the 40 mile loop and Willamette River Greenway Trails.

Open Space

Both alternatives call for preservation and improvement of existing parks. Specific improvements are called for at Irving, Kenton, Overlook, Peninsula and Alberta parks. New open spaces are proposed to be developed. The primary emphasis in siting new open spaces has been to create additional opportunities for public access to the District's water features. New open spaces are proposed along Marine Drive to access North Portland Harbor and the Columbia River. Additional park development is proposed along the Columbia Slough and near the Fremont Bridge on the Willamette River.

New parks are also proposed for a limited number of non-waterfront sites. Most of these are located along King Boulevard. Additional open spaces will help to establish edges to the land use centers located along King and help to create gateways and focal points. They are needed to better meet the recreational needs of the area's residents. Open spaces are also proposed to buffer residential areas from heavy industrial uses.



This new urban center is located roughly half way between the concentration of recreational attractions and retail firms in the Columbia Corridor and the Central City's Lloyd Center/Coliseum District with its growing number of attractions. Both the Central City and Columbia Corridor are expected to experience significant growth over the next twenty years. Some positive consequences of this growth will accrue to those living within Albina Community. New jobs created in these areas are accessible to Albina's residents. Both areas are located within the enterprise zone where the City offers incentives to employers who will commit to hire from the area. Some interest in development and investment will naturally spread both north of Broadway Street and south of Columbia Boulevard. However, the positive development of these areas is unlikely to affect areas more than one mile from the Albina Community's edges. From Broadway to Columbia Boulevard is a distance of over five miles. Establishment of a new development center on Killingsworth is intended to accelerate the investment in the heart of the Albina Community.

Comparison of the Alternatives

Alternatives 1 and 2 differ in many particulars. These differences have been developed to create contrasting choices that will help to stimulate discussion of the Draft Plan. Areas of agreement between the alternatives reflect what the planning staff perceives as consensus positions that emerged during the 1990 citizen involvement and outreach process. The ideas presented in the alternative land use concepts are not mutually exclusive. Ideas from one concept alternative may be interchanged with those from the other alternative in the plan proposed by the Bureau of Planning to the Planning Commission. New ideas suggested during the review of the Discussion Draft Plan may be added.

The concept alternatives are intended to contrast choices that must be made in planning for the future of the Albina Community Plan study area. The differences between the alternatives are intended to stimulate discussion.

Alternative Choices

Alberta Street

- Alt. 1: Support Alberta Street as a location for the incubation of new small businesses between NE 9th and NE 33rd Avenues.
- Alt. 2: Create concentrations of mixed use development including housing as part of each development project along NE Dekum Street, in the Williams/Vancouver corridor.

International District

- Alt. 1: Such a district could be created along Alberta Street under alternative one. Continuation of the current depth of zoning will tend to discourage speculation and foster the establishment of incubator businesses. A commercial zone like Storefront Commercial (CS) may best support such a district. The CS zone matches many of Alberta's existing buildings. The lack of off-street parking requirements in the CS zone favors new small businesses. Under General Commercial (CG) zoning new businesses are required to build off-street parking or seek adjustments to zoning requirements for off-street parking. Off-street parking requirements add to the cost and time needed to start a new small business.
- Alt. 2: Creation of an international commercial district along Killingsworth Street is consistent with the proposal in Alternative Two of creating a new commercial center there. Again the CS zone may more readily support the creation of new small businesses than the CG zone would.

Columbia Corridor

- Alt. 1: Create new recreation facilities in the area north of West Delta Park and better link Columbia Corridor tourist and recreational-oriented facilities to the Albina Community areas south of Columbia Boulevard. New recreation facilities should include public attractions, either private or public. Attractions that might be developed in this area include additional golf facilities and a Native American cultural center.
- Alt. 2: Prevent the formation of new commercial centers north of Columbia Boulevard. Create a multi-dwelling residential area that runs along Marine Drive from North Portland Road to Columbia Edgewater Golf Course. This multi-dwelling area would cover nearly 250 acres and could accommodate up to 10,750 new housing units. The number of units actually built would be smaller, perhaps no more than half this number. West of I-5, the housing area would be buffered from Marine Drive truck traffic by either open space or commercial development. This proposal includes the possible redevelopment of the Expo Center.

Commercial Development

- Alt.1: Limit density and intensity of uses along Killingsworth Street to foster small scale uses that supply goods and services to the surrounding area.
- Focus new commercial development in large auto-oriented nodes located on N Lombard Street, N Interstate Avenue and within the Williams/Vancouver couplet.
- Alt. 2: Create a new major commercial center along Killingsworth Street between Interstate Avenue and Martin Luther King Jr. Boulevard.
- Link this center with auto-oriented development located along King near Killingsworth.
 - Anchor this center with the growth of the PCC Cascade Campus and Jefferson High School.
 - Establish an identity based on the ethnic diversity of small business owners.

District Nodes and Center

- Alt.1: Focus on creation of district nodes and centers to achieve the objectives of the Albina Community Plan.
- Alt. 2: Focus on creation of land use corridors to implement the objectives of the Albina Community Plan.

Employment Areas/Zones

- Alt. 1: Establish employment areas totaling approximately 43 acres along portions of N Mississippi Avenue, the Williams/Vancouver corridor, Marine Drive, and N Lombard
- Alt. 2: Establish employment areas totaling approximately 74 acres along Killingsworth Street, Lombard Street and King Boulevard.

Housing Density

- Alt. 1: Provide new housing development through a broad application of low density multifamily (14 to 20 units) zoning along transit corridors and around commercial centers and nodes.
- Alt. 2: Reinforce the stabilization of existing single-family residential areas by focusing new housing development into denser multifamily residential zoning located along transit lines and around commercial and employment nodes and centers.

Industrial Sanctuaries

- Alt. 1: No additional industrial sanctuaries.
- Alt. 2: Create four additional industrial sanctuaries:
- Between N Interstate Avenue, the I-5 Freeway, N Killingsworth Street and N Skidmore Street.
 - In the southwest corner of the Boise Neighborhood between the I-5 Freeway and N Albina Street.
 - Along Albina Street between N Webster and N Prescott Streets.
 - Along Martin Luther King Jr. Boulevard between NE Going and NE Fremont Streets.

Institutional Expansion

- Alt. 1: Designate areas and create institutional nodes around Portland Community College Cascade Campus, the Emanuel Hospital and Medical Center Campus, the Edgar Kaiser facility and King School for institutional expansion.
- Alt. 2: The expansion of institutional nodes is generally the same as recommended under Alternative 1.

Light Rail Alignments and Regional Transitways

- Alt. 1: Add light rail alignment on King Boulevard to those on I-5 and N Interstate Avenue for consideration in Northern Corridor Analysis.
- Alt. 2: Add light rail alignment on the Williams/Vancouver to those on I-5 and N Interstate for consideration in Northern Corridor Analysis.

A third choice remains a possibility. That is to designate neither King nor Williams as possible light rail transit alignments. Dropping both the Williams and King corridors will focus the environmental impact statement process for the northern light rail transit line on the already identified alignments along Interstate Avenue and adjacent to the I-5 freeway.

Martin Luther King Jr. Boulevard

- Alt. 1: Locate low value interim uses along King Boulevard until a final decision is made on the alignment of the northern light rail.
- If King Boulevard is selected as the northern alignment these interim uses should be replaced by more intense urban development. Development of property along King will likely be slow until after the light rail facility is built and actually is in operation, early in the next century.
 - Focus redevelopment primarily on King Boulevard between Broadway Street and Columbia Boulevard and along N Interstate Avenue and to the west of I-5 freeway.
- Alt 2: Locate uses along King that are oriented to and take advantage of the boulevard's high volumes of vehicle traffic.
- Allow revitalization to begin now rather than delay development activity until after light rail decisions are made.

- Seek to create large parcels that can attract clusters of auto oriented regional retail stores.
- Focus redevelopment around a commercial node at the intersection of King Boulevard and NE Killingsworth Street

Mixed Use Nodes

- Alt. 1: Create mixed use nodes and designation at the intersections of King boulevard and NE Knott Street, N Vancouver Avenue and N Lombard Street, and King Boulevard and NE Dekum Street.
- Alt. 2: Create a mixed use corridor along N Williams Avenue from Fremont to N Alberta Street and along NE Alberta Street from NE 9th to NE 33rd Avenues.

Neighborhood Retail and Service Nodes

- Alt. 1: Support the formation of neighborhood retail and services nodes at:
- N Denver Avenue between N Watts and N Argyle Streets,
 - NE Dekum and Durham Street in the Woodlawn Neighborhood, and
 - In the Russell/Knott Corridor between NE Martin Luther King Jr. Boulevard and NE 7th Avenue.

Alt. 2: Same As Alternative One

Open Space Areas

- Alt. 1: New open space areas include:
- Large area just north of Heron Lakes Golf Course.
 - The north side of the Columbia Slough connecting East Delta Park with the Slough and between N Denver and I-5 freeway.
 - Between Schmeer Road and the Columbia Slough between N Denver.
 - The cliff on the west side of the Overlook neighborhood above Albina Yard. This would create 50 acres of new open space out of mostly unusable residentially zoned land.

- Between Martin Luther King Jr. Boulevard and Grand between Broadway and Hancock to allow for the creation of a major gateway.
- An expansion of open space associated with the King School.
- Develop the stock yard site for public open space or as a regional attractor.
- Develop radio tower site for public open space.

Alt. 2: With the exception of the radio tower and stockyard site, new open spaces are the same for both alternatives.

- The area north of the slough between the intersection of Schmeer and Gertz Roads and NE Martin Luther King Jr. Boulevard is not included in Alternative 2.

Pedestrian Districts

Alt. 1: Establish pedestrian districts on:

- N Denver Avenue in the Kenton Historic District.
- NE Dekum Street.
- NE Durham Street in the Woodlawn Neighborhood.
- N Russell Street between I-5 freeway and N Interstate Avenue.
- Knott/Russell Corridor between N Vancouver Avenue and NE 7th Avenue.

Alt. 2: Establish a pedestrian district along:

- Killingsworth Street between Martin Luther King Jr. Boulevard and N Interstate Avenue.

Public Attractions

Alt. 1: Create new attractions related to outdoor recreation north of West Delta Park and on the north side of the Columbia Slough in the Impact Area just east of I-5 freeway.

Alt. 2: Create new attraction for the north side of the slough east of I-5 freeway.

Stockyard Site

- Alt. 1: Develop the stockyard site for public open space use or as a regional attractor.
- Alt 2: Rezone stockyard site for multi-dwelling housing with a limited amount of open space and a commercial node buffering residential development from truck traffic on Marine Drive..

Transportation Access

Alt. 1: Improve transportation access to:

- The Emanuel Hospital campus from I-5 freeway, for both northbound and southbound traffic.
- Columbia Boulevard to and from I-5 freeway to create better truck connections from I-5 freeway to Columbia Boulevard, Rivergate and the Columbia South Shore.
- Improve transportation access for the Albina area residents to industrial employment opportunities at Rivergate, Swan Island, Lower Albina, the central Eastside and the Columbia Southshore.

Alt. 2: Improve transportation access to:

- Same as Alt. 1.

Urban Renewal District

Alt. 1: Extend the Convention Center Urban Renewal District.

- Between Russell and Alberta Streets limit the area included in the renewal district to the Martin Luther King Jr. Boulevard right-of-way.
- North of Alberta Street, expand the district to include the property roughly bounded by NE Garfield Avenue on the west, NE 6th Avenue on the east and Ainsworth Street on the north.
- Include the right-of-way of the streets adjacent to the blocks located within the district's boundary.

- Limit urban renewal activities to those that are consistent with the Albina Community Plan and the associated plans for Eliot, Boise, Humboldt, King and Piedmont Neighborhoods.

Alt. 2: Create a new urban renewal district focusing on stabilizing housing opportunities for the area current residents and reinforcing area commercial and industrial nodes.

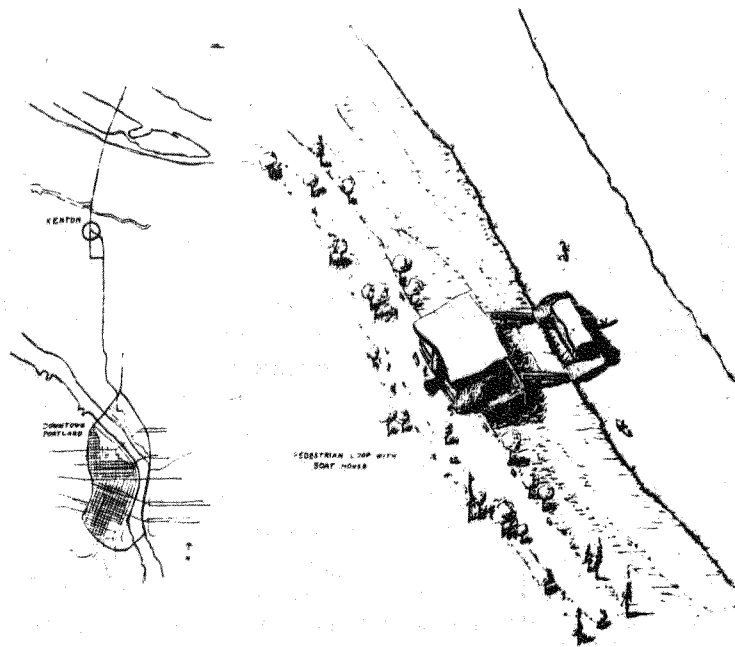
- The new renewal district would be about 920 acres.
- The new renewal district would include the Killingsworth commercial center and the surrounding area between Interstate Avenue, Garfield Avenue, Ainsworth and Skidmore Streets.
- The renewal district would extend down Mississippi Avenue to Fremont Street and area west of King bounded by Ainsworth Street, 20th Avenue, Skidmore Street and 6th Avenue.
- The new district would limit urban renewal activities to those that are consistent with the Albina Community Plan and the associated plans for Boise, Humboldt, King, Humboldt, Piedmont and Overlook Neighborhoods.
- Creation of this district would only be considered if significant increases in property value occur creating displacement pressure on existing area households.

The Oregon Legislature is currently considering legislation that may change the manner in which urban renewal districts are created and expanded. Proposals associated with urban renewal or tax increment districts will need to be reconsidered and possibly adjusted to respond to this legislation when it is complete.

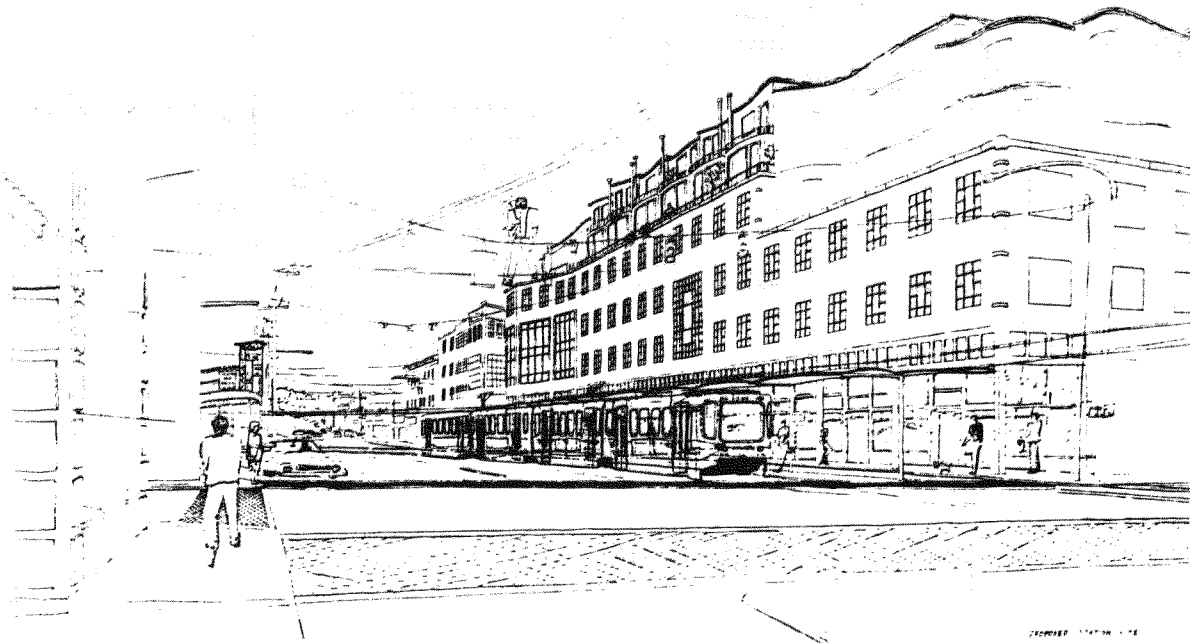
Alternatives Comparison Summary Chart

Alternative 1	Alternative 2
<p>Add light rail alignment on Martin Luther King Jr. Boulevard to those on I-5 freeway and N Interstate Avenue for consideration in Northern Corridor Analysis. The Arterial Streets Classification Policy (ASCP) would be amended to list King Boulevard as a Regional Transitway. If both the King and Williams alignments prove undesirable the northern light rail corridor would be selected from either the Interstate Avenue or the I-5 freeway alignments.</p>	<p>Add light rail alignment on the Williams/Vancouver corridor to those on I-5 freeway and N Interstate Avenue for consideration in Northern Corridor Analysis. The Arterial Streets Classification Policy (ASCP) would be amended to list the Williams as a Regional Transitway. If both the King and Williams alignments prove undesirable the northern light rail corridor would be selected from either the Interstate Avenue or the I-5 freeway alignments.</p>
<p>Focus redevelopment primarily onto Martin Luther King Jr. Boulevard between Broadway Street and Columbia Boulevard and along N Interstate Avenue and to the west of I-5 freeway. This would be accomplished through proposed creation of a mixed use commercial node at King Boulevard and NE Knott Street, and the application of multifamily residential designation on sites between this node and NE Wygant Street. Creation of a large commercial node between NE Wygant and NE Ainsworth Streets and creation of another mixed use node at NE Dekum Street are recommended. This alternative recommends an increase in the depth of zoning along major streets. Generally, full-block zoning or a zoning pattern of at least 200 feet is proposed throughout the study area.</p>	<p>Focus development around a commercial node at the intersection of King Boulevard and NE Killingsworth Street. An increase in the area of the commercially-designated districts at this intersection as well as the width of the commercial strips on Killingsworth Street between King Boulevard and N Interstate Avenue and on King Boulevard between NE Killingsworth and NE Ainsworth Streets are proposed. This alternative also recommends an increase in the depth of zoning along major streets. Generally, full-block zoning or a zoning pattern of at least 200 feet is proposed throughout the study area. This alternative also recommends an increase in the depth of zoning along major streets.</p>
<p>Develop the stockyard site for public open space use or as a regional attractor. This site may be suitable as a location for a domed stadium or possibly a Native American Cultural Center.</p>	<p>Rezone stockyard site for multifamily housing. Recommended maximum density is 40 or more units per acre. The area between I-5 freeway and Columbia Edgewater Golf Course and north of Marine Drive is also proposed to be rezoned from commercial to multifamily residential at similar densities to those proposed for the stockyards site.</p>
<p>Create mixed use nodes at the intersections of King Boulevard and NE Knott Street, N Vancouver Avenue and N Lombard Street, and King Boulevard and NE Dekum Street.</p>	<p>Create mixed use corridors along N Williams Ave. from N Fremont to N Alberta St and along NE Alberta Street from NE 9th to NE 33rd. The mixed use area proposed for the King Boulevard and NE Dekum Street intersection is significantly larger in area than the mixed use proposal under Alternative 1.</p>

Alternative 1	Alternative 2
Designate areas along N Mississippi Avenue, N Williams, Delta Park, Marine Drive and Lombard Street as employment zones.	Designate areas along King Boulevard from NE Schuyler Street to NE Russell Street as employment zones.
Designate areas around Portland Community College Cascade Campus, the Emanuel Hospital and Medical Center Campus, the Edgar Kaiser facility and King School for institutional expansion. Growth of these institutions is desirable to encourage job creation and expansion of educational and training opportunities.	The expansion of institutional boundaries is recommended, as discussed under Alternative One.
Focus on creation of district nodes and centers to achieve the employment objectives of the plan. While changes in commercial and residential designations are recommended, no application of any new industrial designations in the plan's study area is proposed. Substantial opportunities for growth of industry exist north of Columbia Boulevard, on Swan Island, Mocks Bottom, Albina Yard, Lower Albina and in the areas near Rivergate and Columbia South Shore Industrial Districts.	Focus on creation of industrial areas to implement the employment objectives of the plan. Industrial areas are suggested on King between Fremont and Alberta, on Mississippi in two nodes and between Interstate Avenue and the I-5 Freeway.
	Development along King Boulevard is auto-oriented, taking advantage of King Boulevard's high traffic counts and allowing revitalization to begin now rather than delay development activity until after light rail decisions are made.



PORTLAND LIGHT RAIL



Possible Design for Kenton Light Rail Station
(Drawing Courtesy of University of Oregon
Department of Architecture and Allied Arts)

Policy I: Land Use

Introduction

The Albina Community Plan area is adjacent to the Central City, yet much of the land in it is vacant and underutilized. Investment, with a few exceptions, has declined since the 1930s. Ten percent of the land in the study area is vacant and the area contains a disproportionately high number of the City's vacant and derelict buildings. Despite the amount of vacant land available, some parts of the Plan Area are park deficient. Also the natural areas between Columbia Boulevard and the Columbia River need improvements such as trails and public access points so that they can be used by Plan Area residents.

Most of the land in the Land Use Study Area is a low intensity use. Single family residential uses predominate. Areas designated for higher intensity uses such as multifamily residential, commercial and industrial uses are also often dominated by less intense uses. Over 10% of the land in the study area is designated for multifamily. However, over half of this land is in single-family use and only about one quarter of it is in multifamily use. About 5% of the land is in commercial use although almost 8% of it is designated for these uses. Likewise only 7% of the land in the Land Use Study Area is in industrial use although over 14% is designated for these uses. The underutilization of land in various uses is related. The lack of residential densities has lead to decline of neighborhood commercial areas. To an extent, the lack of job-producing commercial and industrial uses in proximity to the Plan Area is related to decline of the residential areas. Increasing concentrations of the poor and rising crime rates have lead to further population loss and housing abandonment.

The difficulty of land assembly due to small ownership patterns and site sizes is a major problem in attracting investment to the area. These conditions also pose a problem for existing businesses and institutions that wish to expand. The Land Use Study Area is one of the oldest areas of Portland and there is a pattern of small ownerships in residential and commercial areas. Most of the land has been developed for one use or another over the last 50-100 years. Much of the existing vacant land once had residential or commercial buildings on it which have since burnt down or been demolished. The advanced age of much of the area's development indicates that buildings will continue to wear out and be removed in the future, perhaps at an accelerating pace.

The commercial and industrial zoning patterns are considered by many to be a deterrent to investment in the area. Existing businesses state that they cannot expand at their current sites due to the shallowness of the zoning. Also, vacant commercially zoned lots in the Plan Area are considered to be too small for new auto-oriented businesses. Most of the Plan Area's commercial areas grew up along the trolley lines that once ran along major

streets. These were oriented to pedestrian traffic not automobile. They are developed with storefronts at the edge of the sidewalk and have little or no off-street parking. With the exception of Broadway east of NE 7th, there is generally not enough residential density in the Albina neighborhoods to support storefront, pedestrian oriented development with limited parking as exists in Northwest Portland or along Hawthorne Boulevard in Southeast Portland.

Given current low residential densities, more land is zoned for commercial uses than is needed which has resulted in commercial development being spread too thinly over the area. This is reflected by the amount of commercially zoned land that is in less intense uses - 15% of it in residential and 13% in industrial. Also, many of the buildings on the older commercial strips are vacant and boarded up or occupied by light industrial uses attracted by inexpensive rents and the area's central location.

Land assembly for construction of single-family attached and multifamily housing has also been a problem in older areas because of the small site sizes and ownership patterns as well as the area's poor image. Most sites zoned for multifamily use are 5,000 square feet or less. The only large vacant sites designated for multifamily use are adjacent to Emanuel Hospital. These were cleared as part of an urban renewal project in the 1970s. Federal funds for constructing new housing on this land did not come through as expected and it has sat vacant ever since. While there has been a boom in the construction of high end and middle income multifamily in the metropolitan area recently, public housing units and publicly subsidized multifamily units probably account for the Plan Area's largest amount of new multifamily development in the last few decades.

Although the Albina Community Plan Area contains a number of city parks, some of which (like Peninsula Park) attract visitors from throughout the city, more open space areas need to be developed to meet the recreational needs of residents. Some parts of the Plan Area neighborhoods, such as King and Sabin and northeastern Irvington are not within an easy walking distance of a city park. This makes parks not accessible to Plan Area children. Other Plan Area recreational resources such as the Columbia Slough need improvements like signed public access points and small craft launching points so local residents and visitors can take advantage of them.

The challenge of the Albina Community planning process is to make the Study Area more attractive for investment in residential, commercial, industrial and institutional areas. Reordering zoning patterns to make investment more viable and aiding site assembly through the possible creation of urban renewal districts, land banking and the use of eminent domain are possible solutions. The development of more open space for outdoor recreation will make the area more attractive to both residents and visitors. The location of a light rail line through the Study Area may help spur further development, particularly if it has stations at major

employment centers such as Emanuel Hospital and the Kaiser Medical facilities. The Albina Community's medical and educational facilities are the largest single land uses and the only category of uses that have expanded significantly in the last five years. The land use concepts for both alternatives provide additional room for these facilities to expand.

Investment in one area should stimulate other areas. An increase in residential development is necessary to make commercial investment viable again. Increases in job-producing institutional, commercial and industrial development will make living in the area close to work more attractive. Likewise, the development of more open space for outdoor recreation will make the area more attractive to both residents and businesses. An important issue to be decided during the discussion draft period is whether the Plan Area is more likely to be revitalized by emphasizing increasing residential development and densities, or by setting aside more land for industrial and job producing development.

The Policy:

Support the growth of existing businesses and institutions in the Albina Community. Foster economic, institutional, residential and open space developments that reinforce the Plan Area's neighborhoods and increase its attractiveness to residents, institutions, entrepreneurs and visitors.

Policy A: Open Space

Ensure that the open space and recreation facilities in the Albina community meet the needs of present and future residents of the district and enhance the attractiveness of the area to business and visitors.

Policy B: Institutions

Ensure that institutions have opportunities for growth that meet their needs, reinforce residential neighborhoods and business centers and foster ancillary businesses.

Policy C: Nodes and Centers

Foster development of distinct, well-anchored commercial and industrial nodes and centers that serve the Albina Community's needs, attract shoppers from throughout the region and take advantage of the district's proximity to the Central City, Oregon Convention Center and Columbia Corridor.

Policy D: Land Use and Transportation

Focus new development at locations along major transportation corridors, especially near future light rail stations, to assure that development activity reinforces and is reinforced by transportation improvements.

Objectives

1. Increase the amount of open space in the district.
2. Reduce conflicts between commercial, industrial, institutional and residential uses.
3. Assure that the size, depth and location of sites zoned for business, institutional and housing development responds to market needs. Enhance opportunities for both strip and nodal commercial areas.
4. Recognize and reinforce commercial and industrial nodes within the district and encourage the formation of a clear identity for these nodes.
5. Encourage the growth of existing businesses, preferably at their current sites.
6. Foster the establishment of new small businesses, particularly on land that is vacant or underutilized.
7. Provide for institutional expansion while protecting the residential character of surrounding neighborhoods.
8. Increase opportunities for higher density housing development around commercial and institutional nodes and centers.
9. Reduce environmental impacts such as noise, air, and lead pollution.
10. Improve water quality and enhance fish and wildlife habitats. Protect wetlands and water features.

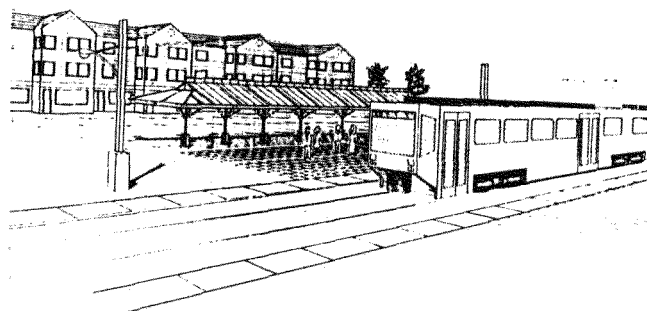
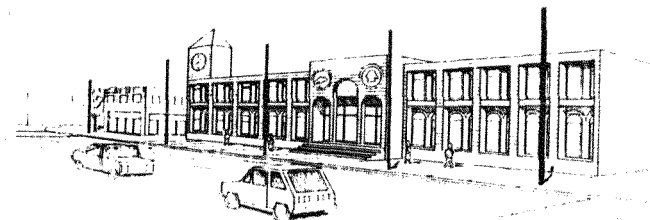
Alternatives Comparison and Choices

Alternative 1	Alternative 2
<p>Create new open space to meet the recreational needs of residents and make the Plan Area more attractive to visitors and businesses. More land is designated Open Space than under Alternative 2. Alternative 1 involves the creation of new attractions related to outdoor recreation north of West Delta Park and on the north side of the Columbia Slough in the Impact Area just east of I-5. New small open space areas are proposed for the study area south of Columbia Boulevard under both alternatives.</p> <p>The new open space areas north of Columbia Boulevard include:</p> <ul style="list-style-type: none"> • large area just north of Heron Lakes Golf Course as new open space. • on the north side of the Columbia Slough connecting East Delta Park with the Slough and between N Denver and I-5. • between Schmeer Road and the Columbia Slough between N Denver and Martin Luther King Jr. Boulevard. <p>The new open space areas south of Columbia Boulevard include:</p> <ul style="list-style-type: none"> • the cliff on the west side of the Overlook neighborhood above Albina Yard. This would create almost 50 acres of new open space out of mostly unusable residentially zoned land. • an expansion of the open space associated with King School • between Martin Luther King Jr. Boulevard and Grand between Broadway and Hancock to allow for the creation of a major gateway into the Plan Area. 	<p>Create new open space to meet the recreational needs of residents and make the Plan Area more attractive to visitors and businesses. Fewer new attractions connected to outdoor recreation are proposed under Alternative 2. Only one new attraction is planned for the north side of the Slough east of I-5. No new ones are proposed for the area just south of Marine Drive near the Expo Center and the radio tower farm. With the exception of the stockyards site and the radio tower farm, most new open space areas are the same for both alternatives. The area north of the Slough between the intersection of Schmeer and Gertz Roads and NE Martin Luther King Jr. Boulevard is not included in Alternative 2.. One new area is added- a small pathway connection to the Columbia Slough along N Peninsula from N Newark.</p>

Alternative 1	Alternative 2
<p>Create open space north of Delta Park to take advantage of proximity to the river and parks and natural areas in the Columbia River flood plain. This involves redesignating most of this area, which covers a little over half a square mile, from Industrial Sanctuary to a combination of Open Space and Environmental Natural in Alternative 1. A small strip of Urban Commercial would be allowed in the area where commercial uses presently exist along Marine Drive just west of Force Avenue. Just to the east, a somewhat larger strip of land would be zoned for employment uses between Force Avenue and the I-5 exit ramps. Several new major attractions related to recreation would be located near the site of the Expo Center and just to the south.</p>	<p>Create new housing opportunities north of Delta Park to take advantage of proximity to the river and parks and natural areas in the Columbia River flood plain. The Expo Center and the stockyards site would be redesignated for Multifamily residential. The radio tower farm would be rezoned a combination of Environmental Natural and Multifamily. A small addition of Urban Commercial zoning would be added to land in the commercial strip along Marine Drive east of Force Avenue. No new attractions are planned under this scenario. A strip in the Impact Area between I-5 and NE 33rd that is presently zoned General Commercial, would also be designated for Multifamily residential interspersed with a few small nodes of commercial. The intent of this proposal is to increase housing opportunities in the Plan Area. It is also meant to focus new commercial and industrial uses south into commercially and industrially zoned areas of the Impact and Study areas. This would encourage infill on vacant and underutilized land and compensate for the loss of housing opportunities that resulted from the creation of the four new industrial sanctuary areas created in the Study area.</p>
<p>Reinforce the existing north-south corridors of the Plan Area especially Interstate Avenue and Martin Luther King Jr. Boulevard. Redesignate underutilized land from commercial and light industrial to multifamily residential to support existing concentrations of commercial and institutional uses.</p>	<p>Create a new center for the Plan Area oriented east-west along Killingsworth. Make the intersection of Killingsworth and Martin Luther King Jr. Boulevard the focal point of the Plan area. Provide a major public attraction near this intersection and other attractions along Killingsworth between King Boulevard and N Albina. Redesignation of the residentially zoned land along Killingsworth reinforces the area's commercial and institutional centers.</p>

Alternative 1	Alternative 2
<p>Designate full blocks for residential, commercial, institutional and industrial uses, when possible. This will aid land assembly for new development and allow for expansion of existing uses and reduce conflicts between land uses on the same block. Full block zoning is used extensively in conjunction with high density residential.</p>	<p>Designate full blocks for residential, commercial, institutional and industrial uses, when possible. This will aid land assembly for new development and allow for expansion of existing uses and reduce conflicts between land uses on the same block. It is also used in the creation of the four new industrial sanctuaries and mixed use areas in the Williams-Vancouver corridor and the northern section of NE Martin Luther King Jr. Boulevard below Columbia Boulevard.</p>
<p>Increase residential densities to be supportive of transit and existing institutional and commercial centers. Alternative 1 proposes that approximately 140 acres of land be redesignated as Urban Infill residential and about 160 acres be redesignated as Multifamily residential. Most of the new Multifamily would be concentrated along Martin Luther King Jr. Boulevard and Interstate with additional concentrations surrounding commercial nodes in Woodlawn, in Kenton north of Lombard and on either side of Denver Avenue north of Interstate. This involves downzoning strip commercial and employment land to residential. Urban Infill residential is expanded south to Prescott and to the south in the King neighborhood east of Martin Luther King Jr. Boulevard.</p>	<p>Increase residential densities to be supportive of transit and existing institutional and commercial centers. Alternative 2 proposes that more land be rezoned to Multifamily residential and somewhat less land be rezoned to Urban Infill than Alternative 1. South of Columbia Boulevard about 140 acres would be redesignated to Multifamily. This land would be located around the PCC Cascade Campus, the intersection of Killingsworth and Martin Luther King Jr. Boulevard and along Killingsworth east of Martin Luther King Jr. Boulevard to NE 33rd Avenue would be rezoned to multifamily. The purpose would be to reinforce this east-west corridor as the new Plan Area focus. Over 100 additional acres would be rezoned to Multifamily in north of Delta Park. This alternative does not propose redesignating large area areas in the Boise, Eliot and Overlook to Multifamily as in Alternative 1.</p>
<p>Creation of a new institutional zoning designation and redesignation of land surrounding the Plan Area's major institutions to provide room for expansion. These new areas include the Emanuel Hospital Campus; the Bess and Edgar Kaiser Medical facilities and offices; the area including PCC Cascade Campus, Jefferson High School and Humboldt School; the Concordia College and Faubion School area; and the King School and St. Andrews Church area</p>	<p>Creation of a new institutional zoning designation and redesignation of land surrounding the Plan Area's major institutions to provide room for expansion. Alternative 2 includes the same institutional nodes but allows more room for expansion than Alternative 1 for several of these institutions.</p>

Alternative 1	Alternative 2
<p>Rely on existing industrial sanctuaries north and east of the Study Area to provide family wage jobs for residents. Access to these areas for Albina residents would be improved.</p>	<p>Creation of four new areas designated industrial sanctuary to spur employment of Plan Area residents in family wage jobs. This would mean the rezoning of almost four acres of land in Boise, seven acres in Humboldt, over 21 acres in Overlook and 17 acres in the King Neighborhood.</p>



Drawings Courtesy of University of Oregon Department of Architecture
and Allied Arts

Action Chart:

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
	PROJECTS			
LU1	Create a park on the Columbia River.			X
LU2	Create pocket parks on vacant land.		X	
LU3	Create more community gardens. Provide personnel and funding to manage gardens.		X	
LU4	Create opportunities for assembling larger lots for residential and commercial development where there are scattered vacant and underutilized parcels.			X
	PROGRAMS			
LU5	Establish greenways and open spaces in a fashion that creates a linked system of open spaces.			X
LU6	Establish tax abatement for vacant property used for community gardens.		X	
LU7	Land bank appropriately zoned land in the study area to assemble sites for new higher density housing or mixed use development - for example the block between Martin Luther King Jr. Boulevard, NE 7th, Knott and Russell.			X
LU8	Revive commerce on King Boulevard. Foster the development of strong commercial nodes along King Boulevard. Locate centers at NE Broadway Street, NE Russell Street, NE Killingsworth Street and NE Dekum Street.			X
LU9	Develop pedestrian-oriented retail nodes at light rail station areas.			X
LU 10	Foster the development of nodes of neighborhood-oriented retail and service uses on N Lombard Street, N Interstate Avenue and N Greeley Street.			X
LU 11	Create new open space north of Heron Lakes Golf Course under Alternative 1.	X		
LU 12	Rezone the radio tower farm below the Expo Center to a combination of open space and residential under Alternative 2.	X		
LU 13	Rezone a strip of land north of the Columbia Slough to open space to provide public access to recreational opportunities along this body of water.	X		
LU 14	Promote community gardens. Provide information on community gardens.		X	
LU 15	Establish open space standards for site development with emphasis on safety and park security.	X		

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
	REGULATIONS			
LU 16	Create a new institutional campus zoning designation. Apply this designation to large institutional uses and require them to have an approved master plan.	X		
LU 17	Rezone the stockyards site and the radio tower farm south of the Expo Center to either a combination of Environmental Natural and open space or Environmental Natural and Multifamily residential. Zone a small strip of land along Marine Drive Urban Commercial that currently contains some commercial uses. Create an open space buffer along Marine Drive. Both alternatives will focus new industrial development south of Columbia Boulevard under Alternative 2.	X		
LU 18	Allow higher density development on land along light rail lines. Apply both the "t", transit overlay, and "d", design, overlays to light rail station areas.			X
LU 19	Rezone areas along the Plan Area's major streets to accommodate mixed-used development.	X		
LU 20	Use full block zoning in commercial nodes along the study area's major streets to encourage commercial development. Locations include N Lombard west of I-5, Martin Luther King Jr. Boulevard between Portland Boulevard and Morgan Street and the east side of Interstate between Skidmore and Ainsworth.	X		
LU 21	Rezone residentially-zoned areas to commercial on N Lombard Street to foster commercial expansion.	X		
LU 22	Increase the depth of zoning along King Boulevard.	X		
LU 23	Rezone portions of King Blvd. to concentrate commercial development in nodes.	X		
LU 24	Rezone portions of Interstate Ave. between _____ to concentrate commercial activity into nodes and centers.	X		

Linkages:

Implementation of the goals, policies, objectives, and action charts for Land Use are shown on the Land Use Concept Maps for Alternatives 1 and 2.

Housing

Increasing housing densities in the Plan Area, particularly around institutional and commercial nodes, is important to supporting mass transit and attracting commercial activities that serve the community to the area. The Plan Area has steadily been losing population since the 1930s. Most of the older residential areas that were designated for attached single-family and multifamily residential during the early 1980s, as part of the Portland's Comprehensive Plan rezoning, have not developed to the desired densities. Over half of the land designated for multifamily residential is in single family residential use.

Tax incentives or some other sort of assistance will most likely be necessary to spur the development of new multifamily housing in the older, poorer portions of the Plan Area. Some possibilities include

- Building and rehabilitating some higher density housing as part of the Nehemiah program being administered by Northeast Community Development Corporation.
- Creating a new urban renewal district and directing that the tax increment funds are used to expand the urban homestead program. Creating new higher density housing that could be owner-occupied such as row housing.
- Locating new multifamily housing near employment centers such as the Kaiser medical facilities, Emanuel Hospital and PCC Cascade Campus to attract employees and students to live in the Plan Area

The location of a north-south light rail line in the Plan Area may also make sites around station areas more attractive to developers of multifamily housing. Rezoning full blocks for multifamily use is intended to facilitate multifamily development in these areas and others where there is vacant land or land with improvements that are of little value.

Light Rail

Zoning designations along light rail routes should be supportive of mass transit. Housing densities should be increased near station areas. Retail businesses that can serve commuters such as dry cleaners, drug stores, groceries and coffee shops should also be allowed to create a convenient, pleasant pedestrian environment.

Business Growth and Development

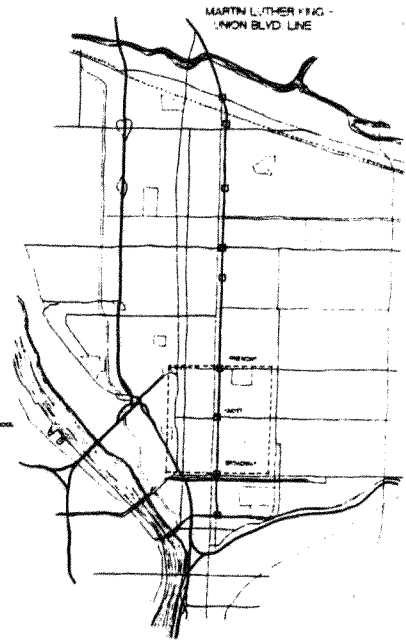
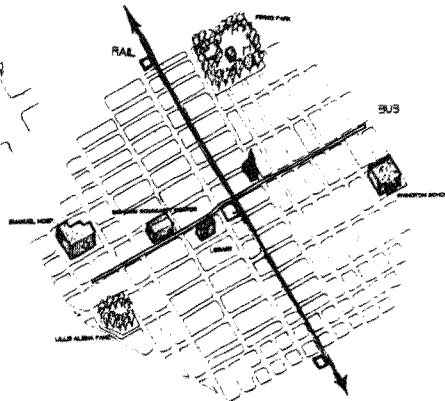
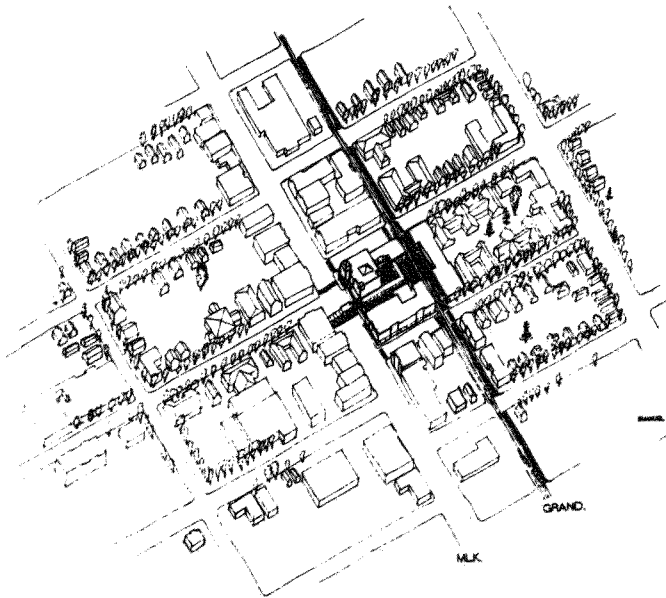
Expanding the depth of commercial and employment zoning at commercial nodes will enable existing businesses and institutions to remain when they want to expand.

Jobs and Employment

Allowing growth of existing businesses and institutions at their present locations should increase the supply of jobs in the Study Area.

KNOTT STREET STATION

PORTLAND LIGHT RAIL



Drawing Courtesy of University of Oregon
Department of Architecture & Allied Arts

Policy II: Transportation

Introduction

An efficient transportation system can enhance the livability of an area; it determines the accessibility and it influences the price of real estate. It further affects the developability of an area and the cost of goods and services to area residents and businesses. An inefficient transportation system results in pollution, noise and energy waste, reduced property values, increased costs of doing business, reduced access and adversely affects an area's livability.

Being an inner-city area, Albina generally enjoys a high level of transportation services. Most of the streets are fully improved and excellent public transportation is provided. However, as is true with all city neighborhoods, Albina residents are concerned about additional improvements to city rights-of-way. The primary concerns are paving, sidewalks and wheelchair curb ramps.

Public transportation must seek to be equally accessible to all citizens. This is particularly important in areas where there may be a disproportionate number of economically disadvantaged individuals and those with special needs. In such areas, there exists a stronger link between the public transportation service levels and the economic well-being of the area.

Public policy must seek to manage regional facilities so that they serve local areas while meeting the needs of the entire region. Every district or neighborhood of the city will probably have some regional facilities within its boundaries, and these facilities are likely to affect the local areas through which they pass. The I-5 freeway must serve Albina, but efforts must be made to mitigate the negative impacts. Similarly, the proposed light rail corridor must serve Albina as well as the region.

The I-5 freeway must tie the Albina community to areas where jobs exist such as the downtown, Columbia South Shore, and Rivergate. Efficient connections would increase employment opportunities. Also, links in the truck route system for this part of Portland should be provided.

Residents frequently expressed the need to improve the interchange at the east end of the Fremont Bridge to this end, and to improve access to Emanuel Hospital from the rest of the region. The need to improve access to Albina from the I-5 freeway, the Fremont Bridge (I-405) and I-84 was given high priority during the workshops and in discussions with residents and others.

The most significant transportation issue facing the Albina community is the selection of a light rail corridor through the area. This regional facility has the potential to function as a major transportation and development tool for the district. The options under discussion for the alignment include Martin Luther King Jr. Boulevard, the Williams/Vancouver corridor, N Interstate Avenue, and the I-5 freeway corridor. The community is interested and concerned about the selection of the corridor, and there is optimism about the positive impacts it can have on the community. Community members see that light rail has the potential to spur development. Albina residents seek assurances that light rail will serve the community through the location of stations and the provision of local trains. Additional factors that must be considered in making this decision include but are not limited to: travel time, adjacent land uses, impacts on the automobile carrying capacity of the corridor selected, and costs.

Another transportation issue that requires attention is the future of Martin Luther King Jr. Boulevard. King Boulevard is of concern to Albina residents because of the removal of on-street parking, the addition of a traffic median and economic deterioration along the street. While recent improvements have increased the capacity of King Boulevard to accommodate traffic, residents have suggested that this increase in capacity does not meet the interests of local residents and business owners. Suggestions for changes to King Boulevard focus on reinstatement of on-street parking and removal of the median as a way to improve economic conditions. Siting light rail along King has been suggested as a remedy to the economic ills of this corridor.

The existence of through-traffic in residential areas is also a serious concern and many participants in workshops discussed the need for neighborhood traffic management programs. Truck traffic on neighborhood streets was a problem that was also discussed. Residents want an efficient street network that ensures that traffic reaches its destination on the appropriate streets. This network should include keeping through-traffic and truck traffic on major streets and regional traffic on the freeways.

The transportation network, both the street system and the public transportation system, affect the economy of the area. Access to downtown, Lloyd Center and the industrial areas such as Lower Albina, Columbia South Shore and Swan Island are important considerations which include impacts on employment and development opportunities. Workshop participants expressed the need for improved public transportation to other parts of the city and to employment centers, such as the Columbia South Shore area. Due to the economic limitations and physical constraints of many Albina citizens, participants in public workshops placed a priority on good public transportation and the requirements of special needs groups.

There is a strong relationship between the location of transportation corridors, whether for auto, rail or bus service, and land use patterns. High density land use should occur near transportation corridors to take advantage of increased access. These land uses should include residential, commercial and light industrial. A variety of land uses will tend to reduce the land use impacts of any one use, will provide development opportunities for mixed uses and will enhance the overall efficiency of the land use system. Therefore, the location of transportation corridors has a bearing on the land use designations that are recommended.

Transportation facilities are part of a greater city-wide system, and therefore, must often be examined within this context. City-wide considerations may act as a constraint for a district plan.

Many local and regional transportation issues face the Albina community. Transportation facilities are important components in the successful redevelopment of Albina. The proposed objectives and action items seek to reconcile conflicts and improve the functioning of the transportation system.

The Policy

Take full advantage of the Albina Community's strategic location at the heart of Portland by improving its access to freeways, enhancing public transit service, extending light rail transit to serve this area, providing safe and attractive routes for bicyclists and pedestrians and ensuring efficient and direct truck routes that serve industrial and employment centers. Simultaneously protect the livability of residential areas and the viability of commercial areas.

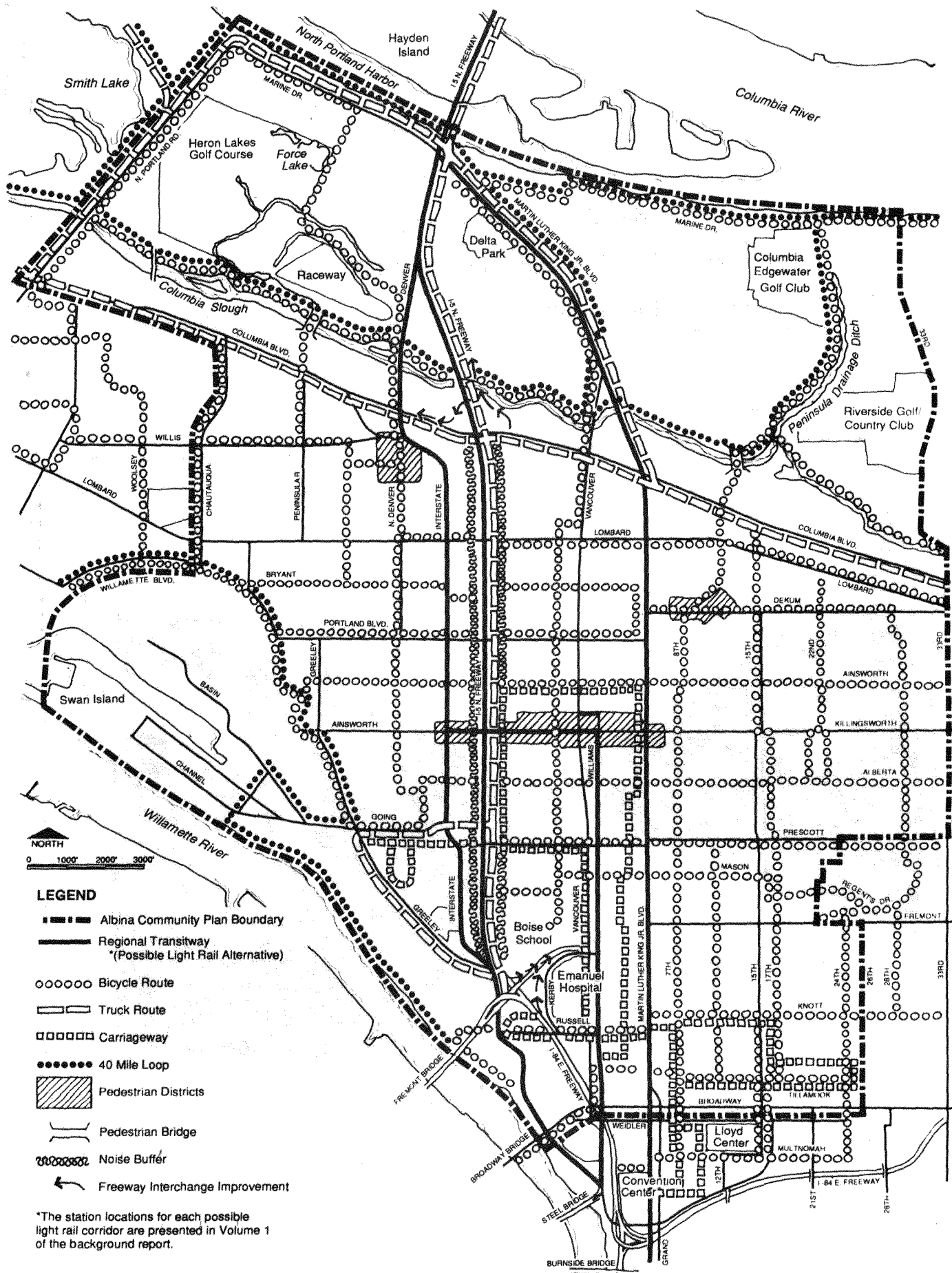
Objectives:

1. Protect residential areas from the traffic impacts of nearby commercial districts.
2. Provide a high level of public transit service to the Albina Community Plan Study Area.
3. Concentrate new high density developments near regional transit corridors, including potential light rail corridors.
4. Protect residential neighborhoods from through-traffic while improving their internal traffic circulation systems. Improve traffic and pedestrian safety in the neighborhoods.
5. Establish a priority for a light rail line serving inner North and Northeast Portland. Ensure that light rail transit provides both local and regional services.
6. Establish truck routes and districts at locations that protect residential neighborhoods from through truck traffic and traffic noise.
7. Establish a convenient system of bicycle routes within the district that also links the Albina Community to the rest of Portland.
8. Establish pedestrian districts in areas of intense pedestrian usage, such as commercial centers.
9. Identify and provide traffic control devices that increase safety, foster opportunity for development, and help reduce crime and deterioration.
10. Link commercial and industrial development nodes with an efficient multi-modal transportation system.

11. Reduce reliance upon the single-occupancy automobile. Encourage the use of alternative modes of transportation.
12. Reduce the environmental impacts of I-5.
13. Develop a pedestrian-friendly community.
14. Improve access from I-84 and I-5 to the Albina community.
15. Create opportunities for off-street parking in auto-oriented commercial centers and nodes.



Union & Alberta - 1930 (Oregon Historical Society)



CITY OF PORTLAND, BUREAU OF PLANNING, MAY 1991

ALBINA COMMUNITY PLAN

Policy II: Transportation

Alternatives Comparison and Choices

Alternative 1	Alternative 2
	Establish a pedestrian district along Killingsworth Street between Martin Luther King Jr. Boulevard and N Interstate Avenue.
Establish pedestrian districts on N Denver Avenue in the Kenton Historic District, on NE Dekum Street and NE Durham Street in the Woodlawn Neighborhood, on N Russell Street between I-5 and N Interstate Avenue, and in the Knott/Russell Corridor between N Vancouver Avenue and NE 7th Avenue.	Establish pedestrian districts on N Denver Avenue in the Kenton Historic District, on NE Dekum Street and NE Durham Street in the Woodlawn Neighborhood, on N Russell Street between I-5 and N Interstate Avenue, and in the Knott/Russell Corridor between N Vancouver Avenue and NE 7th Avenue.
Improve access to the Emanuel Hospital campus from I-5, for both northbound and southbound traffic.	Improve access to the Emanuel Hospital campus from I-5, for both northbound and southbound traffic.
Regional Transitways are proposed for I-5, N Interstate Avenue and on Martin Luther King Jr. Boulevard.	Regional Transitways are proposed for I-5, N Interstate Avenue and in the Williams/Vancouver corridor.

Action Chart:

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
	PROJECTS			
T1	Complete the EIS process for the northern light rail transit line and select a specific alignment and station locations.			X
T2	Establish a funding source and build the northern light rail corridor.			X
T3	Establish bicycle and pedestrian connections between the residential areas of Albina and the Columbia Slough. Provide access from NE 33rd Avenue and Martin Luther King Jr. Boulevard.		X	
T4	Install pedestrian signals along high-volume and wide streets in areas with high pedestrian crossings.			X
T6	Develop pedestrian and bicycle routes . When appropriate, clearly mark bicycle routes with striping and signage.		X	
T7	Convert some local streets to pedestrian walkways or greenways.		X	
T8	Plan for alternative modes of transportation, including jitneys, bicycles, streetcars and neighborhood minibus/van service.			X
T9	Improve the N Kerby Street off-ramp from the Fremont Bridge with consideration of the surface street circulation system in the area. Provide adequate signage to the interchange.			X
T10	Construct an off-ramp from I-5 (northbound) at N Mississippi Avenue to improve north-south access to the Emanuel Hospital campus area.			X
T11	Create open space and noise buffers along I-5 to mitigate the impacts of freeway traffic noise.	X		
T12	Identify specific locations with neighborhood traffic problems and investigate alternative approaches to traffic mitigation.		X	
T13	Synchronize lights on thoroughfares.		X	
T14	Establish both local and rail express service.			X
T15	Provide wheelchair lifts on fixed route buses.		X	

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
T16	Identify bus stops with inadequate lighting and improve lighting at these stops.		X	
T17	Improve east-west bus connections in the neighborhood. Remove the need to go downtown to connect parts of the city.			X
T18	Improve scheduling to better accommodate transfers.	X		
T19	Switch to cleaner fuels, such as electricity, for buses.			X
T20	Provide more flexible service between residential areas and existing and emerging employment centers		X	X
T21	Construct a bridge and road connection from Columbia Boulevard across the Columbia Slough to the industrial sanctuary located in the southern part of the East Columbia Neighborhood, possibly on the NE 13th Avenue alignment that will also be accessible to bikes and pedestrians.			X
	PROGRAMS			
T22	Create a formalized neighborhood coordination program at Tri-Met.	X		
T23	Extend dial-a-ride services beyond school/work and medical appointment service.		X	
T24	Devise alternative strategies to pay for paving of unpaved streets.			X
T25	Increase resources for the Neighborhood Traffic Management Program.		X	
T26	Periodically review and update routes and frequency of bus lines.		X	X
T27	Consider the use of "traffic calming" techniques on collector streets in residential neighborhoods		X	X
T28	Encourage walking by providing sidewalks.	X		
	REGULATIONS			
T29	Reduce maximum automobile speeds on local service streets. Work to amend state laws that do not permit local government to determine speed limits.			X
T30	Require commercial, industrial, institutional and multifamily developments to provide bicycle parking which is protected and secure.		X	
T31	Require buses and light rail to provide bicycle racks.		X	

Linkages

Transportation services are a basic public service which local government provides. It is important to coordinate the issues discussed in this policy chapter with those discussed under Policy XI, Public Services.

The location of transportation facilities have a strong relationship to the land use patterns in the area. The land use patterns should reflect the transportation efficiencies that are provided by public services and facilities and therefore coordination is important with the issues discussed under Policy I, Land Use and Policy V, Housing.

Policy III: Business Growth & Development

Introduction

The Albina Community Plan study area has experienced disinvestment, loss of employment base, reduction of retail and service businesses, and increasing amounts of underutilized and vacant land and buildings. These trends stem from several sources. Businesses are leaving inner-city locations for larger development sites located in regional centers separated from residential areas and accessible only by automobile. Fragmented ownership patterns limit expansion opportunities as do small blocks of less than two acres of area and shallow commercial and industrial zoning. Locally-owned businesses are increasingly being replaced by larger suburban, auto-oriented retail chain stores. The area's stock of older commercial and industrial buildings has been unable to compete successfully with new business and industrial centers emerging in rapidly growing suburban areas.

Over the last several decades, decreasing household size, decreasing disposable income among low-and moderate-income households, and deteriorated housing have effected households within the Albina Community. Buying power has been significantly reduced, discouraging retail and service businesses from locating in the area and encouraging existing firms to consider relocation.

The affordability of the Albina Community's housing stock has always been one of the area's strengths. During the recession of the 1980s, Multnomah County's population declined. The county as a whole experienced an oversupply of housing. This oversupply reduced the value of housing, particularly in inner north and inner northeast Portland. Loss of value has resulted in lack of maintenance, abandonment and in many cases clearance of housing. This further reduces the potential for retail and service businesses that serve the area's residents and fosters a negative image of the areas investment prospects.

Obsolete, poorly-maintained structures, abandoned, boarded-up buildings, and growing amounts of vacant land have created image problems that reduce the area's ability to attract investment. This has compounded image problems that result from past ethnic and economic prejudice. Investors making development decisions have many areas in the City and region from which to choose. The negative image of the Albina area has led these investors to overlook opportunities that are available within the Albina Community Plan area.

Although the Albina Community Plan study area has been damaged by economic trends and image problems, it is rich in assets. The Albina Community is centrally located within Portland and the metropolitan area. Access to the area is easy from either the I-5 or I-84 Freeways. The Albina Community's residential neighborhoods are centrally located, within quick commuting distance of nearby commercial and industrial employment centers. Public services, including sewers, streets, water lines, parks, fire stations, transit and schools are in place and of high quality. Streets are fully paved with curbs and sidewalks, and many streets are lined with mature street trees. While some housing has been lost and other buildings are near the end of their structural lives, the area contains a wealth of quality housing and many homes that are of historic importance. Seven possible historic districts are identified in the City's Historic Resources Inventory (1984) within the boundary of the Albina Community Plan study area. While the Albina Community Plan study area includes less than 20 percent of Portland's area, it includes over 40 percent of the City's possible historic districts.

The area is well served by medical and educational institutions. Three medical campuses exist where related development is projected to grow strongly over the next twenty years and beyond. The Emanuel Hospital Medical Center and the Edgar Kaiser Medical Facility both anticipate considerable demand for expanded facilities. The need for expansion also exists at the Bess Kaiser Hospital site, although opportunity for expansion of this site is limited. Expansion is expected at Portland Community College's Cascade Campus and at Concordia College. Expansion of these facilities will foster the creation of jobs and job training opportunities for area residents.

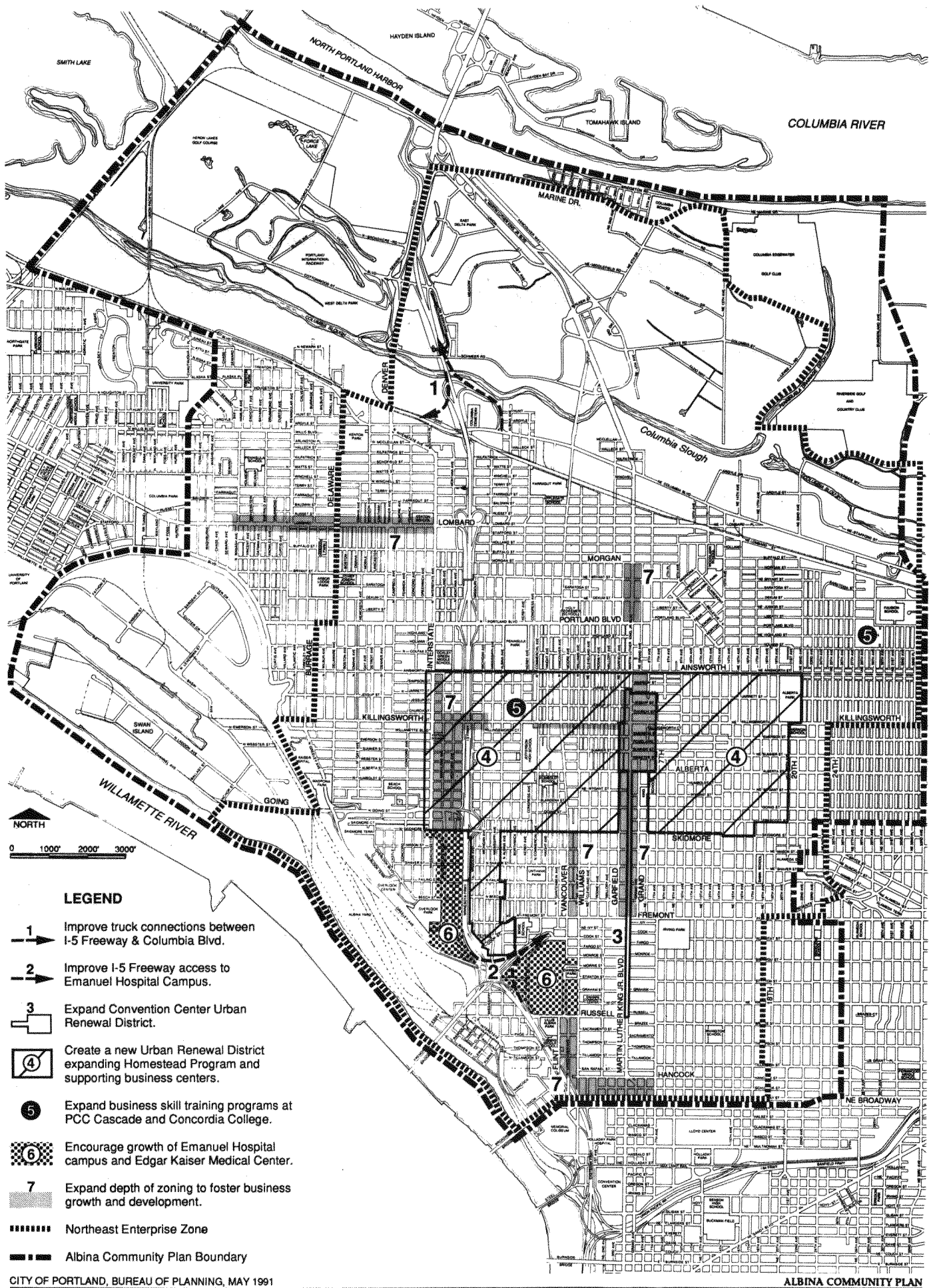
Revitalization of the Albina Community Plan study area will require improvement in the area's attractiveness for business growth and development be improved. Issues of image, site size, zoning and public support for business formation and development are important. The area must build on the strong institutional resources, both medical and educational, that are present in the area. Growth of commercial businesses will require development of residential, industrial and institutional projects to create a market for increased goods and services in the area. The development of new housing, growth of owner occupancy and improvements in existing housing is necessary for the economic revitalization of the Albina's commercial areas.

The Policy

Aggressively market Albina area development opportunities, including light manufacturing, commercial development, institutional growth, warehouse/distribution facilities and housing. Use public participation and intervention to support the creation of employment and economic opportunities for area residents. Focus economic development activities to create the greatest positive impact on those portions of Albina suffering most severely from underutilization of human resources.

Objectives:

1. Create at least 10,000 new jobs by the year 2012. Assure that Albina's residents benefit significantly from jobs created through the City's economic development activities.
2. Encourage the growth and expansion of medical campuses at Emanuel Hospital, Edgar Kaiser Medical Facility, and Bess Kaiser Hospital. Provide for the location of businesses and facilities near these institutions that require or benefit from proximity to them.
3. Strengthen existing neighborhood retail, service and business centers and nodes by creating growth opportunities for new and existing firms. Support these centers and nodes by increasing the number of nearby households and the amount of disposable income in the area.
4. Create programs and amenities that attract and help retain business.
5. Support the growth of existing businesses and the formation of new businesses by individuals residing in the area.
6. Maintain a clear picture of the regional investment market for office, retail, light industrial, institutional and residential development and adjust strategies for enhancing the Albina area's competitiveness.
7. Create a variety of employment opportunities, including professional employment, which offer "family wage" jobs with fringe benefits.
8. Emphasize ecologically-and socially-responsible economic development activities using a range of public economic development tools .
9. Encourage the creation and expansion of businesses and public attractions to promote tourism within Albina. Link these to tourism development strategies underway in the Central city and metro area.



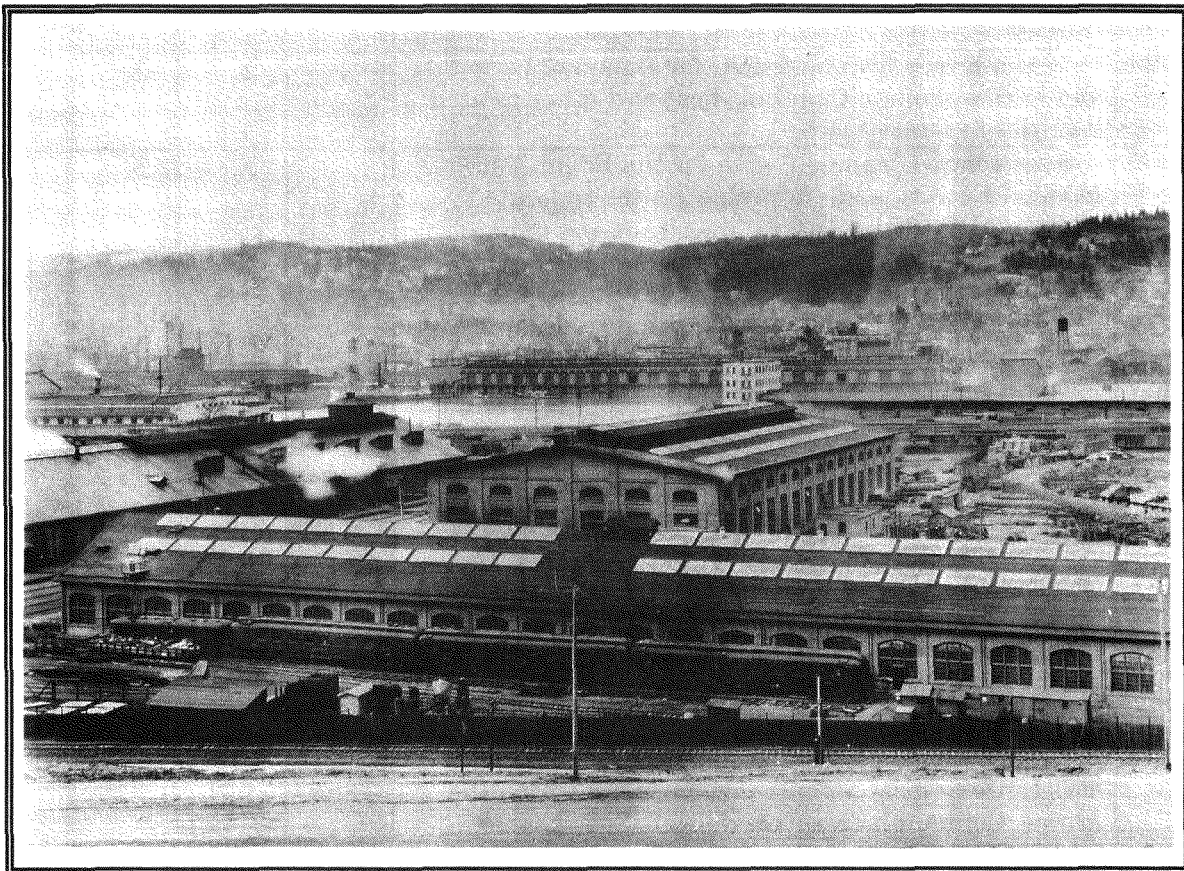
Policy III: Business Growth & Development

Alternatives Comparison & Choices

Alternative 1	Alternative 2
<p>Extend the Convention Center Urban Renewal District. Between Russell and Alberta Streets limit the area included in the renewal district to the Martin Luther King Jr. Boulevard right-of-way. North of Alberta Street, expand the district to include the property roughly bounded by NE Garfield Avenue on the west, NE 6th Avenue on the east and Ainsworth Street on the north (see map). Include the right-of-way of the streets adjacent to the blocks located within the district's boundary. Limit renewal activities to those that are consistent with the Albina Community Plan and the associated plans for Eliot, King, Boise and Piedmont Neighborhoods. In the future, further the realization of the Albina Community Plan and its associated neighborhood plans by enlarging the district to include adjacent parcels where development is dependent on the use of urban renewal tools. A maximum of approximately 45 acres may be added to the district.</p>	<p>Extend the Convention Center Urban Renewal District as presented in the discussion under Alternative 1 Objectives (left column). Create a new urban renewal district with boundaries as shown on the Business Growth and Development Policy Map. The proposed district would be large, about 920 acres. It would include the Killingsworth commercial center and the surrounding area between Interstate Avenue, Garfield Avenue, Ainsworth and Skidmore Streets, with an extension down Mississippi Avenue to Fremont Street and an area west of King bounded by Ainsworth Street, 20th Avenue, Skidmore Street and 6th Avenue. The new district would limit renewal activities to those that are consistent with the Albina Community Plan and the associated plans for King, Humboldt, Boise, Piedmont and Overlook Neighborhoods. The district would have four principal functions:</p> <ul style="list-style-type: none"> • Stabilize the residential neighborhoods around Jefferson High School. • Use the appreciation of property value in the area to expand the urban homestead program and foster the development of new owner occupied housing. Households would be targeted for homestead opportunities and new housing as a means of reducing displacement of households from the area as the area revitalizes. • Support the development of nodes of light industrial activity that offers employment to area residents. • Reinforce Killingsworth Street between Interstate Avenue and Martin Luther King Jr. Boulevard as a pedestrian-oriented retail corridor. If light rail removes on-street parking along Killingsworth Street, create structured off-street parking.

Alternative 1	Alternative 2
<p>Locate low value interim uses along Martin Luther King Jr. Boulevard until a final decision is made on the alignment of the northern light rail alignment. If King Boulevard is selected as the alignment these interim uses should be replaced by more intense urban developments.</p>	<p>Locate uses along Martin Luther King Jr. Boulevard that are oriented to and take advantage of the Boulevard's high volumes of vehicle traffic. Seek to create large parcels that can attract clusters of auto-oriented regional retail stores.</p>
<p>Limit the density and intensity of uses along Killingsworth Street to foster smaller scale uses that supply goods and services to the surrounding area. Focus new commercial development in large auto-oriented nodes located on N Lombard Street, N Interstate Avenue and within the Williams/Vancouver couplet.</p>	<p>Create a new major center along Killingsworth Street between Interstate Avenue and Martin Luther King Jr. Boulevard. Link this center with auto-oriented development located along King near Killingsworth. Anchor this center with the growth of the PCC Cascade Campus and Jefferson High School. Emphasize development that is oriented to pedestrians. Establish an identity based on small business ethnic diversity.</p>
<p>Create additional commercial recreation facilities in the area north of West Delta Park and better link Columbia Corridor tourist and recreation-oriented facilities to the Albina Community areas south of Columbia Boulevard.</p>	<p>Prevent the formation of new commercial centers north of Columbia Boulevard, on Swan Island, in Mock's Bottom, at Albina Yard and in Lower Albina. Do this by rezoning the developable parcels along Marine Drive to multi-family residential. Focus new commercial development at the Killingsworth Center, along King and Lombard and near the Emanuel Hospital and Edgar Kaiser Medical Centers.</p>
<p>Support Alberta Street as a location for the incubation of new small businesses between NE 9th and 31st Avenues.</p>	<p>Create concentrations of mixed use development including housing as part of each development project along NE Dekum Street, in the Williams/Vancouver corridor and along Alberta Street.</p>
<p>Improve transportation access for Albina area residents to industrial employment opportunities at Rivergate, Swan Island, Lower Albina, the Central Eastside and the Columbia Southshore.</p>	<p>Expand light industrial economic base and stimulate additional business activity. Locate new industrial nodes:</p> <ul style="list-style-type: none"> • Between N Interstate Avenue, the I-5 Freeway, N Killingsworth Street and N Skidmore Street, • In the southwest corner of the Boise Neighborhood between the I-5 Freeway and roughly Albina Street, • Along N Albina Street between N Webster and N Prescott Streets, • Along Martin Luther King Jr. Boulevard between NE Going and NE Fremont Streets.

Alternative 1	Alternative 2
<p>Support the formation of neighborhood retail and service nodes at:</p> <ul style="list-style-type: none"> • N Denver Avenue between N Watts and N Argyle Streets, • NE Dekum and Durham Street in the Woodlawn Neighborhood; and • In the Russell/Knott corridor between Martin Luther King Jr. Boulevard and NE 7th Avenue. 	<p>Support the formation of neighborhood retail and service nodes at:</p> <ul style="list-style-type: none"> • N Denver Avenue between N Watts and N Argyle Streets, • At NE Dekum and Durham Street in the Woodlawn Neighborhood, • In the Russell/Knott corridor between Martin Luther King Jr. Boulevard and NE 7th Avenue.



Albina Shops of Union Pacific Railroad(Oregon Historical Society)

Action Chart:

#	Possible Implementation Strategies & Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
	PROJECTS			
BG1	Extend the Convention Center Urban Renewal District north on King Boulevard and use urban renewal tools to support business in the commercial area around King Boulevard and Killingsworth Street.	X		
BG2	Consider establishing a new urban renewal district that focuses on the area between King Boulevard and N Interstate Avenue and Ainsworth and Skidmore Streets.			X
BG3	Expand programs providing training in small business skills at PCC Cascade and Concordia College.		X	
BG4	Create a larger "campus" area for Emanuel Hospital and encourage additional medical and other related facilities to locate there.		X	X
BG5	Create a larger "campus" area for the Edgar Kaiser Medical Facility and encourage Kaiser to locate additional facilities there.		X	X
BG6	Identify possible opportunities for manufacturing high-value wood products such as furniture, house parts, and prefabricated homes within the Albina Community.		X	
BG7	Foster the formation of small businesses that key off of area medical facilities.		X	X
BG 8	Explore possible opportunities for renewable energy equipment manufacturing, producing such goods as wind turbines, solar hot water heaters, solar greenhouses and photovoltaics.		X	
BG 9	Develop and expand area marketing services such as Oregon Marketplace.		X	X
BG 10	Identify opportunities for urban agriculture with emphasis placed on high-value speciality crops.		X	
	PROGRAMS			
BG 11	Establish a business mentor program that provides assistance to existing and new businesses from the Albina Community's successful business people.		X	X

#	Possible Implementation Strategies & Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
BG 12	Seek funds to support land assembly and site preparation activities in the Albina's urban renewal districts. Use subsequent tax increment revenues to expand the program in keeping with the policies established in the Albina Community Plan and the associated neighborhood plans.		X	X
BG 13	Aggressively market the Albina Community Plan area and the N/NE Enterprise Zone's incentives for business locations and expansion.	X		
BG 14	Identify market niches and provide incentives that support industries that use recycled materials and/or benefit the environment.		X	X
BG 15	Establish a regional research and development program aimed at fostering development and manufacturing of products that can be sold here and in other regions and countries.		X	X
BG 16	Establish micro-enterprise and revolving loan funds to finance growth of businesses that are too small to gain conventional business loans from banks or the Small Business Administration.		X	X
BG 17	Support the growth of Credit Unions in the area.		X	X
BG 18	Identify opportunities for alternative food distribution such as food co-ops, food buying clubs, farmer's markets and direct consumer/farmer connections via food subscriber networks.		X	X
BG 19	Explore opportunities for use of the region's agricultural richness through bakeries, micro-breweries, making cheese and other dairy products, fruit-and nut-based product manufacturing.		X	X
BG 20	Provide local businesses with assistance in improving their businesses. Include land use review, space planning, interior design and product marketing.		X	X
BG 21	Provide outreach to local businesses informing them of business assistance programs, including security.		X	X
BG 22	Monitor development activity for situations where zoning may be discouraging investment and consider amendments that encourage development.		X	X

#	Possible Implementation Strategies & Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
	REGULATIONS			
BG 23	Enforce the CRA (Community Reinvestment Act) and laws that prohibit discrimination against minority contractors.		X	X
BG 24	Allow people to start small businesses in their homes as a means of reducing small business start up costs and building on their existing assets.	X		

Linkages

Urban Renewal and Light Rail

- See discussion following this Policy.

Urban Renewal and Housing

- The urban renewal proposals described above may help to implement policies and objectives associated with Business Growth and Development. The possible renewal districts discussed are also tools for implementing housing and other land use policies and objectives. For additional information related to housing and other aspects of these possible renewal proposals refer to the "Housing" and "Land Use" policies of this Draft Plan. Housing is presented within this policy as an economic development strategy.

Policy IV: Jobs and Employment

Introduction

A critical element in the revitalization strategy for the Albina Community is the development of a labor force that meets the needs of existing and new businesses.

Jobs contribute to self esteem along with the obvious economic benefits. The availability of employment opportunities affect the demand for family services. Living wage jobs can contribute to a reduction in crime and an increase in neighborhood stability. Individuals with jobs can purchase goods and services which further benefit the local economy. Most recent job creation has occurred outside the Albina area. Both skilled and unskilled jobs have left the area as businesses have relocated. New businesses are not taking their place as is evident from the number of dilapidated buildings and vacant commercial lots in the district.

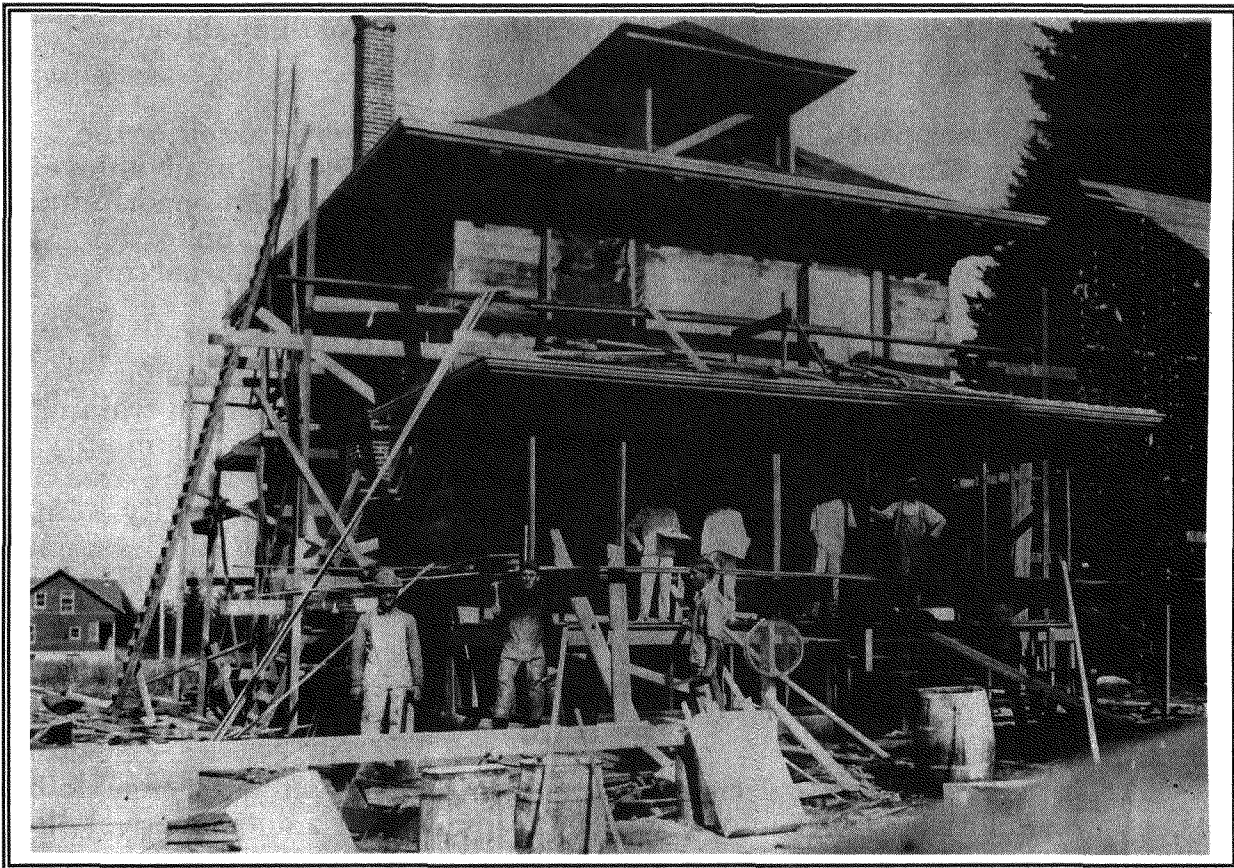
A diverse labor pool near the city center would be a major asset for the entire city. Many residents of Albina are at a comparative disadvantage in the labor market due to an absence of skills and employment opportunities. People in this area need job training, assistance in the job application process, employment opportunities, and ongoing training for career advancement.

Albina residents need to be able to obtain skills that qualify them for employment. Government and local schools must play a role in training and retraining programs. The participation of the business community is essential to assist in understanding the needs of commerce in the area and to provide funding for job training. Albina residents have correctly pointed out that assistance in the process of applying for jobs is critical. Examples of areas in which assistance is required include: basic reading and writing skills, developing an effective resume, child care during interviews, and transportation to job interviews. Finally, ongoing training upon employment will provide opportunities for job advancement and upward mobility.

Programs are needed to assist individuals to develop self-sufficiency, to help others qualify for jobs, and to develop entrepreneurial and business skills. Small business development is an important component of the economic development strategy for the area and the source of significant employment opportunities in the Albina district.

Gentrification is a growing threat to the economic future of Albina residents. Displacement of current residents can only be avoided if their long-term economic stability is guaranteed. The purpose of this planning effort is to improve the district for the people of Albina and to prevent displacement.

The economic future of Albina cannot be separated from the economic future of the region. Work Force 2000 findings have shown that the key to the economic future of the region is human resource development. Albina is an important source of human resources and can play an important role in the development of the entire region.



Housing Construction in Irvington(Oregon Historical Society)

The Policy

Foster the establishment and growth of businesses and institutions in the Albina Community Plan Study Area. Establish education, job training and job retention programs that prepare area residents for employment and create opportunities for career advancement for residents who are already employed.

Objectives:

1. Foster the creation of 1,000 jobs a year for each of the next twenty years. Place Albina Community Plan area residents in at least fifty percent of the jobs created in the Study Area.
2. Continue to improve the skills of workers after employment.
3. Market the Albina Community Plan Area to prospective employers based on this area's strengths.
4. Reduce unemployment among Albina residents to five percent or less.
5. Reduce underemployment among Albina residents.
6. Reduce illiteracy.
7. Ensure that employment training, education, and family services use an integrated approach to client services.
8. Ensure equal job opportunities.
9. Promote private sector participation in the training and development of a skilled labor force.
10. Ensure that area residents have affordable and convenient access to major employment centers.

Alternatives Comparison & Choices

Alternative 1	Alternative 2
<p>Establish employment areas on portions of N Mississippi Avenue, the Williams/Vancouver corridor, Delta Park, Marine Drive and along N Lombard Street. Employment areas total approximately 42.7 acres. Establish light industrial designations on NE Alberta Street, from NE 9th to NE 33rd Avenues. Industrial areas total approximately 143.4 acres. Designate areas around Portland Community College, Emanuel Hospital, Bess Kaiser Hospital, Concordia College and the Edgar Kaiser clinic for institutional use. Institutional areas total approximately 208 acres.</p>	<p>Establish employment areas along Killingsworth Street, Lombard Street and King Boulevard. Employment areas total approximately 74 acres. Establish mixed use areas for portions of NE Alberta Street and the Williams/Vancouver corridor. Mixed use areas total approximately 151 acres. Industrial sanctuaries are proposed on N Interstate Avenue, Martin Luther King Jr. Boulevard and on N Mississippi Avenue. Designate areas around Portland Community College, Emanuel Hospital, Bess Kaiser Hospital, Concordia College and the Edgar Kaiser clinic for institutional use. Institutional areas total approximately 160.5 acres.</p>

Action Chart:

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
	PROJECTS			
J1	Establish and operate a retail store featuring the crafts and art of ethnic groups residing in the Albina Community including Native Americans, Asian-Americans and African-Americans.			X
J2	Create a library to assist specialized education programs.			X
J3	Establish a trade school where crafts and building trades are taught. Provide locations where products which are made at the school are available for sale.			X
J4	Explore export opportunities for Native American arts and crafts.		X	
J5	Create a jobs program for the chronically unemployed to perform community service tasks. Emphasize opportunities for community service work that teaches marketable skills.		X	
	PROGRAMS			
J6	Establish training programs for the acquisition of job skills in the Albina area. These programs should provide reading and writing training as well as training in a broad range of skilled and semi-skilled crafts. Ensure local business participation in its creation, operation, and evaluation. Establish an internship and apprenticeship program as well as a mentorship program in both the public and private sector.			X
J7	Incorporate incentives for participants to continue with training programs. Continue training programs after employment.		X	
J8	Establish a small business to be used for training programs and skills development.			X
J9	Ask older workers and retirees to share work skills.		X	
J10	Continue and expand the NE Workforce Center.	X		
J11	Establish retraining programs, job-readiness classes, resume development, job application skills and computer training.		X	
J12	Collaborate with public agencies, service organizations, and educational institutions to establish a program that promotes entrepreneurship and self-employment.		X	
J13	Encourage Portland businesses to join together to develop creative job training programs within a community school structure.		X	

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
J14	Provide financial and tax incentives to businesses to facilitate training and hiring of workers.		X	
J15	Provide comprehensive job support services through the NE Workforce Center and other community organizations to enable residents to take advantage of job opportunities.		X	
J16	Encourage employers to establish hiring practices and working environments which are sensitive to cultural and ethnic diversity and equality.		X	
J17	Establish an inner-city business organization to function as a lobbyist for Albina area businesses. Maintain ongoing communication with decision makers.		X	
J18	Provide transportation to child care, employment interviews, training programs and jobs.		X	
J19	Provide training and employment opportunities for those with criminal records.		X	
J20	Provide employment opportunities in the Columbia South Shore area for Albina residents.			X
J21	Use the Older American's Act to create self-sustaining jobs for the elderly.		X	
J22	Conduct a community job fair with an emphasis on youth.		X	
J23	Ensure that follow-ups occur after job referrals.		X	
	REGULATIONS			
J24	Enforce affirmative action standards in hiring practices.	X		
J25	Streamline regulations and remove zoning code impediments to home day care.		X	
J26	Establish as conditions of receiving public assistance a requirement that businesses the social and environmental goals of the community. Examples include: <ul style="list-style-type: none"> • Hiring and contracting employees from economically depressed neighborhoods. • Offer stock ownership in company for employees. • Use recycled materials. • Support for community activities. • Allow nontraditional work schedules such as shorter work weeks and job-sharing. • Provision of worker education and training. • Provision of child care. 		X	

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
J27	Give local contractors an advantage in acquiring bids for construction jobs within the Albina area.		X	
J28	Ensure equal application of codes by city inspectors.	X		
J29	Ensure that insurance and bonding processes do not discriminate against the needy.	X		

Linkages:

The most common theme that was heard during workshops on jobs and employment was the need for a fair opportunity for Albina residents to qualify for employment. It was clear from the input that additional programs were required to create parity.

Education and training are the most important factors in the development of job opportunities in the district. While the objectives of this chapter depend on strong private sector participation, local and state government, schools and community colleges also have a critical role to play in training and retraining the people of Albina. The development of a trained labor force in an inner-city area would contribute significantly to the growth of business in the area. Coordination is therefore vital with the programs and projects discussed under Policy VI, Education. In addition, since it is clear that the private sector must play a major role in these training efforts, the issues discussed under Policy III, Business Growth and Development, are also important.

Policy V: Housing

Introduction

The condition of housing in a community is a basic indicator of its economic well-being. The City's Comprehensive Plan has identified the importance of the availability of housing choice and opportunities for all citizens and recognizes the link that housing often provides to an area's history. This policy addresses the multitude of issues surrounding housing and livability within the Albina district.

A livable community must increase housing choice for its residents. By choice, one can mean type of housing, such as attached or detached single-family, or apartments, variations in size, and differences in price and amenities. Choice must also include the availability of housing for those with special needs. Most important, housing must be available, affordable and livable.

Housing is a pressing issue in the Albina community. Participants in public meetings have made it clear that it is necessary to work towards increasing housing stock and housing choice; ensuring that all housing is livable; and providing housing for special needs populations. Also, the district needs to be economically integrated. Residents are supportive of infill housing, but express concern about increased densities in residential areas and compatibility with existing development.

There are several trends in housing that the residents of Albina face. First, while the number of housing units has remained relatively stable, the number of residents in the area has declined. This reflects the sharp decline in household size that has occurred nationally over the last forty years and the general flight from the inner city to the suburbs. Second, research has indicated that many residential units are nearing the end of their structural lives. This means that there are limits to the amount of useful rehabilitation that can occur. City of Portland data from September 1990 indicates that the Albina community has a disproportionate share of the City's vacant and derelict buildings. At workshops participants expressed concerns about housing that sat unimproved and unused and ideas were generated regarding the creative use of vacant housing and foreclosed properties. Additionally, loss of housing has led to an increase in vacant land in the district. Finally, if revitalization is successful, rising property values will create displacement pressures on existing low-income households.

Long-term housing affordability is a major concern, as speculative purchase of real estate and the increase in demand for the relatively economical housing of Albina grows. Area respondents saw the need to establish incentives for rehabilitation and maintenance of housing. These included stricter enforcement of codes, more flexible standards for

qualifying for loans, and the establishment of innovative projects to promote investment and improvement. Historic houses, ensembles and districts are viewed as critical links to the history and tradition of Albina. They are potentially important also to the improvement of the district's image.

A livable community is also a community of families. There must be housing opportunities that accommodate those of different means and desiring different types of housing. Further, families must wish to remain in the district.

Families and areas of higher densities provide the demand that is required for the establishment and maintenance of neighborhood commercial areas. Higher density areas also allow for people to live closer to their jobs and other activity centers that they may frequent. These include shopping and entertainment areas. An increase in density will also result in a more efficient use of public services. A high-density area, in particular, will enjoy excellent public transportation, as the need for subsidies is reduced.

Residents expressed concerns as well about institutional practices that affect housing in the district. Issues discussed included both public and private practices in loan availability and the prejudice that may exist towards economical inner North and inner Northeast properties and less affluent residents.

The thrust of local government policy in improving the housing picture must be to encourage investment and reinvestment, to provide information to property owners that will contribute to this effort, to encourage lending institutions to play a major role, and to take action will reduce the displacement of area households as the district revitalizes.

The Policy

Stimulate new housing investment by emphasizing the Albina Community's central location, established public services, quality housing stock and amenities. As the area improves, take steps to reduce displacement while seeking to stabilize the area by increasing owner-occupancy. Encourage restoration of historic structures. Require that structurally sound housing be maintained and encourage its rehabilitation. Encourage higher-density infill development on redevelopment sites and on vacant land.

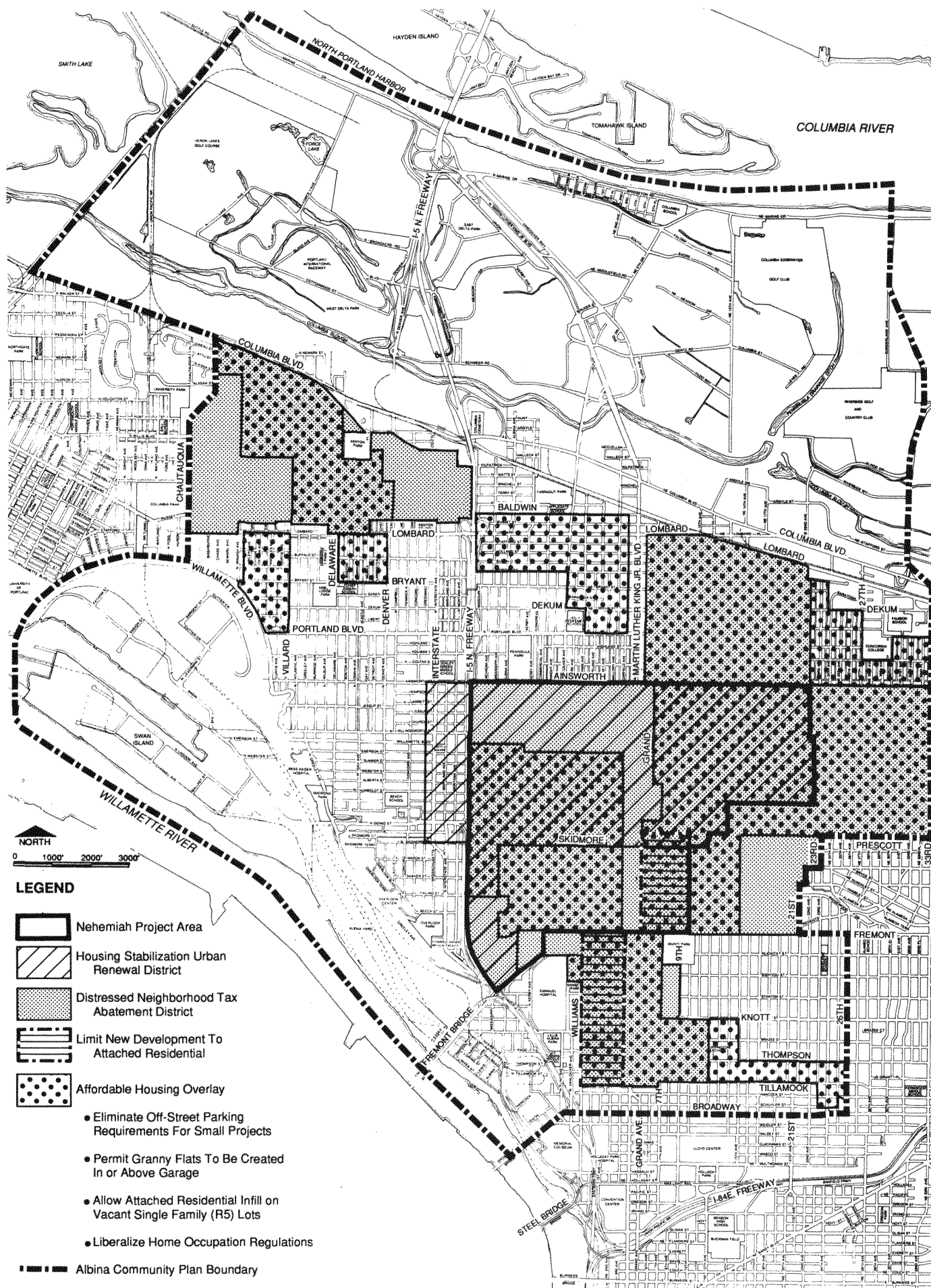
Objectives

1. Promote opportunities for owner-occupancy for Albina residents. Emphasize infill development that accommodates owner-occupancy.
2. Create 10,000 new housing units in the Albina Community Plan Study Area during the next twenty years.
3. Rehabilitate at least 100 housing units each year to provide affordable housing to low and moderate income households.
4. Improve the quality and quantity of affordable housing while maintaining a variety of housing choices for a full range of income groups.
5. Increase residential densities without adversely affecting existing residential livability.
6. Encourage high-density housing near commercial, institutional and employment centers.
7. Increase housing alternatives for persons of all means and all needs.
8. Preserve historic structures, ensembles and districts and areas of stable housing.
9. Create attractive opportunities for those who work in the community to live in it.
10. Enhance the livability of residential areas by increasing public safety and enforcing nuisance codes.
11. Promote special needs housing and housing for those attending or working for institutions within the district.

12. Ensure the availability of quality rental housing.
13. Discourage land speculation.
14. Prevent deterioration and encourage reinvestment through the regular, systematic inspection of all rental housing.



OR Real Estate company-Holladay's Addition-Grand & Multnomah-1913
(Oregon Historical Society)



Policy V: Housing

Alternatives Comparison & Choices

Alternative 1	Alternative 2
<p>Extend the Convention Center Urban Renewal District. Between Russell and Alberta Streets limit the area included in the renewal district to the Martin Luther King Jr. Boulevard right-of-way. North of Alberta Street, expand the district to include the property roughly bounded by NE Garfield Avenue on the west, NE 6th Avenue on the east and Ainsworth Street on the north. Include the right-of-way of the streets adjacent to the blocks located within the district's boundary. Limit renewal activities to those that are consistent with the Albina Community Plan and the associated plans for Eliot, King, Boise and Piedmont Neighborhoods. In the future, further the realization of the Albina Community Plan and its associated neighborhood plans by enlarging the district to include adjacent parcels where development is dependent on the use of urban renewal tools. A maximum of approximately 45 acres may be added to the district.</p>	<p>Extend the Convention Center Urban Renewal District as presented in the discussion under Alternative 1 Objectives (left column). Create a new urban renewal district with boundaries as shown on the Business Growth and Development Policy Map. The proposed district would be about 920 acres. It would include the Killingsworth commercial center and the surrounding area between Interstate Avenue, Garfield Avenue, Ainsworth and Skidmore Streets, with an extension down Mississippi Avenue to Fremont Street and an area west of King bounded by Ainsworth Street, 20th Avenue, Skidmore Street and 6th Avenue. The new district would limit renewal activities to those that are consistent with the Albina Community Plan and the associated plans for King, Humboldt, Boise, Piedmont and Overlook Neighborhoods. Use the urban renewal tool to develop needed funds but administer programs funded by the renewal district through community development corporations and other community-based organizations. The district would have four principal functions:</p> <ul style="list-style-type: none"> • Stabilize the residential neighborhoods around Jefferson High School. • Use the appreciation of property value in the area to expand the urban homestead program and foster the development of new owner-occupied housing. Albina Community households would be targeted for homestead opportunities and new housing as a means of reducing displacement of households from the area as the area revitalizes. • Support the development of light industrial activity nodes that offer employment to area residents. • Reinforce Killingsworth Street between Interstate Avenue and Martin Luther King Jr. Boulevard as a pedestrian-oriented retail corridor. If light rail removes on-street parking along Killingsworth Street create structured off-street parking.

Alternative 1	Alternative 2
<p>Create additional commercial recreation facilities in the area north of West Delta Park and better link Columbia Corridor tourist and recreation-oriented facilities to the Albina Community areas south of Columbia Boulevard.</p>	<p>Prevent the formation of new commercial centers north of Columbia Boulevard, on Swan Island, in Mock's Bottom, at Albina Yard and in Lower Albina. Do this by rezoning the developable parcels currently zoned commercial along Marine Drive to multi-family residential. Focus new commercial development at the Killingsworth Center, along King and Lombard and near the Emanuel Hospital and Edgar Kaiser Medical Centers. Support these commercial and institutional centers by surrounding them with opportunities for the development of multifamily residential housing.</p>
<p>Support Alberta Street as a location for the incubation of new small businesses between NE 9th and 31st Avenues.</p>	<p>Create concentrations of mixed use development including housing as part of each development project along NE Dekum Street, in the Williams/Vancouver corridor and along Alberta Street.</p>
<p>Provide for new housing development through a broad application of low density multifamily (14 to 20 units per acre) zoning along transit corridors and around commercial centers and nodes. Limit application of multifamily residential zones to sites that justify redevelopment.</p>	<p>Reinforce the stabilization of existing single-family residential areas by focusing new housing development into denser multifamily residential zoning located along transit lines and around commercial and employment nodes and centers.</p>

Action Chart:

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
	PROJECTS			
H1	Establish tool collectives as well as a gardening and landscaping tools "lending library".		X	
H2	Build demonstration housing projects that are models for producing affordable housing.		X	
H3	Identify the extent to which land speculation is occurring, and devise and implement strategies to prevent it from discouraging rehabilitation of sound housing and barring residents from the opportunity to purchase affordable housing.		X	
	PROGRAMS			
H4	Examine property tax incentives and other solutions to housing problems.			X
H5	Support a Mercy Corps-type of organization to rehabilitate and maintain homes for low-income owners.			X
H6	Provide rehabilitation loans to low- to moderate-income homeowners at below market interest rates and reduce the amount of equity needed to qualify for loans.		X	
H7	Publicize the availability of ten-year property tax abatement for new construction and housing rehabilitation under the distressed area program.	X		
H8	Publicize the state's property tax deferral program for the elderly.	X		
H9	Create a housing pool for the Albina Community Plan area that allows expansion of business and institutional facilities without conflicting with the "No Net Loss Housing" policy.		X	
H10	Retain and rehabilitate older, good quality housing stock.		X	
H11	Provide oversight of the Section 8 housing program to avoid abuse. Provide more public housing assistance in the form of Section 8 certificates and conventional units. Require that rents of HAP units reflect the market rates within the Albina area.		X	
H12	Provide assistance in locating suitable housing. Provide information on larger rental homes which are available for extended families.		X	
H13	Make information available about existing programs which provide emergency repairs and long-term maintenance for properties owned or occupied by senior or disabled citizens.		X	

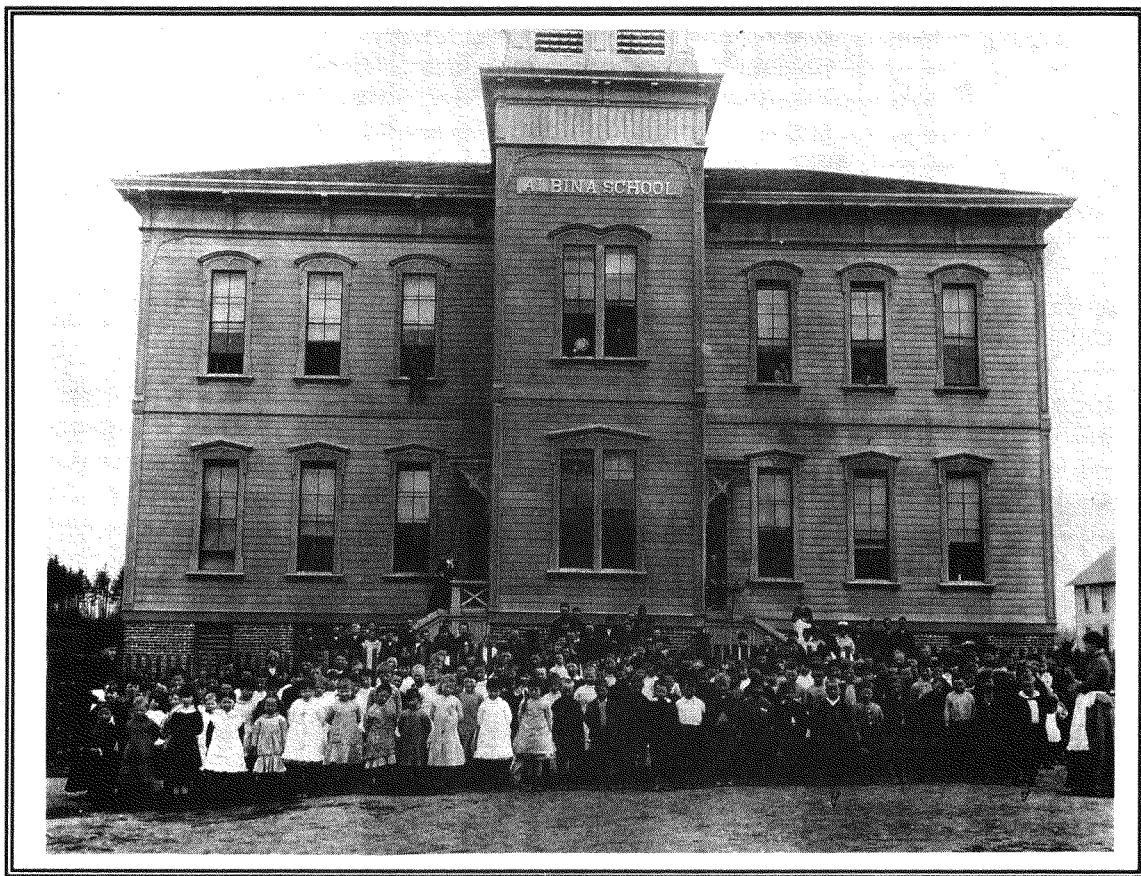
#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
H14	Create a new urban renewal district that focuses on stabilizing affordable housing opportunities. Use the tax increment created by rising property values to fund the program. Carry out projects through community development corporations and other nonprofit housing providers with the increment generated.	X		
H15	Create pool of below-market rate mortgage money to build home ownership among low- and moderate-income households. This could be done with municipal bonds, attraction of socially responsible investment funds, or speculation taxes. Identify means of reducing financing costs of housing rehabilitation loans.			X
H16	Market the availability of HCD/PDC home loan programs to encourage home ownership and maintenance.	X		
H17	Establish housing policy that encourages the distribution of public housing throughout the city and in small projects of eight or fewer units.		X	
H18	Establish an awards program that recognizes design excellence, energy efficiency, cost containment, quality and compatibility in rehabilitation and new construction projects.		X	
H19	Establish a housing expeditor who will aid developers through the approval process and assemble and market packages of incentives for the Albina community.	X		
H20	Support neighborhood community development corporations.	X		
H21	Provide landlord training in the areas of crime prevention, tenant screening and property maintenance.		X	
H22	Establish neighborhood association committees which deal with property owners, renters and realtors. Committees should foster cooperation between parties and market the community.	X		
H23	Involve neighborhoods in developing standards and guidelines aimed at improving the compatibility of new infill projects with the character of existing housing.	X		
H24	Develop criteria for new low-income housing that assures such housing is a positive experience for those who live in it and those who live near by.		X	
H25	Market the central location of the residential neighborhoods of Albina		X	

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
H26	Establish community land trusts through financing and technical assistance. Promote to the point that the trusts own significant numbers of residential units.			X
H27	Conduct workshops for first-time home buyers.		X	
H28	Investigate the institution of a rental permit program to fund housing inspection and landlord training.		X	
H29	Establish a non-profit organization that acquires and maintains affordable rental housing.		X	
	REGULATIONS			
H30	Inspect all rental housing in the Albina Community Plan area, at least once every three years, and require that it be maintained to the standards of the Housing Maintenance Code.		X	
H31	Allow rowhouse development in the area between NE Grand Avenue and NE 7th Avenue, between NE Fremont and Alberta Streets.	X		
H32	Permit manufactured housing.	X		
H33	Rezone areas near main arterials for higher density residential development.	X		
H34	Ensure the input of design review considerations on projects which require land use review. Establish standards or guidelines which ensure design excellence and compatibility in design zones.	X		
H35	Permit second units or granny flats in residential structures to increase density. Allow them to be created using garages or additions above garages where the garage is near the rear property line.	X		
H36	Promote incentives to encourage construction that increases security.	X		
H37	Extend demolition delay procedures to single-family and multifamily residential structures. Notify neighborhood associations of proposed demolitions.	X		
H38	Establish a zoning overlay that eliminates off-street parking requirements for multifamily residential developments and rowhousing when built at twenty units per acre or greater density.	X		

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
H39	Establish an overlay zone in single-family residential areas with significant infill opportunity which limits infill development to attached residential as a means of bolstering owner-occupancy. Apply the overlay to avoid conflicts with the need for greater density near commercial and employment centers and to reinforce historic districts.	X		
H40	Support enforcement of housing and nuisance laws.	X		
H41	Rezone areas of stable, good quality and historic housing throughout the Study Area to reduce redevelopment pressure. Create offsetting development opportunities for higher density housing that will reinforce weakened areas and respond to current housing market needs.	X		

Linkages:

There are strong linkages between the housing policies and the land use policies discussed previously. In addition, housing policies must respond to the location of transportation facilities in the area. Housing also provides a strong link to the history and tradition of the district. A key purpose of the urban design and historic preservation policies is to protect and maintain historic structures.



Students & Teachers Albina School, 1884 (Oregon Historical Society)

Policy VI: Education

Introduction

Social mobility and economic advancement for residents of the Albina Community are dependent on the educational enrichment of Albina Community residents. There has been concern that the City's poor and minority students are not performing at their grade level. People fear that their children will take to the streets because they are not advancing in the classroom. Many see a good education as the way out of poverty, crime, drugs and gangs.

Employers require that those entering the work force have proficiency in the basic skills necessary in an economic arena increasingly emphasizing the service industries, high technology, and the skillful analysis of complex information. Advancement in employment and future job retention and stability is increasingly dependent on continuing education and acquisition of specialized training and skills.

Many school facilities and the programs that take place there are crucial to the recreational needs of youth and adults in Albina. Schools can be the focus for a coordinated effort to provide the extra help and resources needed by many of Albina's young people.

The educational opportunities offered must be responsive to the ethnic diversity of Albina and build tolerance and pride in the cultural heritage and qualities of each of Albina's ethnic groups. The demands on the educational system are greater than ever due to the increase in social problems which impact the ability of children to come to school physically and psychologically prepared to learn. The community must have an effective partnership with institutions to improve the quality and variety of education available to Albina residents. This partnership will require active participation of parents, social service organizations and businesses as well as educational institutions.

The goals and objectives of the education policy of the Albina Community Plan are tied closely with those that address the development of jobs and family services.

Policy A: School Buildings

Support the full utilization of school buildings to meet the learning and enrichment needs of Portland's residents.

Policy B: Educational Objectives

Establish an educational partnership between school parents and the community. Use this partnership to assure that Portland youths leaving school have achieved academic performance levels that will allow them to effectively compete for higher education and employment opportunity.

Objectives:

1. Increase the percentage of high school students who graduate with the ability to read, compute, and reason and with the skills to enable them to succeed in the workforce or post-secondary education to 100 percent.
2. Improve the academic performance of students in the Albina Community.
3. Support community-based programs that aid parents in fostering the academic performance of their children.
4. Support programs that provide positive social and recreational opportunities for youth.
5. Include training in trades as part of the school curriculum.
6. Incorporate the study of culture and history of ethnic groups as part of the basic educational requirements in all schools.
7. Ensure that as part of the school district's curriculum, the study of another culture and language be a requirement for graduation.
8. Provide adults with opportunities for continuing education and training.

Action Chart:

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
	PROJECTS			
E1	Establish youth centers in the district offering social, educational and recreational alternatives. Include tutoring facilities in the centers.		X	
	PROGRAMS			
E2	Encourage graduating Portland high school seniors to enter college and pursue higher education.		X	
E3	Work with PCC Cascade to assure that training offered to welfare recipients under the welfare act of 1989 prepares them for job opportunities available in the Albina Community or at locations easily reached by public transportation.		X	
E4	Establish an ongoing cultural sensitivity training program designed and conducted by Albina residents. Encourage public officials, teachers, police officers, the media, business personnel, and Albina residents to receive this training.		X	
E5	Utilize school buildings to host after school activities such as tutoring, recreational and social events.		X	
E6	Promote regular conveniently scheduled visits of parents with their children's teachers.		X	
E7	Establish programs to educate parents about the Portland Public School system. Conduct bi-yearly orientation to help parents better understand the Portland Public School educational system.		X	
E8	Establish programs to teach parents how to treat their children with respect, listen to them, praise and encourage their involvement in positive and productive activities.		X	
E9	Establish a process to ensure timely and useful response to parents when they request reports on their children's progress from teachers.	X		
E10	Attract, hire and retain more minority teachers in the Albina Community schools.	X	X	
E11	Hire teachers that are proficient in more than one language, culturally knowledgeable and sensitive.		X	
E12	Establish media outreach and workshops to inform parents how to help in the education of their children.		X	

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
E13	Train school personnel to work effectively and sensitively with the diverse population in Albina.		X	
E14	Provide for more multi-cultural events in schools to embrace the ethnic diversity found in the Albina Community.		X	
E15	Provide opportunities for children to develop skills and hobbies and get involved in common interest groups.		X	
E16	Use existing community centers to provide tutoring to residents of the community.		X	
E17	Identify and promote strong role models in the Albina Community.		X	
E18	Explore and recognize different ways of learning and teaching in the schools.		X	X
E19	Create incentives for college graduates to return to the community in search of homes and jobs.		X	
E20	Provide for more advanced geography, history, science and math courses as part of the educational curriculum in high school.		X	
E21	Teach real work skills in schools that will be applicable to the real world.		X	
E22	Promote students to strive for high goals, to do better than "average."	X	X	
E23	Expand Head Start program to all eligible children.		X	X
E24	Provide for more advanced education in the jails.		X	
E25	Get the state department of education to require ethnic history and culture as a basic skill.		X	
E26	Establish a strong working relationship between Portland Public Schools, Portland Community College, and Portland State University to enhance the educational experience and opportunities for Albina's youth.		X	
E27	Promote and increase the availability of College Scholarships.		X	
	REGULATIONS			
E28	Work with the Oregon State Legislature to establish a law that requires youth to be enrolled in school until the age of 18 (rather than 16) or until high school graduation.		X	
E29	Work with the Oregon State Legislature to require that an applicant for a driver's license must be either 18 years of age or a high school graduate.		X	

Linkages:

As the Albina Community revitalizes, existing households may be forced to leave the area as a result of the area's growing attractiveness, increased housing prices, and higher rent. Those wishing to stay in the area will have to improve their income to be able to afford to remain. Education is a key to these households' ability to retain the choice of remaining in the area. Educational advancement is central to the success of the jobs and employment policy of the Albina Community Plan.

Policy VII: Public Safety

Introduction

Public safety was identified by the residents of the Albina Community as one of its most pressing issues. Some parts of the Albina Community Plan area have suffered from increased levels of criminal activity in recent years. The migration of gangs involved in illicit drug dealing to Portland in the mid-1980's and the violence that accompanies these activities have hastened population decline and housing abandonment in some areas of Albina Community Plan neighborhoods. Although other portions of the Albina Community have crime rates below the City's average, the publicity these activities have received have created a negative image of the area as a whole. As a consequence, the Albina Community Plan Area's potential has been ignored.

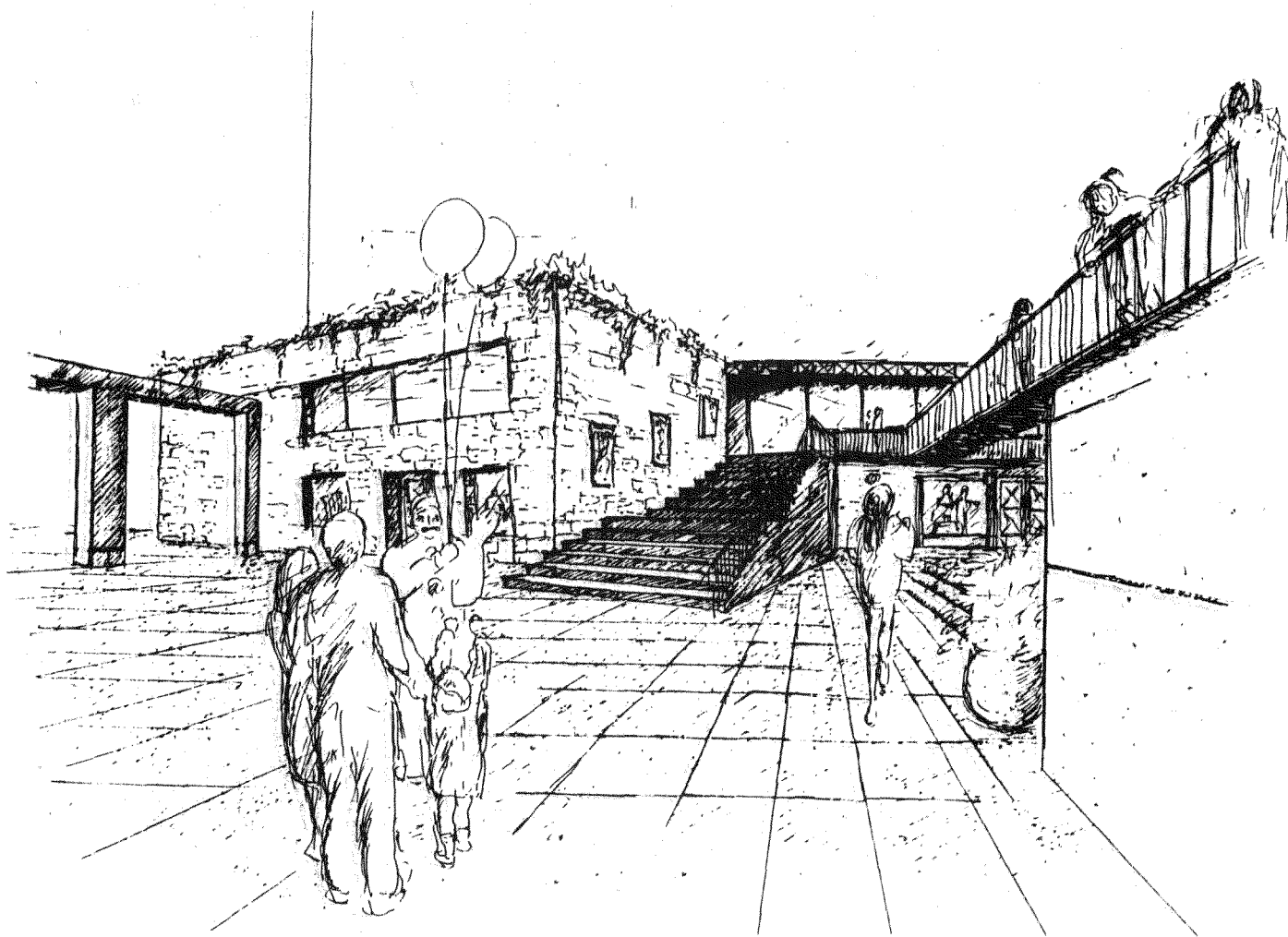
A neighborhood's crime rate directly affects its attractiveness, livability and safety. In areas where crime rates are high, residents are afraid to go out at night, use the neighborhood parks, and visit friends and family. Parents are concerned about the safety of their children. Fear of crime makes it difficult for realtors and home owners to market homes in the area and little incentive exists to maintain or improve residential properties.

Increasingly, residents of Albina's neighborhoods have asserted their right to live in a community that is free of crime and drugs; where they can shop, play and interact with their neighbors without fear of their homes being burglarized or their families being victimized. Residents and business owners are already working to reduce crime levels in the Plan Area. On-going activities in which they have been involved include: organization of neighborhood foot patrols, block watch programs, landlord training, closing drug houses and discouraging prostitution.

Another solution that is being pursued is the implementation of the community policing program. This Portland Police Bureau program emphasizes a partnership between citizens and the police to solve neighborhood public safety problems. Cooperation between the Plan Area residents and the police is critical to creating a safe community. Related ideas that have come up during the planning process include locating a police precinct office in the Plan Area, as well as several storefront precincts, and instituting bike, horse and foot patrols.

Plan Area residents also feel that there is a need to increase the sensitivity of police officers to cultural differences among the populations they serve in the Albina Community. There is a belief that minority citizens are harassed more often by the police and that more cross cultural training and the hiring of Plan Area minority residents as police officers would improve the situation.

The success of the revitalization the Plan Area's residential and commercial areas will partially depend on the resolution of its public safety and image problems. The policies, objectives and actions of the Public Safety section of the plan build on the good work already begun in the community towards these ends.



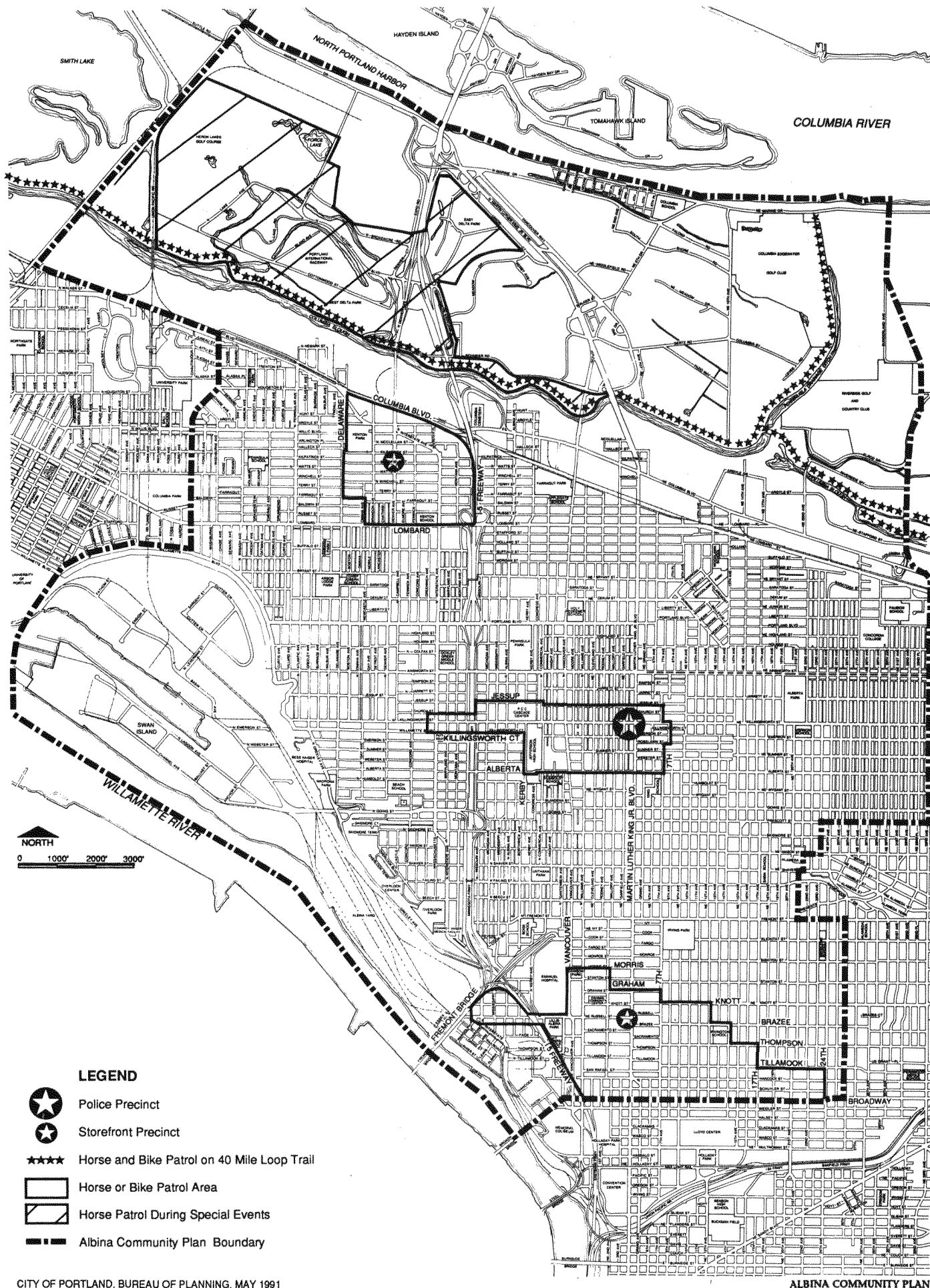
Drawing Courtesy of University of Oregon
Department of Architecture & Allied Arts

The Policy

Improve public safety in the district, and assure that those living, working and visiting in the district have their lives, property and human rights protected.

Objectives:

1. Implement community policing in the Albina Community Plan Study Area.
2. Reduce fear and levels of crime.
3. Eliminate drug houses in the Albina Community.
4. Promote public safety to enhance the livability of the district.
5. Provide crime prevention programs and information.



Policy VII: Public Safety

Action Chart:

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
	PROJECTS			
PS1	Establish a new Northeast District Police Precinct on Martin Luther King Jr. Boulevard within the Study Area. A location near NE Killingsworth Street should be considered.			X
PS2	Establish several storefront police precincts and strategically place them in the district's commercial nodes.			X
PS3	Evaluate street lighting standards for public lighting to ensure their optimum use in preventing crime.			X
PS4	Revise police patrol district boundaries and neighborhood association boundaries to better match each other.			X
	PROGRAMS			
PS5	Support and expand the block-watch program as a key public safety tool within the entire study area.		X	
PS6	Support and expand the neighborhood foot patrol program. Encourage those participating in the foot patrols to join the police reserves.		X	
PS7	Control the proliferation of gangs through increased involvement of families.		X	
PS8	Promote the increased use of neighborhood parks by the community's residents.		X	
PS9	Have an attendant present in parks during daylight hours. Explore the possibility of using volunteers to fill these positions.		X	
PS10	Develop design guidelines for park safety as part of the Park Master Plan for Albina.		X	
PS11	Increase the number of minority police officers and seek to hire more police officers from the Albina community.		X	
PS10	Promote police training in community and cultural relations with minorities and young people.		X	
PS11	Expand police cadet program that would begin outreach in high schools and involve youth and local police and reserves in educational, social, and recreational activities.		X	
PS12	Seek involvement of seniors in development and implementation of community policing.			X

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
PS13	Continue the Gangs Task Force.	X	X	
PS14	Encourage police officers to be multi-lingual and offer incentives for officers to speak a second language commonly used in Portland.		X	
PS15	Encourage the city to provide public education on community policing and the legal system.		X	
PS16	Use more friendly patrol methods such as foot patrol, horse patrol and bike patrol in the Albina Community.		X	
PS17	Use publicity like inserts in utility bills to provide community businesses and households with crime prevention information.		X	
PS18	Use bicycle and horse patrols on the 40 mile loop trail.		X	
PS19	Continue the locks program and crime prevention activities designed to protect homes against crime.		X	
PS20	Support continuation of the Guardian Angel Program.		X	
PS21	Provide for improved police patrol of parks, particularly during evening hours.		X	
PS22	Provide jobs, housing and support groups to support reintegration of offenders into the community.		X	
PS23	Expand opportunities for participation of first-time youth offenders in community based programs.		X	
PS24	Encourage the neighborhood police liaison officers to continue to provide the neighborhood with monthly crime reports.		X	
PS25	Promote the use and location of designated block homes to youth.		X	
	REGULATIONS			
PS26	Establish development standards which promote crime prevention.	X		
PS27	Expand police force's ability to confiscate property, including real property, which is used by the owner or with the owner's consent in the commission of crime.		X	
PS28	Institute more laws and better enforcement of existing laws to close down drug houses and keep drugs out of vacant houses.		X	

Linkages:

The level of crime may be the single most important factor in determining the livability of a neighborhood.

The community could become more attractive, economically viable, and livable if fear and the incidence of crime was reduced. The lack of new investments and the impacts on existing businesses and homes are directly linked to some of its public safety problems. Developers and businesses are reluctant to invest and start up new businesses in the area.

Many of the area's residents are poorly educated, are lacking basic skills or face other barriers to employment at a living wage. This may place them in a position where crime offers the only economic opportunities. Substance abuse is another precursor of high crime levels in an area and puts a heavy burden on the existing family and social services in the area.



Vacation School, 1943, Vanport City (Oregon Historical Society)

Policy VIII: Family Services

Introduction

The residents of the Albina Community experience many problems that arise from the shortage of basic family services. These services are necessary for the physical, emotional and economic well-being of their families. When these services are not provided or are not available, the society beyond the immediate family is also affected. It is vital that family service issues be addressed as part of the revitalization of the Albina district.

Family services is the part of the Albina Community Plan over which the City of Portland has the least influence and control. Responsibility for meeting family service needs rests with Portland Public Schools, Multnomah County and agencies of the State of Oregon. Some area problems require action by the Metropolitan Human Relations Commission and private organizations active in the Albina community. Since actual delivery of family services is under the control of governments other than the City of Portland, the City Council will forward the Family Services Policy, along with other adopted portions of the Plan, to the county, state and other affected agencies for their consideration and action.

This chapter proposes five policies addressing provision of family services. Health, which includes medical, dental and mental health care, is a basic service that is beyond the reach of many residents of Albina. Albina has a disproportionate share of the disenfranchised of the region and it is among these people that the demand for family services is greatest. Members of minority groups, senior citizens and children all require varying services that are extremely important to their well-being.

Day care is a critical basic family service. The availability of day care services can free up parents to apply for work, to attend school or training programs, and to hold a job. It is important that the day care be reliable, affordable and of high quality.

Substance abuse is a societal problem that Albina shares with the community as a whole. There is a strong correlation between substance abuse and the functioning of the economy as well as with the local crime rate. The prevention of substance abuse through education can help to reduce the demand for drugs and alcohol. Treatment can help those with substance abuse problems to become contributing members of society and the economy.

The provision of services for youth is also important. Policy 11 of Portland's Comprehensive Plan, Public Services, addresses the need for physical facilities for successful after-school and weekend programs for youth. Activities are needed to reduce truancy, the drop-out rate, participation in

gangs and city crime rates. Portland plays a role in the provision of youth services through the City's Bureau of Parks and Recreation. Specific programs and projects which address the specific problems of youth within the Albina community are needed.

The policy on human resources is an affirmation that the people of the district are the most important element of the area and that broad programs and projects are needed to enhance their abilities and opportunities.

Citizen participation has a strong tradition in decision-making in Portland. It is important to continue this important aspect of the planning process. With the diversity in the types of family services that Albina residents require, it is important to coordinate the activities of organizations and agencies in both the public and private sectors. Neighborhood associations and other organizations will also need to be involved in the implementation of action items. Implementing organizations and agencies must be sensitive to the cultural diversity of their potential clients. Further, those individuals being served must be participants in the decision-making and implementing processes if the programs and activities are to succeed.

The Family Services Policies

Policy A: Health Care

Ensure that Albina Community residents have access to needed physical, dental, and mental health care.

Policy B: Day Care

Ensure that affordable day care is available to those pursuing education, job training or employment.

Policy C: Substance Abuse

Reduce instances of drug and alcohol abuse and treat substance abuse problems that occur.

Policy D: Youth

Support the growth and maturation of Portland's children by providing role models, juvenile counseling and positive role models. Ensure that teens receive instruction in pregnancy prevention and parenting skills.

Policy E: Human Resources

Encourage actions that help Portland's youth and adults to receive training and education which will allow them to effectively compete for jobs, now and in the future.

Objectives

1. Improve communication, coordination and collaboration among health and social service providers.
2. Ensure that all children are immunized at appropriate ages and assessed for developmental problems.
3. Meet the community's unmet mental health needs at facilities that charge fees on a sliding scale.
4. Ensure that comprehensive, quality, affordable day and evening child care services are available to working adults and those in school or job training programs.
5. Ensure that all needed programs for the treatment and prevention of substance and alcohol abuse exist within the immediate community. Ensure that no financial impediments exist to receiving these services.
6. Ensure that all family services required by special needs populations are met within the community. Ensure that no financial impediments exist to receiving these services.

Action Chart:

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
	PROJECTS			
FS1	Develop a parent education program that reaches every home and teaches parents how to positively enhance and nurture the total development of their children.		X	
FS2	Identify community needs in family planning, pregnancy prevention counseling, AIDS and parenting skills. Develop strategies, locations and resources for meeting these needs.		X	
FS3	Provide youth recreation centers that offer activities during the day, evening and weekends.			X
FS4	Develop programs that encourage single persons and the elderly to become involved with youth.		X	
FS5	Develop more after-school and weekend activities for youth.		X	
FS6	Develop more free recreational activities for youth within the community.		X	
FS7	Create activities which emphasize interracial harmony and interaction.		X	
FS8	Develop multicultural, athletic and educational programs which build self-esteem. Include ethnic facilitators.		X	
FS9	Identify gaps that exist in the medical, dental and mental health needs of the community. Develop strategies, locations and resources for meeting these needs.		X	
FS10	Develop a drug and alcohol awareness program directed to families and to youth.		X	
FS11	Establish an alcohol and drug abuse center that focuses on both treatment and prevention. Include treatment practices which are sensitive to Native American culture.		X	
FS12	Establish a full-service multipurpose senior center within the Albina Community. The center should provide a one-stop, single entry program for social services which include case management, information and referral, low-income energy assistance, outreach, comprehensive recreational activities, in-house services and legal assistance.		X	
FS13	Develop a summer outreach program for Native American youth.		X	

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
FS14	Develop family counseling services that teach coping skills and offer mentorship opportunities.		X	
FS15	Establish multicultural educational exchange programs for youth with Portland's sister cities.		X	
FS16	Develop pre- and post-natal care community outreach programs that serve all women and children, especially those that have historically gone without these services.		X	
FS17	Expand transitional housing, especially for women and children.		X	
FS18	Create teenage non-alcohol dance clubs.		X	
	PROGRAMS			
FS19	Support youth organizations, such as Brothers/Sisters Gaining Equality.	X		
FS20	Provide more community-based programs for gang diversion, drug and alcohol treatment and counseling. Use culturally sensitive professionals to deliver these services.		X	
FS21	Recruit volunteers to supervise after-school activities and programs.		X	
FS22	Encourage employers to establish or support drug and alcohol treatment programs. Tie such programs to other community efforts.		X	
FS23	Evaluate programs at the service recipient level.		X	
FS24	Allow the use of public school facilities after school and during summer months.		X	
FS25	Encourage the use of church facilities for social, educational, and religious activities.		X	
FS26	Provide information to community residents about medical and dental services that are available.		X	
FS27	Provide specialized health services to children.		X	
FS28	Provide free health education.		X	
FS29	Provide comprehensive and affordable day and evening child care services to adults who are in school, a training program or working.		X	

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
FS30	Provide a service that will screen and refer appropriate help to individuals needing live-in or in-home day care.		X	
FS31	Establish residential and transitional drug and alcohol treatment facilities that meet the community's needs.		X	
FS32	Provide funding for innovative community drug treatment programs.		X	
FS33	Hire culturally sensitive professionals in the social service system.		X	
FS34	Develop a committee of representatives from organizations and agencies that provide family services to ensure a coordinated effort in the provision of these services.		X	
FS35	Expand outreach services to identify and inform ethnic minority populations about programs and services in their native language.		X	
FS36	Involve churches and schools in meeting the human service needs of residents.		X	
	REGULATIONS			
FS37	Consider the number of institutional uses for special needs groups that already exist when considering the location of new institutions.		X	

Linkages:

The success of family services policies for Albina will have a significant impact upon the social and economic well-being of the community. There are also strong relationships with the public safety programs and the public service programs. A successful family services policy will reduce crime, contribute to the socioeconomic stability of the area, and reduce the demand for the provision of other services and facilities in the area.

Policy IX: Community Identity and Enrichment

Introduction

The community of Albina has a heritage, history and culture which is unique. Restoring pride in the history of Albina is an important component of the revitalization strategy.

Just as an individual needs to develop a sense of self worth, so too must a community develop a sense of self-worth and uniqueness for it to have the confidence to succeed. The history of residents of Native American, Asian, African, European, and Hispanic ancestry is not well known, yet each of these groups brought with it a strong and proud tradition. It is vital to revive and promote the historic identity of these groups if revitalization is to occur. Art, music and rituals which arise from cultural traditions are some of the ways through which their heritage can be expressed.

The community must protect those resources which are unique and contribute to creating an identity for the area. The community should cultivate new attractions to reinforce Albina's identity but also to take advantage of its inner-city location and proximity to the Convention Center/Coliseum/Lloyd Center area.

It is also important that everyday images which symbolize the Albina community be developed in order to remind residents of the vitality of the community and to distinguish it from the rest of the city. Signs which identify the local neighborhood or gateways which announce entry into a particular neighborhood, commercial or historic district can be used to heighten awareness of Albina's identity..

Successful revitalization must develop and build upon a strong community identity.

The Policy

Establish and nurture the historic and cultural identity of Albina. Celebrate the district's heritage through the promotion of the art, history and culture of Portland and the Albina Community.

Objectives

1. Establish ethnic art, history and culture as integral parts of the daily life of the citizens of Albina and Portland.
2. Recognize and reinforce the identity of residential neighborhoods and employment districts located within the Albina community.
3. Develop symbols or design themes unique to the Albina community which will be recognizable throughout the city.
4. Promote the unique identities and characteristics of the residential, commercial and industrial areas within the district.
5. Preserve the history of the district through the protection of historic resources.
6. Promote the positive attributes of the Albina Community Plan area.

Action Chart:

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
	PROJECTS			
CI1	Support and enhance the IFCC's identity and use as a community art and music center where local artists may hold exhibitions and musicians can conduct performances.			X
CI2	Establish an additional arts center to provide opportunities for all citizens to participate in music, art, and dance. Consider the use of the Egyptian Theater or a location near Grand Avenue and Alberta Street for such a center. Include practice rooms for musicians and studio space for artists.			X
CI3	Annually commission an artist working in Albina to complete a major work of public art. Foster the creation of works of art by Portland artists that respond to Albina's ethnic make-up and celebrates the heritage of these groups.		X	
CI4	Place signage on major freeways and arterials that indicate the presence of historic districts and other points of interest in Albina.			
CI5	Establish a Native American cultural and service center. Provide information and assistance on adult education, housing, health and spiritual care, Native American culture and ceremonies. The center should function as a gathering place for Native American activities and ceremonies.			X
CI6	Conduct a competition to develop symbols to represent the Albina community. Symbols may include logos for Albina, individual neighborhoods or commercial districts, works of art, and designs for street lights and gateways.		X	
CI7	Establish a focal point and identify with unique art which symbolizes the diversity of Albina. Consider the PCC campus or a location near King Boulevard and NE Killingsworth Street.	X		
CI8	Establish an outdoor market where local entrepreneurs, and artists may exhibit and sell wares.		X	
CI9	Develop a cultural resource center designed to preserve cultural traditions, beliefs and values.			X
CI10	Hold Community Pride celebrations with awards for youth involvement.		X	
CI11	Establish a media outreach/watchdog committee that reviews press coverage of Albina and brings positive news about Albina to the attention of the media.	X		

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
	PROGRAMS			
CI12	Establish a mentor program for artists and crafts people that help them establish their own business in the Albina community.		X	
CI13	Involve children in activities that celebrate and provide information about the art, history, and culture of Portland's ethnic communities.		X	
CI14	Organize activities aimed at improving the community. Include building repairs and maintenance and park improvements.		X	
CI15	Establish a program of free arts events within the community.		X	
CI16	Promote neighborhood block parties.		X	

Linkages

Albina must be aware of its heritage and have pride in itself to achieve social and economic change. Therefore, the action items in this chapter on community identity and enrichment must be closely coordinated with action items in the areas of urban design, business growth and development, education and public services. The chapter on urban design includes action items which seek to protect the historic resources in the district. The chapter on business growth and development addresses tourism, the development of the identities of commercial centers and the promotion of commerce which is based on the culture and heritage of the district. Education plays a critical role in the revival of community spirit, for community schools, the school district and local colleges can provide facilities as well as education on local history. Action items in the public service chapter will work to provide the facilities necessary to hold activities, ceremonies and celebrations discussed in this chapter.

Policy X: Urban Design & Historic Preservation

Introduction

Urban Design

The Albina Community Plan study area has a variety of cultural and natural elements that together create a unique physical environment. Spatial relationships such as street patterns, block configurations, lot sizes, building placement and neighborhood amenities such as schools, churches, community centers and parks reflect the ways people have affected the physical environment. Natural elements include the system of open spaces located throughout the district, the Columbia Slough, and the Willamette and Columbia Rivers. These cultural and natural elements combine to create a character that is unique to the Albina Community. Urban design principles can be applied to protect and enhance this character and strengthen the area's identity.

The term urban design is often applied to downtown districts, but neighborhoods are also designed. Urban design is not limited to buildings, but concentrates on the experience of being in the environment. What is it like to walk down a street, play in a park, or canoe down a waterway? Just as a good architect designs a building to be a functional and aesthetically pleasing environment, neighborhoods can be "designed" to be functional and aesthetically pleasing environments also.

Portland is a city that takes pride in its appearance. It is not by accident that Portland is recognized as one of the most livable cities in the country. Much attention has been given to urban design issues by the public and private sectors. The city's zoning code contains many urban design tools that are applied to guide new development. The Albina Community Plan, as a special planning district, can include urban design tools that will enhance the physical environment of the district while protecting the elements that give it its special character.

During the discussion draft review, it is important to identify the elements that give Albina its special character so that they can be protected and enhanced. The following are a few examples of elements within the district that have been identified:

- The blocks and streets are laid out in a **grid pattern** which sets a strong consistent pattern throughout the district.

- Some areas have **special setbacks** that are characteristic of an area. In the Piedmont Subdivision, for instance, the original developer required all houses to be set back 20' from the sidewalk. In order to be compatible with the surrounding neighborhood, new construction should repeat this setback.
- There are many **views** from the Albina Community plan area that should be protected: views downtown, views to the rivers, views to the surrounding mountains. Views which are not protected by the zoning code's scenic resource overlay zone should be identified.
- The Albina Community plan area has many **parks** that are important neighborhood amenities and should be protected. There is also a linear strip of **park blocks** along Ainsworth Street, from 33rd Avenue to Grand Avenue and along Omaha Avenue, from Portland to Killingsworth. These park blocks could be repeated in other parts of the district.
- The Albina Community plan area is surrounded by **waterways**. The Columbia River is the boundary to the north and the Willamette River is the boundary to the west. The Columbia Slough runs north of Columbia Boulevard across the northern portion of the impact area.

Historic Preservation

Historic preservation can be used as an urban design tool in the Albina Community Plan to insure the protection of the area's cultural heritage and its collection of historic resources. The Albina Community is one of the oldest areas of the city; forty percent of the city's historic resources are located within its boundaries. It is also an area in transition. The commercial corridors, that were developed along the trolley car lines, are no longer an economically viable location for many businesses. The resulting vacant and under-utilized buildings along these commercial corridors are prime for redevelopment. Throughout the district there has been a gradual loss of buildings due to age and abandonment. The infill opportunities which exist are scattered throughout the district on small sites. Their development will greatly impact the surrounding older buildings. Historic preservation tools can be used to make new development compatible with the existing historic character of the area. It is not the intention of the Albina Community Plan to freeze the area into some past time period, but rather promote future development that respects the historic character of the area. The Albina Community needs a clear vision of its future so that new development can contribute to this vision.

Historic preservation can also be used to recognize and celebrate the people who influenced the development of an area. Throughout the years the Albina Community has been an ethnically diverse area. The history of these groups is an important part of the history of the district.

It is important to look at the uniqueness of the neighborhoods within the Albina Community Plan, while also celebrating its relationship to the City of Portland as whole. The proposed historic districts and ensembles represent the evolution of the development of the Albina Community Plan area. There are seven proposed historic districts in the Albina Community: Arbor Lodge, Eliot, Irvington, Kenton, Piedmont, Russell Street, and Woodlawn.



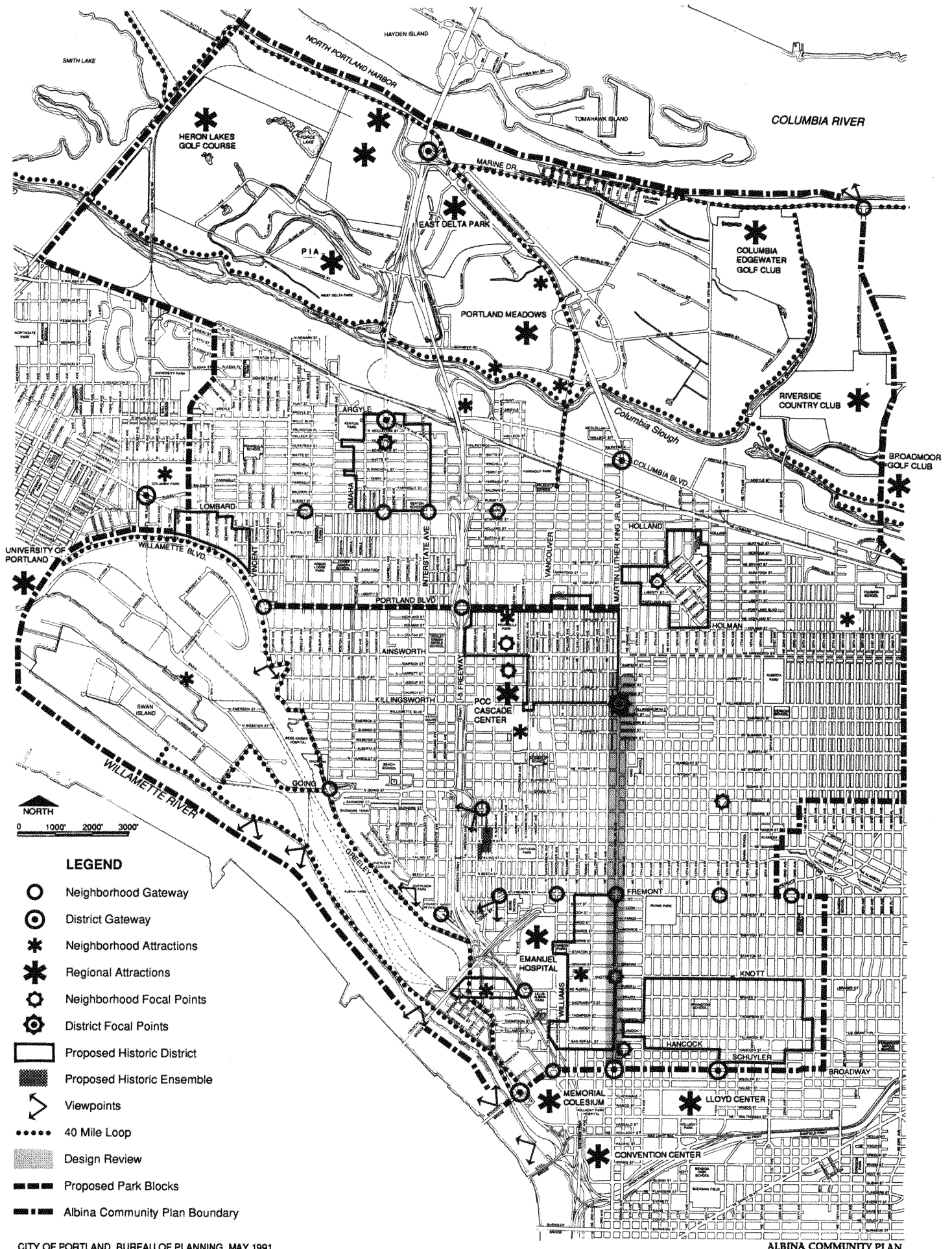
Hill Block (Oregon Historical Society)

The Policy

Strengthen the Albina Community Plan Study Area's sense of place, reinforcing its identity as a part of Portland and celebrating its special architectural and ethnic character, past and present.

Objectives:

1. Enhance the experience of living, working, and playing in the Albina Community by addressing functional, cultural and aesthetic issues of the built and natural environments.
2. Incorporate into the district plan urban design elements such as district and neighborhood gateways, activity nodes, edges, buffers, views, and paths.
3. Preserve the rich architectural and cultural heritage of the Albina Community.
4. Establish patterns for the design and placement of public improvements such as street furniture, traffic control devices and street improvements. They need to be functional, add to the district's attractiveness and respond to the area's needs.
5. Enhance the compatibility of new development with the surrounding environment and protect the character of structures being remodeled.
6. Improve and maintain the appearance and cleanliness of the district.
7. Promote the use of native and old-fashioned ornamental plants throughout the district.
8. Encourage wildlife corridors throughout the district that tie into regional open space corridors.



Policy X: Urban Design & Historic Preservation

Alternatives Choices & Comparisons

Alternative 1	Alternative 2
<p>North of Columbia Boulevard. Alternative 1 proposes a large amount of public open space west of I-5 Freeway. There are also two regional attractors proposed for this area which would create a large activity center. There is expanded commercial between Marine Drive and Bridgeton Road, I-5 and 13th Avenue and an area of employment south of Marine Drive between Force Avenue and I-5 Freeway.</p>	<p>North of Columbia Boulevard. Alternative 2 proposes a large amount of high density multi-dwelling residential uses along Marine Drive north to Bridgeton Road, between I-5 Freeway and 13th Avenue. There is a small amount of commercial along Marine Drive at the intersection of Force Avenue and east of the freeway interchange.</p>
<p>District Focal Point. Alternative 1 has no district focal point, but rather a number of neighborhood focal points located throughout the district.</p>	<p>District Focal Point. Alternative 2 has a district focal point proposed at the intersection of Martin Luther King Jr. Boulevard and Killingsworth Street. This focal point is supported by a regional attractor and an extra neighborhood attractor east of Martin Luther King Jr. Boulevard along Killingsworth Street. The area also has higher residential densities and more commercial activities proposed than in Alternative 1.</p>
<p>Light Rail Transit. The light rail alignment continues up Martin Luther King Jr. Boulevard with transit stops at Columbia Boulevard and Delta Park.</p>	<p>Light Rail Transit. The light rail alignment is recommended to be placed on the Williams/Vancouver corridor. This would increase the opportunity for pedestrian oriented activities on Williams and Vancouver.</p>
<p>Stockyard Site. This site north of Columbia Boulevard is proposed to be used as open space or a regional attractor.</p>	<p>Stockyard Site. This site north of Columbia is proposed to be zoned for high density residential.</p>

Action Chart

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
	PROJECTS			
UD1	Develop a plaza or traffic circle at the intersection of NE Killingsworth and King Boulevard that marks this location as the center of the Albina Community and divides King Boulevard into distinct north and south segments.			X
UD2	Develop neighborhood gateways. Include flag poles with neighborhood flags, drinking fountains, kiosks and ornamental lighting standards in the design of gateways.		X	X
UD3	Develop district gateways.		X	X
UD4	Replace existing highway type street lights with lighting standards that are scaled to pedestrians along streets used heavily by pedestrians and in storefront commercial areas .		X	X
UD5	Establish park blocks in the center of Portland Boulevard from Willamette Boulevard to Garfield Street.			X
UD6	Encourage the use of native plants in landscaping.		X	
UD7	Update the City of Portland's 1985 Historic Resources Inventory in the Albina Community Plan area. Expand to reflect neglected areas and building types as well as unique site and landscape features.		X	
UD8	Create walking tour brochures of historic districts in Albina. Distribute at the Visitor Information Center, Convention Center and nearby hotels, and Office of Neighborhood Associations.		X	
UD9	Plant vegetation to screen some of the negative impacts of traffic and industrial activities on residential areas.		X	X
UD10	Link the natural areas and open spaces of Albina with the regional system of natural areas.			X
UD11	Increase public access along the east bank of the Willamette River and the south bank of the Columbia River.		X	X
UD12	Construct a landscaped earth embankment around the Portland International Race Track.			X
UD13	Develop a self-guided nature trail along the Columbia Slough as part of the 40 Mile Loop with signs in braille and a portion of the trail paved for handicap access.		X	

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
UD14	Establish "wild" portions of parks. Plant wildflower areas and reintroduce wild plant and insect species.		X	
UD15	Complete the portion of the 40 mile loop along the north bank of the slough. Develop water access and small parks along the loop.		X	X
	PROGRAMS			
UD16	Establish an ongoing program that assures the clean-up and maintenance of Columbia Cemetery.		X	X
UD17	Publicize advantages for improvements on significant historic properties.		X	
UD18	Create a revolving fund, with initial funding coming from state lottery resources, to fund the restoration and conversion of historic houses to owner occupancy within the historic Albina Community.			X
UD19	Establish technical assistance and public information programs on historic preservation, covering such topics as rehabilitation of structures, historic landscaping, historical research methods, etc.		X	X
UD20	Salvage, store and reuse historic artifacts in private rehabilitation projects and public improvements.		X	X
UD21	Plant additional street trees throughout the district.		X	X
UD22	Encourage restaurants, delis, and take-out establishments to provide outdoor seating.			X
	REGULATIONS			
UD23	Require design review for new development located in buffer overlay zones.	X		
UD24	Designate Columbia Pioneer Cemetery as a historic landmark and seek State and Federal landmark designation.		X	
UD25	Create local historic design districts in the seven potential historic districts located in the Albina Community Plan study area.	X		
UD26	Recognize and protect historic ensembles by creating an Albina Community Multiple Resource nomination.		X	
UD27	Require design review for new development projects along Martin Luther King Jr. Boulevard.	X		

Linkages:

One of the most important steps in revitalizing inner north and inner northeast Portland is to strengthen the area's identity. There is a separate policy in the discussion draft which addresses Community Identity and Enrichment. Urban design tools, such as design guidelines and development review, can be implemented to protect and enhance the cultural and natural elements that create the identity of the district, as expressed in the physical environment.

The Public Services section includes information about the public parks located in the Albina Community Plan study area. These parks have cultural and natural significance to the character of the district.

Urban design principles can be applied in ways to discourage crime in the neighborhoods. In the Albina Community Plan public safety and crime are important issues that affect the identity of the district.

Urban design focuses on creating a functional and aesthetically pleasing physical environment. How the land is used is the foundation of the physical environment. Any proposals that change the land use pattern in the district will have a direct effect upon urban design decisions.

Open space is both an integral element of urban design and a category of land use. For the purposes of the discussion draft, when open space is used in the context of land use it will refer to where the land is located, when it is used in the context of urban design it will refer to how the land is developed and its relationship to the area's cultural and natural systems.

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Policy XI: Public Services

Introduction

Public services are generally considered to be water and sewer services, parks, police and fire protection and transportation services. The Albina Community has been and continues to be well provided with all of these services.

There are other public services which are equally important for maintaining a high quality of life. These additional services - which have been identified by the residents and businessowners of the Albina Community - contribute to improvements in public safety, the physical environment, equal opportunity, and education. The people of the community have emphasized that their needs extend beyond the provision of water, sewer, police, fire, parks and streets.

The Albina Community includes a unique open space corridor which needs to be managed properly. The Columbia Slough and its surrounding area is a rare resource in an urban setting and careful management is critical for its long-term survival. The community is concerned with protecting the slough, having better access to it and being able to enjoy it.

The availability of public facilities for after-school and weekend activities is an important concern of the community. There is a need for improved facilities at community centers and at city parks for area youth and for the use of school facilities outside of school hours. Making facilities and activities available for youth can contribute significantly to the reduction of juvenile delinquency and crime.

The Albina Community is composed of people of diverse cultures, races, and means. The community insists on equal opportunity and access for everyone. The physical appearance of the community can be improved through maintaining public and private property and with beautification projects. The physical environment also needs to be altered to improve public safety. Improved street lighting can improve visibility and well-maintained property can add to the safety of the community. This policy seeks to address these problems and issues in the Albina Community.

The Policy

Promote the Albina Community as a location in which to live and conduct business by maintaining a complete and efficient urban infrastructure.

Objectives

1. Provide facilities which can be used for recreational and educational activities for the youth of the community. These facilities should include improved community centers, school district facilities with expanded hours, and improved city parks.
2. Support an improved sanitary and storm sewage disposal system.
3. Promote full improvement of public rights-of-way including curbs, sidewalks, street trees, paving, and wheelchair curb ramps.
4. Promote the livability of the community through beautification projects.
5. Improve the appearance of the community by enforcing nuisance and building codes and through compliance with landlord-tenant laws.
6. Improve water quality in the Columbia Slough to transform the slough into an environmental and recreational resource which is clean enough for swimming and fishing and which provides a significant habitat for wildlife.

Action Chart:

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
	PROJECTS			
PB1	Remedy the storm drainage problem in the Study Area. Specifically address the combination system overflow into the Willamette and Columbia Rivers and the Columbia Slough.			X
PB2	Provide wheelchair curb ramps. Pay particular attention to the sidewalks which are located to the south of QUAD at N Williams Avenue and N Russell Street and the sidewalks from N Russell Street to the overpass near Lillis-Albina Park.			X
PB3	Adapt the facilities at the Matt Dishman Center for wheelchair access including the swimming pool and weight room.	X		
PB4	Increase the frequency of street sweeping in the district.		X	
PB5	Target park improvements to the following parks: Irving, Alberta, Peninsula, Boise, Kenton, Overlook, Unthank, and Sabin School.		X	
PB6	Improve facilities in community centers, schools and parks to provide facilities for after-school and weekend activities for youth.		X	
	PROGRAMS			
PB7	Develop Parks Master Plan for Albina		X	
PB8	Expand programs to identify abandoned and deteriorated buildings, and encourage the City to apply the appropriate provisions of City Code to force owners to abate these nuisances and hazards.		X	
PB9	Determine cost and feasibility of placing utilities underground in single-family areas.		X	
PB10	Conduct neighborhood training programs on recycling education programs.	X		
PB11	Establish an urban clean-up service that provides solid waste pickup to low income owner occupants, and provides aid in yard and exterior house maintenance to low income households.		X	
PB12	Improve maintenance and repair of ballfields and tennis courts in City parks.		X	
PB13	Initiate neighborhood residents pro-active enforcement of nuisance laws.	X		
PB14	Encourage residential, commercial and industrial property owners to plant and maintain street trees.	X		
PB15	Work aggressively to remove abandoned vehicles from neighborhood streets.	X		

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
PB16	Expand local nuisance ordinances which require the maintenance of private property, including the removal of trash and overgrown vegetation.	X		
PB17	Continue to enforce local ordinances which require landlords to provide garbage pick-up services to residential rental properties.	X		
PB18	Require the installation of street trees as part of the approval of building permits.	X		

Linkages

Public and private agencies provide more services than the ones discussed in this section. There are physical services which are necessary for residents and businesses to enjoy the use of property. These include water and sewer services, police and fire protection and transportation services and facilities. This section discusses some physical facilities and services which government can provide including parks, community facilities, and lighting.

The provision of adequate public facilities can help to reduce crime, juvenile delinquency, truancy, enhance the livability of the area, and increase the profitability of businesses.

Transportation and schools are basic public services which are discussed in detail in other chapters. Other related policies addressing these concerns include family services, education, land use (open space) and public safety.

Policy XII: Plan Administration

Introduction

This policy is intended to ensure that the Albina Community Plan is implemented. This is important for at least two reasons. First, the community has significant problems primarily in the areas of education, social services, economics and public safety, and the efficient implementation of this community plan should work to significantly alleviate these and other problems in the area. Second, this community plan will rely upon a large number of residents, property owners, businessowners, and public and private agencies for its implementation and the involvement of such a large number of participants will require a concerted effort at coordination.

It will be necessary for local government to monitor the progress made in the implementation effort and to make periodic reports to the City Council.

The Policy

Maintain the Albina Community Plan as the guiding strategy for enhancing economic opportunities for the area's population, improving the area's livability, increasing density and coordinating the provision of services by government and private agencies.

Objectives

1. Take specific actions aimed at implementing the Albina Community Plan and its associated neighborhood plans.
2. Involve area businesses, organizations and residents in implementing the Albina Community Plan.
3. Maintain a unified district plan for the entire Albina Community Plan area that acts as a framework for neighborhood plans.
4. Maintain the Albina Community Plan and the individual neighborhood plans within the Albina Community Plan Area as part of Portland's Comprehensive Plan. Neighborhood plans that are part of the Albina Community Plan are: Arbor Lodge, Boise, Concordia, Eliot, Humboldt, Irvington, Kenton, King, Piedmont, Sabin and Woodlawn.

5. **Implement the Albina Community Plan using innovative regulatory tools and incentives such as special districts; include the enterprise, historic preservation, target employment, urban renewal and economic improvement districts.**
6. **Support activities, training and processes that empower citizens to participate effectively in public decision-making processes.**

Action Chart:

#	Proposals for Action	Time		
		Adopt With Plan	Next Five Years	Six to 20 Years
	PROJECTS			
PA1	The Bureau of Planning will produce an annual report to the Planning Commission and the City Council on the implementation of the Albina Community Plan.		X	X
	PROGRAMS			
PA2	Establish a function in the Bureau of Planning to coordinate implementation activities of community plans between City bureaus, area businesses, property owners and other agencies.	X		
PA3	Establish training program in neighborhood activism and leadership. Encourage participation on boards and commissions.		X	
PA4	Develop a training program on how to participate in decision-making in Portland. Include information on land use and liquor license processes, and neighborhood associations.		X	
PA5	Monitor the effectiveness of the urban renewal plan and the need for expansion of the boundaries of the urban renewal area.		X	
	REGULATIONS			
PA6	Monitor the zoning pattern and development activity and act quickly to correct problems that inhibit development activity with solutions that support area neighborhood plans, the Albina Community Plan's policies and the Portland Comprehensive Plan.		X	X

Linkages

This set of policies, programs and projects seeks to implement the Albina Community Plan and monitor its effectiveness in addressing the identified problems of the district and each of the neighborhoods.

Links to Portland's Comprehensive Plan Policies

Adoption of the Albina Community Plan as part of Portland's Comprehensive Plan requires additions and adjustments to the Comprehensive Plan Goals and Policies. Changes are needed to recognize the Albina Community Plan and its associated neighborhood plans as a part of the Comprehensive Plan. To create the new institutional campus land use designation, an amendment to the Plan is required. Reflecting the increased housing opportunity that the Albina Community Plan is creating within the plan's study area also requires amendment to Comprehensive Plan policies. Other changes are proposed to reflect the use of district planning to update the City's Comprehensive Plan. The specific changes approved will be in the form of an ordinance that amends Ordinance 150580. This is the ordinance that City Council approved finalizing and adopting Portland's Comprehensive Plan goals and policies (October 16, 1980).

A significant deficiency of Portland's current Comprehensive Plan is its lack of an Urban Design Goal and supporting policies and objectives. Several of the Plan's policies focus, in part, on urban design issues; the Central City Plan which is a part of the Comprehensive Plan contains an urban design policy. The adoption of the Albina Community Plan will add still another plan with significant urban design emphasis to the Comprehensive Plan. Adoption of the Albina Community Plan is seen as a part of the long range strategy for Portland to update its Comprehensive Plan. Issues of historic preservation and design compatibility of new development are major concerns in the Albina Community.

While the Albina Community Plan is addressing these issues, it also makes sense to adjust the City-wide Comprehensive Plan to provide a more coherent structure for coordinating urban design issues and policies within the Comprehensive Plan. The goal and policies proposed here add to the body of policy that is already a part of the Comprehensive Plan. The proposed language represents an attempt to better organize the policy direction in the area of urban design that is now part of Portland's Comprehensive Plan and to allow Portland to better integrate urban design concerns into the Comprehensive Plan.

Other proposed changes clarify the relationship that the Albina Community Plan and other district plans have to the overall update process for Portland's Comprehensive Plan. Changes to Policy 6.10 and 10.1 recognize the use of the district planning tool as Portland's principle means of updating the Comprehensive Plan Map. They set the foundation for the Albina Community Plan as an update of the Comprehensive Plan, recognize the adoption of the Central City Plan and allow for future update through development of other district plans.

Throughout the proposed textual changes a standard system of differentiating between existing, added and deleted text is used. Existing language is shown in **bold text**, new language is shown in *italic bold text*, deleted language will be shown in plain text with a strikethru line.

Recognize the Albina Community Plan as a part of Portland's Comprehensive Plan

Add a policy to Portland's acknowledged Comprehensive Plan that recognizes the Albina Community Plan as part of Portland's Comprehensive Plan. This policy, when approved as a part of the Comprehensive Plan, will make the Albina Community Plan part of Portland's Comprehensive Plan. Future land use changes in the Albina Community Plan area will be required to conform with the Albina Community Plan as well as the city-wide Comprehensive Plan. This policy will read:

Comprehensive Plan Policy 2.25

2.25 Albina Community Plan

Promote the economic vitality, historic character and livability of inner north and inner northeast Portland by including the Albina Community Plan as a part of the Comprehensive Plan.

Incorporate Albina Neighborhood Plans into the Comprehensive Plan

Add a policy to Portland's acknowledged Comprehensive Plan that recognizes the neighborhood plans done as part of the Albina Community Plan as part of Portland's Comprehensive Plan. This policy, when approved as a part of the Comprehensive Plan, will make the neighborhood plans for Arbor Lodge, Boise, Concordia, Eliot, Humboldt, Irvington, Kenton, King, Piedmont, Sabin and Woodlawn part of Portland's Comprehensive Plan. Future land use changes in the Albina Community Plan area will be required to conform with the Albina Community Plan and applicable neighborhood plan as well as the city-wide Comprehensive Plan. This policy will read:

Comprehensive Plan Policy 3.8

3.8 Albina Community Plan Neighborhoods

Include as part of the Comprehensive Plan neighborhood plans developed as part of the Albina Community Plan. Neighborhood plans developed as part of the Albina Community Plan are those for Arbor Lodge, Boise, Eliot, Irvington, Kenton, King, Piedmont, Sabin and Woodlawn.

Objectives:

- A. *Ensure that the Arbor Lodge Neighborhood retain its unique assortment of homes and places. Encourage the development of the Mock's Crest Bluff as a scenic, recreational and tourist area. Continue to develop parts of Lombard Street and Interstate Avenue as economically viable commercial streets where existing businesses choose to remain and expand and where new businesses start-up.***
- B. *Make the Boise neighborhood a more enjoyable place to live by improving its housing, the physical appearance of the neighborhood and the safety of its streets and Unthank Park. Improve education and employment opportunities and the availability of goods and services in the Boise Neighborhood.***
- C. *Foster the Eliot Neighborhood through the adoption of the Eliot Neighborhood Plan as a part of Portland's acknowledged Comprehensive Plan. Through implementation of these plans assure Eliot's growth as a vital and diverse community in the heart of Portland, an exciting and attractive place to live, work and play. Use the Eliot Neighborhood Plan to guide City actions within Eliot; including land use decisions, urban renewal programs and the development of capital improvement projects.***
- D. *Ensure that Irvington remains a lively, appealing urban neighborhood whose residences continue to be diverse but share common values of neighborliness, respect for others and concern for the preservation of the neighborhood's distinctive residential character. Through the adoption of the Irvington Neighborhood Plan encourage residents and business owners to continue their involvement in community life and provide leadership in the affairs of the city.***
- E. *Enhance the identity of Kenton as a stable, pleasant residential community strongly connected to its historic past, its abundant natural resources and its industrial neighbors.***
- F. *Assure the King Neighborhood's improvement and growth as a vital neighborhood in the heart of Portland's Albina Community. As the King Neighborhood physicaly improves also improve the resident's economic condition.***
- G. *Reinforce Piedmont as one of Portland's premier residential neighborhoods. Protect the neighborhood's heritage of historic structures and sites. Improve the neighborhood's livability while fostering the diversity of its residents.***

- H. *Foster Sabin as a diverse, affordable, stable residential community that nurtures its residents and builds a spirit of caring and pride in the community.***
- I. *Strive to make Woodlawn a safe and attractive place to live. Ensure that Woodlawn continues to be a truly diverse neighborhood. Encourage the development of a variety of types affordable homes in the Woodlawn Neighborhood. As the neighborhood continues to grow, ensure through the implementation of the Woodlawn Neighborhood Plan and the Albina Community Plan, that public safety, housing and economic problems of the neighborhood are reduced.***

Housing Potential

Amend Policy 4.8's objectives to reflect the rebalancing of housing opportunity that occurred with development and adoption of the Albina Community Plan. The revisions are necessary to reflect the increased housing opportunity created by the Albina Community Plan for the Albina district planning area. Housing opportunity created through adoption of the Albina Community Plan is intended to enhance Portland's compliance with State-wide Planning Goal 5 (Housing), and to create more flexibility for the expansion of existing businesses and nodes and centers of business activity.

Policy 4.8 Maintain Housing Potential

Retain housing potential by requiring no net loss of land reserved for, or committed to, residential or mixed-use. When considering requests for amendments to the Comprehensive Plan Map, require that any loss of potential housing units be replaced.

Objectives:

- A. Allow the replacement of housing potential to be accomplished by such means as: 1) rezoning (and redesignating) existing commercial, employment, or industrial land to residential; 2) rezoning (and redesignating) lower-density residential land to higher-density residential land; and 3) rezoning to the CM zone; or 4) building residential units on the site or in a commercial or employment zone if there is a long term guarantee that housing will remain on the site.**
- B. Provide, as necessary, for a housing pool credit system or systems, to allow for mitigation of the loss of potential housing units in certain circumstances.**

- C. ***Recognize that housing opportunity was rebalanced in inner north and inner northeast through development and adoption of the Albina Community Plan. Do this by creating an Albina district housing pool credit system. Under the pool credit system allow existing commercial, employment and industrial firms wishing to expand onto residentially designated lands to show compliance with Policy 4.8 based on the redesignating and rezonings that occurred with the adoption of the Albina Community Plan. Limit use of the Albina district housing pool credit system to projects located within the Albina Community Plan land use study area. Include credits for 2,000 housing units in the Albina District housing pool and monitor use of these credits. Report annually on the credits used and remaining in the pool.***

Add a new policy 4.10 that calls for the use of district plans, as they are developed, as a means of increasing the amount of housing opportunity provided by the comprehensive plan map.

Policy 4.10 Increase Housing Opportunity through District Planning
Increase housing opportunity as the City's Comprehensive Plan Map is updated through the development, adoption and implementation of new district plans. Do this by redesignating and rezoning areas presently designated for commercial, employment and/or industrial to residential or mixed commercial and by redesignating and rezoning lower density residential areas to higher density residential land use designations and zones.

Objectives:

- A. ***When considering areas for increased housing opportunity create densities that are supportive of transit at locations within walking distance of existing and planned public transit facilities.***
- B. ***At locations where existing development patterns preclude redevelopment in the near future consider allowing greater use of accessory rental units, conversion of existing buildings to multiple-units and other means to increase the area's density utilizing the area's existing buildings.***

Amend Policy 10.6 to reflect the rebalancing of housing opportunity that occurred with adoption of the Albina Community Plan and the creation of the Albina district housing pool credit system.

Policy 10.6 Amendments to the Comprehensive Plan

The Planning Commission must review and make recommendations to the City Council on all legislative amendments to the Comprehensive Plan Map. Quasi-judicial amendments to the Comprehensive Plan Map will be reviewed by the Hearings Officer prior to City Council action, using procedures stated in the zoning code. For quasi-judicial amendments, the burden of proof for the amendment is on the applicant. The applicant must show that the requested change is: (1) Consistent and supportive of the appropriate Comprehensive Plan Goals and Policies, (2) Compatible with the land use pattern established by the Comprehensive Plan Map, (3) Consistent with the State-wide Land Use Planning Goals, and (4) Consistent with any adopted applicable area plans adopted as part of the Comprehensive Plan.

When the requested amendment is from a residential designation to a commercial, employment, or industrial designation, or from the urban commercial designation to another commercial, employment, or industrial designation, the following additional criteria must be met: The requested designation will not result in a net loss of potential housing units. Replacement of potential housing units may be accomplished through any of the following means:

- a) Rezoning and redesignating existing commercial, employment, or industrial land off site to residential;**
- b) Rezoning and redesignating lower-density residential land off site to higher-density residential land;**
- c) Rezoning on or off site to the CM zone;**
- d) Building residential units on the site or in a commercial or employment zone off site, if there is a long term guarantee that *the housing will remain on the site;***
- e) *Showing that the site lies within the land use study area of a district plan with a housing pool credit system that contains adequate housing opportunity to offset the housing potential that will be lost as a result of the requested amendment; or***
- f) Any other method that results in no net loss of potential housing units.**

Transit Station Area Planning

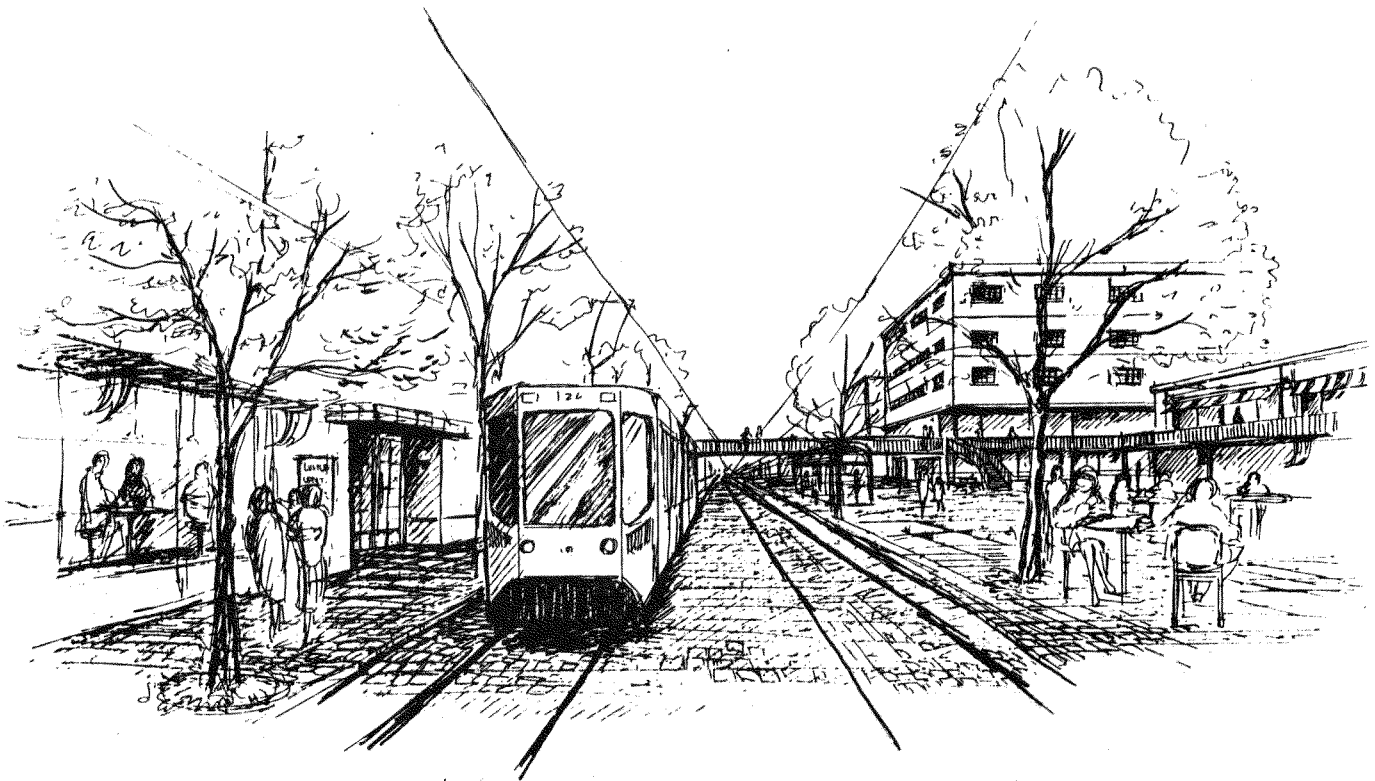
Policy 6.10 needs to be amended to reflect the planning that is occurring in anticipation of future light rail development. When added to the Comprehensive Plan in 1984 this policy was directed at only the Banfield light rail project. With construction of the west side light rail scheduled to begin soon and planning for other light rail corridors underway it is necessary to update this policy. The amended policy reads:

6.10 Transit Station Area Planning

Ensure the public investment in light rail and private investment near light rail transit stations are mutually supportive and coordinated by implementing the Banfield Light Rail Transit Station Area Planning Program *station area and district plans that create opportunities for transit supportive development along existing and future light rail alignments.*

Objectives:

- A. *Implement the Banfield Light Rail Transit Station Area Planning Program.***
- B. *Identify alignments for a regional light rail system that will serve the Portland Metropolitan Area with Portland at the system's hub.***
- C. *Designate possible light rail alignments as "Regional Transitways" in Portland's Arterial Streets Classification Policy.***



Drawing Courtesy of University of Oregon
Department of Architecture & Allied Arts

- D. Establish transit supportive land use designations and densities along "Regional Transitways" as part of planning that updates the City's Comprehensive Plan. Use these planning projects to establish the boundaries of areas of land use designation by broad types: commercial, single-dwelling, multi-dwelling, employment, industrial and open space.**
- E. Study the area within one-half mile of each light rail transit station selected as part of a light rail alignment and consider possible addition of the transit overlay zone and the design overlay zone. Consider increasing the potential density of development permitted within the station areas.**

Major Plan Review

Amend Comprehensive Plan Policy 10.1 Major Plan Review to recognize the ongoing use of the district planning process as Portland's primary tool for updating the Comprehensive Plan Map. Currently the policy calls for a complete review of the Comprehensive Plan every five years. Funding has never been available to undertake these five year reviews. However, the City has been able to provide funding for a series of district planning activities. The proposed changes in the policy recognize the potential of district planning as a effective tool for the review and update of the Comprehensive Plan. The revised policy will read:

Policy 10.1 Major Plan Review

Implement a district planning process for complete review and update of the Comprehensive Plan Map on a five year basis. This district planning process will include land use and demographic data collection and analysis, a Comprehensive Plan progress report, and a citizen involvement process. District plans will be used to evaluate the Plan's effectiveness and will include necessary proposals for amendments to the Comprehensive Plan Map as appropriate. Complete a total review and update of the Comprehensive Plan Map using the district planning process as the update vehicle by the end of year 2005.

Update the goals and policies of the Comprehensive Plan in response to changes in state goal administrative rules, to coordinate planning activities within the Portland Metropolitan area, to respond to changing circumstances and to address issues of importance in Portland. Updates should focus on City-wide issues. The update process must include a City-wide citizen involvement effort. Complete a review and update of each of the goal areas included in the Comprehensive Plan in 1980 by the year 2005.

This policy should be followed by a footnote listing updates of the goal areas of Portland's Comprehensive Plan and the date of their adoption. To date the following updates have occurred:

- Portland Goal 5, Economic Development, Commercial Policies, updated June 1982
- Portland Goal 5, Economic Development, Industrial Policies, updated December 1985.
- Portland Goal 8, Environment, updated June 1988.
- Portland Goal 5, Economic Development, complete update, June 1988.
- Portland Goal 7, Energy, updated April 1990.
- Portland Goal 10, Plan Review and Administration, updated November 1990.

Institutional Campus Designation

Amend Comprehensive Plan Policy 10.3 by adding a new land use designation for institutional campuses. This new designation will foster the growth of major institutions. Major institutions are those with a campus-like environment that serve a large population and attract hundreds, and in many cases thousands, of visitors on a daily basis. The new element to Policy 10.3 would be subparagraph 21 which reads:

Policy 10.3 Comprehensive Plan Map

The Comprehensive Plan Map is the official long-range planning guide for uses and development in the city. The Comprehensive Plan Map uses the designations listed below. The designations state the type of area each is intended for, general uses and development types desired, and the corresponding zone or zones which implement the designation. Comprehensive Plan Map designations are shown on the Official Zoning Maps.

(1) through (20) ... (no change)

(21) *Institutional Campus*

This designation is intended for large institutional campuses that serve a population from a larger area than the neighborhood or neighborhoods in which the campus is located. Institutions eligible for the institutional campus designation include medical centers, colleges, schools, universities and clusters of social service institutions. Uses allowed within an area with the institutional campus designation are those that are part of the

institution, accessory to the institution and/or are associated with the mission of the campus. The designation, in concert with an approved master plan, is intended to foster the growth of the institution while assuring the continued livability of surrounding residential neighborhoods and the viability of near by business areas. A key aspect of the institutional campus designation is the establishment of a campus growth boundary as part of the master plan. The area carrying an institutional campus designation reflects the maximum area that the institution is allowed to develop on under the City's Comprehensive Plan.

To develop in an area carrying the institutional campus designation, the institution must have a master plan approved under the regulations and procedures prescribed in the city's zoning code and encompass a total land area greater than five acres. Two or more institutions located together or on adjacent sites may be considered a campus and receive the institutional campus designation if they share a common master plan. The institutional campus designation may be established through a legislative project that updates Portland's Comprehensive Plan Map. Expansion of the institution beyond the area designated as an institutional campus requires a comprehensive plan amendment and an update of the campus master plan. An institutional campus designation may be expanded or contracted through the quasi-judicial procedure for amending the Comprehensive Plan Map. Expansion of facilities within the campus designated area requires that the expansion be consistent with the institution's approved master plan. Projects not consistent with the current approved master plan are not permitted. The corresponding zone is RI (Institutional Residential).

The "RI" zone (Institutional Residential) will be created as a code amendment implementing zoning and campus master plan provisions outlined above. Rezoning to RI will be done automatically when the institutional campus designation is created as part of a legislative project. The automatic rezoning will be limited to those areas within the campus designation and under the ownership of the institution or institutions that are part of the campus. Rezoning to RI of property added to the institutional ownership after establishment of the campus designation will occur as an administrative update of the approved master plan if the site to be rezoned was covered by the approved master plan. Rezoning will occur only after the property has come under the institutions ownership.

The site review standards mentioned above will be created as new development regulations also to be added to the zoning code as implementation of the institutional campus designation and other provisions of the Albina Community Plan. Review of development plans within a campus for compliance with the campus's approved master plan

will occur through the site review process. Once created, compliance with site review regulations may be required as a condition of approval for quasi-judicial cases where they will be of use in assuring the compatibility of new development with the existing community. In addition, related zoning code amendments will also be necessary in the "Community service" activity category.

Urban Design Goal and Policies

Add a new Goal 12, Urban Design and associated policies and objectives to Portland's Comprehensive Plan. Many of the concerns citizens have been raising over the last ten years are issues of compatibility and historic preservation. Issues of land use are increasingly being superseded by concern over fit and appearance. While the City's Comprehensive Plan land use designation pattern and zoning code provisions continue to be refined there is no overall approach in the area of urban design. Some parts of Portland have achieved national and international recognition in the area of urban design while the vast majority of the City has received little attention to planning from the design perspective.

Completion of the City's new zoning code in 1990 created a foundation for urban design issues to rise to greater prominence in the city-wide plan. The new zoning code emphasizes reducing conflicts between uses through establishment of performance standards as a replacement to an older system that relied on grouping uses into sets with similar impacts. A key aspect of performance is compatibility of new development in its surroundings. Increasing interest in infill development in Portland's established neighborhoods will continue to raise concerns about the compatibility of the new development with established neighborhood character. Our ability to achieve the reinvestment objectives of the Albina Community Plan and other district plans will be increased if those concerned with compatibility are assured that new development will be compatible with an area's desired character. Goal 12, Urban Design and the Goal's associated policies and objectives will read:

GOAL: 12 Urban Design

Enhance Portland as a livable city, attractive in its setting, dynamic in its urban quality, by preserving its history and building a substantial legacy of community improvements for future generations.

Policies

12.1 Portland's Character

Enhance and extend Portland's existing character. Build on design elements, features and themes that are identified with the City. Recognize and extend the use of City themes which establish a basis

Policies

12.1 Portland's Character

Enhance and extend Portland's existing character. Build on design elements, features and themes that are identified with the City. Recognize and extend the use of City themes which establish a basis of a shared identity that reinforces the individual's sense of participation in a larger community.

Objectives:

- A. *Integrate into new developments and public work projects thematic design elements that reinforce Portland's desired identity. Make use of such design themes as "The City of Roses," the spirit of Portlandia, the Great Blue Heron, ornamental street lighting standards, basalt street pavers, bridges and bridge crossings, gateways, fountains and water features that are identified with or enhance Portland's character as an attractive and unique place.***
- B. *Retain and expand the use of street furniture that is unique in design to Portland. Continue to expand the use of the City's ornamental drinking fountains, street lighting standards and other features that have been designed specifically for this City. As new street furniture is needed incorporate Portland design themes into its design. Examples of opportunities for the employment of such motifs include utility hole covers, water meter covers, bus shelters and street signs.***
- C. *Retain and extend the intimate and human scale that typifies Portland. Preserve public access to light and air by limiting the mass, height and bulk of new development. Retain the variety of alternative routes between locations that is produced by using a small block size.***
- D. *Preserve and extend urban linear features such as linear parks, park blocks and transit malls. Celebrate and enhance naturally occurring linear features such as rivers, creeks, sloughs and ridge-lines. Tie public attractions, destinations and open spaces together by locating them in proximity to these linear features. Integrate the growing system of liner features into the City's transportation system, including routes and facilities for pedestrians, bicyclists and boaters.***
- E. *Preserve and enhance existing public viewpoints, scenic sites and scenicways. As new development occurs take advantage of opportunities to create new views of Portland's rivers, bridges, the surrounding mountains and hills and the Central City skyline.***

- F. Increase the sense Portlanders have that they are living close to nature. Improve access to the City's rivers, lakes, creeks and sloughs. Establish a system of trails that connect Portland's urbanized areas with close by woods, forests, meadows, wetlands and riparian areas. As urbanization intensifies increase the degree to which natural areas and public open spaces penetrate into the City. Extend forest and water corridors and join them together to provide a network of fish and wildlife habitat areas that mesh with the City's parks, open spaces and circulation system for pedestrians.**
- G. In both public and private development projects use materials and a quality of finish work that reinforces the sense of this City as one that is built for beauty and to last.**

12.2 Enhancing Diversity

Promote the development of areas of special identity and character. Portland is a city built from the aggregation of formerly independent settlements. Many of the City's residential, commercial and industrial areas have distinct and attractive identities that enhance the urbanity of the City with their variety.

Objectives:

- A. Establish design districts and historic design districts for areas of distinct and attractive character within the City. Use these design zones to assure enhancement of the desired character of the area. Establish guidelines of design acceptability that assure continuation of each design district's desired character. Design guidelines should make the public's objectives for the design review process clear to those developing property.**
- B. Extend the use of strong design features located in distinct areas of the City that help to define the area's character. Examples include the use of special colors on lighting standards in Chinatown, use of brick sidewalk paving on sidewalks abutting streets that act as transit, the use of ornamental lighting standards in the Mock's Crest area and basalt blocks as a street paving material in historic districts.**

12.3 Provide for Pedestrians

Portland is experienced most intimately by pedestrians. Recognize that auto, transit and bicycle users are pedestrians at either end of every trip and that Portland's citizens and visitors experience the City as pedestrians. Provide for a pleasant, rich and diverse experience for pedestrians. Assure that those traveling on foot have comfortable, safe and attractive pathways that connect Portland's neighborhoods, parks, water features, commercial districts and attractions.

Objectives:

- A. Complete the 40-Mile Loop and Willamette Greenway trails and establish links between these trails and Portland's residential neighborhoods and parks.**
- B. Reinforce commercial areas that include a storefront character by requiring development to be oriented to pedestrians.**
- C. When considering requests for street vacations, retain rights for pedestrian access and circulation. Preserve existing pedestrian routes and protect routes that may be needed by pedestrians in the future. Assure that street vacations do not reduce the access to light and air or the intimate scale that is so much a part of Portland's character.**
- D. Improve Portland's sidewalks by buffering sidewalks from auto traffic and auto parking areas; by providing trees that will shade sidewalks on hot days; by providing convenient connections from sidewalks to public parks, attractions and private development; and by ensuring the pedestrian circulation systems is accessible to children, seniors and the disabled.**

12.4 Promote the Arts

Humanize the City through promotion of the arts and excellence in design. Encourage the creation of public art. Expand Portland's collection of public art. Punctuate the community with works of art by using public art to emphasize focal points, mark transitional locations, celebrate public buildings and to enhance the City's sidewalks, open spaces, plazas and parks.

Objectives:

- A. Provide a part of the construction cost of public projects for the purchase and installation of public art.**
- B. Create incentives for the provision of public art as part of private development projects.**

- C. *Emphasize important places, transitions and gateways within Portland by celebrating them with works of art. Use art to add interest to the experience of the City's citizens and to accent locations such as transit stations, sidewalks and building lobbies that are visited by many people each day.***
- D. *Foster the growth of the public art collection within Portland that is part of our legacy to the City's future.***
- E. *Foster opportunities for those who create art to live and work in Portland.***

12.5 *Design Review*

Encourage new works of architecture to meet standards of excellence while fostering the creativity of architects and designers. Establish design review procedures in areas that are important to Portland's economy and identity.

Objectives:

- A. *Continue the design review process to ensure public review of development proposals at locations whose character is linked with Portland's history, identity and image.***
- B. *Provide clear guidelines of design acceptability in areas subject to design review to share the public's concern and objectives for the design review process with developers and designers.***
- C. *Use the design review process to encourage the generation of creative and innovative design solutions.***
- D. *As the Comprehensive Plan Map is updated through the district planning process, create new design zones for areas of critical importance to Portland's character and economy.***

12.6 *Development Standards*

Establish development standards that protect Portland from incompatible design solutions in areas not subject to design review. Assure that new development fits into the community and is supportive of the desired character of the area where the project is sited.

Objectives:

- A. *Establish specific zoning requirements that further the implementation of the Urban Design Goal and the Goal's associated policies and objectives.***

- B. Create incentives for developers and designers to voluntarily submit their project to design review.**
- C. Incorporate methods of reducing crime through design as standards in Portland's Zoning Code.**

12.7 Historic Preservation

Identify and protect Portland's significant historical resources. Preserve and reuse historic artifacts as part of Portland's fabric. Recognize development that sensitively incorporates preservation of historic structures and artifacts.

Objectives:

- A. Use the design review process in historic design zones to create opportunities for those interested in the preservation of Portland's significant historic resources to participate in the review of development projects that propose to alter or remove significant historic resources.**
- B. Maintain a mechanism that delays demolition of potentially significant historic structures until the City can determine the significance of the structure and explore alternatives to demolition.**
- C. Support the preservation of Portland's historic resources through public information, advocacy and leadership within the community as well as through the use of regulatory tools.**
- D. Use the district planning process to update the City's historic resources inventory and to foster the evaluation and protection of significant historic resources.**
- E. Maintain and periodically update an inventory of Portland's potentially significant historic resources.**

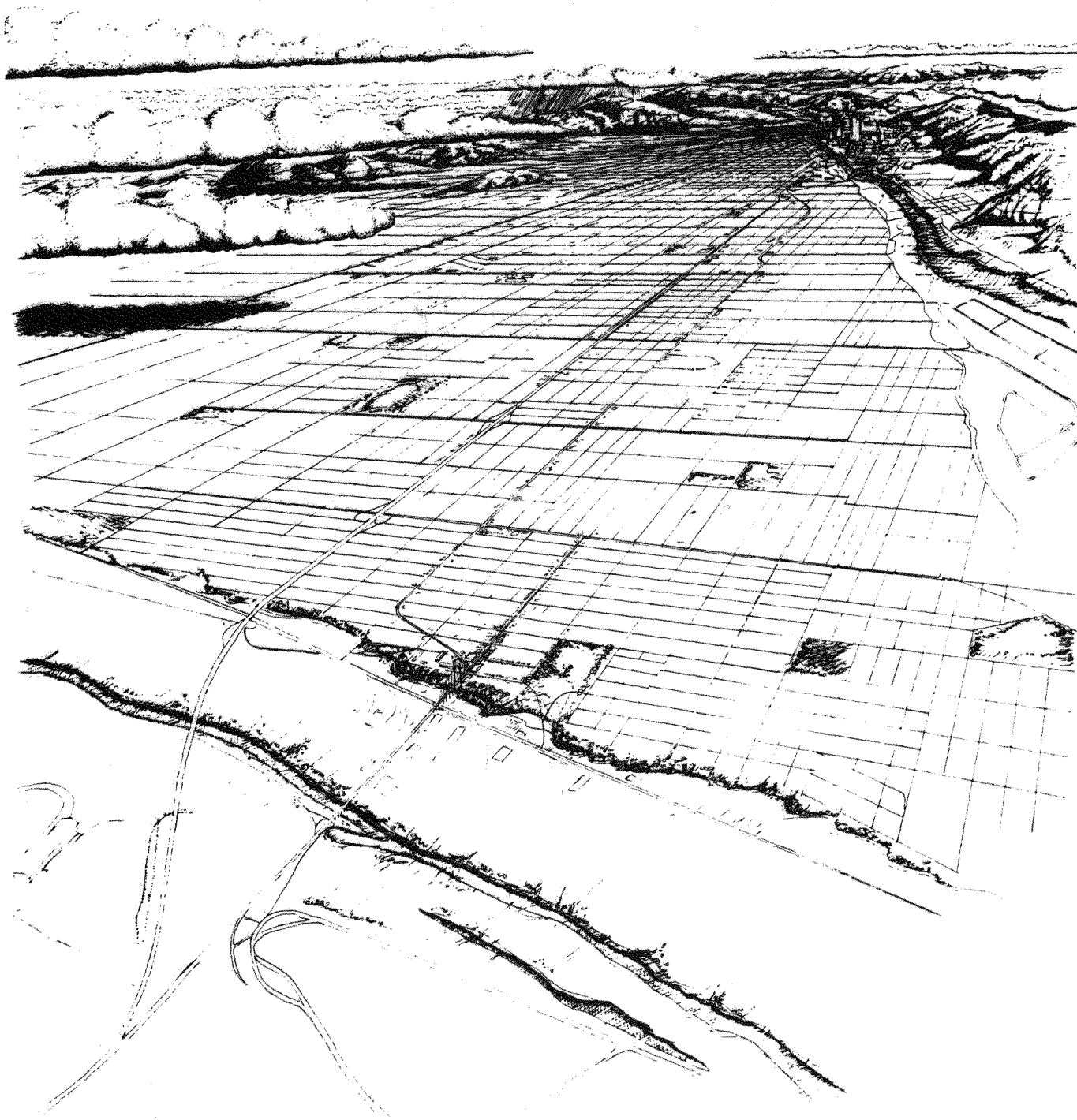
12.8 District Planning

As district plans are developed to update the Comprehensive Plan, include an urban design element within each plan.

Objectives:

- A. Include the development of detailed urban design plans as a part of new district plans. Use these urban design plans to guide the evolution of the character of these districts. As each new district urban design plan is created, give consideration to how it links to and coordinates with urban design plans already adopted.**

- B. As district urban design plans are developed, explore the potential for linkages between the urban design elements of a district and other planning strategies that have been or are being created. Include consideration of open space, scenic and historic resources, and environmental areas. Consider how these other features may be reinforced by the urban design plan.***
- C. Use the creation of district urban design plans, the creation of new design districts and zoning standards to reduce the likelihood of conflicts between potentially conflicting developments. Address problems that emerge when new infill development is at greater density than existing development.***
- D. Support the development of voluntary, or suggested, design guidelines and distribute them to those considering development projects. Use these guidelines to foster the growth of consistent development patterns that reinforce the desired character of Portland's neighborhoods and Portland as a whole.***



Looking South From The Columbia Slough
(Drawing Courtesy of University of Oregon
Program of Architecture & Allied Arts)

PROPOSED MODIFICATIONS TO THE ZONING CODE

Carrying out many of the ideas proposed by citizens and staff members to revitalize the Albina Community Plan Area will require modifications of Title 33 of the City Code which regulates zoning. Improving the area and promoting new development will require the addition of a new Albina Community Plan District and accompanying regulations. The plan district would allow implementation of new regulations that address concerns unique to the plan area or portions of the plan area. The regulations may apply additional requirements or allow exceptions to general regulations to achieve a desired public benefit or address an identified problem.

Concerns raised by community members that could be partially addressed by modifying zoning regulations are:

- increasing the affordability of new housing development;
- expanding opportunities for residents to work out of their homes; and
- maintaining and enhancing the existing architectural character of residential and commercial areas.

The creation of an Albina Community Plan District will help implement the Albina Community Plan. Other existing Plan Districts were created to carry out plans for areas near Albina. The Central City Plan District and the Columbia South Shore Plan District are two examples.

What follows is a listing of possible action items that would require plan district regulations to carry them out. These are ideas for new regulations, not the proposed text. Only after these ideas have been further reviewed by the public through this discussion draft process will work begin on the creation of specific textual amendments. An exception to this is site review.

Specific language is available from the recent code rewrite process for site review. Although not approved as part of the final code we are proposing that it be adopted and initially applied within redeveloping areas of the Albina Community Plan.

In addition to those amendments discussed below there will also be a number of non substantive amendments necessary to fully coordinate these changes and the proposed changes to policy with the zoning code. For the purposes of this Discussion Draft we have limited our presentation of these possible changes to a conceptual level. Information presented is intended to focus discussion on the nature and desirability of these changes. Those proposals that are retained and become part of the phases of review process that follows the Discussion Draft review will be presented more in the format of the actual code.

Residential Zones

Owner Occupancy: Establish a development restriction that limits new development to single family attached or single family detached houses in specified areas. Such an restriction would emphasize owner occupancy by requiring that each new dwelling be located on its own lot and that the lot and the dwelling be owned together.

Presently this restriction is only applied to new development in the R2.5 zone. This change would make the restriction applicable in other multi-dwelling zones and could be applied in conjunction with the R3, R2 or R1 zones.

Affordable Housing

Affordable Housing: Decreasing construction costs and allowing rental units to be added to existing residential developments can make it possible to increase the amount of affordable housing available within the Plan Area. Improving the economic circumstances of Albina community members may be aided by liberalizing the regulations that would allow them to work out of their homes. This includes the allowance of home-based cottage industries such as making crafts, clothing, furniture and food items and streamlining home day care regulations. Changes to regulations for home occupations are intended to create opportunities for those residing in the Albina Community to more readily make use of their home as a location for a small business. Stimulation of small business formation by reducing the amount of capital required can occur by allowing use of already owned or rented space for for business activity. Some specific possible changes include:

- **Home Occupations.** Home occupations would be permitted in housing units that also include an accessory rental unit (sometimes called "granny flats").

Presently a dwelling that contains an accessory rental unit is prohibited from having a home occupation.

- **Home Occupations.** Up to two nonresident employees would be allowed, even if the home occupation was one that brings customers to the site.

Presently only one nonresident employee is allowed, and no nonresident employees are permitted if the home occupation is one that brings customers to the site.

- **Off Street Parking.** Eliminating off-street parking requirements for multifamily residential developments and rowhousing built on sites of 10,000 square feet or smaller. The housing would need to be at least two units on a site having 5,000 square feet or less and at least four units on a site having 10,000 square feet or less. This change is intended decrease construction costs of new units. The off-street parking requirement typically adds \$30 to \$100 per month to the cost of rent or mortgage payments. Additionally, small two to five dwelling developments built prior to the imposition of off-street parking requirements in 1959 are often more compatible with the character of surrounding development. On small lots, those of 10,000 square feet or less, it has proved difficult to locate buildings and the required auto parking and vehicle maneuvering space while maintaining a character that is compatible with surrounding older development, whether single or multi-dwelling.

Presently at least one off-street parking space must be provided for each dwelling unit built in the City's R5, R3, R2.5, R2 and R1 zones. The RH zone requires that one off-street parking space be provided for every two dwelling units built. The RX zone does not require any off-street parking. Presently the RX zone is applied only within Portland's Central City.

- **Accessory Rental Units.** Continue to permit second units or granny flats in residential structures. Eliminate the minimum size requirement allowing any dwelling to have an accessory rental unit added. Allow accessory rental units to be created using garages. Allow the addition of an accessory rental unit above garages where the garage is located entirely within 40 feet of the rear property line. Allow construction of new floor space to accommodate the addition of an accessory rental unit to an existing structure. Allow a dwelling that contains an accessory rental unit to also have a home occupation.

Presently a house may have an accessory rental unit only if the main dwelling remains at least 1,400 square feet or larger in size after the accessory unit is added; garage space may not be converted to an accessory rental unit; no new floor space may be created to accommodate an accessory rental unit; and a dwelling with an accessory rental unit is prohibited from having a home occupation.

- **Attached Residential Infill on Vacant Lots.** In single-family residential areas (R5) allow development on vacant lots at attached residential density using the requirements of the R2.5 zone. To qualify a lot has to have been vacant for 36 months or longer. Development on lots vacant for less than 36 months will be limited to forms and densities specified in the R5 zone. This change will allow for an increase in density using existing vacant land while continuing to emphasize owner occupancy.

Presently attached residential development at R2.5 density is allowed on corner lots in the R5 zone but is not permitted at other locations.

- **Non-Conforming Multi-Dwelling Housing.** Allow a building that has been destroyed and having greater density than that currently permitted by the base zone to be rebuilt without having to come into compliance with current development standards. The rebuilt building would not be allowed to be any more out of compliance with current development standards than the original building was prior to its destruction.

Presently buildings may be rebuilt to non-conforming densities if destroyed; however, the new building must meet current development standards.

Historic Districts

One means of preserving the unique quality of the Albina Community Plan residential areas is the creation of historic design zones for areas of historical or architectural significance. Eight historic districts are proposed for the Plan Area. Current regulations allow the creation of historic design zones; however, the creation of a separate Historic Design District Advisory Board would be required for each. Allowing the creation of one Albina Community Plan Area Advisory Board for all eight historic design districts and use of some common regulations would facilitate the creation of the design districts and make administration of design review easier and more consistent.

Commercial Zones

Improving Appearance of Commercial Districts: Several new requirements are proposed to ensure new commercial and light industrial development is attractive and compatible with surrounding residential areas.

- Prohibit the construction of light industrial, commercial or institutional buildings with blank walls facing street zoned for residential, neighborhood commercial, storefront commercial or mixed commercial development.
- Apply the buffer overlay zone to the edges of industrial and employment where the property across the street is zoned for residential development.
- Apply the buffer overlay zone to the edges of general commercial, office commercial where the property across the street is zoned for residential development and the intervening street is designated as a local service street in the City's Arterial Streets Classification Policy.
- Require design review for new development projects along Martin Luther King Jr. Boulevard.

Residential Institutional Zone (RI)

Create a new base zone zone, RI Institutional Residential, that is applied to institutional campuses and establishes regulations for institutions. The Residential Institution zone would be applied to implement the Comprehensive Plan "Institutional Campus" land use designation (proposed for creation in the Comprehensive Plan linkages section of this document). This designation is intended for large institutional campuses that serve a population from a larger area than the neighborhood or neighborhoods in which the campus is located. Institutions eligible for the institutional campus designation include medical centers, colleges, schools, universities and clusters of social service institutions. Uses allowed within an area with the institutional campus designation are those that are part of the institution, accessory to the institution and/or are associated with the mission of the campus. The designation and zone, in concert with an approved master plan, are intended to foster the growth of the institution while assuring the continued livability of surrounding residential neighborhoods. Should the property not be needed by the institution or facilities related to the institution it may be developed, as a matter of right, for multi-dwelling residential under the regulations applicable to areas zoned R1.

To develop under the RI zone, the institution must have a master plan approved under the regulations and procedures prescribed in the city's zoning code for masterplans.

The institutional campus designation and RI zone may be established through a legislative project that updates Portland's Comprehensive Plan Map. Expansion of the institutional campus beyond the area designated requires a comprehensive plan amendment and an update of the campus master plan. An institutional campus designation and RI zone may be expanded or contracted through the quasi-judicial procedure for amending the Comprehensive Plan Map. Expansion of facilities within the campus designated area requires that the expansion be consistent with the institution's approved master plan. Projects not consistent with the current approved master plan are not permitted.

Masterplans developed and approved in conjunction with establishment of an institutional campus designation, or updated to allow expansion of the institutional campus designation or modification of the master plan must address the following:

- A. The mission and scope of services and activities to be conducted by the institution or institutions located on the campus;
- B. The adequacy of the capacity of storm and sanitary sewers to serve the campus;
- C. The adequacy of the water supply system serving the site;
- D. The adequacy of a transportation management plan developed for the campus as part of the master plan. The transportation management plan must address parking, the use of public transit, car and van-pool programs, impacts on surrounding streets, circulation for pedestrians and connections and facilities for bicyclists;
- E. Protection and enhancement of environmental, scenic and historic resources associated with the land occupied by the campus;
- F. Mitigation of possible adverse impacts on the livability of nearby residential neighborhoods and residential developments. Impacts examined should include noise, traffic, parking, shadows, public safety, vibration and glare;
- G. A schedule for bringing the campus into compliance with all provisions of the City's Zoning Code as well as any conditions attached to the establishment or expansion of the institutional campus zone or the approval of the campus master plan;
- H. Compliance with the superblock and site review development standards contained in Portland's Zoning Code; and

- I. Establishment of a distinct service and/or amenity the institution and campus will provide for nearby residents of the area.
- J. Special building design characteristics for which blanket adjustments are requested covering future building projects.
- K. A proposal for how the property and on-site facilities will be used if the institution relocates or ends all or part of its operations within the campus.

The institutional campus designation and RI zone may also be created at the request of an institution through a quasi-judicial process. Such requests must be made as part of a process that includes review and approval of a campus master plan. A quasi-judicial request for establishment of a new, or expansion of an existing, institutional campus designation must include measures that offset any loss of housing opportunity resulting from the expansion. Offsetting measures must be in conformance with the provisions of Portland Comprehensive Plan Policy 4.8 "Maintaining Housing Potential." As part of a master plan an institution may request approval of adjustments to development regulations contained in the base zone. Property within the campus area but not under the institution's current ownership will be zoned to allow continuation of existing development.

Once created the institutional zone will also require compliance with site review regulations on a project by project basis. The site review process will be used to assure that new development proposals are consistent with the institution's current approved master plan. Related zoning code amendments will also be necessary in the "Community service" activity category.

Urban Design Proposals for All Zones

The purpose of these proposals is to improve the appearance of new development in the Plan Area as a whole and preserve scenic resources.

Views: Establish scenic resource overlay zones to protect significant public views of downtown and the west hills from the Albina Community Plan area which are currently unprotected. Locations of unprotected scenic viewpoints are as follows: from Killingsworth Street at the I-5 overpass looking south to the Downtown; Skidmore Street at Mississippi looking south to the Downtown; Mississippi Avenue at Fremont Street looking south to the Downtown; and from the Willamette Riverbank under the Fremont Bridge looking south to the Downtown. A number of scenic locations and view points are already protected within the Albina Community Plan area. These include: the view of the Columbia River from Marine Drive at 33rd Avenue; the view from Lillis Albina Park to the Downtown, West Hills and Willamette River; the view from Overlook Park

to the Downtown, Willamette River and West Hills; the view from Overlook House to the Downtown, Willamette River and West Hills; views from Willamette Boulevard across Mocks Bottom and Swan Island; views from the riverbank by the Ports of Call center; and views from the Broadway Bridge up and down the Willamette River.

Design Review: Ensure the input of design review considerations on projects which require land use review. Establish standards or guidelines which ensure design excellence and compatibility in design zones. Use formal design review in historic design zones, at the edges to the Central City and along Martin Luther King Jr. Boulevard, from Ainsworth south. Use leadership tools like the "Ten Essentials" to provide design advice and share public concerns in other areas. If the State Legislature authorizes cities to have administrative design review, (HB 2261), use administrative design review procedures to help assure the compatibility of new development with the existing community in infill and development areas.

Site Review: Create a set of site review standards within the zoning code that is an administrative review for compatibility of new development with existing neighboring development. Site review would be required of all attached residential or multi-dwelling projects containing five or more dwelling units; and all commercial, institutional, employment and industrial developments located in the land use study area south of Columbia Boulevard. The site review process would be required as part of a Plan District. The site review regulations would be as follows:

SITE REVIEW

Sections:

- 33.XXX.010 Purpose
- 33.XXX.020 When Site Review Applies
- 33.XXX.030 Exemptions from Site Review
- 33.XXX.040 Procedure
- 33.XXX.050 Site Review Approval Criteria
- 33.XXX.060 Modifications Which Better Meet the Site Review Requirements
- 33.XXX.070 Other Bureau Requirements
- 33.XXX.080 Phased Site Plans

33.XXX.010 Purpose

Site review is intended to promote functional, safe, and attractive developments which are compatible with surrounding developments and uses and with the natural environment. Developments are reviewed for compliance with the set of objectives in this chapter and any other site

review objectives in neighborhood or community, district or neighborhood plans adopted by City Council. Site review provides for the balancing of specified objectives in reviewing development proposals. The process allows for flexibility in achieving the objectives while striving for quality development. Site review is not intended to evaluate the proposed use or the structural design of the proposal. Rather, the review focuses on the layout of a proposed development, including building placement, setbacks, parking areas, external storage areas, open areas, and landscaping.

33.XXX.020 When Site Review Applies

Site review may be required in a number of different circumstances. Site review may be required of development by the provisions of a plan district. It may be required by another chapter of this code. Site review may also be required as a condition of approval for a land use review application when the review body finds that site review is necessary to ensure the compatibility of a new development with an area's character.

When required site review covers all proposed exterior alterations in conjunction with the development proposal, but does not cover portions of the existing development that are not being modified, except in the case of parking area changes, where the whole parking area is reviewed. Site review applies to all of the following situations, except as exempted in 33.XXX.030:

- A. New development;
- B. Building expansions over 40 percent of the existing floor area or 10,000 square feet, whichever is less;
- C. Parking area expansions over 20 spaces; and
- D. New drive-through facilities.

33.XXX.030 Exemptions from Site Review

All of the following are exempt from site review:

- A. Houses, attached housing developments with four or fewer dwellings, duplexes, multi-dwelling developments with four or fewer dwellings, manufactured homes, houseboats, and their related accessory structures, except when abutting a designated scenic drive;
- B. Uses in the Rail Lines And Utility Corridor category;
- C. Uses in the Agriculture category, except when the use is entirely within a building in the C, E, or I zones;
- D. Uses and facilities in the Parks And Open Area category which do not require a conditional use review;

- E. Improvements in the right-of-way; and
- F. Developments subject to design review, greenway review, or environmental review. These reviews already have a site review function built into them.

33.XXX.040 Procedure

A site review application must be submitted either concurrently with a building permit request or concurrently with other land use review requests. Site reviews are processed through an administrative procedure when they are submitted with a building permit request. However, the time limit for checking the application is increased to 20 days to allow other bureaus adequate time to review the application.

33.XXX.050 Site Review Approval Criteria

A site review application will be approved if all of the regulations of this Title have been met and the following objectives have been addressed. In the case of conflict between objectives, the review body must find that the applicant has shown that the proposal provides a desirable balance between the objectives. The objectives are:

- A. **Building and development orientation.** Through the use of building and development orientation, landscaping, and screening, the site layout should be designed to:
 - 1. Protect adjacent properties from undesirable impacts produced on the site from noise, glare, odors, dust, and vibrations;
 - 2. Protect users of the site from any undesirable impacts from abutting properties;
 - 3. Hide or screen unsightly exterior improvements and items such as trash receptacles, exterior vents, and mechanical devices;
 - 4. Locate storage areas, trash collection facilities, and noise-generating equipment away from abutting residential development or provide sight-obscuring screening;
 - 5. Preserve and enhance City-designated scenic resources, including scenic views, sites, and drives;
 - 6. Conserve existing large trees and other significant natural features; and
 - 7. Promote passive energy conservation.

B. Safety and privacy.

1. The site layout should take into consideration safety and privacy, both for users of the site and abutting developments. In some instances, this may mean orienting buildings and exterior improvements away from abutting uses or streets. The Police Bureau's minimum security measures should be considered.
2. New residential development should provide clear transitions between public and private spaces, using such things as landscaping, screening, and the use of different materials or colors.

C. Parking and loading areas.

1. Parking areas should be designed to:
 - a. Provide safe and convenient entrances and exits;
 - b. Provide a safe and convenient on-site circulation system for vehicles and pedestrians;
 - c. Reduce the amount of paved surface;
 - d. Preserve on-street parking opportunities;
 - e. Screen residential uses from vehicle headlights;
 - f. Soften the impact of parking areas on adjacent public and private spaces through the use of landscaping and screening;
 - g. Promote energy conservation through the use of vegetation to shade and cool parking areas;
2. Where possible, loading areas should be designed so that vehicles enter and exit the site in a forward motion; and
3. Loading facilities should be provided on-site and be of sufficient size and number to adequately handle the delivery or shipping of goods.

D. Pedestrian circulation. Design the pedestrian circulation system to provide safe, clearly marked, and convenient routes between building entrances, parking areas, and abutting streets. Where the development is part of a larger complex covering several lots, the individual circulation systems should be integrated

- E. Utilities.** New utility services should be placed underground where possible.
- F. Additional site review objectives.** The proposal meets any additional site review objectives stated in other sections of this Title, or in a neighborhood, district or community plan adopted by City Council.

33.XXX.060 Modifications Which Better Meet the Site Review Requirements

The review body may consider minor adjustments for site-related development standards as part of the site review process. These modifications are done as part of site review and are not required to go through the adjustment process. In order to approve these modifications, the review body must find the applicant to have shown that the resulting development will better meet the site review objectives and, on balance, the purpose of the applicable regulations. Minor adjustments to use-related development standards (such as floor area ratios, intensity of use, size of the use, number of units, or concentration of uses) and major adjustments are required to go through the adjustment process. Modifications which are denied through site review may be applied for as a minor adjustment.

33.XXX.070 Other Bureau Requirements

Site review approval by the Bureau of Planning does not imply compliance with the requirements of other City Bureaus. Office of Transportation approval is still required for all transportation-related issues concerning access to the site and off-site transportation requirements.

33.XXX.080 Phased Site Plans

- A. Multiphased review.** Applicants may submit site plans for multiphased projects, provided the application includes adequate information to allow review of the immediate and later phases of the project.
- B. Benefits.** Development in conformance with an approved phased site plan does not have to go through a separate site review for each phase.
- C. Procedure.** A phased site plan application is reviewed using the same procedure and with the same objectives as a site review for a specific development.

Public Art: Create incentives for the inclusion of public art in projects located within the Albina Community Plan Study Area. Grant bonus building height for projects that include public art in their development. Allow ten feet of additional height to new commercial and multi-family developments that contribute one-half of one percent of their hard construction cost to an Albina Community Plan public art fund.

Current Zoning Designations Descriptions

For reference, descriptions of zoning designations that appear on the City of Portland official zoning maps are listed below. The zones implement corresponding Comprehensive Plan Map designations. The Comprehensive Plan is the official long-range planning guide for uses and development in the city. The designations state the type of area each is intended for, general uses and development types currently desired.

Open Space. The **OS** zone is intended for lands that serve an open space function, primarily public lands, but also some private areas. Lands intended for open space designation include parks, natural areas, golf courses, and cemeteries.

High Density Single-Dwelling. The **R5** zone continues Portland's most common pattern of single-dwelling development. Single-dwelling residential will be the primary use. The maximum density is 8.7 units per acre.

Attached Residential. The **R2.5** zone allows a mixture of housing types of a single-dwelling character, including attached houses. Allowed densities for attached houses are higher than for detached housing. The maximum density is 17.4 units per acre for attached housing. To allow the fulfillment of these densities, the allowed scale of these projects should be allowed to be greater than for other single-dwelling housing structure types.

Residential, 3,000. The **R3** zone designation permits a mixture of housing types of a single-dwelling character including multi-dwelling structures which also have this character. The maximum density is generally 14.5 units per acre, but may go up to 21 units per acre if amenity bonus provisions are used. Allowed housing is characterized by one and two story buildings and a relatively low building coverage. The major type of new development will be townhouses and small multi-dwelling development. This development is compatible with low and medium density single-dwelling development. Generally, R3 zoning will be applied on large sites and or groups of sites.

Residential 2,000. The **R2** zone is a low density multi-family zone. It allows approximately 21.8 dwelling units per acre. Density may be as high as 32 units per acre if amenity bonus provisions are used. Allowed housing is characterized by one to three story buildings, but at a slightly larger amount of building coverage than the R3 zone. The major types of development will be duplexes, townhouses, rowhouses and garden apartments. These housing types are intended to be compatible with adjacent houses. Generally, R2 zoning will be applied near neighborhood collector and district collector streets, and local streets adjacent to commercial areas or major streets.

Residential 1,000. The **R1** is a medium density multi-dwelling zone. It allows approximately 43 units per acre. Density may be as high as 65 units per acre if amenity bonus provisions are used. Allowed housing is characterized by one to four story buildings and a higher percentage of building coverage than in the R2 zone. The major new type of housing development will be multi-dwelling structures (condominiums and apartments), duplexes, townhouses, and rowhouses. Generally, R1 zoning will be applied near neighborhood collector and district collector streets and local streets adjacent to commercial areas or major streets.

High Density Residential. **RH** allows high density multi-dwelling structures and structures of an intense scale. Maximum density is based on a floor area (FAR) ratio, not on a units per square foot basis. Densities will range from 80 to 125 units per acre. Allowed housing is characterized by medium to high height and a relatively high percentage of building coverage. The major types of new housing development will be low, medium and high rise apartments and condominiums. Generally, RH zones will be well served by transit facilities or be near areas with supportive commercial services.

Central Residential. The **RX** allows the highest density and most intensely developed multi-dwelling structures. Limited amounts of commercial uses are also allowed as part of new development. The designation is intended for the most built-up parts of the city which have the highest levels of public services. Development will generally be oriented to pedestrians. Maximum density is based on a floor area ratio, not on a units per square foot basis. Densities allowed exceed 100 units per acre. The corresponding zone is RX. The Design overlay zone will be applied in conjunction with the RX zone.

Neighborhood Commercial. The **CN1** and **CN2** zones are intended to allow neighborhood-oriented commercial uses in and adjacent to residential areas. In more densely developed neighborhoods, development should be oriented to pedestrians. The allowed intensity of development is low to maintain compatibility with the residential areas.

Office Commercial. The **CO1** and **CO2** zones are intended for situations where a range of office uses may be appropriate, but not a broader spectrum of commercial uses. It is intended for low intensity development on small sites in or near residential areas, and for low and medium intensity developments near arterial streets.

Mixed Commercial/ Residential. The **CM** zone promotes development that combines commercial and housing uses in a single building. This zone allows for increased development on busier streets without fostering a strip commercial appearance. This zone will support transit use, provide a buffer between busy streets and residential neighborhoods and provide new housing opportunities in the City. The emphasis of the nonresidential uses is primarily on locally-oriented, retail service and office uses. Development will consist of businesses on the ground floor with housing on upper stories. Development is intended to be pedestrian-oriented with buildings close to and oriented to the sidewalk, particularly at corners.

Storefront Commercial. The **CS** zone is intended to preserve and enhance older commercial areas that have a storefront character. The zone intends that new development in these areas be compatible with this desired character. This zone allows for a full range of retail, service, and business uses serving a local and regional market area. Industrial uses are allowed but are limited in size to avoid adverse affects different in kind and amount than commercial uses and to ensure that they do not dominate the character of the commercial area. Development is intended to be pedestrian-oriented with buildings close to and oriented to the sidewalk, particularly at corners.

General Commercial. The **CG** zone is intended to allow auto-accommodating commercial development in areas already predominantly built in this manner and in most newer commercial areas. This designation allows a full range of commercial uses having a local or regional market. Development will mostly have an auto-orientation. It is intended for arterial streets and to be used for developing areas and for larger, older areas which already have an auto-oriented development style. Industrial uses are allowed but are limited in size to avoid adverse effects different in kind and amount than commercial uses and to ensure that they do not dominate the character of the commercial area. The zone's general development standards promote attractive development, an open and pleasant street appearance, and compatibility with adjacent residential areas.

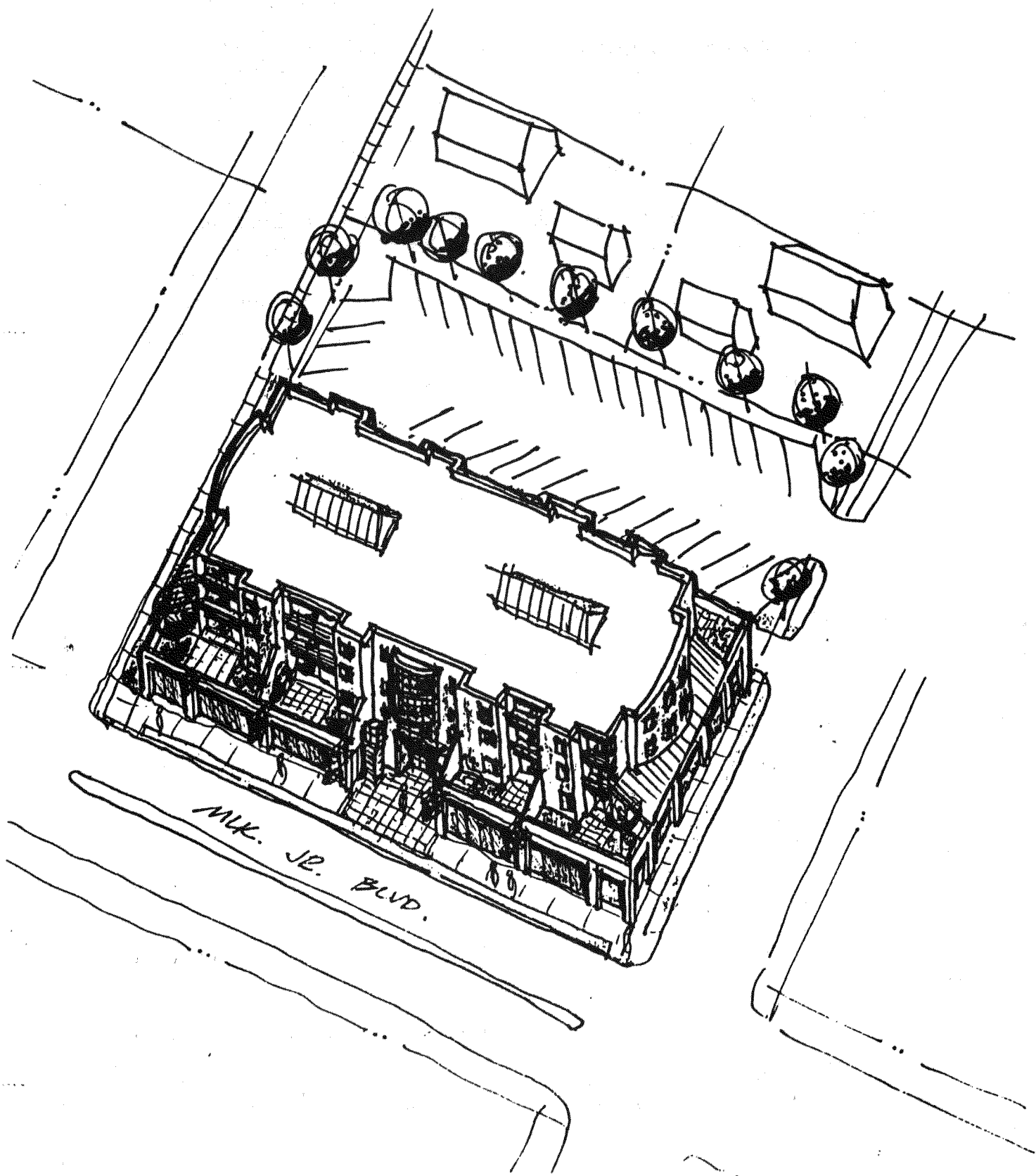
Central Commercial. The **CX** zone is intended to provide for commercial development within Portland's most urban and intense areas. A broader range of uses is allowed to reflect Portland's role as a commercial, cultural and governmental center. Development is intended to be very intense with high building coverage, large buildings, and buildings placed close together. Development is intended to be pedestrian-oriented with a strong emphasis on a safe and attractive streetscape.

General Employment. The **GE** zone allows a wide variety of employment opportunities without potential conflicts from interspersed residential uses. Industrial uses are emphasized and allowed with few limitations. Other business and commercial uses are allowed to support a wide range of services and employment opportunities. The development standards for each zone are intended to allow new development which is similar in character to existing development.

Central Employment. The **EX** zone provides for mixed-use areas in the center of the City that have predominantly industrial type development. It allows a full range of industrial and commercial uses. Residential uses are allowed but should be compatible with the surrounding nonresidential development. The intensity of development will be higher than in other employment designations and most commercial designations. The development standards are intended to allow new development which is similar in character to existing development. The Design overlay zone will be applied in conjunction with the EX zone.

General Industrial. The **IG1** and **IG2** zones provide areas where most industries can locate, while other uses are restricted to prevent potential conflicts and to preserve land for industry. Development standards are intended to allow new development which is similar in character to existing development. The intent is to provide viable and attractive industrial areas.

Heavy Industry. The **IH** zone allows for uses where all kinds of industries can locate including those not desirable in other zones due to their objectionable impacts or appearance. Nonindustrial uses are limited to prevent land use conflicts and to preserve land for industry.



N.E. MARTIN LUTHER KING JR. BLVD.
SITE PLANNING STUDY

CM_A

ROBERT S. LEEB ARCHITECTS & PLANNERS

Discussion Issue: Urban Renewal and Light Rail Transit on Martin Luther King Jr. Boulevard

Introduction

The topics of urban renewal, light rail transit and economic development have become intertwined with discussions of Martin Luther King Jr. Boulevard. Many view light rail along King Boulevard as an economic development tool. Similarly, many view the extension of the Oregon Convention Center Urban Renewal District as an important step in the economic revitalization of the property along Martin Luther King Jr. Boulevard. The North/Northeast Economic Development Alliance has urged consideration of extending the convention center renewal district as part of the Albina Community Plan project. Additionally, the Alliance has asked that the relationship between a decision to extend the Urban Renewal District and the ultimate light rail alignment decision be presented.

Northeast Martin Luther King Jr. Boulevard is one of four possible alignments being considered as corridors for a light rail connection between downtown Portland and downtown Vancouver, Washington. Two of these possible alignments, the I-5 Freeway and N Interstate Avenue, were selected several years ago as routes that would be considered in the required environmental impact statement. In March of 1988, the North/Northeast Business Alliance requested that the Martin Luther King Jr. Boulevard be considered as a possible additional corridor for the light rail connection from Portland's Central City to Vancouver, Washington. In response to the Booster's request the Council directed that the work program of the Albina Community Plan (then referred to as the Inner North/Northeast District Revitalization Plan) address this issue. For more information about the four alternative light rail transit alignments see Volume 1 of the Albina Community Plan Background Report.

Martin Luther King Jr. Boulevard Light Rail Alignment

The alignment for light rail transit on Martin Luther King Jr. Boulevard would begin at the intersection of Martin Luther King Jr. Boulevard and NE Holladay Street. West of this intersection, the line would use the existing Banfield light rail tracks. This alignment allows direct access to the Coliseum Transit Center where transfers between lines would occur. The King Boulevard alignment brings the light rail line directly to the Oregon Convention Center. North of NE Holladay Street the line would proceed north on King Boulevard on the east side of the street. Stops would be frequent. Stations would be located at NE Broadway Street, NE Knott Street, NE Fremont Street, NE Skidmore Street, NE Killingsworth Street, NE Portland Boulevard, NE Lombard Street, NE Columbia Boulevard, Portland Meadows, the Exposition Center (N Marine Drive), and at Jantzen Beach.

An additional 36 feet of right-of-way would need to be purchased on the east side of King from approximately NE San Rafael Street to NE Columbia Boulevard. Light rail would be in a separate right-of-way east of the existing street. Automobile turns across the tracks would be permitted only at signalized intersections. Blocks on the east side of King Boulevard would have their depth reduced. Access to these sites would be limited from King Boulevard and would generally need to be from NE Grand Avenue or other east-west side streets. While the existence of the light rail right-of-way along King Boulevard would tend to limit opportunities for firms who rely on automobile and truck access, it could foster the development of new pedestrian-oriented shopping nodes near the transit stations and of higher density multifamily housing developments.

A solution to the right-of-way width problem is to locate light rail on an elevated structure that runs above Martin Luther King Jr. Boulevard. It is possible to engineer such a facility, and part of the light rail system that Vancouver, British Columbia, has built runs on an elevated structure. However, elevated rail lines have several drawbacks. They are expensive; costing up to ten times more than track set in the ground. Additional complexity and cost is created by the need to provide elevated structures that are earthquake proof. Elevated structures reduce ground level economic activities below them. Where they have been built in other cities, elevated railways have been identified a cause in the decline of business and residential property value. The costs of locating light rail in an underground facility would be much greater than if it were an elevated structure.

Development Opportunity Along Martin Luther King Jr. Boulevard

There is significant development opportunity on vacant and underutilized land along Martin Luther King Jr. Boulevard. The boulevard's high traffic volumes could support substantial automobile and truck oriented development. Zoning patterns may be modified to allow formation of larger development sites is to stimulate auto-oriented development of business as well as multifamily housing development. Designating King as a future light rail corridor (with plans to condemn 36 or more feet of additional right-of-way) may discourage development for the ten or more years that will elapse before light rail is in operation.

KOMAR and Associates of Berkeley, California, in association with M. Abbott & Associates of Portland conducted a marketing study for light rail-related development in the possible light rail corridors crossing the Albina Community Plan study area in late 1990. All four alignments were reviewed. Their report titled "Light Rail Transit Corridor Development Feasibility Study For the Proposed Milwaukie And Vancouver Corridor," concludes that a viable strategy for transit-related economic development is achievable on either the Williams/Killingsworth/Interstate or Interstate Avenue alignments but that the potential for success is greatest for the

Williams/Killingsworth/Interstate alignment. Their report concludes that, "A transit-oriented corridor economic development strategy is not feasible on the MLK [Martin Luther King Jr. Boulevard] alignment." This report was published in early 1991. Their evaluation also concludes that "A LRT [light rail transit] line on MLK would probably have a significant negative impact on the economic vitality of this important arterial. The MLK corridor is not without substantial development potential, but that potential is not for transit-supportive development. A viable economic development strategy is possible on MLK, but it should be an auto-oriented development strategy which takes advantage of the strengths of the corridor."

Urban Renewal and Light Rail on Martin Luther King Jr. Boulevard

In tandem with the adoption of the Albina Community Plan, Portland's City Council will be asked to make a decision on whether to extending the Convention Center Urban Renewal District north on Martin Luther King Jr. Boulevard. Extension of the renewal district boundary will allow use of urban renewal tools, such as tax increment financing, property tax abatement for rental housing, and site assembly to foster economic activity. Concern for quick action aimed at hastening revitalization of King Boulevard has prompted this early schedule for considering the possible expansion.

The best available market information indicates that an economic revitalization strategy for King Boulevard may successfully be built around the boulevard's role as one of Portland's major arterials. This strategy would take advantage of the market for auto-related development that the 30 to 40 thousand cars using King Boulevard each day creates. Additional action are needed to make the strategy successful. The depth of zoning back from King must be increased at development centers and nodes to allow the creation of larger sites. The best locations for these centers and nodes must be determined and other zoning actions should focus development at these centers and nodes. Opportunities for creating superblocks would allow the use of vacated streets for parking and development as well as creating multiple acre sites, perhaps as large as eight or ten acres. Urban renewal is a critical tool in assembling and marketing these larger sites.

Both Alternatives One and Two suggest that a major center be created around the intersection of NE Killingsworth Street and Martin Luther King Jr. Boulevard. This intersection is at the heart of the Albina Community. Attracting auto-oriented development to this location will support the employment objectives of the Albina Community Plan and will help to remake the image of all of King Boulevard as an area attractive to business investment and shoppers. Other areas along King Boulevard may prove attractive to industrial development, particularly for flex space development projects and new multi-family houses for moderate and middle income households.

This approach is totally inconsistent with continuing to consider Martin Luther King Jr. Boulevard as a light rail corridor. At best, the auto-oriented investments that could be attracted to King Boulevard would have to be viewed as interim development, to be replaced with transit-supportive development within ten to twenty years. The limited future that auto-oriented uses would have along King Boulevard would discourage investment and lessen the chances that any significant revitalization of King Boulevard will occur during the next ten or so years. If King Boulevard continues to be considered as a possible light rail alignment the inclusion of King Boulevard within an expanded urban renewal district should be delayed.

Urban renewal needs clear direction to be effective. Objectives and boundaries that will prove successful for auto-oriented development will be fundamentally different from those for light rail-oriented development. The kinds of development that will be attracted to light rail station areas will be quite different from those attracted to an auto-oriented traffic corridor. Light rail stations will attract local retail outlets that depend on transit patrons and other pedestrians for business. They will also attract significant amounts of new multifamily development, some with ground level commercial uses. Major retailing, office and other commercial development is not expected to occur in significant amounts. Light rail transit will improve access for Albina Community residents to commercial centers in the Central City, Hayden Meadows, Jantzen Beach and downtown Vancouver, Washington. Both on and off-street parking would be minimized. Industrial businesses would be discouraged, both near stations and along the corridor because of high land prices, conflicts with residential development, and congested access created by the light rail facility.

An urban renewal district located along a light rail line should include the area around each station, perhaps for as far as one-quarter mile away from the station. The area included would reasonably be as large as 125 acres at each station. Urban renewal would focus on developing amenities for transit patrons, assembling sites and marketing efforts. Tax increment generated in the district would be limited because most development would be residential rather than commercial and would be likely to be developed under property tax abatement provisions. Creating such a district should be considered only after a specific light rail alignment and station locations have been selected. A northern light rail alignment might be selected as early as 1995, selection at a later date is more likely.

Zoning Impact of Light Rail Transit

The land uses permitted and densities proposed as part of the Albina Community Plan will respond to the characteristics of each corridor and neighborhood. Areas of existing development, lacking either vacant land or significant redevelopment opportunity, will be zoned to reflect their current stable development pattern. Areas with vacant land and/or redevelopment

potential will receive zoning which allows new development at a scale and intensity that responds to the land use policies of the Albina Community Plan and Portland's Comprehensive Plan. These densities will try to ensure forms of development that are supportive of a cost-and energy-efficient public transit system, consisting of bus as well as light rail transit.

After a final alignment is selected, an additional transit station area planning process will be undertaken for each station area. One purpose of these studies will be to determine what improvements may be needed to help ensure the success of the light rail facility. Another purpose will be to evaluate the density or intensity of development permitted in the station area and increase the allowable densities to support the light rail facility. As is true with the Albina Community Plan, reconsideration of density issues will include balancing transit-supportive development values with potentially conflicting values such as historic preservation and neighborhood character. Additional regulations, such as the "t transit overlay zone" or the "d design overlay zone" may be applied as a result of this planning process. Changes in regulations would focus on pedestrian-oriented design, minimum density standards, and building placement issues. The types of uses permitted will generally remain those established during the Albina Community Plan process. For example, an area designated for Medium-Density Multifamily (R1 zoning which allows 40 to 60 dwelling units per acre) will remain multifamily but the density permitted may be increased by rezoning to High Density Multifamily of Central Residential (RH or RX zoning which allow 60 to 200 dwelling units per acre). Areas zoned for General Commercial or Storefront Commercial may be rezoned to Central Commercial near light rail stations.

Impact of an Alignment Other Than Martin Luther King Jr. Boulevard

Locating light rail on an alignment other than Martin Luther King Jr. Boulevard would create certainty for King Boulevard and allow a revitalization strategy to be initiated that focuses on taking advantage of King's high traffic volumes. While some commercial development is expected near light rail stations, the bulk of economic activity that light rail will bring will be residential development. New residential development around light rail stations will improve the likelihood of successful new commercial development projects along King Boulevard. Developing of job-producing commercial and industrial nodes along King Boulevard is more likely if light rail is located on another alignment. Martin Luther King Jr. Boulevard, with its potential for development on both vacant and underutilized parcels, is the best opportunity for new job-producing business investments in the Albina Community Plan study area. This potential can most readily be realized through auto-and truck-oriented commercial and industrial development projects that would tend to be incompatible with light rail transit, particularly if located within one-quarter to one-half mile of a light rail transit station.

Gentrification Impact

The Albina Community Plan promotes the revitalization of this part of Portland. Presently, conditions of economic neglect and underutilization characterize much of the Albina Community Plan study area, resulting in low property values and low rents. These conditions have created an area that offers some of Portland's most affordable housing and business locations. Success in attracting new investment will increase property values and rents and reduce opportunities that presently exist for affordable housing and start-up businesses. In turn, this success will create pressure within the study area for the displacement of existing lower income households and businesses by higher income households and more successful businesses. This process is known as gentrification.

Revitalization and gentrification cannot be separated. A major objective of the Albina Community Plan is to reduce the amount of displacement that will result from the successful revitalization of this area. Light rail will contribute to the revitalization of the area and to displacement pressures that revitalization will bring. Market studies indicate that light rail if located on an alignment other than Martin Luther King Jr. Boulevard, will be likely to attract more investment and development than would light rail located on King Boulevard.

Urban Renewal will also be used as a tool to aid the Albina Community Plan study area in attracting investment. Renewal tools may also be used to implement strategies aimed at reducing the displacement that will result from revitalization. The new renewal district described under the specific objectives for Alternative Two is intended to reduce displacement as are several of the Business Growth and Development implementation strategies.

Alternative Two suggests that renewal be used to funnel tax resources generated by rising land and improvement values into an expanded homestead program targeted to Albina Community Plan households at risk of being displaced. Such a program, combined with education and job creation targeted to area residents, can reduce displacement by increasing the economic resources and stability of households within the Albina Community Plan area. Within urban renewal districts businesses displaced by renewal-related development projects are eligible for relocation assistance from the renewal agency. Educational programs aimed at improving the business skills of the area's small business owners and programs (like mentoring small business owners) also aim at reducing displacement pressure. Addressing the gentrification and displacement issue will require the development of a multi-pronged strategy. Urban renewal could clearly play a significant role in implementing one or more effective strategies.

Timing of Light Rail Transit

The likelihood of development of a northern light rail facility in the future is high. Recent voter approval of a bond issue supplying the local match for the westside light rail corridor has moved that facility significantly closer to reality. Creation of a state funding source by the Washington State Legislature to support development of light rail from Vancouver to Portland is another positive sign. Recent congressional action allowing development of a single light rail corridor running from Clackamas County to Vancouver is another action which helps to ensure the future of light rail. Federal funding of the westside light rail facility at the 75 percent funding level will provide additional momentum for a north-south corridor. However, while these factors and others combine to create a strong likelihood, they do not provide a guarantee.

Recent passage of a property tax limitation measure in Oregon may prevent the State from providing its contribution of nearly 100 million dollars to the westside line. Therefore, the region may fail to provide the federal government with assurances required by the Federal Urban Mass Transit Authority (UMTA) to convince them that the westside project has all local approvals. Fortunately, these issues will be resolved within the next year. Even assuming that the green light is given for the westside light rail project, the timing for the northern line will have elements of uncertainty.

Federal rules prohibit local areas from having two or more light rail projects under development at one time. If federal funding is to support this project, significant work on the northern light rail line can not begin until after the westside line is completed. Construction for the westside line could require six or more years to complete from the time a final alignment is fixed and funding is assured. Only after the westside facility is operating will work involving expenditure of federal funds be able to begin on the northern corridor. It is possible that construction could start on the northern corridor in the next ten years. Current schedules show construction beginning as early as 1997. Construction will require four or more years to complete. A light rail line serving the Albina Community Plan study area is close enough that it should be included in planning efforts. However, many of the positive impacts resulting from development of the facility may not occur until the end of the 20-year horizon of the Albina Community Plan.

North/South Connection (Linkage with Milwaukie)

The southern light rail alignment decision will occur ahead of or in tandem with the northern light rail alignment selection process. The alignment for the connection of light rail through the Central City south to Milwaukie is not within the scope of the Albina Community Plan. Consideration of this alignment decision will be made as part of the Milwaukie light rail corridor environmental impact statement (EIS). The City's regional rail planners have indicated that the issue of whether the Milwaukie connection is

located on the east or west side of the Willamette River may be examined during the EIS process. It is presently Portland's hope that the EIS process for the Vancouver to Portland and Portland to Milwaukie lines will be combined and the Vancouver to Milwaukie line developed as a single project.

Additional Information

A more detailed discussion of issues associated with light rail and the economic revitalization of the Albina Community Plan study area may be found in the Background Report to the Albina Community Plan. The Background Report is available from the Portland Bureau of Planning.



Union & Russell (Oregon Historical Society)

Discussion Issue: Infill Development In Albina

The Albina Community Plan area is an established, developed inner city area with a variety of housing types. The area contains some of the oldest and most interesting housing in the City of Portland as well as some of its most neglected housing stock. Albina's share of vacant and derelict buildings is the highest in the city. The area also contains a large number of vacant lots that are the result of demolitions of residential and commercial buildings. A significant amount of its single family housing stock is used as rental property.

The built up nature of the area suggests that change will occur through the rehabilitation of the housing stock and/or construction of new housing on a small scale infill basis. Assembly of sites for large scale development will be difficult and may be undesirable if the character and scale of Albina's neighborhoods is to be preserved.

Albina serves as a place where those of low or fixed income can find affordable housing. The residents of Albina through the planning process expressed their desire to upgrade the appearance and quality of their neighborhoods while maintaining affordability. They fear gentrification and the loss of diversity both in the human and built environment. However, creating and enforcing higher levels of community appearance and improving the quality of the housing stock may lead to a housing market that drives out lower income residents.

One way to meet the goal of creating affordable housing opportunities is to increase the density of land uses and the variety of housing types and siting options. Increased density in the urban area is compatible with state land use goals and many of the neighborhoods' goals for a quality and diverse neighborhood. Successful commercial areas, a less auto-dependent community, energy-efficient housing and a variety of housing choices are a few of the benefits of increasing density. However, the word density is a frightening one for many residents of Albina who feel that deviation from single dwelling detached zoning will be destructive to their neighborhoods. Compatibility with existing development is key to the acceptance of new housing in the area. The disadvantages of high density are in part perceptual. People do not respond to a measure of density but rather to light and circulation patterns, the design of buildings, and the daily functioning of the neighborhood environment.

The two land use alternatives of the Albina Community Plan Discussion Draft suggest changes to Portland's Comprehensive Plan designations and zoning. Both alternatives propose increased levels of housing density. Increased density is encouraged along transit corridors, in areas that have high levels of redevelopment potential, and around the proposed

community focus areas and commercial nodes and centers (e.g., Killingsworth Street near Portland Community College's Cascade Campus and Jefferson High School). Areas that are currently zoned for single family but which have many non-conforming multifamily residential uses are also candidates for redesignation to multi-family.

Residential Infill Designation

The two alternatives propose the creation of areas of Albina to be designated as Residential Infill. The focus of the Residential Infill designation is development of vacant lots rather than the replacement of sound housing. The category contains a range of low density multifamily zones: R2, R2.5, and R3. Each of the alternatives proposes the addition of approximately 125 acres to the residential infill designations. During the discussion draft period the advantages of the various zones at specific locations will be a topic of public discussion. The final land use proposal for Albina would select among these three designations. All three zoning designations contain development standards that are intended to create desirable residential areas, safety, privacy, energy conservation, and recreational opportunities. The development standards generally assure that new development will be compatible with the existing residential character of the area while allowing flexibility for new development.

R3 is a low density multi-dwelling zone that allows approximately 14.5 dwelling units per acre or 1 unit per 3,000 square feet of site area. Density may be as high as 21 units if amenity provisions are used. The housing would be characterized by one and two story buildings and a relatively low building coverage. The major type of new development will be townhouses and small multi-dwelling residences. Currently there is no R3 zoning in the Albina Community Plan area.

R2 is a low density multi-dwelling zone that allows approximately 21.8 dwelling units per acre or 1 unit per 2,000 square feet of site area. Density may be as high as 32 units per acre if amenity bonus provisions are used. Allowed housing is characterized by one to three story buildings, but at a slightly larger amount of building coverage than the R3 zone. The major types of development would be duplexes, townhouses, rowhouses and garden apartments. Generally R2 zoning would be suitable near neighborhood collector and district collector streets, and local streets adjacent to commercial areas or major streets.

Both R3 and R2 have requirements for landscaping, outdoor areas, pedestrian standards, and recycling areas. Additional density is available to developers through amenity bonuses. Amenity bonuses may be granted for the inclusion of outdoor recreation facilities, children's play areas, three bedroom units, extra storage space, sound insulation, security features, energy efficient buildings, solar water heating and larger required outdoor areas. There is a maximum density increase of 50% of a project.

The R3 and R2 designations allow for a range of housing from single family, rowhousing, and duplexes up to low density apartment complexes. This permits a variety of housing development options.

R2.5 is a single-family designation that allows detached single-family houses and row houses. Row houses are dwelling units, each located on its own lot, that shares a common wall with another dwelling unit. Rowhouse regulations are the most prescriptive in the code. The three requirements that address appearance are:

- the front facade of an attached house may not include more than 40% of garage wall area;
- the roof of each attached house must be distinct from the other through either separation of roof pitches or direction or other variation in roof design;
- at least 8% of the area of each facade that faces a street property line must be in windows.

Impacts of Zoning Code Development Standards on Designing Affordable Housing

The zoning code can create opportunities for the development and maintenance of affordable housing. Flexibility in the code can allow a greater variety of housing types and site development options.

Communities around the country have encouraged the provision of affordable housing by reducing lot area, frontage requirements, and setback requirements and allowing cluster and zero lot line developments. Some communities modify site improvement standards for sidewalks, drainage, storm sewers and other utilities to encourage affordable housing development. Albina already has adequate infrastructure in place for denser development than currently exists, enhancing its ability to support affordable development.

As lot area, frontage and setback were reduced in other communities, planners found it important to adjust buildings and site designs. The main tradeoffs that occurred as lots became smaller involved parking, open space, and privacy of individual units. With smaller lots and reduced setbacks, conventionally designed house will not provide adequate privacy. Some design techniques that have been used to overcome the disadvantages of smaller lot sizes are:

- zero lot line development;
- integrating indoor and outdoor areas for more efficient use of the limited space. Integrate indoor and outdoor space by having indoor space open onto outdoor space both physically and visually;
- varying the exterior design and siting of buildings to improve the diversity of the streetscape;
- stronger landscaping, fence and wall requirements that ensure privacy and minimize impact of street traffic;
- allowing reduced front setback when parking is in the rear; and
- Provide adequate storage space to avoid garage being used for storage and cars parked on exterior parking pads, driveways, or in the street.

Community acceptance of small lot, higher density development depends on a project's compatibility with existing residential development. Differing lot sizes and configurations that exist in the older neighborhoods may be an advantage since infill will need to be sited and designed differently and will create a varied streetscape.

In general, Portland's zoning code recognizes the diversity of neighborhood and development types in Portland and responds with a flexible, performance standards approach. A design or site review process may encourage innovation and compatibility in housing by focusing on the total design of a site in its context following established guidelines. The seven areas proposed as historic districts will be subject to a design review.

Affordable Housing Overlay

The Albina Community Plan Discussion Draft proposes the development of an Affordable Housing Overlay. This overlay would establish standards or requirements that would provide an additional boost to meeting the goal of offering a variety of affordable housing choices that are compatible with the architectural character of Albina. Some of the proposals for the Affordable Housing Overlay include: eliminating off-street parking requirements for small multifamily residential developments and rowhousing, permitting second units in residential structures, and limiting infill development to attached residential as a means of increasing owner occupancy. Additional strategies that could be part of the overlay will be developed as part of the Albina Community Plan Discussion Draft process.

The code requires one parking space per primary living unit. As lots become smaller, providing parking spaces in an attractive manner becomes difficult. Solutions such as placing the garage under the house add to the cost.

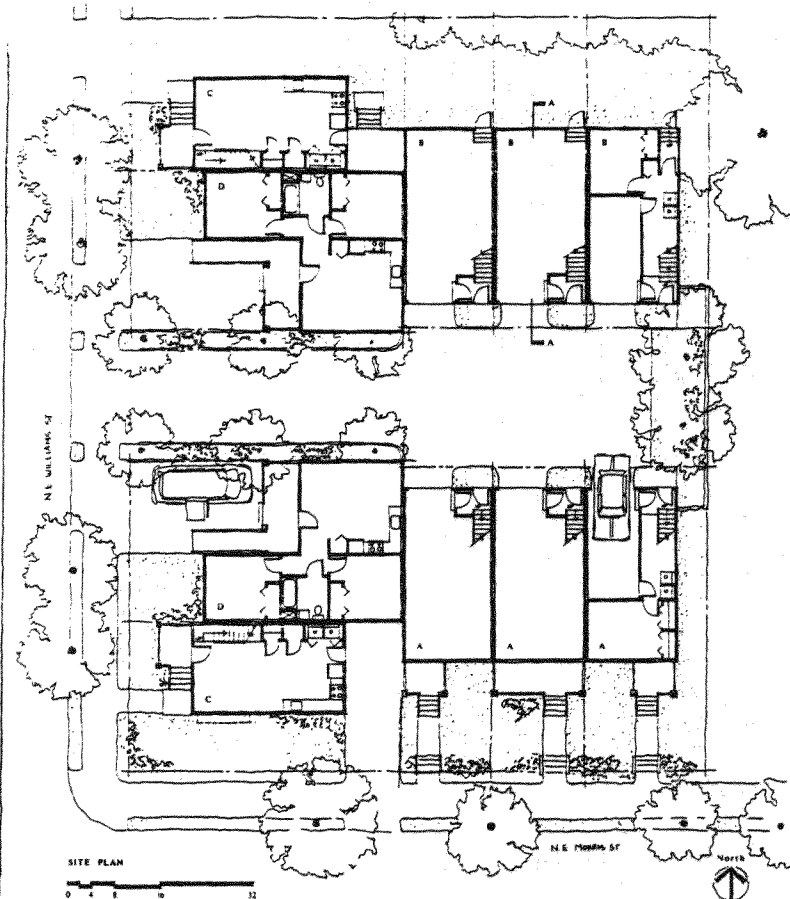
Allowing duplex conversion would give more flexibility to those wishing to create an additional living space. Creation of new duplexes with a funding mechanism to encourage homeownership would create opportunities for compatible infill, greater density, and meet the desires of the Albina community to maintain diversity, affordability and increase home ownership. R2 and R3 zoning allows new duplexes. New duplexes are allowed on corner lots or as transitional uses in R5. Duplex conversion is allowed in R2.5 but new duplex construction is prohibited except on corner lots. Duplex conversion can allow increased density without demolition therefore with reduced impact on the surrounding neighborhood's character and is another way to increase affordable homeownership options.

Allowing duplexes in this area may increase home ownership, provide additional affordable rental housing and be compatible with the general single family nature of Albina. It also could promote the development of a separate living unit for households. Houses in some neighborhoods are too small to meet the minimum 1400 square feet of primary unit required before one can create an additional accessory rental unit. The requirement for duplex conversion would allow a minimum of two 500 square foot units. An alternative to this may be to eliminate the minimum requirement for the primary unit.

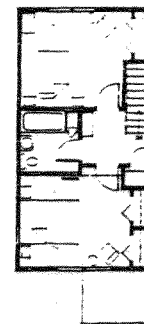
AIA's Ten Essentials

Infill development must be viewed differently from other types of development if it is to be compatible with existing development, take advantage of and add to the special qualities of these inner city areas.

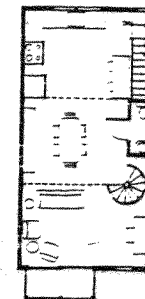
The development of the AIA's handbook Ten Essentials for the Albina Community and the related design competition provided a good basis for evaluating infill design in Albina and supplied designs for housing projects that are compatible with the Residential Infill designation. These designs show that new duplex, rowhouse, and multi-family construction can reflect and even enhance the character of the surrounding neighborhood while addressing such issues as off-street parking.



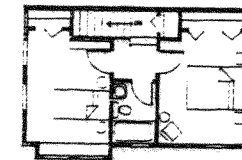
SITE PLAN
0 4 8 12



A SECOND FLOOR PLAN
0 4 8



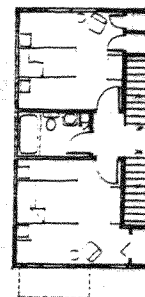
B SECOND FLOOR PLAN



C SECOND FLOOR PLAN



A FIRST FLOOR PLAN
0 4 8



B FIRST FLOOR PLAN

UNIT TYPES

The four unit types (A, B, C, D) are designed on a strict 4-0' module for material efficiency and ease of construction. Affordability and maximum flexibility are achieved in these units through unfurnished basement rooms and attic/loft under steeply pitched roofs. A wide range of buyers' needs is accommodated. Single story ground level units accommodate seniors and handicapped buyers. The townhouses are ideal for live/work or other arrangements. Through finished doors in the common walls, oversized windows create a sense of spaciousness inside while eliminating perceived building scale.

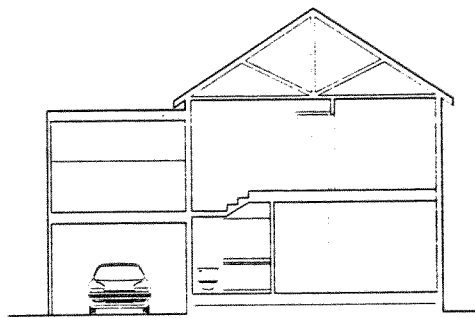
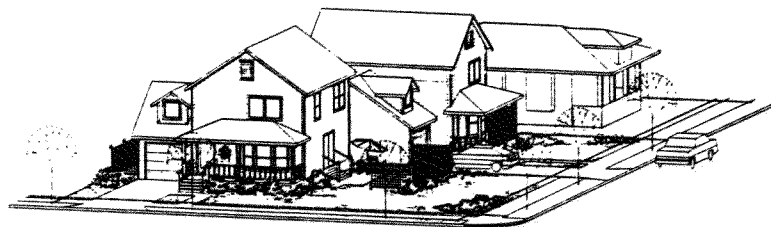


MORRIS STREET ELEVATION

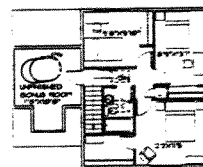


COURTYARD ELEVATION

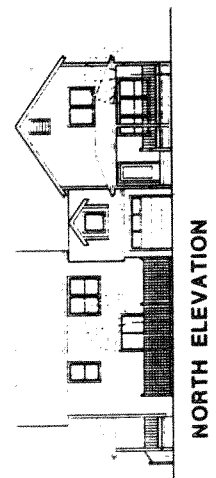
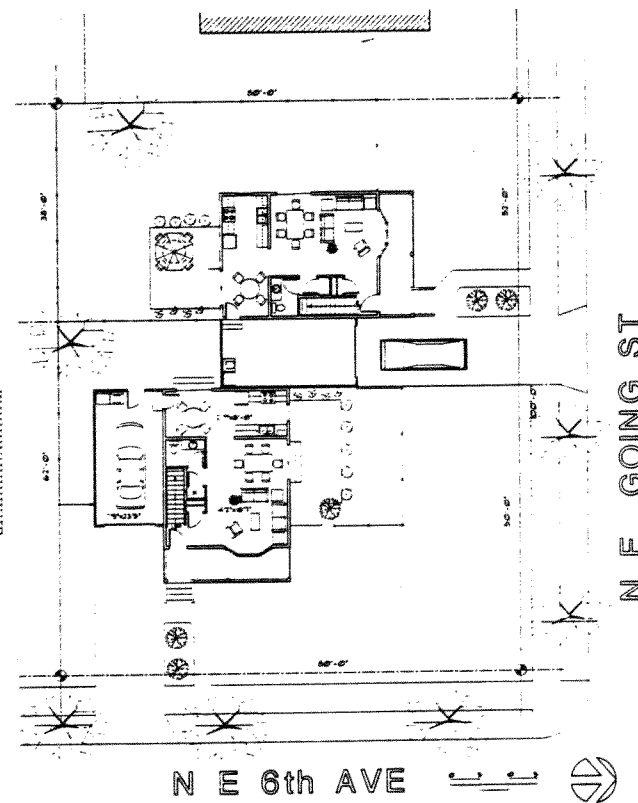
Drawing Courtesy of AIA
"The Essential Housing Competition" - 1991



BUILDING SECTION



SECOND FLOOR PLAN



NORTH ELEVATION



EAST ELEVATION

THE GOING CONCERN

A TWO-FAMILY DWELLING PROPOSAL FOR PORTLAND, OREGON

(2) THREE-BEDROOM RESIDENCES
ON INDIVIDUAL LOTS

TOTAL SITE AREA: 8,800 SQ. FT.
WEST LOT: 3,610 SQ. FT.
EAST LOT: 4,330 SQ. FT.

EACH RESIDENCE:
1,216 SQ. FT. FINISHED LIVING SPACE
288 SQ. FT. GARAGE
135 SQ. FT. BONUS ROOM

DESIGN GOALS

TO RETHINK THE AMERICAN DREAM WITHIN THE URBAN SETTING.
TO MAINTAIN THE PATTERN OF A SINGLE-FAMILY NEIGHBORHOOD,
ACHIEVED BY FACING THE HOMES ONTO BOTH STREETS.

TO SUPPORT A NEIGHBORHOOD SENSE OF COMMUNITY AND SHARED
RESPONSIBILITY, THROUGH ELEMENTS LIKE FRONT PORCHES AND
LOTS OF WINDOWS FACING THE STREET.

TO PROVIDE GOOD USABLE OUTDOOR AREAS, FENCES AND
LANDSCAPING ARE AN INTEGRAL PART OF THE DESIGN.

TO DEVELOP HOUSING AT A REASONABLE COST, YET ACCOMMODATE
GROWTH IN FAMILY SIZE AND INCOME. THE BONUS ROOM ABOVE
THE GARAGE IS UNFINISHED NOW, TO BECOME A FUTURE PLAYROOM
OR FOURTH BEDROOM.

Drawing Courtesy of AIA
"The Essential Housing Competition" - 1991



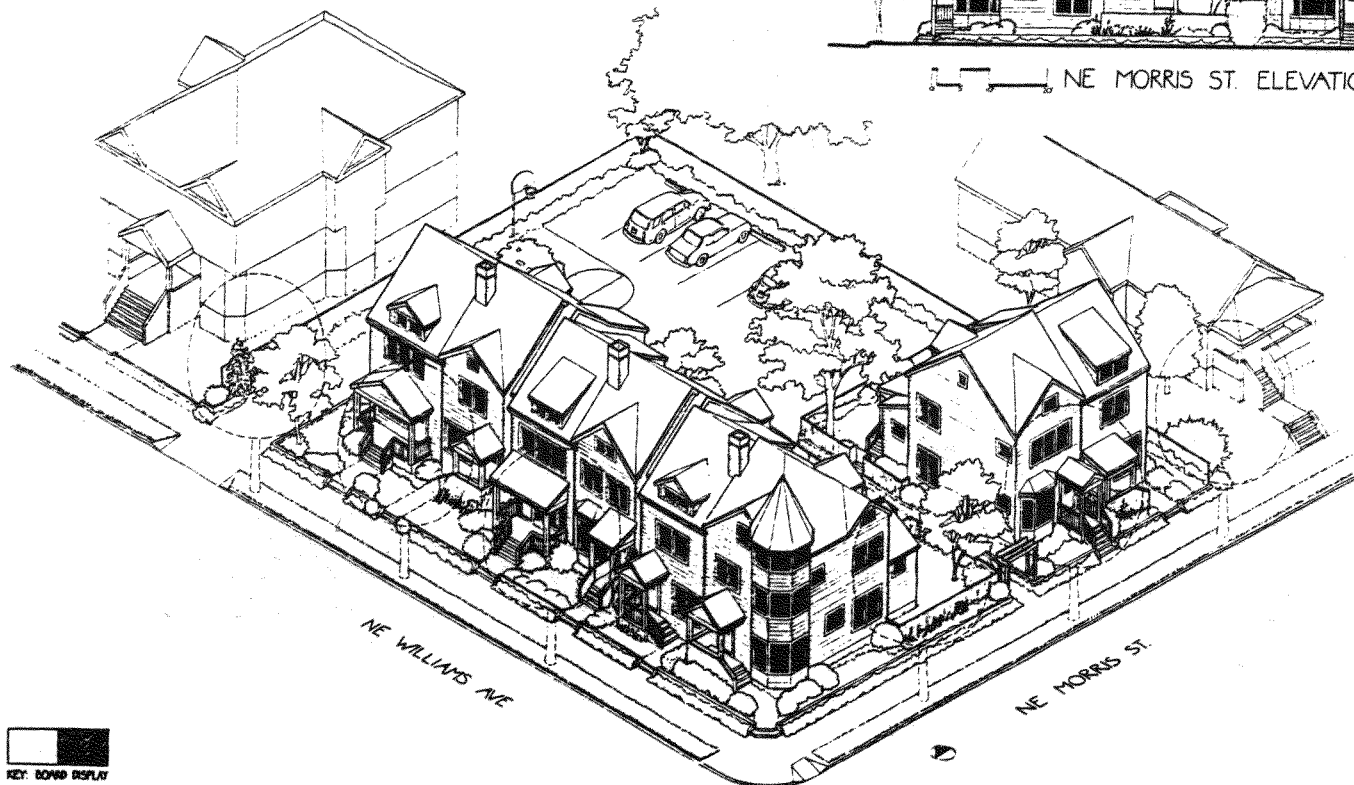
LOOKING SOUTH ON WILLIAMS



NE WILLIAMS AVE. ELEVATION



NE MORRIS ST. ELEVATION

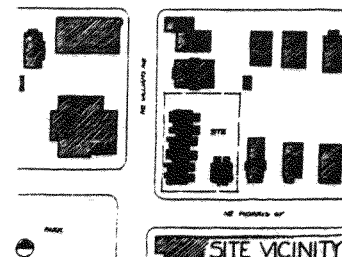


PORTLAND-ALBINA DISTRICT DOUBLE-LOT SITE

THE PROJECT PROVIDES 6 SMALL TOWNHOUSES SLIGHTLY FIT INTO AN EXISTING NEIGHBORHOOD DOMINATED BY TURN-OF-THE-CENTURY WOOD-FRAME BUNGALOW-STYLE HOUSES.

THE SITE ORGANIZATION DERIVES FROM THE SURROUNDING URBAN CONTEXT. THE TOWNHOUSES - STREET ORIENTED IN THE TRADITIONAL FASHION - ARE CONFIGURED IN SUCH A WAY AS TO EXPRESS THE INDIVIDUALITY OF EACH HOUSE YET ALSO ECHO THE EXISTING SCALE AND PATTERN OF HOUSE-SIDED-HOUSE WITH PAIRS OF HOUSES SEPARATED BY RECESSES IN THE EXTERIOR WALL. IN ADDITION, THE HOUSES STEP CLOSER TO THE STREET AS THEY APPROACH THE CORNER WHICH, IN COMBINATION WITH THE TURRET FACILITATES THE "LANDMARK" CONDITION ACROSS FROM THE CITY PARK AND VISUALLY TERMINATES THE OFFSET SECTION OF NE MORRIS STREET.

CONTEXTUAL "FIT" IS AN IMPORTANT ELEMENT OF DESIGN FOR NEIGHBOR REVITALIZATION ESPECIALLY FOR LOW-COST HOUSING TO AVOID THE STIGMA HISTORICALLY ASSOCIATED WITH THIS TYPE OF PROJECT.



Discussion Issue: High Density Multifamily

Multifamily Development in Albina

An important strategy for revitalizing inner north and inner northeast Portland is increasing opportunity for the development of multifamily housing. Multifamily is now referred to as multi-dwelling under the new Zoning Code. Rezoning areas to multi-dwelling is a feature of both the Albina Community Plan land use concepts, Alternatives 1 and 2. Enlarging the land area zoned for medium and high density multifamily housing will increase the total number of potential housing units, adding to the supply of affordable housing in the Albina Community. It will also help create the "critical mass" necessary to revive neighborhood commercial centers and support mass transit.

The long term result should be that commercial areas and institutions located along the Albina Community's major streets would be surrounded by low and medium density apartment buildings or condominiums. The desired streetscape would be similar to other areas of Portland built up with apartment buildings and commercial uses. Examples include NW 21st and NW 23rd Streets on the west side and SE Belmont Street and SE Hawthorne Boulevard on the east side. Near NE Broadway or the proposed light rail stations some high rise development might be desirable.

Sufficient residential densities would create a market for a variety of neighborhood serving retail businesses and services, making pedestrian oriented commercial areas viable again. Increased foot traffic on the Albina Community's streets would in turn increase their safety and make the area more attractive to residents. New multifamily housing would provide an opportunity for those employed in the community at institutions such as Emanuel Hospital, the Kaiser Medical facilities or Portland Community College to live close to work. These new residents could also make use of the light rail line for travel to downtown, the Lloyd Center and other surrounding retail, employment and cultural centers.

Full Block Zoning

Much of the land zoned for medium to high density multifamily housing in the Albina Community has not been developed with this use. With the exception of several large public housing projects, the only area with a significant concentration of high density housing in the Albina Community is between Tillamook and Broadway in Irvington. Two reasons for the lack of multifamily development are that areas zoned for multifamily are already occupied by other uses and that the site sizes are too small for any larger multifamily projects to be built. Also, much of the land zoned for multifamily is located in 100 foot strips that alternate with strips of General Commercial zoning along major streets. This is the situation along Killingsworth Street, Portland Boulevard and western portions of Lombard Street. Much of this land was and is in commercial use. It was downzoned

to multifamily to break up commercial strips in the early 1980s as part of the Comprehensive Plan rezoning. The 100 foot zoning depth puts a constraint on the development of multi-dwelling buildings in this area as well as commercial uses.

Under both Alternatives 1 and 2, full block zoning is recommended for both old and new areas that are zoned multiple dwellings. It is assumed that new medium and high density multi-dwelling projects will require large sites and will not be infill development. Some of this land such as along King Boulevard contains many vacant sites as well as land that has improvements of little value. Under Alternative 1, the total amount of land designated for medium to high density multifamily in the Land Use Study Area increases from the current 8% to 11%. Under Alternative 2, it increases to almost 14%. *The Concept maps on pages.21 and 22 show the location of new multi-dwelling zoning referred to on the maps as Residential Development.*

Range of Multi-Dwelling Designations Under Residential Development

The Residential Development designation shown on each of the alternative concept maps allows a range of medium to high density multi-dwelling zones. These include medium density multi-dwelling (R1), and high density multi-dwelling (RX and RH). Part of the public's review of the alternatives during the discussion draft review period includes determining what specific designations and corresponding zones fit best for each part of the study area. The purpose of this issue paper is to describe the types of development possible under these three designations and make comparisons between them. Their appropriateness for the portion of the Plan Area that is also included in the Central City Plan District and near proposed light rail station areas will also be examined. Illustrations from the NE Martin Luther King Jr. Boulevard Site Planning Study by Roberts Leeb Architects and Planners will be included to help visualize the types of projects possible under each designation. Compatibility with existing residential areas in neighborhoods surrounding the corridors for which the multi-dwelling zoning is proposed is a crucial consideration.

Characteristics of Residential Development Zones

Residential 1000 - R1

Of the three multi-dwelling designations, most of the land now zoned for this use in the Study Area has a designation of R1 which is a medium density multi-dwelling zone. R1 zoning is meant by the Zoning Code to be applied to land near neighborhood and district collector streets and local streets adjacent to commercial areas. Larger areas with this designation include the residential portions of the Eliot Neighborhood south of Russell between Williams and NE 7th and most of the Irvington Neighborhood south of Tillamook west of 22nd.

Density:

This designation allows a maximum density of one unit to be built for 1,000 square feet of site area and a minimum density of one unit to be built for every 2,000 square feet. Between 21 to 65 units per acre would be allowed. Allowed development would consist of duplexes, rowhouses, condominiums and apartment buildings of one to four stories or a mixture of these types on one site. Density can be transferred between lots on a block or between lots that would be abutting except for a right-of-way.

Height and Bulk:

Maximum height is 45 feet. This would be about three to four stories high. Portions of the building within 10 feet of the property line could not be more than 25 feet in height. Buildings within 30 feet of the street cannot be more than 100 feet long. Buildings can cover 60% of the site area. *See the alternative zoning envelopes on the next page for an example of how sites might be developed. These illustrations show building forms with maximum lot coverage and minimum lot coverage. They also show the site built at maximum and minimum densities.*

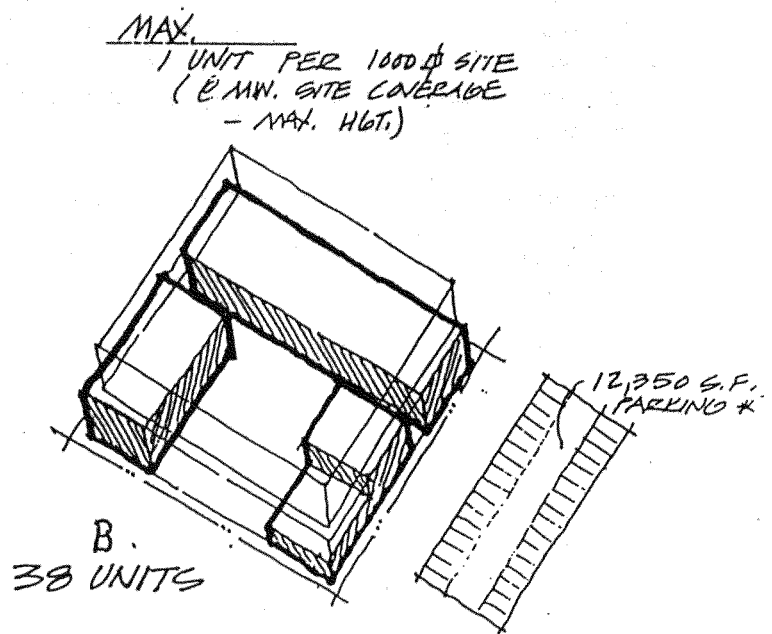
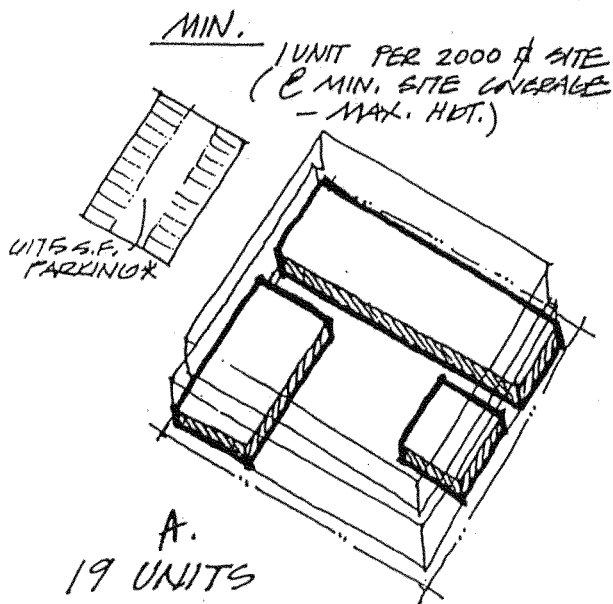
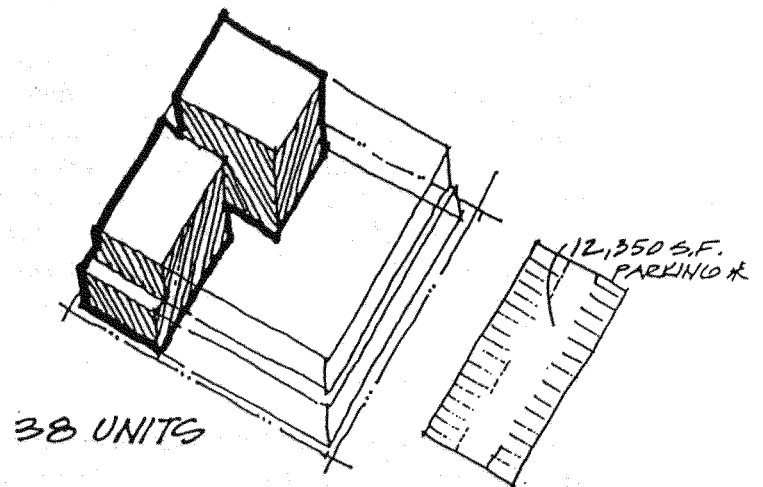
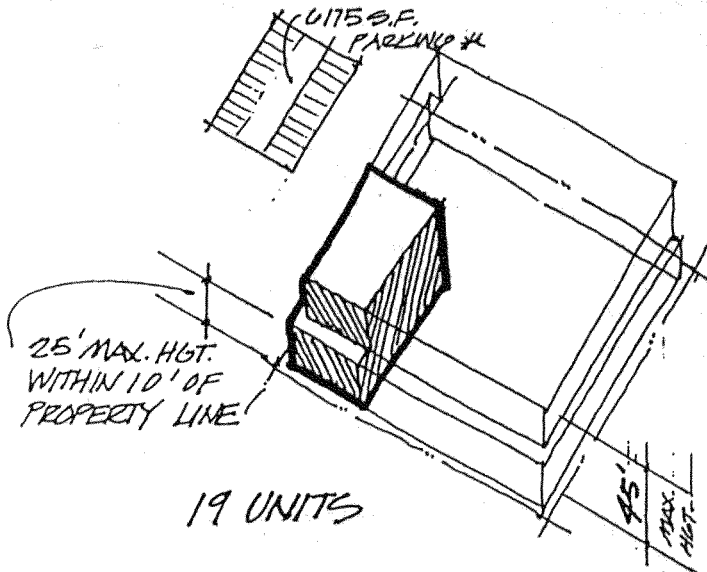
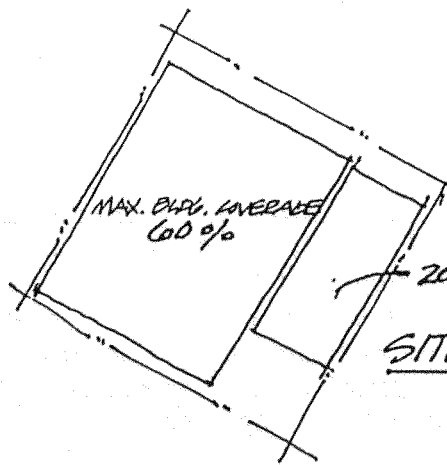
Landscaping and Parking:

Twenty percent of the site area must be landscaped. This can be lawn or a mixture of ground cover plants, trees and shrubs. One tree per 30 lineal feet is required. Outdoor areas are required to have a minimum dimension of 6 feet by 6 feet for individual units or a combined minimum dimension of 15 feet by 15 feet. Outdoor areas may be balconies or decks on upper levels. The areas can contain patios, picnic areas, garden plots or amenities such as swimming pools.

One parking space per unit is required.

Retail Service and Office Uses:

None is allowed in R1.



MIN. @ MAX SITE COVERAGE

MAX. @ MAX SITE COVERAGE

* PARKING S.F. BASED ON 325 S.F. PER SPACE INCLUDING CIRCULATION - ASSUMPTION ONE SPACE PER UNIT

N.E. MARTIN LUTHER KING JR. BLVD.
SITE PLANNING STUDY

ALTERNATE
ZONING ENVELOPES R1

ROBERT S. LEEB ARCHITECTS & PLANNERS

High Density Residential - RH

Very little land in the Study Area is currently zoned RH. Most of it is located to the south of Emanuel Hospital and is vacant. A few small areas are zoned for RH just north of Broadway and one area near PCC Cascade Campus. None are larger than a block and one-half. Areas zoned for RH are meant to be well served by transit and located near commercial centers. Much of the land in Northwest Portland east of NW 23rd Avenue south of Pettygrove Street is zoned RH.

Density:

Density is regulated by Floor Area Ratio (FAR), not by the number of dwelling units. This means for every square foot of site area you are allowed two square feet of floor area. The number of units depends on their sizes. Densities range from 43 to 120 units per acre. The minimum density is one unit per 1,000 square feet. The FAR for most areas zoned RH is 2:1. Areas closer to the Central City have a FAR of 4:1. Most of the RH zoned areas of NW Portland have the higher FAR. Development types would be low and medium rise apartment buildings or condominiums. Density can be transferred between lots on the same block or those that would be abutting except for a right-of-way.

Height and Bulk:

The height limit is 65 feet except within 10 feet of a street property line where it can only be 25 feet. Buildings can cover 85% of the lot. There is no limitation on the length of the building. *See the alternative zoning envelopes on the next page for an example of how sites might be developed.*

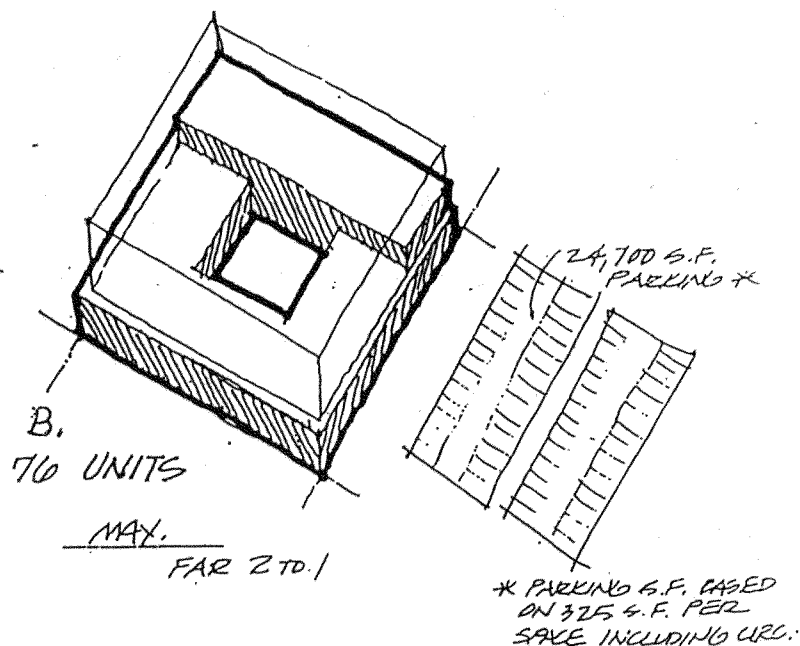
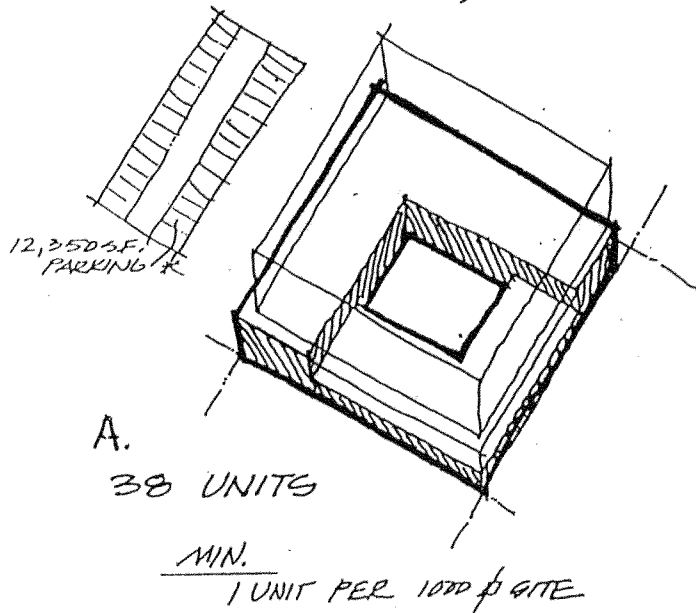
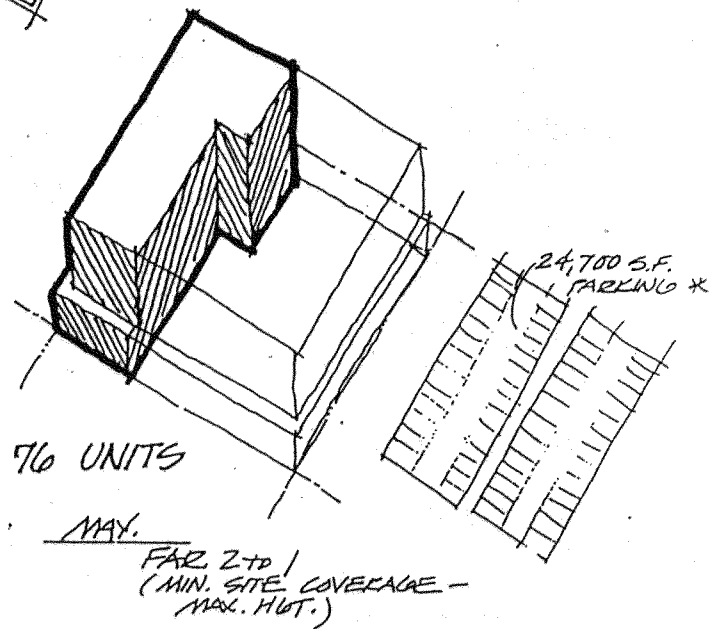
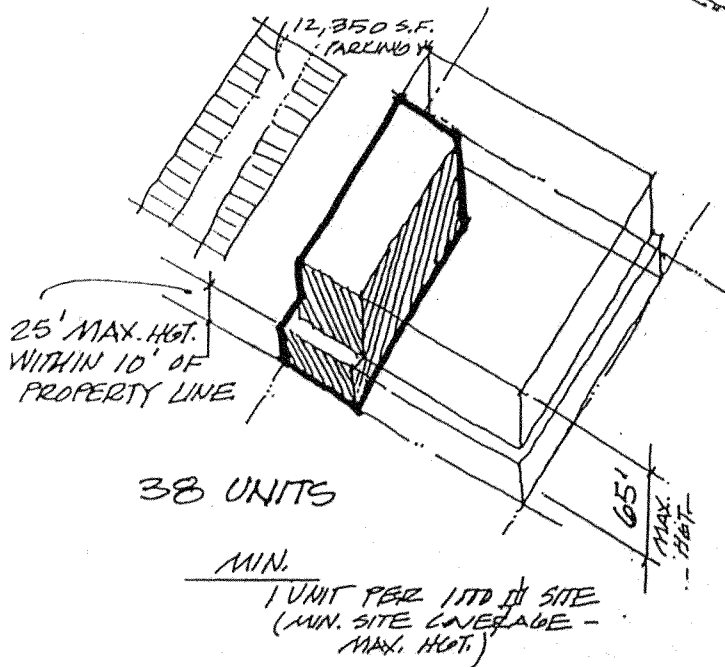
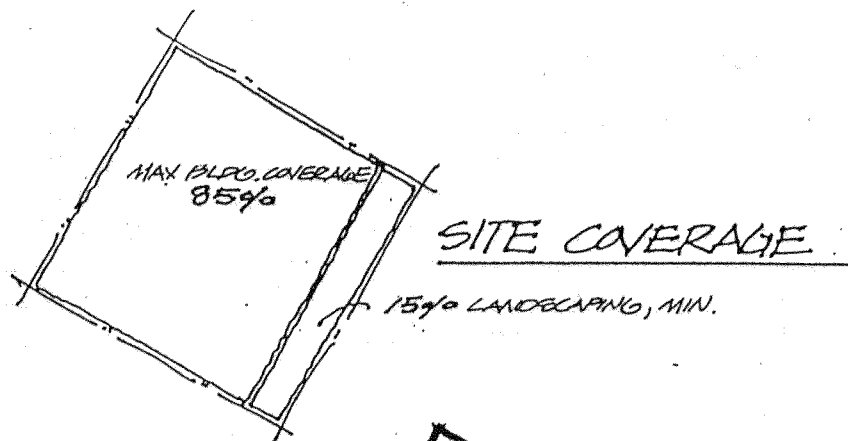
Landscaping and Parking:

Landscaping must cover 15% of the site area. There is no required outdoor space.

In buildings with one to three units no parking spaces are required. One space per two units is required in buildings with four or more units.

Retail Service and Office Uses:

Retail sales and service uses are allowed in a new development as a conditional use if it is within 1,000 feet of a light rail station or stop.



N.E. MARTIN LUTHER KING JR. BLVD.
SITE PLANNING STUDY

ALTERNATE ZONING ENVELOPES RH

ROBERT S. LEE ARCHITECTS & DESIGNERS

Central Residential - RX

This is the highest density residential zone and its regulations are generally administered in combination with those of the Central City Plan District. Generally RX zones are meant to be located near the center of the city where transit is readily available and commercial shopping areas and employment opportunities are nearby. The residential area of downtown Portland just west of the Park Blocks is zoned RX. On the east side there are a couple of areas zoned for RX in the Lloyd Center Area. One is located just east of Lloyd Center in the Sullivan's Gulch Neighborhood between 15th and 16th and another near Holladay Park Hospital between Halsey and Hassalo, NE 2nd and NE Martin Luther King Jr. Boulevard.

Density:

The FAR is 4:1. Densities are about 100 units per acre and up. The minimum density is one unit per 500 square feet of site.

Height and Bulk:

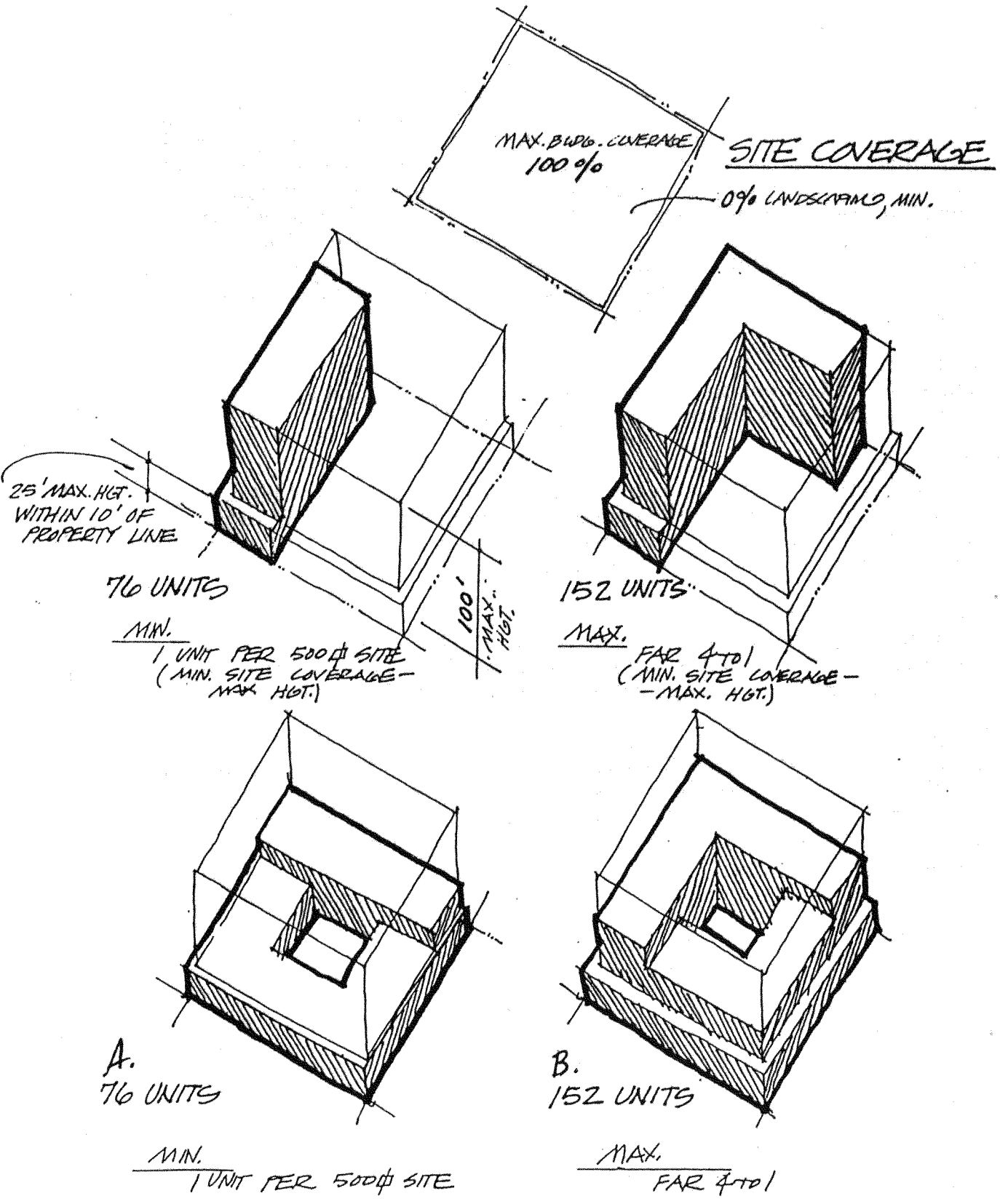
The height limit is 100 feet except for within 10 feet of the front lot line where it is 25 ft. There is no limit on maximum building length. Buildings can cover 100% of the site. *See the alternative zoning envelopes on the next page for an example of how sites might be developed.*

Landscaping and Parking

No landscaping or outdoor areas are required. No parking spaces are required except as stated in the Downtown Traffic and Circulation Policy. No parking areas are allowed between a building and any street.

Allowance of Retail Sales and Service:

Retail Sales, Service and Office uses are allowed by right to take up to 20% of the floor area of new developments. There are ground floor window requirements. Up to 40% of the building can be in these uses with a conditional use permit. Up 50% is allowed by conditional use if within 500 feet of a light rail stop.



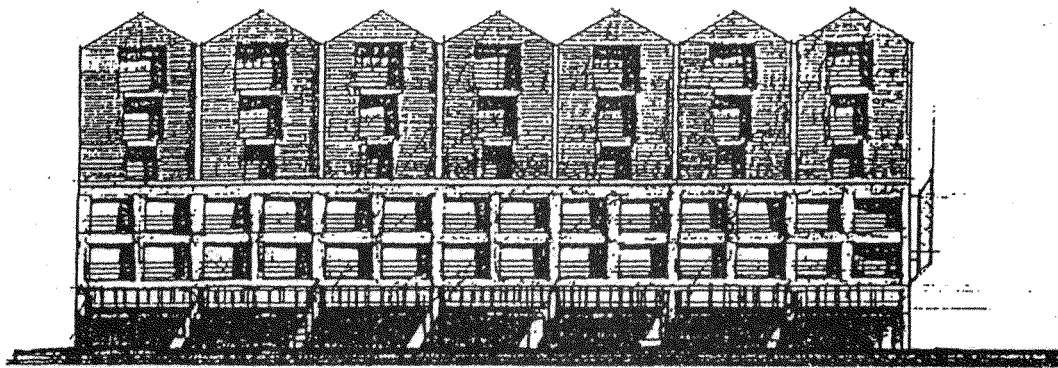
Compatibility with Existing Development

The characteristics of these three zones suggest that the medium density multi-dwelling zone, R1, is most compatible with low density multifamily and single family residential areas. Traditionally this zoning designation has been applied to land between commercial and single family residential areas. Landscaping of outdoor areas and parking lots reduce the impact of these uses on lower density residential areas.

Under this designation and RH, a mixture of housing types is permitted on a site or nearby sites under the density transfer provisions. Duplexes and rowhouses could be combined with low rise apartments. This allows the more dense portion of the project to be located adjacent a major street or commercial area and the less dense development to be located on the site adjacent to a low density multifamily or single family residential area. This zone lends itself to the development of garden court apartments, a common form of multifamily housing in north and northeast Portland. Triplexes and four-plexes could also be located on smaller lots in this zone as could townhouses and rowhouses. An example of a full block development of this type in the Study Area is located between Williams and Rodney Avenues, Russell and Sacramento Streets in the Eliot Neighborhood. Unthank Plaza, an apartment building originally built as housing for the elderly, faces Williams Avenue which is zoned for commercial and industrial uses. It is directly across from the Urban League Building on the west side of the street. On the other three block faces, two of which face residential areas, two story duplexes have been built.

The RH zone is useful for increasing densities near major traffic and collector streets. It may also be appropriate near major institutions such as Emanuel Hospital and Concordia College and PCC Cascade Campus. A small amount of land with this designation is currently located in these places. As in R1, a mixture of development types could be combined on a site allowing development to be stepped down adjacent lower density residential areas. *See the illustration on the next page that shows a proposed development on King Boulevard and note the difference between the scale of development between the west and east elevations.*

The lesser parking requirements make this zone appropriate for areas near light rail stations or commercial and employment centers. These include Albina Community neighborhoods adjacent to the Lloyd Center area or the new center along Killingsworth proposed in Alternative 2. The allowance of 20% of the floor area to be in retail, service or office use also makes this zone appropriate for those areas. In areas that contain small apartment courts and buildings from the 1910s and 20s which do not have parking, the RH zone allows infill development more like existing buildings. Large surface parking lots would detract from the built up urban character of these areas.



MARTIN LUTHER KING JUNIOR BOULEVARD

B₁ WEST ELEVATION



B₂ NORTH ELEVATION

B₁



B₃ EAST ELEVATION

B₂



B₁ SOUTH ELEVATION

B₃

N.E. MARTIN LUTHER KING JR. BLVD.
SITE PLANNING STUDY

SCHEME B RH

ROBERT S. LEEB ARCHITECTS & PLANNERS

The RX zone was originally intended for residential areas in the Central City that are built up with apartment buildings. Up to 40% of new developments in this zone can be in retail, service and office uses and no off street parking spaces are required. This zone should be applied in areas that are well served by transit and within walking distance of commercial uses. The area just north of the Lloyd Center area would be an example of such a location. Other appropriate locations would be directly adjacent to the Plan Area's major institutions such as the Emanuel Hospital Campus and PCC Cascade Campus. It might also be appropriate for small areas in Lower Albina that are built up with apartment buildings that come out to the edge of the sidewalk. Although the illustration of a possible RX project on NE Martin Luther King Jr. Boulevard is rather large given the scale of development in the Study Area, smaller, medium rise developments such as the McCormick Pier Apartments between the Steel and Broadway Bridges have been built on land with this designation in Portland. *See the illustration below for an example of a development in RX.*



SIDE STREET ELEVATION

N.E. MARTIN LUTHER KING JR. BLVD.
SITE PLANNING STUDY

SCHEME A RX

ROBERT S. LEEB ARCHITECTS & PLANNERS

GLOSSARY

Albina Community Plan Area:

The area within the boundaries of the Albina Community Plan Study Area. It includes both the Land Use Study Area and the Impact Area.

Albina Community Plan Impact Area:

Two areas surrounding the Study Area: westernmost Arbor Lodge, Overlook and Eliot neighborhoods and the area north of Columbia Boulevard between I-5 and NE 33rd. Changes in land use designation or base zones will not be considered but programs and policies may be proposed within the area that supports the objectives of the Albina Community Plan.

Albina Community Plan Land Use Study Area:

All or portions of 13 inner north and inner northeast neighborhoods in which changes in land use designation will be considered. These neighborhoods are Arbor Lodge, Boise, Concordia, Eliot, Humboldt, Irvington, Kenton, King, Overlook, Piedmont, Sabin, Vernon and Woodlawn.

Amenity Package:

A set of additional requirements designed to significantly improve the livability of a project which, if included in a project, allows a bonus density increase.

Arterial Streets Classification Policy:

A policy adopted by City Council in June 1977, which defines the transportation uses and level of activities on city streets.

Auto-oriented Land Uses:

Functional activities of two types: 1) those which are auto-related (such as gas stations and auto repair shops); and 2) those which by their design attract primarily customers and employees arriving by automobile (such as drive-in restaurants).

Background Document:

A three volume publication by the Portland Bureau of Planning providing factual information on the Albina Community Plan Area. It includes land use findings, census data and a description of the Plan Area's economy. A set of workshop results accompanies the document.

Block Watch:

An Office of Neighborhood Associations crime prevention program. In residential areas, residents on a block organize to watch each others homes and report suspicious activities to the police. Neighborhood Watch signs may be posted as part of the effort. Business Watch is an equivalent program for commercial areas where business owners organize to watch each other's businesses.

Block Homes:

A program sponsored by the Portland Police Bureau and the PTA in which households and businesses volunteer to be safe havens for pre-teenage children in emergencies.

Building Codes:

Legislative regulations that prescribe the materials, requirements and methods to be used in the construction, rehabilitation, maintenance and repair of buildings. Several national building codes have been established for adoption by individual states. Oregon has adopted the Uniform Building Code (UBC), developed by the International Conference of Building Officials.

Bureau of Planning:

The professional staff responsible for providing the Portland Planning Commission with the research and information necessary for the Commission's recommendations to the Portland City Council.

Center:

A concentration of medium to high intensity commercial, institutional or industrial uses or a combination of these that provides a draw for the population in surrounding neighborhoods and the region. An example would be the Lloyd Center.

Central City Plan District:

The Plan District that contains Portland's central business district and surrounding areas. This District as defined in the Central City Plan includes the Lloyd Center and Lower Albina areas in Northeast Portland. Both Irvington and Eliot have portions of their neighborhoods that are in both the Central City Plan District and the Albina Community Plan Area.

Citizen Involvement:

A term used to describe citizen participation. LCDC Goal 1 requires that citizens be involved in all phases of the comprehensive planning process.

Columbia South Shore:

A large industrially zoned area in the eastern portion of the Columbia Corridor. This area contains a Plan District and an Urban Renewal District. The Plan district and the Urban Renewal District share some area in common.

Columbia Corridor:

All property between Columbia Boulevard and the Columbia River from the Rivergate Industrial area to the eastern City limits. It includes the Portland International Airport.

Community Development:

Activities and programs designed to strengthen the physical, social and economic conditions of an area with a view toward making it a more healthful, prosperous and gratifying place to live. The City of Portland receives federal funds for community development through the Housing and Community Development Act of 1974.

Community Gardens:

A Parks bureau program where gardening plots are made available to those wishing to grow vegetables and flowers for a nominal fee.

Community Policing:

An approach to law enforcement recently adopted by the Portland Police Bureau based on building problem solving partnerships between citizens and the police.

Community Reinvestment Act:

This 1977 federal law requires that banks and thrifts invest in the neighborhoods that they serve. As part of the savings and loan bailout, new provisions requiring these institutions to report on loans that they have either approved or denied were added in 1989. Lenders with negative ratings may be denied the right to expand or conduct business ventures requiring federal approval.

Comprehensive Plan:

The current adopted Comprehensive Plan for the City of Portland. This land use plan is intended to guide the future growth and development of the city. In 1973, The State Legislature adopted Senate Bill 100(ORS197) which mandates that comprehensive land use planning by Oregon's cities and counties. Portland's plan was approved or "acknowledged" by the state in 1981. The City's Zoning Code is a major implementation tool of the Comprehensive Plan but is not part of the Plan.

Conditional Use:

A use only permitted when certain conditions governing the development are established. Schools, churches and hospitals are common conditional uses in residential zones.

Curb Ramp:

Curb cuts on corners where two sidewalks meet to allow those in wheelchairs crossing the street.

Corridor:

A three- to five-block wide area running along the length of a major transit street which is designated for medium density apartment and commercial land uses.

Density:

The average number of persons, households or dwellings per acre of land.

Derelict Building:

A term used in the Bureau of Buildings report Vacant Buildings by Neighborhood published in August 1990. It refers to a building which is both vacant and either in violation of the City's Housing Maintenance Code or Nuisance code or open to unauthorized access or boarded up.

Downzoning:

A change from the current zoning classification of land to reduce the intensity or density of development permitted. The opposite is upzoning.

Environmental Impact Statement (EIS):

A requirement of the National Environmental Policy Act of 1970 that all governmental agencies and licensees must document the probable effects on the environment when undertaking new construction. An EIS is a requirement for projects built with federal funds. One will be required before the northern light rail line is built.

Floor Area Ration (FAR):

A method for determining the maximum gross floor area permitted for all buildings or building on a given site through the use of an assigned ratio. For example, given a ration of 6:1 on a downtown city block of 40,000 square feet, the maximum floor area permitted would be 240,000 square feet. This might translate into a 30-story apartment building with each floor containing 8,000 square feet.

Forty Mile Loop:

A recreational trail system planned to link Portland's major parks and natural areas. The proposed trail is now much longer than forty miles and some of it has been developed. In the Albina Community Plan Area, the trail follows the Columbia Slough and Willamette Boulevard and N. Greely below Willamette Boulevard.

Housing Opportunity:

The number of housing units that would exist if an area was built out to the maximum allowed by the zoning.

Historic District:

An area containing a number of lots, blocks and buildings that has special historical, architectural or cultural significance as part of the heritage of the city. In Portland, these districts are identified by the Historical Landmarks Commission.

Incubator Industry:

A recently-formed small industrial business which is not yet well established.

Infill:

Infill development is the construction on scattered vacant lots in developed neighborhoods as opposed to building on large parcels of vacant land in relatively undeveloped areas.

Infrastructure:

The utilities and basic services, such as roads and sewers, essential for the development, operation and growth of a city.

Industrial Sanctuary:

A Comprehensive Plan designation for areas where the City policy is to reserve land for existing and future development. Nonindustrial uses are limited to prevent land use conflicts and to preserve land for industry. The corresponding zoning designations are General Industrial and Heavy Industrial.

Intensity:

The type or level of such things as traffic, pedestrian activity, number and height of structures or noise generated by a land use. The more activity, the greater the intensity of use.

Labor-intensive:

A business or industry employing a high number of people per acre.

Land Bank:

Acquiring land to be reserved for some future purpose.

Land Conservation and Development Commission (LCDC):

A state agency empowered by Oregon State legislation to establish and enforce state-wide planning goals and guidelines and coordinate land use planning for the state of Oregon. LCDC has established goals in 19 substantive areas which are binding on local governments throughout the state. Each goal is accompanied by a set of guidelines listing the suggested directions which would aid local governments in achieving the goals.

Land Use:

The way in which land is used. Land use is generally described in terms of such things as the size of the lot, the size and location of the structure on the lot and the activities that take place within the structure. Activities not directly associated with land, such as housing construction, population growth, traffic flow and job development are influenced by the way land is used.

Light Rail Alignment:

Route of the proposed light rail line running through inner north or northeast Portland to Vancouver Washington.

Local Improvement District (LID):

A system whereby adjacent and benefitting property owners share in the expense of public improvements.

Major Traffic Street:

A city street which is intended to serve as a principal route for movement of traffic to and within major areas of the city.

Manufactured Housing:

Housing, such as mobile homes, that is shipped to the site either as a completed unit or as a number of complete sections or rooms which can be joined on-site with a minimum of effort.

Metropolitan Service District (Metro):

A directly-elected regional government, the first of its kind in the nation, responsible for metropolitan aspects of land use planning and other regional services.

Mixed Use:

Development on a site that combines residential uses with commercial or industrial uses.

Multiple Resource Nomination:

A type of a Historic District to be placed on the National Historic Register where only the significant buildings are documented and eligible to receive tax benefits.

N/NE Economic Development Alliance:

A non profit corporation comprised of inner north and northeast businesses, leaders of community groups and interested individuals.

NE Workforce Center:

A center at PCC Cascade Campus that provides information on job openings, job training and counseling and support in the job search effort.

Neighborhood Traffic Management Program:

A program of Portland's Office of Transportation which works with neighborhoods to reduce speeding and traffic on local streets through the development of traffic management projects and traffic management devices.

Neighborhood Watch:

See Block Watch

Node:

A small group of similar uses such as retail businesses that are located where two streets intersect. Commercial, industrial and institutional uses are encouraged to locate together to create a clear sense of identity and to attract additional activity to the area.

Nonconforming Use:

A building or use that is inconsistent with the zoning regulations. If erected before the enactment of the regulations, it may continue its use, but a new nonconforming or different nonconforming use may not be substituted. Most zoning ordinances prohibit the enlargement of a nonconforming use. Many ordinances permit the rebuilding of the nonconforming premises when destroyed by fire. Once the use is abandoned, however, the right to its restoration is lost and the future use of the premises must conform to the zoning.

Office of Neighborhood Associations:

A City of Portland bureau which provides assistance in developing organizations and information exchange within the city network of neighborhood associations.

Overlay Zones:

Overlay zones are special "supplementary" restrictions on the use of land beyond the requirements in the underlying zone. A parcel of land may have more than one overlay zone.

Park Blocks:

A series of small blocks in the center of the right of way used as open space. These blocks can be planted with grass and trees similar to those on Ainsworth Street and Omaha Avenue.

Pedestrian districts:

An Arterial Streets Classification Policy designation for areas of heavy pedestrian usage such as neighborhood commercial areas. It is intended that the district contain street space for pedestrian activities and good access to transit stops and parking facilities.

Pedestrian-Oriented Development:

Development which is designed with an emphasis primarily on the street sidewalk and on pedestrian access to the site and building, rather than on auto access and parking areas. The building is generally placed close to the street and the main entrance is oriented to the street sidewalk.

Portland City Council:

The City Council is composed of the Mayor and four Commissioners. This body is responsible for adopting Portland's Comprehensive Plan after a series of public hearings.

Portland City Planning Commission:

The Planning Commission is composed of nine citizen members appointed by the Mayor and approved by City Council. The Commission's role is advisory to the City Council.

Portland Metropolitan Region:

The urban portions of Multnomah, Clackamas, Washington and Clark counties.

Principal Use:

The main purpose for which land or a building is designated or occupied.

Rowhouses:

Single-family houses built on narrow lots and without side yards. These houses are built to the property line without any space between them and so when seen, can give the impression of a row of houses.

Scenic View:

A scenic view is one that can be framed, wide angle or panoramic and may include natural and/or manmade structures or activities. A scenic view may be from a stationary viewpoint or be seen as one travels along a roadway, waterway or path. A view may be of a faraway object such as a mountain or of a nearby object such as a bridge.

Special Needs:

Populations such as the physically handicapped who need additional assistance in daily living and to participate in the life of the community.

Ten Essentials for North/Northeast Portland Housing:

Guidelines prepared by the Portland chapter of the American Institute of Architects Housing Committee for new construction and renovation of housing in North and Northeast Portland. The guidelines are primarily taken from existing patterns and design elements that the committee observed in five Land Use Study Area neighborhoods - Piedmont, King, Sabin, Boise and Eliot.

Tax Increment Financing:

A method of financing public improvements and specific projects. The value of a designated area, the Urban Renewal District, is frozen for property tax purposes and the tax proceeds from the increase in value due to the improvements is used to pay off the indebtedness for those same improvements for a period of years. Property values for the Convention Center Urban Renewal District will be frozen for 17 years.

Technical Advisory Committee:

A group of representatives from relevant City Bureaus and other local public agencies that review proposed plan policies and actions and otherwise advise the Albina Community Plan staff.

Transit-oriented Land Uses:

Activities which by their design attract, or have the potential to attract, a significant proportion of customers and employees by means of transit, bicycle or pedestrian modes. Such land uses have a lower demand for parking than auto-oriented land uses.

Upzoning:

A change from the current zoning classification of land to increase the intensity or density of development permitted. The opposite is downzoning.

Urban Growth Boundary:

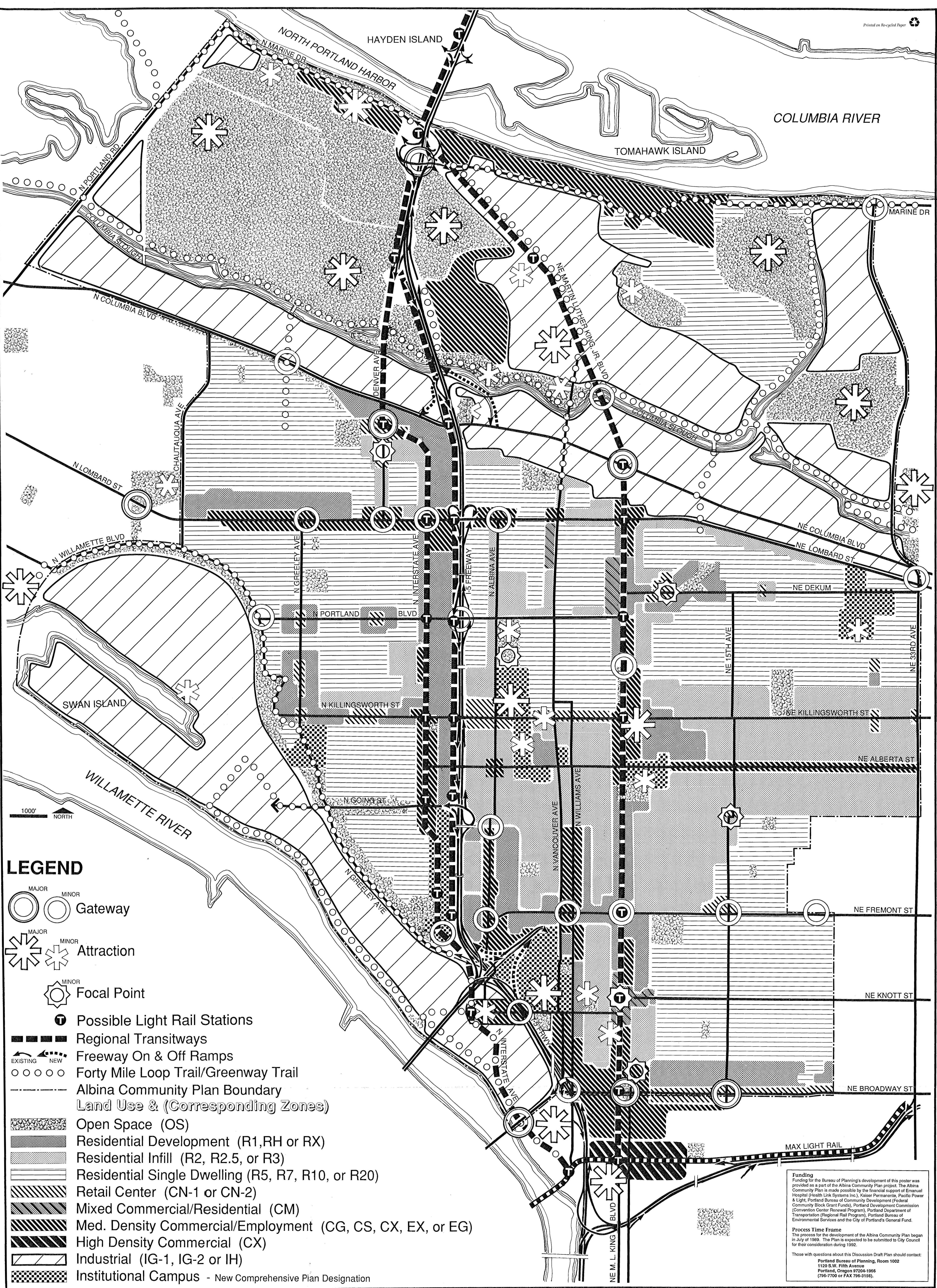
A line which delineates the future development of the urban area. Within the boundary, all the facilities and services necessary for urban development will be provided; outside the boundary, service extensions will be restricted and development restricted in intensity. The LCDC goal on urbanization requires that all incorporated cities in Oregon establish such urban growth boundaries.

Urban Renewal District:

The designated area to receive improvements. (See Tax Increment Financing).

Zoning:

In general, the demarcation of a city by ordinance into zones and the establishment of regulations to govern the use of the land and the location, bulk, height, shape, use and coverage of structures within each zone.



The Discussion Draft Albina Community Plan

These concept plan maps present alternative possible comprehensive plan designations and some of the principal transportation and urban design features of the Discussion Draft Albina Community Plan. These concept plans were developed by the Bureau of Planning in response to the Albina Community Plan outreach process that took place during 1990. These Alternative Concept Plans should be considered in conjunction with the Discussion Draft Albina Community Plan booklet. The booklet presents the complete plan, including changes to the Comprehensive Plan, goals, policies and specific implementation actions for each of twelve policy areas. The Albina Community Plan is intended to be a comprehensive plan that addresses issues beyond land use. Proposals in the areas of family services, education and public safety are important parts of the plan. However, these topics do not lend themselves to being depicted in the map format.

The land use designations shown on each of the alternative concept maps are compressed into general categories. The final Plan will be more detailed and will make use of the full range of land use designations possible under Portland's Comprehensive Plan. At this early stage we are presenting general land use concepts using broad land use categories. Part of the public's review of the alternatives includes determining what specific designations and corresponding zones fit best for each part of the study area. For example the alternatives show the category "Residential Infill." This category includes Portland's R2, R2.5 and R3 zones. The three zones share the characteristic of being the lowest density

residential zones that are transit supportive. The three zones cover the range of density from 14 to 21 units per acre. The R3 is the lowest density zone characterized by lower height limits, smaller buildings and greater landscaping. In the R2.5 zone new multi-family density must be built as rowhousing; this emphasizes owner occupancy while allowing development that is energy efficient and transit supportive. The R2 zone allows apartments, condominiums and rowhouses. Projects in the R2 zone are denser than those in the R3 and R2.5. Development in all three of these zones is more likely to result in development on vacant land than through removal of existing housing. There are other differences between the zones. A complete description of the land use designations and zoning used in the alternative concept plans is provided in the discussion draft booklet.

The ideas presented in the alternative land use concepts are not mutually exclusive. Ideas from one concept alternative may be interchanged with those from the other alternative in the plan proposed by the Bureau of Planning to the Planning Commission. New ideas suggested during the review of the Discussion Draft Plan will be added. The concept alternatives are intended to contrast choices that must be made in planning for the future of the Albina Community Plan study area. The differences between the alternatives are intended to stimulate discussion about these choices.

Alternative 1 Land Use Concept Plan

Alternative 1 is built on the basic direction set by Portland's 1980 Comprehensive Plan Map. Land use in the Albina Community is set at the greatest intensity near the Central City. As the distance from the Central City increases the intensity and density of the activity allowed is reduced.

Higher density development in the Albina Community extends north in two north-south corridors. One corridor is located along Martin Luther King Jr. Boulevard, the second corridor is located along Interstate Avenue. The area also contains east-west corridors. The east-west corridors allow less intense development than is permitted along King Boulevard and Interstate Avenue. These east-west corridors are located along Lombard, Killingsworth and Alberta Streets. The area also contains several smaller commercial nodes. These nodes provide locations for retail and service uses that meet the needs of the surrounding neighborhood.

Development is to be concentrated into compact centers and smaller nodes to promote the formation of a critical mass of investment. Parts of these corridors are to be set aside for commercial developments and other areas for multi-family housing and institutions. Commercial centers and nodes are surrounded by higher density housing areas that help provide the market support these commercial areas need. Housing areas also create opportunities for new housing to be built at locations that are convenient to business centers and public transit. Concentrating multi-family development at centers and nodes also creates an opportunity for new building to occur without placing redevelopment pressure on remaining concentrations of historic and well maintained housing.

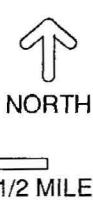
CONCEPT PLAN *Alternative 1*

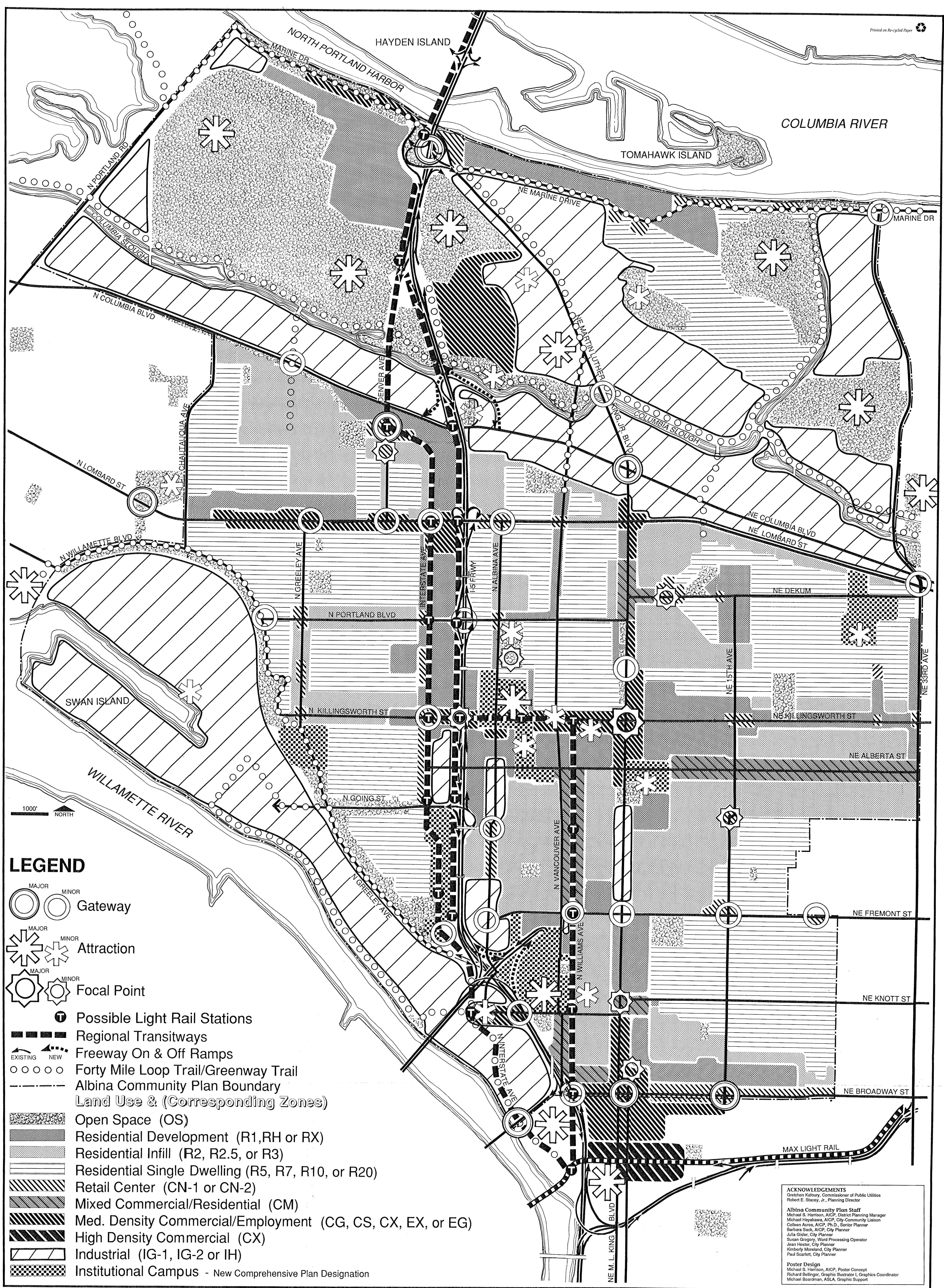
ALBINA COMMUNITY PLAN



CITY OF PORTLAND
BUREAU OF PLANNING
APRIL 1991

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The Discussion Draft Albina Community Plan

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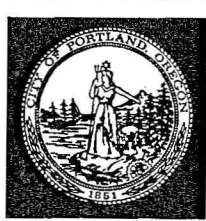
Alternative 2 Land Use Concept Plan

Alternative 2 proposes that a new commercial and high density residential center be established near the middle of the Albina Community Plan study area. This new center would be built up along Killingsworth Street between Interstate Avenue and Martin Luther King Jr. Boulevard. Anchored by Portland Community College's Cascade Campus and Jefferson High School the commercial focus of the center might build on the rich diversity of ethnic populations within the Albina Community.

This new urban center is located roughly half way between the concentration of recreational attractions and retail firms in the Columbia Corridor and the Central City's Lloyd Center/Coliseum District with its growing number of attractions. Both the Central City and Columbia Corridor are expected to experience significant growth over the next twenty years. Some positive consequences of this growth will accrue to those living within the Albina Community. New jobs created in these areas are accessible to Albina's residents, both areas are located within the Enterprise zone where the City offers incentives to employers who will commit to hire from the area. Some interest in development and investment will naturally spread both north of Broadway Street and south of Columbia Boulevard. However, the positive development of these areas is unlikely to affect areas more than one mile from the Albina Community's edges. From Broadway to Columbia Boulevard is a distance of over five miles. Establishment of a new development center on Killingsworth is intended to accelerate the investment in the heart of the Albina Community.

CONCEPT PLAN *Alternative 2*

ALBINA COMMUNITY PLAN

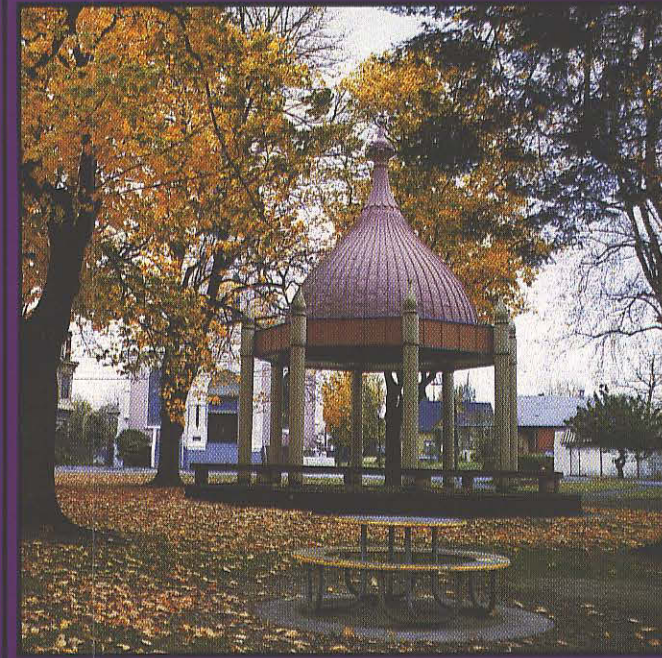


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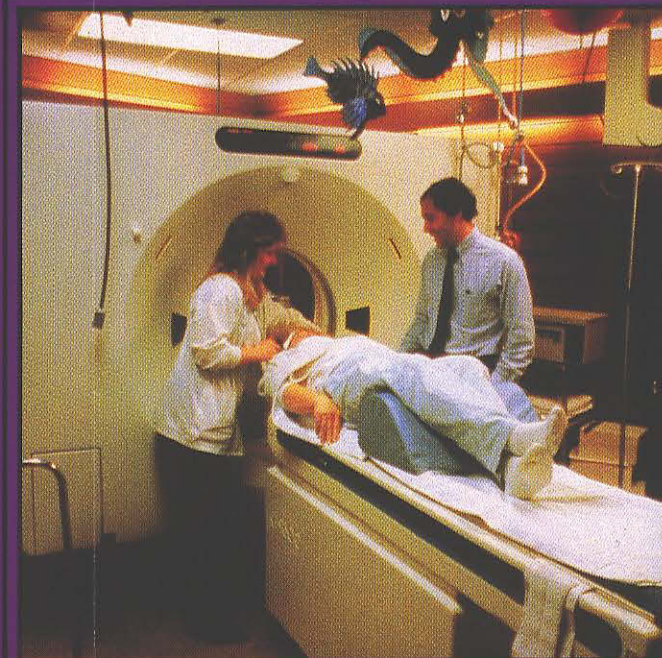
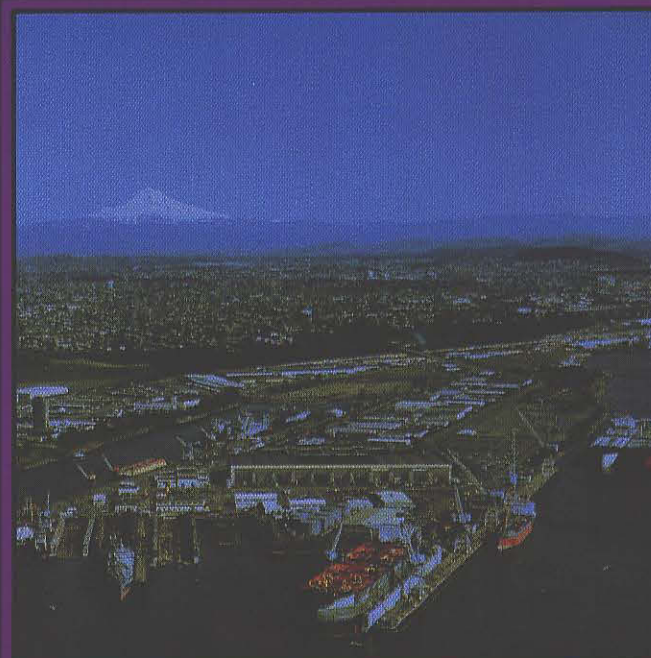
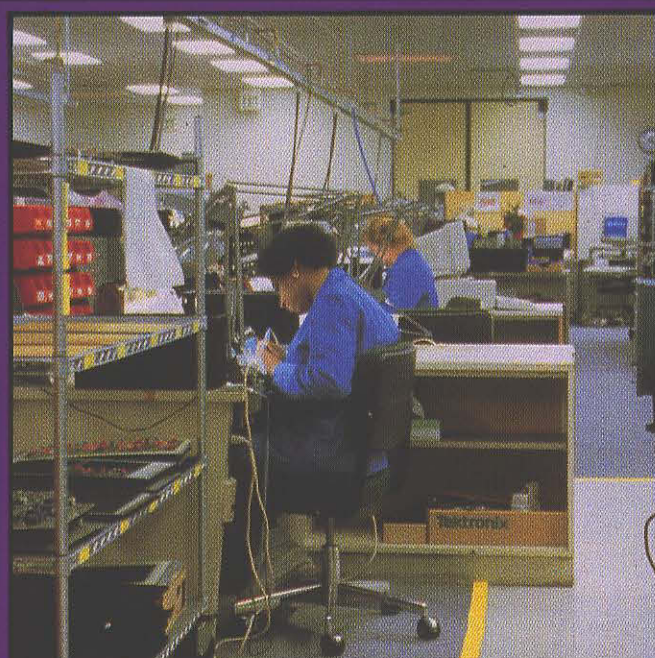


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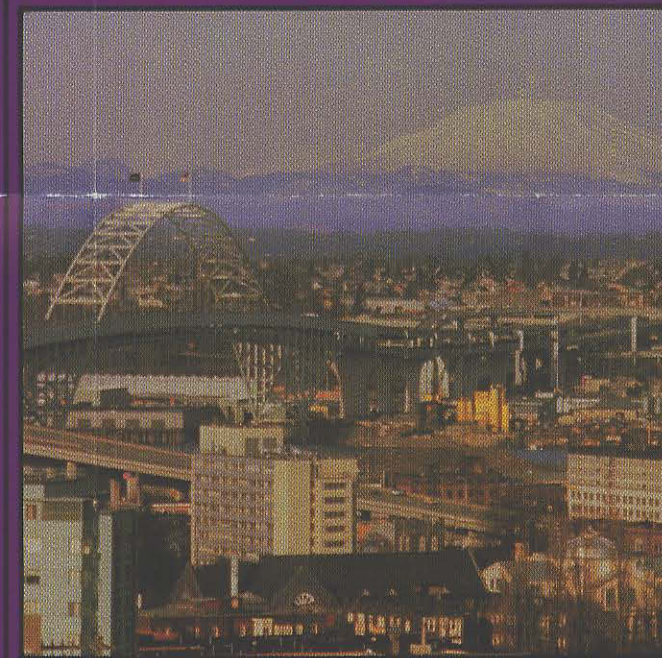
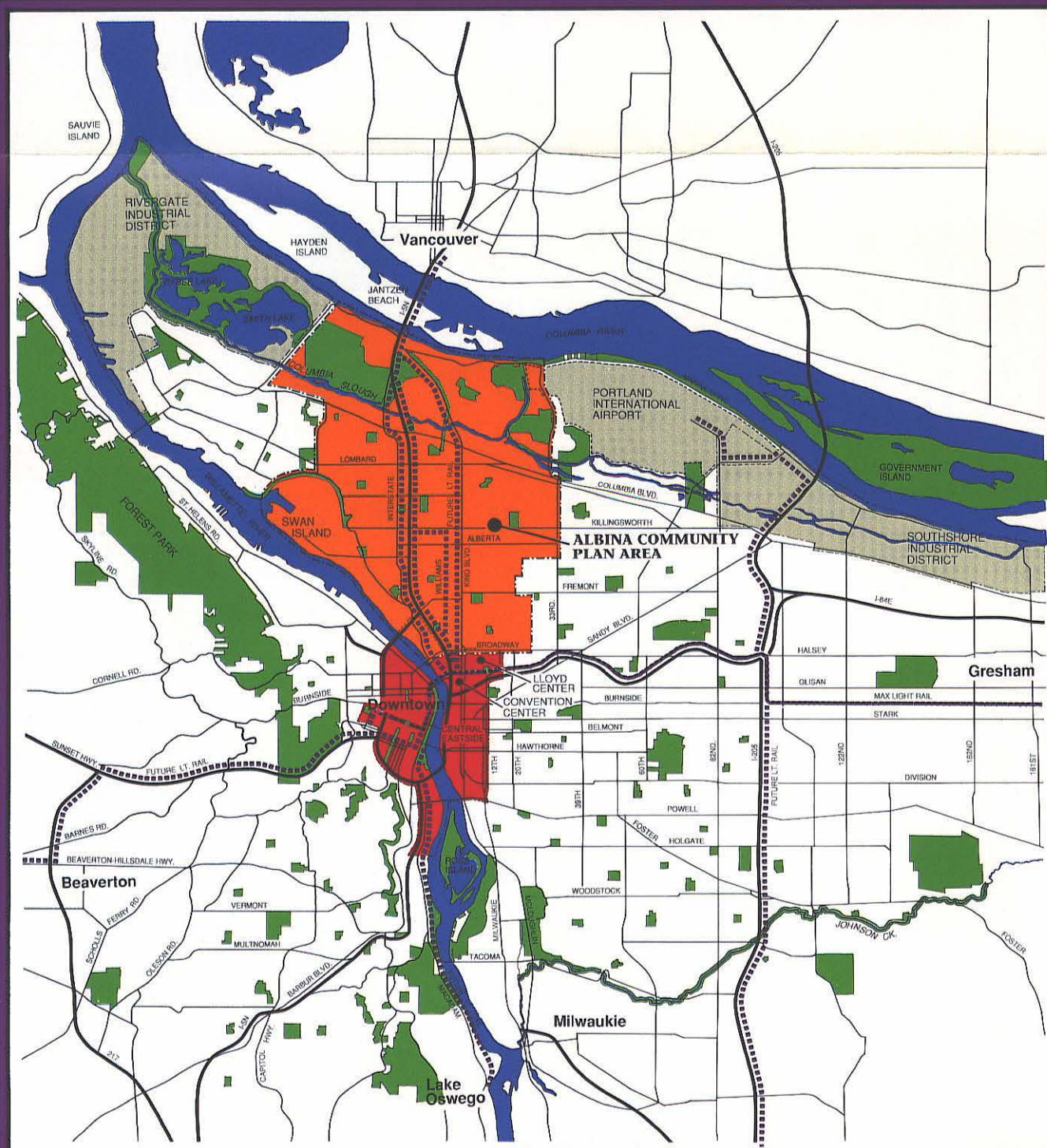
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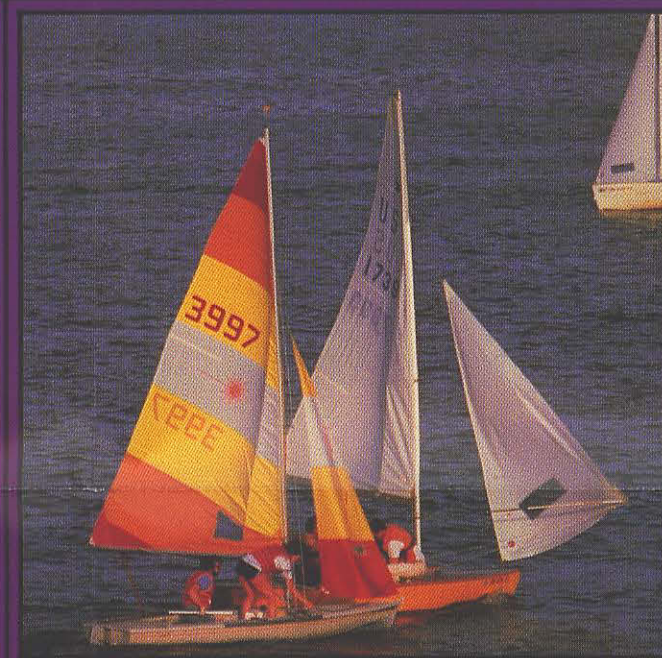
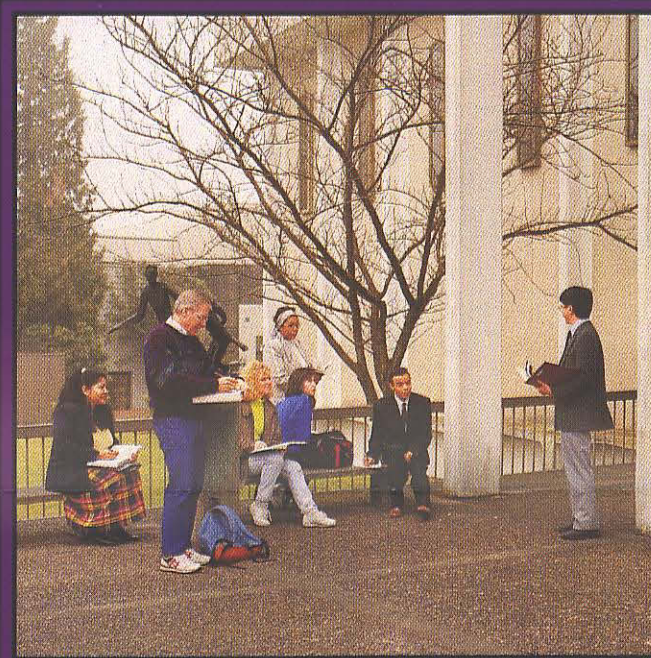
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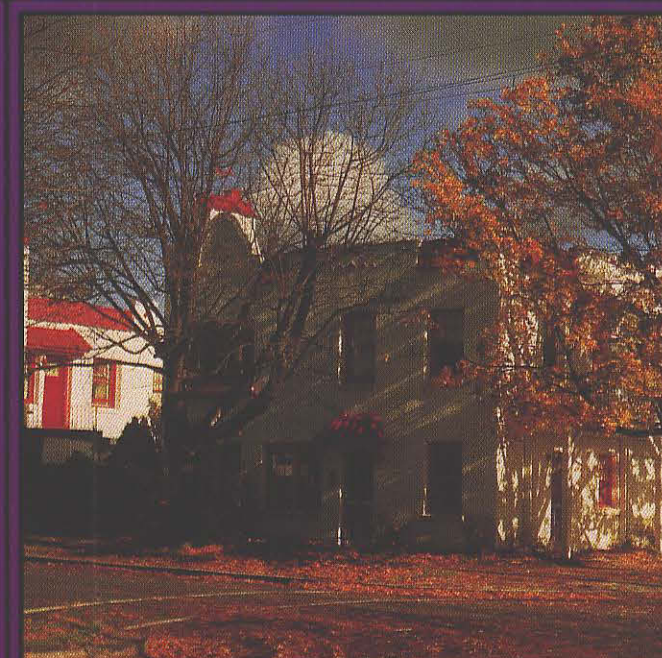
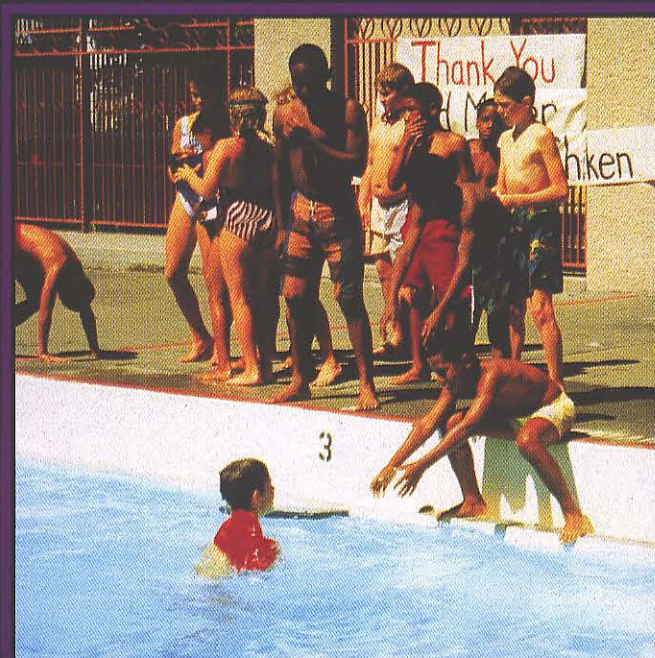
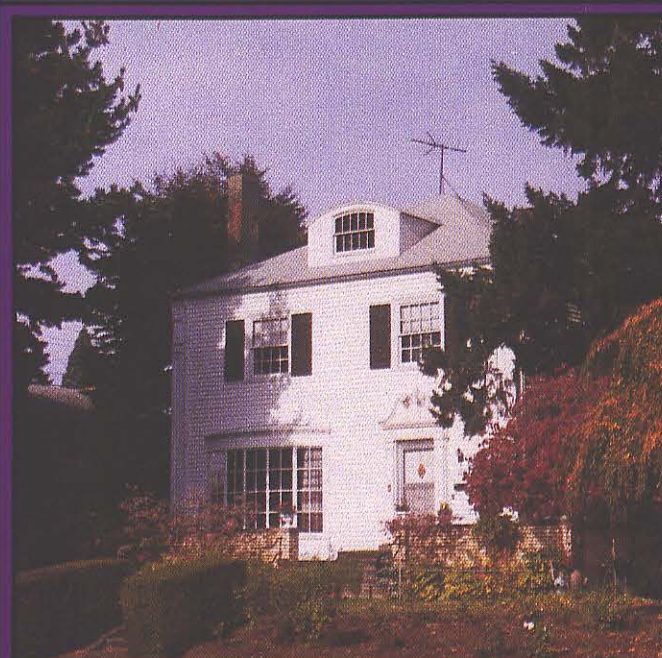
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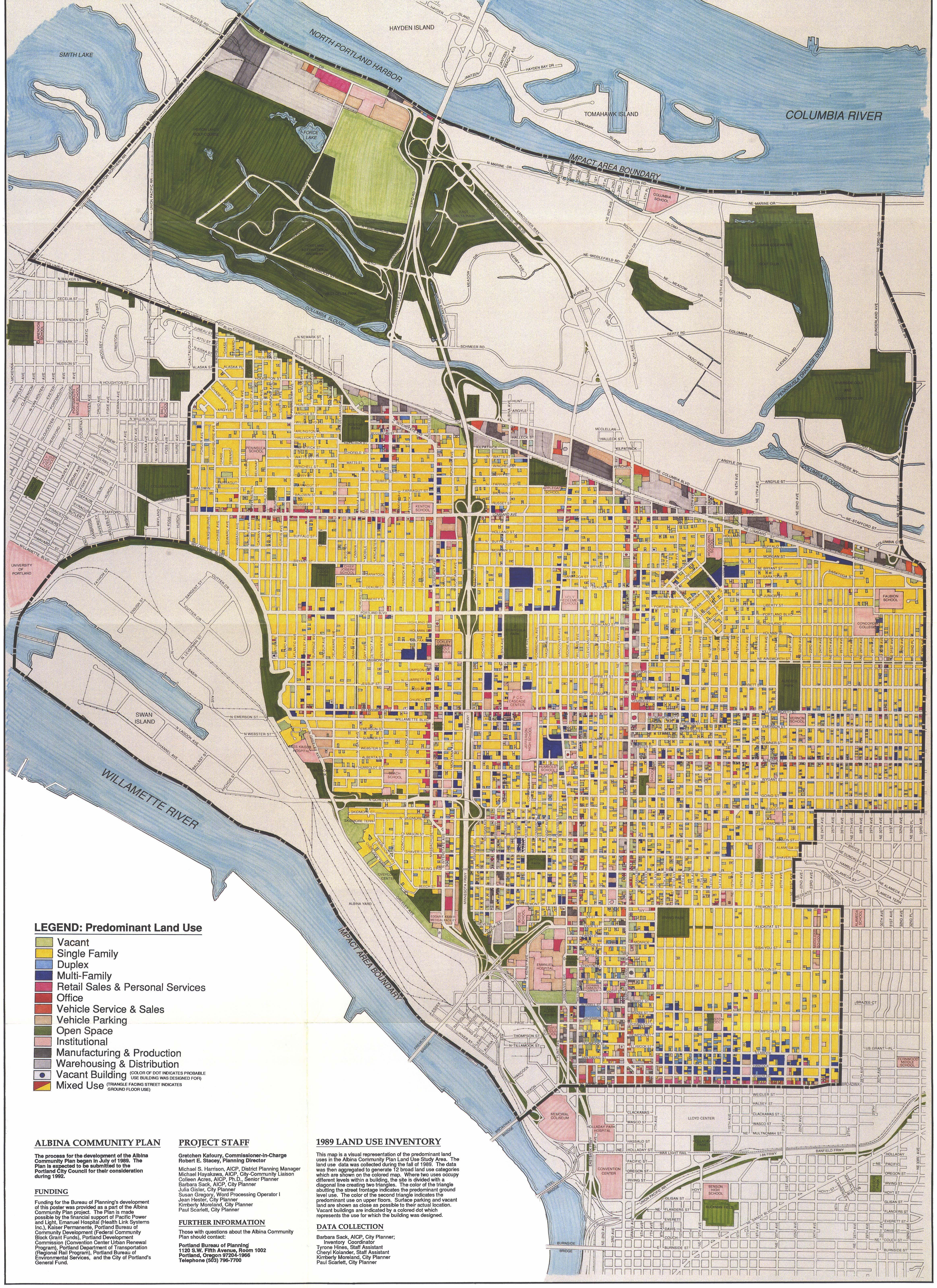


RESOURCE RICH, AND



LIVEABLE

ALBINA COMMUNITY



LEGEND: Predominant Land Use

- Vacant
- Single Family
- Duplex
- Multi-Family
- Retail Sales & Personal Services
- Office
- Vehicle Service & Sales
- Vehicle Parking
- Open Space
- Institutional
- Manufacturing & Production
- Warehousing & Distribution
- Vacant Building (COLOR OF DOT INDICATES PROBABLE USE BUILDING WAS DESIGNED FOR)
- Mixed Use (TRIANGLE FACING STREET INDICATES GROUND FLOOR USE)

ALBINA COMMUNITY PLAN

The process for the development of the Albina Community Plan began in July of 1989. The Plan is expected to be submitted to the Portland City Council for their consideration during 1992.

FUNDING

Funding for the Bureau of Planning's development of this poster was provided as a part of the Albina Community Plan project. The Plan is made possible by the financial support of Pacific Power and Light, Emanuel Hospital (Health Link Systems Inc.), Kaiser Permanente, Portland Bureau of Community Development (Federal Community Block Grant Funds), Portland Development Commission (Convention Center Urban Renewal Program), Portland Department of Transportation (Regional Rail Program), Portland Bureau of Environmental Services, and the City of Portland's General Fund.

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1989 LAND USE INVENTORY

This map is a visual representation of the predominant land uses in the Albina Community Plan Land Use Study Area. The land use data was collected during the fall of 1989. The data was then aggregated to generate 12 broad land use categories which are shown on the colored map. Where two uses occupy different levels within a building, the site is divided with a diagonal line creating two triangles. The color of the triangle abutting the street frontage indicates the predominant ground level use. The color of the second triangle indicates the predominant use on upper floors. Surface parking and vacant land are shown as close as possible to their actual location. Vacant buildings are indicated by a colored dot which represents the use for which the building was designed.

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POSTER PHOTOS

- HISTORIC PALMER HOUSE
Photo courtesy of the Palmer House
Photo by Brian Luzader
- PENINSULA PARK
Photo courtesy of Bureau of Parks & Recreation
- NEW WIDMER BREWERY, SMITH/MCKAY BLOCK
Photo courtesy of Widmer Brewery
Photo by Diana McKay


- DAWSON PARK
Portland Bureau of Planning file photo
Photo by Michael S. Harrison
- INTEX INTERNATIONAL EXHIBITS
Photo courtesy of NNE Business Boosters
Photo by Richard Brown
- TEKTRONIX PLANT
Photo courtesy of NNE Business Boosters
Photo by Richard Brown
- SWAN ISLAND INDUSTRIAL AREA
Photo courtesy of the Port of Portland
Photo by Spencer B. Gross, Inc.
- "CAT" SCAN AT EMANUEL HOSPITAL
Photo courtesy of NNE Business Boosters
Photo by Richard Brown
- MAX LIGHT RAIL AT HOLLADAY PARK
Portland Bureau of Planning file photo
Photo by John VAF Neal

- NORTHEAST PORTLAND WITH FREMONT BRIDGE & MT. ST. HELENS
Photo courtesy of the Port of Portland
Photo by Jim Douglas
- OREGON CONVENTION CENTER
Designed by the architectural firm of Zimmer, Gunsul, Frasca Partnership
Photo courtesy of METRO
Photo by Timothy Hurley
- SHIP IN DRYDOCK AT SWAN ISLAND
Photo courtesy of the Port of Portland
Photo by Jim Douglas
- STAGE PRODUCTION OF "THE WIZ"
Photo courtesy of Jefferson High School
Theater Department
Photo by Michael Henley
- GREAT BLUE HERON, COLUMBIA SLOUGH
Photo courtesy of Portland Bureau of Parks and Recreation

- PORTLAND COMMUNITY COLLEGE
Photo: Portland Community College at Cascade
Photo by Rod Jones
- SAILING ON THE COLUMBIA RIVER NEAR TOMAHAWK ISLAND
Portland Bureau of Planning file photo
Photo by Judy Galantha
- HOME IN HISTORIC PIEDMONT SUBDIVISION
Photo courtesy of Piedmont Neighborhood Assn.
Photo by Julie Green
- PENINSULA PARK PUBLIC SWIMMING POOL
Photo courtesy of Bureau of Parks & Recreation
- CHILDREN PLAYING IN DAWSON PARK
Portland Bureau of Planning file photo
Photo by Michael S. Harrison
- APARTMENT BUILDING IN HISTORIC IRVINGTON NEIGHBORHOOD
Portland Bureau of Planning file photo
Photo by John VAF Neal

1989 LAND USE

ALBINA COMMUNITY PLAN



CITY OF PORTLAND
BUREAU OF PLANNING
APRIL 1991

SCALE IN FEET
0 500' 1000' 2000'
1/2 MILE

NORTH